



**Independent Country Programme Evaluation  
The Republic of Rwanda**

**Revised Draft (Unedited)**

UNDP  
Independent Evaluation Office

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## ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
AIMS	African Institute of Mathematical Sciences
AWP	Annual work plan
AWS	Automatic Weather Station
BPO	Business Process Outsourcing
CBD	Convention for Biological Diversity
CBO	Community-based organizations
CCA	Climate Change Adaptation
CCNMF	Comité Consultatif National de Microfinance
CCPD	Common Country Programme Document
CDM	Clean Development Mechanism
CERF	Central Emergency Response Fund
CESB	Capacity Development and Employment Services Board
CIDT	Centre for International Development and Training
CO	Country office
CPC	Community Policing Committees
CRC	Citizen Report Card
CSO	Civil Society Organization
DAD	Development Assistance Database
DaO	Delivering as One
DCS	Disaster Communication System
DDAG	Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme
DDMC	District Disaster Management Committee
DDMO	District Disaster Management Officer
DFID	Department for International Development
DIM	Direct implementation
DoL	Division of Labour
DPCG	Donor Partners Coordination Group
DRG	Development Results Group
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
EAC	East African Community
EDPRS	Economic Development and Poverty Reduction Strategy
EIA	Environmental Impact Assessment
EIDHR	European Instrument for Democracy and Human Rights
ENR	Environment and Natural Resources
ERC	Evaluation Resource Centre
ERMS	Electronic Recording Management System
EWS	Early Warning System
FAO	Food and Agriculture Organization
FFRP	Rwanda Women Parliamentary Forum
FMT	Fund Management Team
FONERWA	National Environment and Climate Change Fund
GBS	Gender Budget Statement
GBV	Gender-based Violence
GCF	Green Climate Fund
GEF	Global Environment Facility

GEWE	Gender Equality and Women's Empowerment
GGCRS	Green Growth and Climate Resilience Strategy
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (German Corporation for International Cooperation GmbH)
GMIS	Gender Management Information System
GMO	Gender Monitoring Office
GoR	Government of Rwanda
GRES	Gender Results Effectiveness Scale
HDI	Human Development Index
HDR	Human Development Report
HRBA	human rights-based approach
IBT	Industrial Based Training
ICPE	Independent Country Programme Evaluation
ICTR	International Criminal Tribunal for Rwanda
IDA	International Development Association
IECMS	Integrated Electronic Case Management System
IEO	Independent Evaluation Office
IFMIS	Integrated Financial Management Information System
ILPD	Institute for Legal Practice and Development
IP	Implementing partner
JICA	Japan International Cooperation Agency
JP	Joint Program
JRLOS	Justice, Reconciliation, Law and Order Sector
KfW	Kreditanstalt für Wiederaufbau ("Reconstruction Credit Institute")
KOICA	Korea International Cooperation Agency
LDCF	Least Developed Countries Fund
M&E	Monitoring and Evaluation
MAJ	Maison d'Access à la Justice
MCC	Millennium Challenge Corporation
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goals
MDGR	Millennium Development Goals Report
MES	Monitoring and Evaluation System
MFI	Microfinance institutions
MHC	Media High Council
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MIFOTRA	Ministry of Public Service and Labor
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MINELA	Ministry of Environment and Lands
MINICOM	Ministry of Trade and Industry
MINIJUST	Ministry of Justice
MINIRENA	Ministry of National Resources of Rwanda
MPI	Multidimensional Poverty Index
MSG	Mobile School of Government
MVT	Massive Short Term Vocational Training
MYICT	Ministry of Youth and ICT
NCBS	National Capacity Building Secretariat

NCHR	National Commission of Human Rights
NEP	National Employment Program
NFPO	National Consultative Forum of Political Organization
NGM	National Gender Machinery
NHDR	National Human Development Report
NHRC	National Human Rights Commission
NIM	National implementation
NISR	National Institute of statistics of Rwanda
NUP	National Urbanization Policy
NURC	National Unity and Reconciliation Commission
NWC	National Women's Council
OHCHR	Office of the United Nations High Commissioner for Human Rights
OPM	Office of the Prime Minister
PEI	Poverty Environment Initiative
PFM	Public Financial Management
PLWDs	People Living with Disabilities
PMO	Prime Minister's Office
PRODOC	Project document
PSCB	Public Service Capacity Building
PSF	Private Sector Federation
PUNO	Partner UN Organizations
RDB	Rwanda Development Board
REMA	Rwanda Environment Management Authority
RFIP	Rwanda Financial Inclusion Project
RGB	Rwanda Governance Board
RGS	Rwanda Governance Scorecard
RM	Resource mobilization
RNP	Rwanda National Police
ROAR	Results Oriented Annual Report
RPA	Rwanda Peace Academy
RRB	Rwanda Reconciliation Barometer
RRF	Results and Resources Framework
RRT	Rapid Response Training
RWAMREC	Rwanda Men Resource Centre
SACCO	Savings and Credit Cooperatives Societies
SDF	Strategic Development Framework
SDG	Sustainable Development Goals
SDMC	Sector Disaster Management Committee
SEEP	Employability and Entrepreneurship Programme
SERPG	Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth
SIDA	Swedish International Development Cooperation Agency
SME	Small and Medium Enterprise
SMS	Short Message Service
SPIU	Single Project Implementation Unit
SSC/TrC	South-South & Triangular Cooperation
SWAp	Sector Wide Approach
TCT	Tumba College of Technology
TVET	Technical and vocational education and training
ToC	Theory of Change
ToR	Term of Reference
ToT	Training of Trainers

UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNHSTF	UN Human Security Trust Fund
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organization
UNTFHS	United Nations Trust Fund for Human Security
UPR	Universal Periodic Review
USAID	United States Agency for International Development
VSLA	Village Savings and Loan Association
WFP	World Food Programme
YFC	Youth Friendly Center
YPLA	Youth Political Leadership Academy

## EXECUTIVE SUMMARY

DRAFT

## Chapter 1. Introduction

This chapter presents the purpose of the evaluation, an overview of Rwanda’s country context and the programmes delivered by the United Nations Development Programme (UNDP), and the evaluation methodology.

### 1.1 Purpose, objectives and scope of the evaluation

1. UNDP’s Independent Evaluation Office (IEO) conducted an independent country programme evaluation (ICPE) for UNDP Rwanda in 2017. The purpose of the evaluation was to: (a) support the development of a new UNDP country programme document (2019-2023); and (b) strengthen accountability of UNDP to national stakeholders and to the Executive Board.
2. UNDP has been operating in Rwanda since 1977. Following its first country-level evaluation in the country in 2008, this was the second independent evaluation conducted by the IEO in Rwanda. In accordance with the terms of reference of the evaluation (Annex 1), the evaluation examined UNDP’s work in the two recent programme periods, i.e. 2008-2012 and 2013-2018. Rwanda is one of the United Nations Delivering as One (DaO) pilot countries. UNDP’s programmes during the two periods were guided by the United Nations Development Assistance Framework (UNDAF) 2008-2012 and the United Nations Development Assistance Plan (UNDAP) 2013-2018, respectively.
3. Reflecting the substantive programmatic and structural changes made at UNDP Rwanda between the two periods, the evaluation examined the evaluative evidence of UNDP’s performance through the country office’s current programmatic structure with two thematic pillars, the Poverty Reduction and Environment programme and the Democratic Governance and Peace Consolidation programme.

### 1.2 Overview of the national development context

#### Development aspirations and challenges

4. Rwanda has made considerable progress in recovering from the 1994 genocide that destroyed the social and economic fabric of the country. Much of its steady socioeconomic recovery can be attributed to the country’s national development framework, *Vision 2020*, which aims to transform Rwanda from a low-income agriculture-based economy to a knowledge-based, service oriented economy with a middle-income status by 2020.<sup>1</sup> The Government launched the *Economic Development and Poverty Reduction Strategy* (EDPRS) in 2008 to operationalize the Vision, giving priority to accelerating growth, creating employment, generating exports and good governance. The second EDPRS (2013) further reaffirms Rwanda’s commitment to accelerate progress towards middle-income status and better quality of life for all Rwandans, through a sustained economic growth and accelerated reduction in poverty.<sup>2</sup>
5. A number of positive indicators have been observed in recent years. Between 2008 and 2014, poverty dropped from 56.7 percent to 39.1 percent, with absolute poverty reduced by 7.8 percentage points to 16.3 percent. The GDP per capita increased from \$479 to \$720, and growth has consistently averaged 7.8%, with evidence of economic diversification as the share of agriculture’s contribution reduced from 39 percent

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<sup>1</sup> Rwanda Vision 2020, Government of Rwanda

<sup>2</sup> Economic Development and Poverty Reduction Strategy 2013-18.

to 31 percent and other sectors increased. Compound annual growth in exports was 18 percent during period 2010–2014 and the value of exported goods and services increased from US\$ 684 million to \$1.315 billion. Higher value-added exports more than tripled in value from \$39 million in 2010 to \$120 million in 2014. Inequality measured by the Gini coefficient reduced from 0.52 in 2006 to 0.45 in 2014.<sup>3</sup> Access to financial inclusion has surpassed the 80 percent threshold targeted in EDPRS II, which currently stands at 89%. The positive economic transformation is a result of implementation of structural reforms, sustained investment by government, sound macroeconomic management, robust fiscal discipline and improvement of public service delivery, human resources and aid coordination for development. Going forward, a number of challenges must be overcome to sustain the economic momentum and poverty reduction gains, including income inequality that remains high, a relatively non-diverse domestic market, a low productive base and Rwanda's landlocked position which reduces its trade competitiveness due to high transportation costs.

6. Significant gains have also been made in human development indicators, with increased rates of education, social protection and access to health, raising life expectancy to current 66 years from 54 in 2008. The government is committed to achieving the Sustainable Development Goals (SDGs), continuing from its success in achieving most of the targets of the Millennium development goals (MDGs).<sup>4</sup>
7. Rwanda tops as one of the most advanced countries in demonstrating efforts to reduce gender gaps, with 64 percent of the parliament seats being held by women. Women played a significant role in rebuilding the society after the country suffered a major loss of life, particularly of men, during the genocide. The Government is committed to promoting gender equality and empowerment of women, placing such measures as the establishment of the National Gender Machinery that spearhead its gender efforts<sup>5</sup> and the introduction of Gender Budgeting (2013) that requires all public institutions in the country prepare a 'gender budget statement,' which includes situation analysis, gender disaggregated data about their focus sector, and assessments of policy and expenditure impact.<sup>6</sup> Lower literacy and higher poverty rates still face women, as well as gender-based violence, which remains a serious issue in the country.<sup>7</sup>
8. Protection and management of the environment is among the pillars of Government's Vision 2020. The pillar aims to significantly reduce the pressure on natural resources, particularly on land, water, biomass and biodiversity and reverse the process of environmental pollution and degradation.<sup>8</sup> In an effort to maintain biological diversity, the area of protected land was increased from 8 to 10.13 percent between 2006 and 2012 and the national forest coverage from 20 to 22.4 percent in the same period. The Government established the National Environment and Climate Change Fund (FONERWA) to provide a reliable and sustainable funding mechanism. It has promoted rainwater harvesting, created special economic zones to minimize industrial pollution, increased access to electricity by 13 percent, and reduced the number of households using biomass from 94 to 86 percent between 2008 and 2011. Further mainstreaming of the environment and climate change goals and coordination of various policies both between and within different sectors remains a challenge.
9. By 2008, the vast majority of Rwandan refugees who had fled to the neighboring countries during the genocide had returned to Rwanda, bringing stability to the country. Much progress has been made through

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<sup>3</sup> Rwanda National Institute of Statistics (NISR), Rwanda Poverty Profile Report, 2013/2014.

<sup>4</sup> By 2015, Rwanda achieved or was on track for achieving all MDG goals, except those related to poverty (Goal 1).

<sup>5</sup> The Gender Machinery comprises four entities, Ministry of Gender and Family Promotion (MIGEPRO), Gender Monitoring Office (GMO), National Women's Council (NWC), and Women Parliament Forum (FFRP).

<sup>6</sup> Ministry of Finance and Economic Planning (NIMECOFIN), 'Gender Budgeting Guidelines,' May 2008.

<sup>7</sup> Rwanda DHS, 2014-2015, and UN Women "Global Database on Violence against Women: Rwanda." The Gender Inequality Index ranks the country at 84<sup>th</sup> out of 159 countries in 2015, UNDP 2016 HDR, Rwanda.

<sup>8</sup> In keeping with these goals, Rwanda is a signatory to and has ratified a number of important conventions related to the protection and conservation of the environment including: Convention on Biological Diversity; Vienna Convention for the Protection of the Ozone Layer; Ramsar Convention on Wetlands; and Kyoto Protocol to the United National Convention on Climate Change.

national reconciliation, rule of law and parliamentary reforms, and strengthening of home grown initiatives. The Vision 2020 includes ‘Good governance and a Capable State’ as one of the pillars, with a capable state characterized by rule of law that supports and protects all citizens without discrimination. The state is expected to ensure good governance, promoting accountability, transparency and efficiency in deploying all its resources. Areas of development challenges in the governance sector include improving knowledge and awareness among citizens’ of their rights, participation of civil society organizations (CSOs) in decision-making at both national and local levels, and reducing pressure on the justice system in resolving voluminous pending cases from the genocide and complex legal issues associated with land and inheritance rights and family law.

#### Bilateral/ multilateral donors in Rwanda

10. Numerous bilateral/ multilateral agencies have supported the Government of Rwanda to address its development agenda. In the area of employment creation and skills development, for example, Sweden has supported the national employment programme and has been a key contributor to the One UN Fund; the African Development Bank (AfDB) has supported the Skills, Employability and Entrepreneurship Programme (SEEP), SMEs with focus on women, and the Rwanda private sector federation; the United States Agency for International Development (USAID) has funded a \$28 million initiative on youth employment; Japan, which focuses on human resource development, rural development, economic infrastructure and industrialization, has provided support to technical and vocational education and training (TVET) such as the Tumba College of Technology, and also focuses on peace building, supporting capacity building in peace support operations; the Korean International Cooperation Agency (KOICA) has dispatched 60 volunteers serving in various institutions related to education, agriculture and ICT sectors, and supported a knowledge sharing platform “Centre of Excellence” through UNDP’s global project, ‘Inclusive and Sustainable New Community,’ as well as technical training and innovation centres in Kicukiro; the Swiss Agency for Development Cooperation (SDC) has constructed five TVET schools in Western districts, adapting curricula to disadvantaged youth, as well as support to promote off-farm employment; Germany’s support has included training of TVET school trainers and managers and in-company supervisors through its employment and economy project and private sector promotion through KfW; the UK Department for International Development (DFID) has provided support to strengthen the social protection system for the poorest populations through financial aid and technical assistance in local development; and the World Bank has supported the creation of a favourable investment climate in Rwanda for youth employment, agricultural productivity, infrastructure and urbanization, including the International Development Association (IDA) on Great Lakes trade facilitation. Others included the Netherlands for improved market access, African Development Fund for competitiveness and enterprise development,
11. In the areas of democratic governance, major players included: the EU for the accountable governance programme and measures in favour of civil society in Rwanda;<sup>9</sup> the Netherlands on support to gender-based violence (GBV) and as the major donor in the Justice, Reconciliation, Law and Order Sector; Sweden on democracy and human rights (2011-2013) covering increased transparency in public institutions and enhanced accountability, rule of law, and sustained peace and security;<sup>10</sup> and USAID for the Rwanda Threshold Programme (2009-2011), covering five components including strengthening the inspectorate services of the Rwandan National Police (RNP); strengthening the Rule of Law for Policy Reform; Media Strengthening; Strengthening Civic Participation; and Strengthening Civil Society.<sup>11</sup> The SDC, DFID, Sweden and USAID have a multi donor civil society programme for 2015 to 2020 to build CSO capacity in effectively contributing to public accountability, good governance, human rights and social cohesion.<sup>12</sup>

<sup>9</sup> EU (2014) Status of Cooperation between European Union and Rwanda, page 2

<sup>10</sup> Kluykens, Jups (2015) Review of Sweden’s Support to the ONE-UN Programme in Rwanda, Final Report. Stockholm: SIDA

<sup>11</sup> Mathematica Policy Research (2014) Rwanda Threshold Program Evaluation Final Report

<sup>12</sup> Multi Donor Civil Society Support Programme, Annual Review – Summary Sheet, DFID, June 2015, page 1-9

### 1.3 Overview of UNDP programme

12. The UNDAF (2008-2012) and UNDAP (2013-2018) were designed to address Rwanda’s national development challenges as defined in the Vision 2020 and its medium term strategies, EDPRS I (2008-2012) and II (2013-2018). They have provided a programmatic framework for all UN agencies since 2008, including UNDP’s. The DaO is in its second term in Rwanda, and UNDP’s work is more aligned with the UN framework under the current UNDAP.
13. Under its Common Country Programme Document (CCPD) 2013-2018, co-signed with UNFPA, UNICEF, and UN Women, UNDP is expected to address two of the three UNDAP results areas, i.e. Inclusive Economic Transformation and Accountable Government. Its programme covers a total of five outcome areas, managed by two thematic teams: the Poverty Reduction and Environment Unit, which was responsible for the areas related to pro-poor orientation and diversification of economy (combined Outcome 35), sustainable urbanization (Outcome 37), and environment and climate change (Outcome 36); and the Governance and Peace Consolidation Unit, responsible for those related to institutional accountability and civic participation (Outcome 38) and human rights, justice, and gender equality (Outcome 39).
14. A human rights-based approach (HRBA) has been an integral part of UN Rwanda’s DaO approach, which applies to all programming processes, including assessment and analysis, planning and design, and monitoring and evaluation.<sup>13</sup>

Table 1. UNDP//UNDAP Outcomes

UNDAP Focus Area 1: Inclusive Economic Transformation	
Outcomes	UNDP’s Specific Contribution Areas (CCPD)
<b>UNDP Outcome 35:</b> Pro-poor orientation of the growth and economic transformation is reinforced (UNDAP Outcome 1.1); and a diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains (UNDAP Outcome 1.2)	i) Expert policy and advisory services to support pro-poor orientation of the economic transformation agenda including social protection, and policy advisory support on natural resources management (land and mining) in the context of the green economy; ii) Expert knowledge and technical support to key targeted national institutions to enhance policy coherence and the promotion of economic transformation, regional integration and trade; iii) Capacity-building support to Ministry of Finance and Economic Planning for developing the institutional framework for strategic resource mobilization; technical assistance, policy support and capacity-building to strengthen country-level mutual accountability framework for development effectiveness; and iv) Policy advisory support to strengthen national capacities for policy coordination and cross-sectoral linkages and improve public-service delivery.
<b>UNDP Outcome 36:</b> Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate change resilience (UNDAP Outcome 1.3)	Policy advisory and capacity-building support and knowledge exchange to strengthen the capacity of relevant national institutions, NGOs and CBOs to integrate, adapt to and mitigate climate change and disaster risk reduction in key sectors; technical and financial support to rehabilitate critical ecosystems in targeted areas; support for strengthened inclusion of pro-poor natural-resource sustainability investments in budgets and other financial mechanisms.
<b>UNDP Outcome 37:</b> Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent	Capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets; financial and technical support to access to financial services.

<sup>13</sup> UN Rwanda, “Applying a Human Rights-Based Approach to Development Work in Rwanda: A practical handbook to guide UN Agencies and Implementing Partners of UN Projects.”

employment opportunities in both urban and rural areas, especially for youth and women (UNDAP Outcome 1.4)	
<b>UNDAP Focus Area 2: Accountable Governance</b>	
<b>UNDP Outcome 38:</b> Accountability and citizen participation in sustainable development and decision-making processes at all levels improved (UNDAP Outcome 2.1)	Policy advice and capacity-building support and access to expert knowledge services to strengthen citizen participation, cognizant of gender considerations, in electoral and political processes including policy formulation and legislation at all levels. In support of this objective, provision of technical support and capacity-building to implement media-sector reforms.
<b>UNDP Outcome 39:</b> Human rights, justice and gender equality promoted and implemented at all levels (UNDAP Outcome 2.2)	Technical support and capacity-building to key justice partners to improve access to justice through the courts and community-based mechanisms and to strengthen national capacities to comply with human rights obligations; technical support to deepen the efforts to promote peace, unity and reconciliation; strengthening of national capacity for crime prevention and response; and strengthen the capacity of the national gender machinery.

15. At the time of the evaluation, UNDP Rwanda comprised 40 staff (seven international, 12 national, and 21 general service staff), one service contract holder, and eight UNV staff (Annex 3). UNV staff were embedded in the two programme teams and the communication function. One staff represented the UN Capital Development Fund (UNCDF). UNV’s strategy focuses on “harnessing the power of volunteers and volunteerism to achieve internationally agreed goals for peace and development (SDGs),” and it works closely with the UN agencies in the country in various thematic areas.<sup>14</sup> UNCDF, operating in Rwanda since 2005, has focused on local development and inclusive finance.
16. UNDP’s programme budget was \$20.3 million at the beginning of the previous cycle (2008). By 2016, however, the budget declined almost by half to \$9 million. The major donors during the periods included Sweden, GEF, Japan, Switzerland, DFID, KOICA, and One UN Fund. About 88 percent of the projects during the two periods were implemented through the national implementation modality (NIM), which has become the only modality in the current programme cycle.

#### 1.4 Evaluation methodology

17. The evaluation was conducted in accordance with the terms of reference (Annex 1), which detail methodology, data collection and analysis methods, management arrangements, and the overall evaluation process and timeframe. It addressed two key questions: i) to what extent UNDP has contributed to development results during the two programme cycles (overall effectiveness); and ii) what was the quality of its contribution (programme relevance, efficiency, and sustainability)? UNDP’s relative position among the development partners was also examined.
18. As part of a preparatory work, all projects in UNDP Atlas were mapped under each of the five programme outcomes. They included projects running from the earlier cycles.<sup>15</sup> A group of projects were then selected for in-depth analysis based on the criteria as defined in the terms of reference. The evaluation relied on a contribution analysis by using a theory of change developed for each of the outcome areas. Several country-

<sup>14</sup> UNV Strategic Framework 2014-2017. UNV works in five areas: Securing access to basic social services, national capacity development through volunteer schemes, youth development, peace building, and community resilience for environment and disaster risk reduction. In Rwanda, it has its own projects as well as UNDP-embedded efforts.

<sup>15</sup> As per the terms of reference, the HIV/AIDS programme discontinued in the previous programme was excluded from the evaluation.

specific contextual issues were considered when assessing various factors influencing the observed results, including:

- Rwanda's strong economic and social reforms that followed the 1994 genocide.
- The application of home-grown solutions.
- The DaO framework and the Sustainable Development Goals (SDGs).
- Declining financial resources-base affecting both at UNDP and UN levels.

19. Data collection included desk-reviews of reference material (Annex 8), semi-structured interviews and focus groups with relevant key stakeholders (Annex 7), involving UNDP staff, government officials, national implementing partners, beneficiary groups, think-tanks, donors, UN and other development partners. Site visits were conducted for select projects in Gashaki, Gekenke, Gishwati, Koyanze, Musanze, Ngororero, and Rubavu. Each outcome was assessed by using the outcome analysis template developed for the evaluation. It included a summary of key project deliverables by outcome (Annex 4) and status of outcome indicators (Annex 6). Data and information collected through various means and sources were triangulated to enhance the validity of findings.
20. The evaluation aimed to measure the extent to which UNDP Rwanda has mainstreamed gender according to resource allocations, programme design and human resources. UNDP's financial allocations and expenditures contributing to gender equality and women's empowerment were tabulated and analyzed by using the UNDP Gender Marker. UNDP Rwanda's Gender Seal Certification process during the period under review provided much data needed for assessing its business environment and practices promoting gender equality. The data were cross-examined with findings from interviews. UNDP's performance on gender was assessed by using the Gender Results Effectiveness Scale (GRES).
21. The evaluation team comprised Lead Evaluator and Associate Lead Evaluator from the IEO and three external experts, including one national. A preparatory mission was conducted between XXX 2017, producing the evaluation terms of reference. A data collection mission took place between XXX 2017, yielding individual outcome analysis papers. A draft report was shared for comments with the country office and RBA on XXX. The revised report and an audit trail of the comments were sent to them on XXX. After the draft report was shared with the national stakeholders, a stakeholder workshop was held through a videoconference on XXX, co-hosted by the Government, UNDP Rwanda and the IEO. The report was finalized after comments from the stakeholders were considered and the management response was prepared by the country office.
22. A number of quality assurance steps were taken before the finalization of the report. The initial draft report went through IEO's internal peer reviews, followed by a review by a member of IEO's Independent External Advisory Panel. The report was subject to clearance and approval by IEO's Directorate.

## 1.5 Study limitations

23. Despite its advance planning, the evaluation team experienced significant delays in launching the interview process during the data collection mission. Some interviews and field visits did not materialize during the mission, and thus follow-up interviews (face-to-face or telephone) were conducted after the mission. This resulted in delays in the subsequent analysis phase.

## 1.6 Organization of the report

24. The present introductory chapter is followed by two chapters on findings, including those on UNDP's contribution to development challenges by each of the thematic clusters (chapter 2) and on how UNDP

achieved observed results (chapter 3). The report then presents conclusions and recommendations from the evaluation, along the management response prepared by the country office (chapter 4).

## Chapter 2. Assessment of UNDP's Contributions

25. This chapter presents the results of outcome analysis. Following an overview of UNDP's strategy, it discusses the progress made to date in achieving the programme objectives. Also included are an assessment of UNDP's contribution to gender equality and women's empowerment, reduction of poverty and inequalities, the role of Rwanda's home-grown solutions, and UNV/UNCDF's contribution.

### 2.1 Poverty Reduction and Environment

**Outcome 35:** Pro-poor orientation of the growth and economic transformation is reinforced (UNDAP Outcome 1.1); and A diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains (UNDAP Outcome 1.2)

**Outcome 37:** Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women (UNDAP Outcome 1.4)

**Outcome 36:** Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate change resilience (UNDAP Outcome 1.3)

#### Overview of UNDP Strategy: Poverty-related Outcomes 35 and 37

26. **Outcome 35** addresses two UNDAP outcomes: pro-poor orientation of the growth and diversification of economic base to tap into and benefit from expanded international, regional and local markets and improved agriculture value chains. It targeted greater inclusion of populations marginalized from the development agenda and shifting Rwanda's economy from rain-fed agriculture-based to industrialization, services-/ tourism-oriented, producing increased value-added products for export.

27. UNDP approached the outcome through various projects. Under *Building an Inclusive Financial Sector in Rwanda (BIFSIR)* (2010-2016), UNDP supported the implementation of the Rwandan Microfinance Policy strategy (2013-18) including capacity building of the Ministry of Finance and Economic Planning (MINECOFIN), National Bank of Rwanda, Comité Consultatif National de Microfinance (CCNMF) and Association of Microfinance Institutions in Rwanda (AMIR) to strengthen coordination structures, regulation and supervision of the microfinance sector. The programme, supported by UNCDF<sup>16</sup> funded by KOICA, produced the manuals of procedures, entrepreneurship training modules for microfinance institutions and Savings and Credit Cooperatives Societies (SACCOs); and undertook entrepreneurship skills building linked to financial services.

28. Under the *Support for Effective Development Cooperation for Results programme*, UNDP worked with other UN agencies (e.g. UNFPA, WFP, UN Women, UNAIDS, UNDP, WHO, FAO, and UNECA) to

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<sup>16</sup> UNCDF contributed \$2.425 million to the programme. It established the *YouthStart* project to improve access to financial services for low-income youth with emphasis on savings and financial education in Rwanda.

support improved development cooperation and resource mobilization (particularly from non-traditional sources) and enhance evidence-based policy planning, analysis and M&E capacity. It also supported the Office of the Prime Minister (OPM), local government related entities (e.g. Ministry of Local Government (MINALOC) and Rwanda Governance Board (RGB)), MINECOFIN, Rwanda Development Board (RDB), NISR and the National Capacity Building Secretariat (NCBS) to address critical capacity constraints in the central and local government to facilitate the implementation of EDPRS II through the *Transformational Capacity Development programme*.

29. The objective of **Outcome 37** was sustainable urbanization process that transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women. At the UN level, the outcome targeted the creation of off-farm jobs and SMEs and strengthening of entrepreneurship skills among youth and women. UNDP defined its focus in the CCPD as capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets, and financial and technical support to access to financial services.

30. UNDP co-lead *the Joint Youth and Women Employment Programme* (2014-2018), with MYICT as a key implementing partner, involving 11 UN agencies and 7 ministries. The programme supported women and youth to acquire digital skills and equipment for business management and access to market. YouthConnekt trained 500 youth on entrepreneurship through its Bootcamp initiative, and reached thousands more through television and radio programmes on entrepreneurship and job creation. UNDP supported the Single Project Implementation Unit (SPIU) in MYICT, which split into Ministry of Youth and Ministry of ICT in 2017. The SPIU remained in the Ministry of Youth.

31. UNDP together with UNV supported *The Joint Youth Programme* which provided a volunteering platform for youth and women, multimedia studio equipment to Rubavu Youth Centre and also funded start-ups and personnel to train youth in ICT related business, civic education, volunteerism, human rights, gender and environmental in seven districts. It supported the organization of mentorship sessions for youth network of volunteers at district level and funded the construction of youth friendly centres. The *National Environment and Youth Project* aimed at protecting the banks and catchment areas of the Nyabarongo river system from land degradation and solid waste pollution, while creating employment opportunities for youth in 17 rural and urban districts.

32. A summary of key project efforts and deliverables contributing to the poverty outcomes is presented in Annex 4.

### Overview of UNDP Strategy: Environment-related Outcome 36

33. **Outcome 36** aims to support the Government to strengthen environmental and natural resources management and sustainable land use in the country. To build national, district and local capacity to mitigate climate change, reduce disaster risks and promote sustainable development, the outcome is expected to strengthen the Government's capacity to implement a sector-wide policy<sup>17</sup> for natural resource management; address environmental concerns and climate change adaptation in its programmes and plans; mainstream climate change, environment and disaster risk issues in national and district development plans; and establish a national platform for disaster risk reduction in line with the Hyogo Framework for Action and National Policy.

34. To address this outcome, UNDP focused on supporting the Government in mainstreaming environment and climate change issues into the country's EDPRS and policy frameworks; and capacity

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<sup>17</sup> An approach adopted by the GoR that enables different stakeholders within a sector can work together and implement a single strategy for that sector. MINECOFIN, ODA Report, FY2013-2014.

building of national and local government institutions and communities for EDPRS implementation in environmentally friendly income generation activities; policy-making for biodiversity of protected areas and land management strategy for utilizing natural resources and enhancing productivity in an environmentally friendly way; and promotion of alternative energy sources that are economically viable and reduced usage of biomass.

35. UNDP supported the Government to develop the Environment and Natural Resources (ENR) Sector Wide Approach (SWAp). The ENR SWAp serves as a collaborative mechanism bringing together all relevant partners to develop and coordinate a coherent support to environment programmes. In addition, UNDP has provided the MIDIMAR with technical assistance to develop and approve the National Disaster Management policy. The policy provides guidelines and strategies in the management of disaster risk reduction interventions.

36. The project '*Reducing Vulnerability to Climate Change*' aimed to contribute to climate change risk and flood disaster preparedness by establishing early warning and disaster preparedness systems and support for integrated watershed management in flood prone areas. UNDP supported the Government in setting up the National Environment and Climate Fund (FONERWA), the climate financing facility to achieve the targets in the national Green Growth and Climate Resilience Strategy approved by the cabinet in 2011. After its establishment, UNDP continued its support to FONERWA through the "*Capacity Building Support to FONERWA*" project.

37. UNDP provided institutional capacity building support to the Ministry of Natural Resources in Rwanda (MINIRENA) to mainstream green economy activities to effectively deliver on its mandate and to ensure the Environment and Natural Resources Strategy is implemented in the Environment and Natural Resources sector and supported Rwanda Environment Management Authority (REMA) to fulfil its mandate to identify, rehabilitate, protect and conserve fragile wetland and island ecosystems through '*Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth (SERPG)*' project. In disaster risk reduction and management, UNDP projects aimed to build national and local capacities through training of MIDIMAR, district authorities including District Disaster Management Committees (DDMCs) and Sector Disaster Management Committees (SDMCs) in disaster risk reduction, management, and early warning systems (EWS). The projects also supported the establishment of a disaster communication system and implementation of public awareness raising campaigns through radio and TV programmes. The '*Preparedness for Resilient Recovery*' project, supported by Japan, aimed at strengthening national capacities for disaster recovery, developing a body of knowledge and practical tools for public policies and strategic actions. It also supported the building of resilient houses for communities affected by disasters.<sup>18</sup>

38. As part of its support to people affected by disasters, UNDP has engaged in the Green Village initiative, in which people (especially the most poor and vulnerable) in disaster prone areas (e.g. the Islands) are relocated to safer places with the provision of basic, environmentally-friendly infrastructure. The Green Villages were established in several districts across the country by REMA, in partnership with UNDP, and other Government and non-governmental organizations and development partners.<sup>19</sup> The establishment of Green Villages is part of the Government of Rwanda's efforts to build a climate resilient nation, in line with its Green Growth and Climate Resilience Strategy. The National Green Growth and Climate Resilience Strategy outlines Rwanda's vision for 2050 that will take into consideration climate change and other environment related issues.

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<sup>18</sup> The project is implemented through three channels: i) CERF – Restoration of critical infrastructure and emergency off-farm livelihoods for landslide-affected population in Gakenke District; ii) UNTFHS – Strengthening human security by enhancing resilience to natural disasters and climate-related threats in Ngororero District; and iii) Preparedness for resilient recovery.

<sup>19</sup> E.g.: Rweru (64 houses) in Bugesera District, Gashaki (50 houses) in Musanze District, Gacaca (16 houses) Rugarama 76 houses) in Burera District, Bugarama (34 houses) in Rusizi District, Rubaya (45 houses) in Gicumbi District and Muyebe (105 houses) in Muhanga District, among others

39. In partnership with UNEP, UNDP implemented the *Poverty Environment Initiative (PEI)* to build capacity among key ministries and public institutions, focusing on the analysis of the poverty and environment nexus and mainstreaming of environmental issues into policy-making, planning and budgeting. UNDP and UNEP also: i) conducted trainings for institutions such as MINAGRI, the Rwanda Environmental Management Authority (REMA) and MINIRENA as well as for the private sector; ii) under the PEI, elaborated the Integrated Water Resources Management Policy and Strategy; and iii) worked with REMA and Rwanda Resource Efficient and Cleaner Production Centre to finalize the report on mainstreaming resource efficiency and cleaner production into policies and strategies of Rwanda.

40. A summary of key project efforts and deliverables contributing to the environment outcome is presented in Annex 4.

### Assessment of Contribution to Results

41. **UNDP, through its provision of necessary resources and policy services, has contributed to the strengthening of national institutional capacity to implement the development actions (EDPRS) and improve policy coordination and development effectiveness.** UNDP provided resources necessary for government institutions to fulfil their development mandate, e.g. recruitment and financing of experts, which has facilitated their implementation of the EDPRS II. For example, through the *Support for Effective Development Cooperation for Results* project, UNDP provided international expertise to the MINECOFIN to deliver on the EDPRS in three key areas: development and promotion of export sector; ICT for SMART Rwanda and financial sector development, and strengthening of its capacity to mobilize external resources from non-traditional sources. Results of the UNDP's support<sup>20</sup> included improved aid coordination architecture between the Government and development partners;<sup>21</sup> and establishment (and management by MINECOFIN) of an aid management system, the Development Assistance Database (DAD), linked to the Integrated Financial Management Information & System (IFMIS), where donors report their aid flows. It further contributed to attracting investments and promoting private sector engagement in EDPRS II priority areas (e.g. Rural Development, Economic Transformation for Rapid Growth, Governance and Productivity and Youth Employment).

42. UNDP provided a national staff embedded in the Capacity Development and Employment Services Board (CESB) responsible for the implementation of *Transformational Capacity Development Programme* with OPM and RDB. This has helped to improve local government's resource mobilization capacities and facilitate Public Financial Management (PRM) reform, contributing to more efficient, effective and accountable use of public resources in local government.<sup>22</sup> The support provided to RDB through technical expertise contributed to an improvement in contract negotiations (e.g. trained staff were able to pull off a \$500 million negotiation in mining).

43. Lack of adequate, viable, and timely information on poverty dynamics in Rwanda had been a bottleneck for development planning. Rwanda's evidence-based policy planning has been strengthened by UNDP's support to the NISR and MINECOFIN. NISR's data collection and production capacity has been

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<sup>20</sup> The project trained 16 technical MINECOFIN staff on negotiations, resource mobilization and contract management; 22 staff from the National Development Planning and Research Directorate on policy, monitoring and evaluation; 34 participants, including those from academia on Multi-dimensional Poverty Index (MPI) by the Oxford Poverty and Human Development Initiative, OPHI.

<sup>21</sup> Donor coordination has been undertaken at various levels, including high-level to technical. A formal Division of Labor has guided the Government and donors in development assistance placement.

<sup>22</sup> E.g. through RGB, 24 coaches have been hired to support the districts (30) in Rwanda in the areas of planning, M&E, and PFM); and an international M&E expert hired for the PMO, producing a M&E guidance for government policies and programmes.

demonstrated by that the NISR with UNDP's support produced the 2012 Population and Housing census, the 5th Demographic and Health Survey (DHS5) and Household integrated living conditions (EICV 4) as well as their various thematic reports and district profiles. NISR's strengthened capacity has been the bedrock of development planning processes such as EDPRS II. With MINECOFIN, UNDP organized workshops/trainings on MDGs as part of the Support to Special Activities through Evidence-Based Policy Research and Advocacy in Support of MDG Initiatives in Rwanda. Key national development documents were disseminated widely raising general awareness on the country's development agenda.<sup>23</sup> Through the production of two National Human Development Reports (NHDR) and MDG progress and final reports, UNDP has contributed to Rwanda's capacity to monitor and report on the MDGs. A series of analyses on the country's preparedness for the SDGs are underway with support of UNDP.

44. The Single Project Implementation Unit (SPIU)<sup>24</sup> established in the Ministry of Youth and ICT (MYICT) and strengthened with UNDP support has been charged with implementation of both *the Youth and Employment Programme* and its predecessors, *the Joint Youth Programme* and *National Youth and Environment Programme*.

45. **UNDP has contributed to bringing the youth and women employment agenda at the national level through inclusion of the issues in key sectoral policies and its innovative advocacy work.** UNDP has generally achieved its poverty related targets of mainstreaming youth and women employment into relevant sector policies. A target defined in the CCPD for Outcome 37 to increase the number of sector policies and budget reflecting strategies to promote youth and women employment from none (baseline) to five by the end of 2018 was achieved with at least eight relevant policies are in place.<sup>25</sup> Youth and women employment objectives have been included in all 30 district development plans, where low productivity and employment challenges are most noticeable. Additionally, there has been an increase of the quota allocated to employment and job creation, averaging 5 percent of the total annual budget (2014-2017).

46. With the YouthConnekt initiative, UNDP has established an innovative, critical platform that advocates youth and employment and facilitates job creation and entrepreneurship skills building among them. Initiated by UNDP in 2012 in collaboration with MYICT and UN Rwanda, YouthConnekt has provided a virtual platform that connects youth, the private sector and government for employment and entrepreneurship opportunities through social media. Having been supported by the UNDP Innovation Facility,<sup>26</sup> YouthConnekt has engaged a significant volume of youth and created off-farm jobs.<sup>27</sup> The Youth Connekt and Youth Connekt Hangout series of Google+ hosted more than 3,000 youth from across the country in boot camps. An important spinoff of the Youth Connekt has been its popularisation and scaling up. The model has been adopted by five countries in the region (Uganda, Congo-Brazzaville, DRC, Guinea and Lesotho), and has been scaled up to the regional level with events such as the YouthConnekt Africa Summit 2017 organized by MYICT.<sup>28</sup> UNDP's focus on the needs youth, women

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<sup>23</sup> E.g. 3,000 copies of EDPRS II and 7,000 abridged version, and 89,000 copies of the Vision 2020.

<sup>24</sup> SPIUs represent a GoR strategy in which a single unit of a ministry is entrusted with the control and management of implementing different projects across sectors (e.g. health, agriculture, water and sanitation, energy, environment and natural resources, justice, disaster management, industry and commerce, and transport). MINECOFIN, ODA Report, FY 2013-2014.

<sup>25</sup> Social Protection Strategy 2013, Urbanization and Rural Settlement Sector Strategic Plan, Youth Sub Sector, Sector Strategic Plan, Strategic Plan for the Transformation of Agriculture in Rwanda Phase III, National Investment Strategy, The Urbanization and Rural Settlement Sector Strategic Plan (2013-18), Rwanda Private Sector Development Strategy.

<sup>26</sup> A dedicated funding mechanism launched by UNDP in 2014 to encourage development solutions through the most up-to-date concepts and means.

<sup>27</sup> Since its launch in 2012, Youthconnekt is said to have reached 4,000,000 young Rwandans (age 16-34) and contributed more than 4,000 off-farm jobs, according to its website.

<http://www.rw.undp.org/content/rwanda/en/home/presscenter/articles/2017/07/07/scaling-up-youthconnekt-initiative.html>

<sup>28</sup> UNDP started the Africa YouthConnekt Hub and Youth Empowerment Fund to which Chinese Billionaire Jack Ma bestowed \$10 Million and announced ground breaking projects. Two hundred African young entrepreneurs were invited to work at Alibaba headquarters on cutting-edge projects on e-commerce, artificial intelligence and internet.

and especially youth living with disabilities helped to draw attention to the vulnerable populations who tend to be among the poorest in the country. Besides its advocacy benefits, the *Youth and Women Employment Programme* has empowered them to create jobs and helped change their mindsets that they have to be employed by the government. It also offered an opportunity for entrepreneurial adventure into new areas like ICT and artisanship.

47. There were a number of reported figures that suggest UNDP's contribution to the 'job creation' goal (under Outcome 37), e.g. the *Youth and Women Programme* resulting in the creation of more than 100 new companies and more than 3,000 new off-firm jobs (JYP 2014). The status of performance indicators (Outcome 37) as of 2016 showed the job creation targets having "reached or surpassed."<sup>29</sup> Given the existence of multiple development partners supporting the Government on the subject and its complexity, however, the exact number of jobs created by UNDP was not known. Nonetheless, UNDP's significant impact and its potential with a largescale initiative such as YouthConnekt was clearly evident. While the target of 200,000 off-farm jobs in the EDPRS II has yet to be met, and the full effects of UNDP's *Youth and Women Employment Programme* (and its predecessors the *Joint Youth Programme*<sup>30</sup> and the *National Youth and Environment Programmes*)<sup>31</sup> are yet to be shown, UNDP has put in place a firm platform for fostering entrepreneurship and providing access to finance, which would enable start-ups, and advocacy dividend by focusing on a population often marginalized in development

48. **UNDP contributed to the promotion of pro-poor agenda by improving access to finance by previously marginalized and excluded groups of the society, youth and women, and supporting to reflect pro-poor policies in the country's economic agenda.** UNDP with UNCDF played a key role in the BIFSIR which increased access to finance among youth and women. Entrepreneurial training of youth and women motivated them to start SMEs. In partnership with the Rwanda Cooperative Agency (RCA), it established 416 Umurenge SACCOs and harmonized operations manuals and procedures; and supported two local refinancing agencies to offer line of credits to 78 MFIs and SACCOs. UNDP supported the Ministry of Trade and Commerce (MINICOM) to train youth and women on entrepreneurship through the *Hanga Umurimo* (create your own job) programme, through which 1,800 participants received entrepreneurship training, of whom 39% were women. The explicit targeting of women has started bearing fruits. More women and youth freed from the constraints of accessing finance have started micro-enterprises, employing others. The knock-on effect of starting micro-enterprises especially in rural areas cannot be underestimated. This contributes directly to GoR's goal of reducing on-farm employment. UNDP support to the implementation of the Rwandan Microfinance Policy strategy (2013-18) through the BIFSIR contributed to streamlining of the microfinance Sector. This sector had experienced challenges in 2008 when several MFI collapsed as a result of mismanagement and poor oversight. By supporting the National Bank to establish frameworks for regulation, Manuals of procedures, entrepreneurship training modules for microfinance institutions and SACCOs to improve governance of MFI, UNDP contributed to increased confidence in MFI. Consolidation of 416 Umurenge SACCOs and refinancing two agencies to offer line of credits to 78 MFIs and SACCOs improved access to finance of the unbanked population. By 2015 SACCO deposits had grown to 79 million dollars representing 55% of all MFI deposits. SACCO membership had hit 2 million Rwandans.

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<sup>29</sup> The UNDP Corporate Planning System reports the following as the 2016 status: i) 146,000 off-farm job created (baseline 91,000 and target 200,000); ii) 16,000 SMEs created (baseline 9,000 and target 40,000); and iii) 17,219 women and youth provided with entrepreneurship skills (baseline 0, target 20,000 each for women and youth).

<sup>30</sup> Through the Joint Youth Project, UNDP facilitated 556 youth in three districts to participate in youth camps, constructing 8 houses for the poor, 12 km of road, and preparation of the National Youth Day. 6000 youth participated in environmental and social protection activities during the international volunteer day and 17 youth friendly centres were constructed. The inculcation of the volunteer spirit in youth enabled them to acquire new values and strengthens their connection to communities.

<sup>31</sup> Six years after the implementation of the *Youth and Employment* programme that sought to protect the Nyabarongo River system which covers 33% of Rwanda, the results were appreciated by the population: Radical terraces reduced soil erosion and have contributed to increasing farm productivity/acreage and alleviated poverty. The Youth Friendly Centres that were initiated during the *National Employment and Youth* project have been scaled up to cover the country as a result of their success.

49. Against a performance target (Outcome 35) of increasing the number of sector plans that reflect pro-poor policies from three (baseline) to ten sector plans by the end of the programme cycle, currently there are 13 policies and plans in place.<sup>32</sup> A pro-poor approach has informed almost all 30 district development plans for the period 2012-2018. Pro-poor issues were also underlined in the UNDP-produced reports, e.g. two MDG reports (2013 progress report and 2015 final report) and two National Human Development Reports (2007 on increasing inequality, and 2014 on impact of decentralization on human development), meeting the stated target under the outcome.

50. A performance target (Outcome 37) to reduce unbanked youth and women accessing and using financial services and products and skills schemes from 58 percent (baseline) to 30 percent, through strengthening of national capacity to provide youth and women with vocational skills and access to financial services targeted the reduction, was also met, although there is ambiguity in the definition of what ‘unbanked’ means. Data on access to finance indicates that the population formally served with financial services disaggregated by gender, youth, and region stands at 89 per cent overall (79 percent women, 82 percent youth, and 80 percent rural), which corresponds to a decrease from the baseline 58 to less than 20 percent.

51. **Various factors contributed to the goals under the poverty outcomes (e.g. programme relevance, focus on targeted groups, programme approach). At the same time, the programmes experienced several challenges (e.g. coordination, monitoring and evaluation capacity, and limited engagement with local government and CSOs).** Favorable programme results were contributed by several factors. First, the relevance of the interventions to documented challenges - poverty and exclusion, lack of access to finances and low level of banking especially for the marginalised, unemployment and degraded environment which affected livelihoods – particularly focusing on the vulnerable population (e.g. the poor, women, youth, people with disabilities, and those in disaster prone areas), created a buy-in by the government as the issues are in direct alignment with the GoR development blueprint (e.g. Vision 2020). Second, UNDP and government collaborated intimately in the implementation of programmes, e.g. the YouthConnekt programme leveraged youth innovation and energy to facilitate entrepreneurship and create jobs. Third, UNDP’s programme approach leveraged not only the synergies of partners (e.g. working with UNCDF on financial inclusion) but also coherence among the outputs contributing to results (e.g. addressing environmental degradation of the Nyabarongo River banks (through *National Environment Youth Project*) while addressing youth employment issues by employing youth for the project implementation).

52. UNDP used a multi-pronged programmatic approach to improve the coherence of programme results. It included upstream interventions (policy advisory activities, institutional capacity building) at both meso and micro levels to ensure sustainability of results, as well as forging of partnerships with other UN agencies and government partners to maximize UNDP’s impact given its limited resources.

53. There were also several factors that affected programme achievements. First, despite the DaO framework in place, the joint programmes such as *the Joint Youth and Women Empowerment Programme*, faced inter-agency coordination issues that led to delays in their implementation. Second, limited monitoring and evaluation capacity within many of the programmes led to late reporting of results. UNDP’s oversight role is especially important in a project implemented by national authorities, i.e. NIM, to ensure its accountability. However, its M&E capacity has been limited, affecting its programme oversight

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<sup>32</sup> Environment Natural Resource Sector Plan; Financial Sector Strategic Plan 2013; Governance and Decentralization SSP; Health Sector SSP 2013; Social Protection Strategy 2013; Urbanization and Rural Settlement SSP; Water and Sanitation SSP; Youth Sub Sector SSP; JRLS Strategic Plan 2013; Strategic Plan for the Transformation of Agriculture in Rwanda Phase III; Education SSP; and Transport SSP.

functions in the SPIUs within ministries, which equally have weak monitoring and evaluation capacity. Third, UNDP had limited engagement with local government authorities and CSOs, the stakeholders who could facilitate at downstream level greater impact of pro-poor inclusive development and sustainability of outcomes.

54. **UNDP's environment portfolio has made significant contributions in ecosystem rehabilitation, but much more needs to be done to help government achieve its target from 10 percent in 2012 to 17 percent by 2018.** Ecosystem degradation has been a major issue in Rwanda given the country's high population density, high relief (susceptible to erosion) and over-dependence on environment and natural resources for sustenance of livelihoods. In 2012 Government set itself a target to increase rehabilitation of degraded ecosystems from a baseline of 10 percent in 2012 to 17 per cent by 2018. UNDP has supported the Government to address ecosystem degradation through several projects mentioned above. So far, a total of 34,808 hectares of land have been rehabilitated including 22,403 hectares of River Nyabarongo, 12,280 hectares of degraded lands in Nyabihu, Rubavu, Rutsiro and Ngororero districts and removal of 125 hectares of water hyacinth from lake ecosystems. In addition, records from the Government's reports (Poverty Profile Report 2013/2014) indicate that 695,798 hectares of forest (encompassing agroforestry, woodlot plantation on roadsides, lakeshores and river banks), have been created.

55. Rehabilitation of the degraded ecosystems has brought positive change. About 13,750 households have established agricultural and livestock enterprises including; poultry keeping, bee keeping, mushroom production and pyrethrum cultivation. The Bamboo and Anus trees planted along the Bitenga and Sebeya river banks are providing environmental and economic benefits to the local households. A project supported by the Least Developed Countries Fund (LDCF), *Reducing Vulnerability to Climate Change*, has resulted in the establishment of a successful honey production and processing enterprise in Nyabihu District. The Nyabihu Bee Keepers Cooperative Union, with a membership of 356 was able to sell 1 ton of honey, worth 700,000 Rwandan Francs between June 2016 and June 2017. This benefit has translated into positive attitude towards environmental conservation among the local community which is now actively involved in the conservation of the Gishwati ecosystem. In addition, the Nyabihu Bee Keepers Cooperative Union and the affiliated local cooperatives have not only helped create awareness on environmental conservation but also made it easier for local households to access finance and financial services, thus improving their livelihoods.

56. A documentary produced by the project as part of creating knowledge on good practices on climate change in the Gishwati pilot site serves as a lesson to scale up activities addressing climate change adaptation. A manual developed by the project in Kinyarwanda language for bee keepers has helped create awareness on the importance of ecosystem conservation. Also, a web portal developed by the project on climate change (<http://www.rema.gov.rw/climateportal/>) has been used by the stakeholders as a platform to share their experiences, expertise and lessons learned on climate change adaptation and ecosystem rehabilitation.

57. However, the Government had only managed 10.13 per cent of rehabilitated areas by 2015, still having a long way to go in realizing the target of achieving 17 percent by 2018. More efforts and resources are needed from the Government, UNDP and other development partners in this regard. The project's quarterly reports also indicates that UNDP's record keeping was weak. Some quarterly reports are missing making it hard to track progress in project activities and achievements. There was also a problem that the terms '*ecosystem protection*' and '*ecosystem rehabilitation*' have been used interchangeably. The distinction of the two is important as the CCPD indicator tracks the percentage of ecosystems '*rehabilitated*' through support to the FONERWA and not the percentage of ecosystems '*protected*'.

58. **UNDP has been successful in supporting the Government to mainstream environment, climate change and disaster risk reduction into sector policies and district development plans.** According to the CCPD, the Government has a target of developing 7 sector policies reflecting environment, climate change, disaster risk reduction and gender considerations by 2018 against a baseline of 2 sector policies. At the time of the evaluation, with support of UNDP, the Government has been able to mainstream environment into 15 development sectors, more than double the target. One key outcome of this is that the Budget Call Circular from the MINECOFIN now includes environment and climate change mainstreaming guidelines for all development sectors. Similarly, the RGB also now includes environmental protection in its Governance Scorecard.

59. The Government also had a target of developing 30 district development plans by 2018 reflecting environment, climate change, disaster risk reduction and gender considerations against a baseline of 7 districts. This planned target was also achieved. In addition, District technical staff have been trained in environmental integration and reporting in addition to other aspects of environmental management such as data collection, management and reporting at local levels. Interns were recruited to support districts and ministries/sectors in integrating environment and climate change priorities and commitments into sector planning, budgeting and implementation. Apart from the sector policies and district development plans, the Government has also been able to mainstream environment, climate change and disaster risk reduction into the curricular of 10 higher education institutions. A total of 30 new green schools have also been established. Further, UNDP as Co-Chair of the Environment and Natural Resources Sector Working Group in Rwanda supported the integration of environment and climate change priorities into the EDPRS II as well as to increase green investment through the operationalization of the FONERWA.

60. **UNDP created a favourable policy environment and strengthened the capacity of national and local institutions on disaster risk management. However, the technical capacity gap still remains with overdependence on external expertise.** Under the 2013-2018 CCPD, the Government had a target of putting in place a National Platform for Disaster Risk Reduction which is aligned with the Hyogo and Sendai Frameworks. This has been established and is operational. Further with UNDP's financial and technical support, the MIDIMAR developed the National Disaster Management Law, which was enacted by Parliament in 2015. MIDIMAR also developed a National Contingency Plan for Drought and a National El Nino Preparedness and Response Plan in 2015. In addition, with the support of UNDP advisors, MIDIMAR produced the first comprehensive National Risk Atlas in Africa, providing detailed maps showing disaster-prone areas and the estimated number of population affected by floods, landslides, droughts, earthquakes and heavy storms. The Atlas has informed the policy makers to make Rwanda's development and investment more risk-informed, resilient and sustainable to protect development gains.

61. Further, UNDP has collaborated with MINIRENA to operationalize an EWS with enhanced data collection, processing and sharing capabilities. This has facilitated improved climate change prediction and it is estimated that better forecasts have helped prevent disasters that would have affected a large part of the population living in the disaster risk areas. The EWS is already delivering climate change information and early warnings right to the grassroots level. In addition, the human (training) and institutional (Meteo Rwanda) capacity has been strengthened to effectively utilize hydro-meteorological network and to conduct climate risk assessment and forecasting.

62. The 60 rain gauges and 30 automatic weather stations installed in 30 farmers' cooperatives and targeting the youth in the project site have helped raise awareness on climate change in the education system. Further, the development of a Short Message Service (SMS) platform for communication of forecast and/or alerts twice daily, in which a total of 1,300 participants, including community leaders were trained by MIDIMAR to receive EWS information, forecast and alerts using mobile phones provided by the Government has gone a long way in creating awareness on climate change issues and has helped close the knowledge gap in the sector.

63. MIDIMAR has also developed a National Disaster Risk Management Plan and the District Management Plans for 7 Districts. A Disaster Communication System (DCS) has been established allowing effective communication from the grassroots to the national level in case of disaster emergency. The Monitoring and Evaluation capacity on disaster management has been strengthened by preparing Rwanda's hazard profiles and maps, and a national disaster database. Through UNDP's technical and financial support to the MINIRENA, MIDIMAR and REMA, Rwanda obtained the Green Climate Fund (GCF) accreditation in 2015 which has enabled the country to mobilize resources for implementation of its Green Growth and Climate Resilience Strategy.

64. However, disaster risk reduction being a new area in Rwanda, the country still lacks the requisite technical skills and capacity to sustainably manage it, hence it overly depends on external experts. For instance, the National Risk Profile for disaster risk reduction was only partially completed because of lack of technical expertise. In addition, there has been high turnover of staff at the district level and in government institutions, hindering achievement of project objectives and institutional capacity building. This is one area that the GoR, UNDP and other development partners should direct efforts to in future to be able to tackle disaster risk reduction and management effectively.

65. **UNDP-supported Green Villages have become a successful model demonstrating how integrated sustainable natural resource management can help reduce poverty, enhance environmental sustainability, empower communities and improve quality of life.** The Green Villages have generated positive change to the relocated households. As a result of introducing rain water harvesting systems to the Green Villages, the use of biogas residue as fertilizer, tree planting and terracing, food security for the community has increased and excess production is being sold in the market to generate income. Terracing has helped to reduce landslides which used to cause damage to property and in extreme cases loss of lives. The sale of milk and fertilizer has brought in additional income, improving the livelihoods of the households. Having water closer to home and biogas for cooking has saved significant time, and women and children can now spend their time on more productive activities including school work as they no longer travel long distances to fetch water and/or collect firewood. The Green Villages have also offered an opportunity for the local governments to reach the residents easily compared to when they were living scattered in different Islands or other inaccessible areas.

66. Rwanda's Green Villages have demonstrated how integrated sustainable natural resource management can help reduce poverty, enhance environmental sustainability, empower communities and improve quality of life. Today all district development plans in Rwanda include the objective to establish at least one Green Village. Rwanda's experience with the Green Villages can serve as a model of how green policies can bring about significant change on the lives of the poor and the most vulnerable.<sup>33</sup>

67. **The performance indicators used for corporate reporting on the poverty and environment outcomes are generally very broad and not appropriate for tracking and measuring UNDP's performance.** For Outcome 36 on environment and energy, the indicators used for reporting on the progress in the Corporate Planning System include "*percentage of population accessing modern energy source,*" with a baseline of 10 percent and target of 50 percent by 2018 (Annex 6). The status was recorded as "significant progress," with the progress marked as 19.8 per cent in 2015 and 24 per cent in 2016. The data quoted were, however, from the Rwanda Energy Group (2016) which measures progress at the national level. In its annual self-reported assessment, UNDP's performance on this outcome was more specifically

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<sup>33</sup> E.g. A cost-benefit analysis undertaken in 2017 indicated that the first Green Village demonstration project started in 2010 in Rubava in Gicumbi District through the UNDP-UNEP PEI generated benefits surpassing costs by 15-35 per cent with rates of return of around 20 per cent. UNDP Rwanda.

discussed.<sup>34</sup> For Outcome 35 on pro-poor growth, the reported indicators were also those measuring Rwanda's national progress, i.e. "GDP per capita" and "number of extremely poor household benefiting from social protection programmes," rather than those directly relevant to capturing the performance of UNDP's interventions. The discrepancy in the performance indicators used in various reporting documents, as well as the choice of indicators were problematic, limiting its ability to clearly demonstrate UNDP's programmatic efforts in the relevant sectors.

**68. There is room for more collaboration in the energy sector with development partners.** Interviews with stakeholders suggested that there are opportunities and potentials for collaboration with other development partners. For instance, UNDP could consider collaborating with AfDB to initiate activities in the energy sector, especially on rural electrification, targeting the Green Villages. UNDP can also collaborate with AfDB to implement biomass projects to serve as a source of energy and also help rehabilitate degraded areas. These will not only provide clean energy but also help conserve forests and mitigate negative health impacts of wood fuel. UNDP and the AfDB could introduce and promote fuel efficiency technologies/modern cooking technologies. UNDP could also consider supporting private companies to invest in energy ventures by providing credit facilities at concessionary rates.

### *Contribution to Gender Equality and Women's Empowerment*

**69. Gender is a key component of UNDP's support to the Government of Rwanda in poverty** Gender has been one of the cross-cutting component in UNDP's poverty and environment programmes. Most of the project interventions planned and implemented during the review period were gender-targeted to gender-responsive, with attention to the most vulnerable. Gender equality is one of the most important pillars of development and an area where notable achievements have been registered. As a lead on MDGs, UNDP ensured tracking of gender dimensions in development processes, and trained other UN agencies on mainstreaming gender dimensions into activities. The BIFSIR programme, for example, set the threshold for women at 60 percent of total programme participants. As a result, 127,957 new stakeholders were served in 2013 and 2014, 51 percent of whom were women. From January to June 2015, 13,749 new stakeholders were supported under the programme. In addition, 7,938 village saving group members were linked to financial service providers, resulting in 1,045,993 women in Rwanda accessing financial services through the BIFSIR programme. The Joint Youth Programme and the subsequent National Youth Environment Programme also targeted women, specifically girls in their action. The number of girls participating in the activities was slightly less than boys, especially in Youth Friendly centres, mainly because of cultural barriers (reluctance of parents to let girls spend too much time in youth friendly centres) in the case of the Joint Youth Programme; however, this was rectified by organising girl's only activities where necessary).

**70.** In the environment, energy, climate change and natural resources management sectors, gender equality has been given priority and all projects under this outcome have specific activities that enhance gender equality and women's empowerment. *The 'Building National and Local Capacities for Disaster Risk Management in Rwanda'* project (2013-2018), for instance, recognizes that both women and men are affected by disasters but that women are more affected than men. Given this, the project has integrated gender considerations into key actions in the implementation of planned activities. Both women and men have been able to participate in the trainings on Disaster Risk Reduction/Disaster Risk Management (DRR/DRM) at the national and local levels. Both women and girls have been sensitized to play a crucial

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<sup>34</sup> In the ROAR, UNDP was reported as having contributed to this by supporting 105 households to access biogas and solar energy through the Green Village programme; and that it supported community-based pilot projects to promote energy efficient cooking stoves in three districts of Western Province, benefiting 95 households, resulting in 50 per cent reduction in fuel wood consumption.

role in disaster risk reduction. This is meant to allow them to develop coping capacity for disaster risk reduction.

71. In the ‘*Decentralization and Environmental Management (DEMP II)*’ project, implemented in two phases (2004- 2007) and (2008-2013), gender was mainstreamed into project activities. Casual labor was selected based on gender equality criteria and reflected in important project documents including tender documents and business plans. In the LDCF-supported project (*Reducing Vulnerability to Climate Change*) (2010-2015), the project put in place measures to ensure gender equality in the implementation of project activities. For instance, 60% of cooperative members in Nyabihu District were female and benefited from different training activities including mushroom production and poultry keeping. Through the project’s intervention, women have enhanced their basic capabilities and self-confidence to counter and challenge existing disparities and barriers against them. In order to enhance their skills on management of funds earned from income generating activities, cooperative members were trained on access to micro-finance services and wealth creation strategies. This has led to individual economic empowerment through enabling decisions about savings and credit use, enabling members to set up micro-enterprises and increasing incomes.

72. The *PEI* project was implemented in three phases (Phase I: 2005 – 2007; Phase II: 2007 –2011; Phase III: 2014 – 2018). The current phase (2014-2018), which aims to enhance the contribution of sound environmental management to poverty reduction, sustainable economic growth and the achievement of MDGs, has integrated gender aspects into key project activities. To ensure that women benefit from project activities, gender has been incorporated into every step of the project. The project has also taken into account the needs of the youth – to ensure that nobody is marginalized. In the cash-to-work jobs, women are given first priority and are continuously sensitized to actively participate in project activities. Women are thought to have more impact as men usually waste away their money in entertainment. In 2014, for example, around 30% of temporary new green jobs under the project were created for women. The skills on land husbandry for 600 local communities were strengthened with women constituting 34% of the participants. UNDP supported the construction and relocation of 210 households originally located in vulnerable and fragile ecosystems of which 134 are owned by vulnerable women (SERPG 2014). In 2014, the Rubaya Green Village was selected as a best practice from Rwanda to be exhibited at the UNWOMEN organized ‘*Share-Fair on Women’s Technologies*’ that took place in Nairobi, Kenya. The role of women in this Green Village development has been classified as an outstanding example (REMA Oct2014).

73. The Poverty and Environment Unit regularly conducts gender analysis, to “assess the extent to which the projects have met the standards of the corporate requirements on gender, and how gender mainstreaming can be reinforced in the planning, implementation, and monitoring and evaluation of ongoing and future projects.”<sup>35</sup>

### *Application of Home-Grown Solutions*

74. **Home-grown solutions embedded in UNDP’s poverty and environment programme played a critical role in ensuring programme results and their ownership among the implementing partners and local government.** *Umuganda*, community work in Rwanda, has its origins in the culture of Rwanda. In pre-colonial Rwanda, *Umuganda* was a traditional practice and cultural value of working together to solve social and economic problems for mutual benefit. Currently, *Umuganda* is Compulsory for everyone and is generally undertaken on the last Saturday of the month. *Umuganda* is currently used as a platform to implement governmental programmes, such as those of decentralization and economic development plans. Its practice is considered to be a significant element in the government’s poverty eradication plans as well as in promoting unity and reconciliation in a society that has been devastated by conflict, genocide and

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<sup>35</sup> UNDP Rwanda, ‘Gender Analysis Report: UNDP Rwanda’s Poverty Reduction & Environment Portfolio. Draft 3,’ June 2017.

poverty. Through the Joint Youth Programme, it mobilized youth to participate and contribute in ecosystem protection, construction of roads and terraces in 17 districts of Rwanda. *Umuganda* has also been used successfully across the environment, energy, climate change and natural resources management project activities. In the LDCF-supported climate change project, for instance, *Umuganda* was used to rehabilitate the degraded Gishwati ecosystem, particularly in the Bigogwe sector of Nyabihu District, through planting of trees and construction of contours to control soil erosion. *Umuganda* has also been successfully used by the *SERPG* project to rehabilitate degraded river catchments such as Nyabarongo and Cyagara through planting of trees. The *Umuganda* approach has also been successfully used, under the 'Building National and Local Capacities for DRM in Rwanda' and PEI projects to construct houses for not only those affected by natural disasters in the Gakenke and Ngororero districts but also other affected areas in the country as well.

75. *Ubudehe*, the long-standing Rwandan practice and culture of collective action and mutual support to solve problems within the community, has been pivotal in addressing inequality in the society. *Ubudehe* was instrumental in identification of the most vulnerable beneficiary populations for UNDP programmes, especially in the disaster-affected districts. These are the households/families that have been also given priority in UNDP Green Villages. Through the *Girinka* (one cow per poor family), families are able to get milk and manure from cows, thus boosting nutrition and farm productivity, respectively. This has helped in the fight against extreme poverty, especially in the rural areas of the country. *Girinka* has also had a positive impact on income, translating to improved livelihoods. Among those benefiting from the program are members of the female-headed households; resulting from the 1994 genocide.

76. The use of *Imihigo* (performance contracting) has been critical in instilling a sense of accountability at both the national and local level, thus making the public agencies and institutions more effective and accountable in the implementation of national programs and to accelerate the socio-economic development agenda as contained in the Vision 2020 and EDPRS policies. *Imihigo* contributed to the sustainability of UNDP programme outcomes through setting targets and ensuring implementation. *Imihigo* has been effectively used by the MIDIMAR, MINIRENA and REMA to improve the social well-being of the people.

77. *Umwihherero* (national leadership retreat) where leaders convene in a secluded place to reflect on issues affecting communities, identify solutions and pass actionable resolutions for implementation served as an entry point for the prioritization of interventions which reinforced UNDP's interventions. The *Umwihherero* is particularly important for driving achievement of results because it is led by the Office of the President in conjunction with the Office of the Prime Minister and thus creates a buy-in of other stakeholders. *Umushyikirano*, is a forum where participants debate issues relating to the state of the nation, state of local government and national unity. It is held at the end of the year to review progress on resolutions made during the *Umwihherero*. This provided an important mechanism for monitoring and evaluation of progress. During *Umushyikirano*, all Rwandans have the opportunity to ask questions and raise issues and criticize implementation.

78. These home-grown solutions are informed by broader medium and long-term planning and budgeting processes, such as the EDPRS and Rwanda's Vision 2020, sector-specific strategic plans, annual action plans and the five-year District Development Plans; and have made a large impact in strengthening service delivery, improving accountability and quickening the pace of citizen-centered development activities and programmes in the country.

### *Contribution to reduction of poverty and inequalities*

79. **UNDP's programmes contributed to reduction in poverty and inequalities, UNDP's corporate mandate. By creating alternative livelihoods, the environment, energy, climate change and natural resource management supported activities have been able to improve the livelihoods of the**

**poor and most vulnerable households, contributing to improved economic growth of the country.** The BIFSIR programme has helped to improve access to financial services for vulnerable groups. The rural-oriented ‘Umurenge’ SACCO initiative<sup>36</sup> and other UNDP interventions were designed to reinforce the poverty reduction efforts. The improvement in access to financial inclusion and the increased youth and women employment had a significant bearing to reducing inequalities.

80. Within the environment sector, majority of the rural and urban poor in Rwanda are critically affected by environmental conditions and access to environmental assets. Widespread environmental degradation is undermining access by the poor to land and natural resources on which they depend for their livelihoods. The result is a steady decline in economic opportunities and well-being among poor and vulnerable groups throughout the country. UNDP stepped up to the challenge. Through the joint UNDP/UNEP LDCF-supported climate change project, the livelihoods of members of Gishwati community in Western Rwanda have improved and the members have been economically empowered. Through the creation of alternative livelihoods - such as mushroom production, bee keeping, poultry keeping and fruit farming - the local community, especially women and youth, have been able to expand their agricultural enterprises and/or start new businesses. The local community also has embraced the savings culture - they are now able to save and borrow from the many agriculture-based SACCOs in the district.

81. Through the ‘*Building Capacities of National and Local Capacities for Disaster Risk Management in Rwanda*’ project (2013-2018), the livelihoods of 205,000 disaster-affected population in Gakenke District have been improved. Disaster-affected households have been provided with start-up cash grants to re-establish their businesses destroyed during the recent natural disasters. In addition, the project has provided cash for work opportunities for 1,500 women and men and also provided assistance for replacement of productive assets for 300 individuals at \$ 100 each. Under the project, a total of 10 community savings and loan groups have been assisted – providing the much-needed start-up capital for small income generating activities. Community savings and loan groups have been organized and DDMOs have assisted the community groups to develop simple business plans.

82. Through the *PEI* project, the Government has continued to sensitize the people on the poverty-environment nexus: that environmental degradation affects the quality of growth and that the link between environment and poverty affects the most poor and vulnerable, whose livelihoods are dependent on the natural environment. The project has been able to develop a knowledge base on poverty-environment linkages through an economic analysis of the costs of environmental degradation, identification of poverty-environment-energy linkages and increased public awareness about poverty-environment linkages through productions for TV, Radio and print media.

83. The convening and coordination role played by UNDP in Rwanda can be attributed to achievement of some of the successes listed above. UNDP co-chaired two of the ‘Development Results Groups (DRGs)’ within the DaO framework contributing to the development and prioritization of the pro-poor policies, MDG acceleration, youth employment programmes and social protection and played a key role in bringing together the various development partners through the ‘Development Partners Forum’.

#### *Contribution by UNV/UNCDF*

84. **In the poverty and environment sector, both UNV and the UNCDF have played a key role in responding to emerging development needs of the country.** With over 26 volunteers placed in different UN Agencies, UNV has supported critical strategic areas in the country including: community resilience and disaster risk reduction; peace building; securing access to basic services, national capacity development

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<sup>36</sup> The establishment of Umurenge SACCOs has significantly changed the landscape of formal financial access in Rwanda. It has supported Rwandans who otherwise would not have any opportunities. FinScope Survey 2012.

and youth development. Four of the nine staff members in the poverty and environment unit in UNDP are volunteers. In the poverty sector, UN Volunteers supported the Youth and Women Programme, BIFSIR and the Joint Youth Programme, providing expertise on youth volunteering and programming. UNV was the lead in the creation of a platform for cooperation and multi-stakeholder partnerships between academia, private sector and government for skills development and employment creation for youth in ICT. UNV together with the MYICT provided opportunities for participation and skills development for youth through the creation of a national online volunteering platform in the framework of Youth Connekt. UNV was also instrumental in the first Joint Youth Programme; backstopping the volunteering option where 556 Youths (of whom 214 were girls) participated in Youth camps, which rehabilitated/built, 20 Km of roads, terraced 10 Hectares of land, constructed 7 houses for vulnerable citizens. 6000 youth participated in environmental and social protection activities with the collaboration of UNV.

85. In the environment sector, UNV has played a key role, especially in response to the aftermath of the recent floods and landslides in the country. One of the UNVs attached to the Poverty and Environment Unit manages GEF funds within the unit and has been instrumental in drafting programme implementation reports. In addition, the UNV supports the unit in drafting the terms of reference for evaluation of the GEF funded projects. The volunteer also works closely with REMA to conduct trainings and project management. Another UNV, seconded to the Poverty and Environment Unit by KOICA, has assisted the Unit to implement activities on Climate Change Adaptation and ‘Green Growth’.

86. UNCDF has contributed to the creation of off-farm jobs, new SMEs (both at local and national level) as well as providing women and youth with entrepreneurial skills under the Joint Programme on Youth and Women Employment. It was part of a 12 member UN agencies consortium that implemented the Joint Programme in which UNDP had planned to support MYICT in providing TVET and toolkits to the youth living with disabilities to set up their own Small Micro-Enterprises (SMEs). This flagship project brought together 12 sister UN agencies under the coordination of ILO, including UNDP, UNCDF, UNECA, FAO, UN-WOMEN, UN-HABITAT, UNIDO, UNV, UNCTAD, UNESCO, ILO and ITC and 7 ministries including MYICT, MINECOFIN, MINICOM, MIGEPROF, Ministry of Public Service and Labor (MIFOTRA), Ministry of Education (MINEDUC), MINALOC and Private Sector Federation (PSF). UNCDF collaborated closely with financial institutions and the Ministry of Trade to promote accessible finance and development of new financial products as well as promoting financial literacy especially for women and youth.

## 2.2 Democratic Governance and Peace Consolidation

**Outcome 38:** Accountability and citizen participation in sustainable development and decision-making processes at all levels improved (UNDAP Outcome 2.1)

**Outcome 39:** Human rights, justice and gender equality promoted and implemented at all levels (UNDAP Outcome 2.2)

### *Overview of UNDP Strategy*

87. The key objectives of the current governance programme at UNDP Rwanda are: i) build capacities to foster more accountable and open governance; ii) stimulate inclusive governance for sustainable development; iii) promote peaceful governance processes that advance shared national goals; and iv) support vibrant, responsible and capable civil society. The programme places particular importance to supporting stakeholders to develop context-specific responses; taking into consideration cross-cutting

issues mainly human rights and gender equality; and maintaining regular dialogue with Implementing partners and stakeholders for efficiency and coordination.<sup>37</sup>

88. UNDP's main strategy in **outcome 38** entails facilitating the creation of a media self-regulation mechanism; increasing media capacity in gender mainstreaming; capacity-development of the electoral body to deliver fair, transparent and credible elections; support to political parties including helping them set up women's leagues, enhance youth participation in politics and strengthen the forum for women parliamentarians; and technical support to parliament to sharpen its oversight role. The thrust of this strategy was to create a robustly engaging and gender-sensitive media industry in Rwanda that would hold government at local and national level accountable;<sup>38</sup> and increase citizen's confidence in and satisfaction with the oversight work of parliament, the operations of the electoral body and political parties so that they register as voters in larger numbers and participate broadly in elections at local and national levels. The key assumption in this strategy was the continued commitment of the GoR to good governance.

89. Outcome 38 had three programmes. The key deliverables of *the Inclusive Participation in Governance (IPG) Programme* were establishment of a parliamentary research unit, oversight field visits for parliamentary committee members, media reforms including the establishment of a media self-regulation mechanism, implementation of the Rwanda Governance Scorecard (RGS), mobile school of government (MSG) to enhance local government accountability, CSO engagement in policy dialogues and the Rwanda Reconciliation Barometer (RRB), and capacity building for political parties including helping them start women's leagues and enhance the participation of youth in political party affairs. The *Joint Programme on Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme (DDAG)*, with UN Women and the Office of the United Nations High Commissioner for Human Rights (OHCHR), aimed at strengthening the parliamentary research unit, capacity building for parliamentary staff, capacity development for National Electoral Commission (NEC) staff, voter registration and civic education for broader electoral participation and delivery of fair, free and credible elections. Other deliverables were strengthening of the Media High Council (MHC), support for media reforms; implementation of a strategy for gender mainstreaming in the media and strengthening RGB to generate evidence-based research and assessment of service delivery at all levels and to carry out media reforms. *Strengthening of Civil Society Organizations* delivered capacity assessments for members of the CSO Network, grants to CSOs coordinated by the RGB, and awareness raising to the RGB for efficient CSO registration.

90. The main thrust of UNDP strategy under **outcome 39** was four-fold: i) developing the infrastructure for peace and reconciliation including the Rwanda Peace Academy (RPA) and strengthening the National Unity and Reconciliation Commission (NURC) in order to effectively reach the districts and sectors; and escalate them to the region through training of peace keepers at the RPA; ii) establishing and strengthening gender equality institutions such as the National Gender Machinery (NGM) and support to the Ministry of Gender to enhance gender equality at all levels; iii) building the capacity of the National Human Rights Commission (NHRC) to support in human rights monitoring and enforcement, the ratification of international human rights protocols, reducing the backlog in reporting on international human rights obligations, implementation of UPR recommendations and generally in enhancing the observance of human rights in Rwanda; and iv) supporting the Rwanda National Police (RNP) to improve policing through improved relations and exchange of information with communities, and v) improve access to justice through the community based justice and mediation, as well as the use of integrated electronic case management in the justice system. The overall assumption in the programmes was continued stability in Rwanda and the GoR's commitment to human rights.

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<sup>37</sup> UNDP Rwanda, Democratic Governance and Peace Consolidation Unit presentation.

<sup>38</sup> UNDP Rwanda, CCPD (2013)

91. UNDP implemented two programmes under Outcome 39. The main deliverables of *Support to access to justice for all (A2J, 2008-2013)* were reform of family and inheritance laws to repeal provisions discriminatory to women; production of a Trilingual Legal Index in Kinyarwanda, French and English; support and capacity building for alternative justice delivery mechanisms, i.e. Gacaca courts, Abunzi and Maison d'Access a la Justice (MAJ). *Gacaca* is a traditional Rwandan court reinvented in 2001 by the GoR to try category 2 and 3 genocide cases in the transitional justice era to mitigate the backlog of court cases.<sup>39</sup> *Abunzi* – mediation committees at cell level play a key role in community justice and resolution of ordinary disputes between community members. It is mandatory for people to submit their civil cases to *Abunzi* before going to formal courts. The same applies to some cases of penal nature. MAJ started as a pilot in 5 districts during 2008 – 2012 and was finally scaled up to all 30 districts providing free legal aid to the poor and vulnerable to improve access to justice.

92. The *Joint Programme on promoting access to justice, human rights and peace consolidation (A2J JP, 2013-2018)*, implemented with UN Women, OHCHR and UNICEF, had deliverables including: improvement of Justice, Reconciliation, Law and Order Sector (JRLOS)'s vertical and horizontal coordination of justice segments; capacity building for the RNP and support for the community policing committees (CPCs); development and commissioning of an Integrated Electronic Case Management (IECM) system for the justice sector; capacity development for the NHRC to better monitor and take action on human rights violations and to support the GoR in reporting on its international human rights obligations; support and capacity building for the NURC to promote peacebuilding and reconciliation efforts in Rwanda; and to support gender equality initiatives including the NGM.

93. A summary of key project efforts and deliverables contributing to the governance outcomes is presented in Annex 4.

### Assessment of Contribution to Results

**94. UNDP's contribution to the two governance outcomes was significant, with a majority of planned interventions delivered (Outcome 38) and major targeted results have been achieved or are likely to be achieved by the end of 2018 (Outcome 39) through implementing partners.**

95. Under Outcome 38, UNDP has helped strengthen capacities of various government and public institutions to fulfil their envisaged mandates. With UNDP support with ICT equipment and capacity building, NEC's capacity to run elections in Rwanda improved under Outcome 38 and citizens expressed their confidence in the commission through widespread participation in voter registration and voting. Through use of a home-grown solution electoral volunteers helped reduce the cost of elections per voter over previous elections. The NEC's capacity to run elections improved through use of ICT in voter registration and expanded civic education as evidenced in increased numbers of voters registered. The voter turnout also increased marginally from 91% in 2008 to about 98% in 2015. Civic education also targeted at people with disabilities and especially the blind – in the 2017 presidential elections there will be brail ballot papers to cater for the needs of the visually impaired. Civic education to enhance voter registration and participation in election anchored in *Umuganda* activities and '*Abokorera Bushake*' (electoral volunteers) have helped reduce expenditure per voter to \$1.2 only compared to \$2.9 in 2009.

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<sup>39</sup> It is said to take almost 200 years to try all those accused, given the relatively slow pace of handing the cases at the regular court systems, e.g. the International Criminal Tribunal for Rwanda (which produced only eight sentences and one acquittal after seven years of work) and the Rwanda national court. (Chakravarty, Anuradha (2006) 'Gacaca Courts in Rwanda: Explaining Divisions Within the Human Rights Community', *Yale Journal of International Affairs*, Winter/Spring 2006, page 133). With the Gacaca Courts handling the cases, since 2005, more than 12,000 community-based courts have tried 1.2 million cases throughout the country (<http://www.un.org/en/preventgenocide/rwanda/pdf/bgjustice.pdf> Accessed 15 July 15, 2017).

96. The National Parliament began to be felt in the country as its oversight role improved and citizens became aware of its work through the parliamentary radio and parliamentary committee members field visits. Debates and resolutions were evidence-based due to research support for MPs and senators from the parliamentary research unit. With UNDP support, Parliament Radio was established and was accepted by Rwandans wanting to follow proceedings of parliament. Parliamentary Research Unit was established and its work seen in better informed engagements between parliamentary committees and members of the executive in accountability sessions. Additionally, UNDP support to the parliament research unit staff improved skills in analytical research, budget formulation and analysis in the local context, becoming more efficient in their work. As a result issue papers that used to take more than a day to produce before training took no more than an hour after the training<sup>40</sup>. Parliamentary oversight visits to the field to meet policy implementers and beneficiaries have contributed directly to new government initiatives such as SMART PFM training for all relevant local government staff to improve financial management in the districts<sup>41</sup>.

97. UNDP supported the National Forum of Political Parties (NFPO) to transform political parties by bringing into their leaderships women and youth. The fear of politics in the country also diminished as more parties were formed and more youth embraced politics and went into leadership positions. The women's and youth wings of political parties were strengthened and mainstreamed in party leaderships because of UNDP supported capacity building efforts by the NFPO. The NFPO also has a strategic plan for 2016 – 2021 in use and has contributed to the positive outlook of the youth in politics especially through the Youth Political Leadership Academy (YPLA) which focuses on fighting genocide ideologies. Two alumni of the YPLA have since joined parliament.

98. UNDP's support helped entrench media reforms and positioned the media as a platform for democracy and strengthened its watchdog role in society. A media self-regulation mechanism was established and the MHC was strengthened to support capacity building of journalists across the country. This capacity building efforts especially for women journalists has led to the establishment of 10 women-owned media houses – 6 online and 4 on print. As a result of media reforms the Rwanda Media Barometer (RMB) was established with the goal of setting up a comprehensive framework for media development monitoring and assessment<sup>42</sup>. Overall, the 2016 RMB study suggested that the level of media development in Rwanda stands fairly high (60.7%). The system of regulation conducive to freedom of expression and media freedom is perceived slightly higher (71.5%) than the rest; followed by the level of infrastructural capacity sufficient to support independent and pluralist media (68.1%), media as a platform for democratic discourse (67.1%).<sup>43</sup>

99. UNDP's support to RGB enabled it to contribute to the participation of citizens in assessing and monitoring service delivery in the districts and at national level and to hold the GoR to account through policy dialogues and regular citizens' satisfaction studies. During the IPG the RGB engaged in several public dialogue events including the Mobile School of Government (MSGs), Governance Clinics and the Governance Month; the MSGs were held in 18 districts where the public were sensitized on different good governance issues including anti-corruption, transparency and accountability, service delivery and media reforms; with the result that district leaders better understood their role and responsibilities to their citizens<sup>44</sup>. The Citizen Report Card (CRC) is produced annually by RGB to ascertain the levels of

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<sup>40</sup> Byabagambi, Arthur (2013) End of the Program Evaluation "UNDP Support to Inclusive Participation in Governance" (IPG) Program – Final Report.

<sup>41</sup> Ibid.

<sup>42</sup> Byabagambi Arthur (2016) Mid-Term Evaluation of the Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme (DDAG). Kigali: United Nations Rwanda, Page 23.

<sup>43</sup> RGB (2013) Rwanda Media Barometer Final Report. Kigali: RGB, page 3-4.

<sup>44</sup> Byabagambi, Arthur (2013) End of the Program Evaluation "UNDP Support to Inclusive Participation in Governance" (IPG) Program – Final Report.

community satisfaction with regard to services rendered by government at all levels. And these were consistently produced in 2013 through 2016.

100. The CSO sector's capacity in programming has improved. There is better appreciation among GoR in the role of CSOs in development and it has involved CSOs in its own activities and contributed resources to the CSO Grant Basket established at RGB with UNDP support. There is a CSO fund in place at the RGB and grantees work in nearly all sectors of the Rwandan society. The grantees include organizations run by people living with disabilities and work both in urban and rural areas of Rwanda. Government is putting in own funds to the CSO fund. Representatives of grantees were trained on internal governance and financial management. Results from post-training survey revealed that participants improved their knowledge in terms of organizational development and committed themselves to provide accurate financial reports supported by bank reconciliation and cash books.<sup>45</sup> The Human Rights-based Approach (HRBA) to programming and development has been integrated in many grantees' work, all grantees included gender aspects in their projects and it has been part of the training conducted by the grantees for their beneficiaries. This is deepening the culture of human rights in the development terrain in Rwanda. With experience from the CSO support programme, now the government is very clear about the critical role of CSOs in the country's development and has engaged CSOs in the implementation of *Girinka* (one cow per family programme). The GoR provided funds to six organizations to implement the programme across the country – two cooperatives, two national NGOs and two international NGOs. Overall, Grant-making has been maintained throughout the life of the programme through a unique arrangement in which some development partners, INGOs, Constitutional Commissions and other independent persons are members of the Grants Selection Committee, giving it the independence to make grants without interference from any quarter. This is a unique and creative architecture for growing and developing the CSO sector in a post-genocide society.

101. The critical factors of success contributing to UNDP's progress toward Outcome 38 centre on their relevance to the socio-economic and political context of Rwanda and UNDP's acceptability and trust by the GoR. UNDP management was reported as having provided strong leadership and demonstrated know-how to work in Rwanda, contributing to policy processes. The alignment of UNDP governance programmes to the national context and priorities (i.e. Vision 2020, EDPRS II, the National Programme for Strengthening Good Governance for poverty Reduction in Rwanda and The Constitution of the Republic of Rwanda of 2003 Revised in 2015) contributed to the acceptance and success of the programmes. The main factor slowing down the progress was budgetary constraints leading to partial implementation of some programme activities (e.g. the programme supporting RNP).

102. Under Outcome 39, UNDP contributed to legal reform to make laws more compliant to human rights standards and dissemination of the Rwandan Constitution so that citizens understand their constitutional rights better. UNDP's support to the revision of the Family and Inheritance Laws to repeal provisions discriminatory of women<sup>46</sup> has promoted gender equality especially with regard to women's inheritance of land in rural areas where widows from the 1994 genocide were dispossessed. Its support to the Ministry of Justice in developing the Trilingual Legal Index in Kinyarwanda, French and English, as well as dissemination of the Constitution in the three languages (production of 5,000 copies) has increased citizens' accessibility to and awareness of Rwanda Law. The results were naturally cascaded downstream to rural areas and were contributory to gender equality and poverty reduction especially for widows and dispossessed orphans.

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<sup>45</sup> UNDP Rwanda (2015) Strengthening of CSOs for Responsive and Accountable Governance in Rwanda – Program Quarterly Progress Report. Kigali: UNDP Rwanda, page 7

<sup>46</sup> Maveneka, Leonard and Zebedee Ruramira (2013) Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda.

103. UNDP contributed to the reduction the backlog of court cases and congestion in the prisons arising from the 1994 genocide through strengthening of and resourcing alternative justice mechanisms (*Gacaca*, *Abunzi* and MAJ). The mechanisms reduced the time taken to settle the genocide cases, entrenched reconciliation in the justice delivery system and facilitated speedy access to justice for genocide survivors and perpetrators alike. They enhanced unity and reconciliation but also established judicial authority across the country showing that justice would be served in a relatively timely manner regardless of the number of suspects involved. The establishment of the MAJ enhanced the provision of free legal aid to all, especially to children, GBV survivors, vulnerable women and the poor. During the legal aid week, for instance, mobile legal aid clinics were organized in communities to raise awareness on laws related to GBV prevention and reduction. Abunzi's major contribution was in increasing access to justice for the poor and marginalized. It also contributed to national reconciliation through mediation.

104. With UNDP support, the RNP has improved handling of GBV and their relationships with citizens. As a result of involving citizens in community policing, the crime reporting and prevention has improved in Rwanda. By June 2017, 1,305 police officers were trained in the application of the community policing, 20,397 CPC members were trained in crime prevention, and 1,365 anti-crime clubs were formed in primary and secondary schools.<sup>47</sup> The RNP developed a Gender Policy and a Training Manual for CPCs, and received training on GBV making them aware that GBV was a criminal offense punishable under the law and learning to practice sensitivity in dealing with survivors. Adhering to the meaning of the word '*Abahindutse – those who change*,' the RNP supported the *Abahindutse* Association of former sex workers,<sup>48</sup> rehabilitating them into society and involving them in the work of the community police in the Rubavu District. With increased sensitization of the public to GBV, more women reported on GBV.<sup>49</sup> Citizens' satisfaction with their personal security was high (92.6%) in 2016, according to the Rwanda Governance Scorecard (RGS, 2016). As the confidence of citizens in the RNP improved, there was increased information exchange between the RNP and civilian populations.<sup>50</sup> The community policing initiative restored trust between the police and the community.<sup>51</sup> Courts and police services were more easily and affordably accessed with the introduction of the IECM system, where citizens can launch their cases/complaints on-line or by text messages and track responses and appointments.

105. UNDP contributed to building the capacity of the Supreme Court and the judiciary in general with the result that the case backlog was reduced and access to justice for ordinary people improved. With UNDP support the Supreme Court and judiciary became more efficient and effective especially because of digitization of files in all courts, support with transport for mobile courts, training of judicial officers, supply of computers to the courts and introduction of the judicial blog which enabled judges to exchange ideas.<sup>52</sup> More recent data from the RRB of 2015 shows a score of 90% for citizen's trust in the justice system.<sup>53</sup>

106. UNDP support to the NHRC and Ministry of Justice has enabled the government to comply with the country's international human rights reporting obligations and clear reporting backlogs. UNDP has helped the country develop capacity for implementing recommendations under the Universal Periodic Review (UPR). In January 2011, the GoR was peer-reviewed under the UPR of Human Rights, and

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<sup>47</sup> RNP data, as of June 2017.

<sup>48</sup> <http://www.rw.undp.org/content/rwanda/en/home/ourwork/democraticgovernance/successstories/community-policing---from-sex-workers-to-crime-prevention-agents.html> Accessed on July 4, 2017

<sup>49</sup> The number of reports increased from 2,432 in 2009 to 3,444 in 2012. Maveneka, Leonard and Zebedee Ruramira (2013) Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda.

<sup>50</sup> Crime reporting to the police increased from 11,818 in 2010 to 17,006 in 2016.

<sup>51</sup> The 2014/2015 Global Competitiveness Index report by the World Economic Forum ranked Rwanda as the best country in Africa and the 21<sup>st</sup> globally where citizens trust police institutions to enforce law and order with a score of 5.8 out of 7.

<sup>52</sup> Ibid.

<sup>53</sup> Naumann, Craig (2015) Mid-Term Evaluation of the Joint Program on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP) – July 2013 to September 2015. Kigali: UNDP Rwanda, page 17

commended for its efforts towards international human rights law compliance, the rule of law, good governance, zero tolerance of all forms of corruption, social and political cohesion and national reconciliation as pillars of its development goals.<sup>54</sup> According to the Minister of Justice, with support from One UN, by 2013 Rwanda had prepared and submitted all overdue reports to relevant international treaty bodies and reported on the status of implementation of recommendations issued from the UPR.<sup>55</sup> UNDP supported a coalition of more than 25 CSOs that prepared the shadow report for the UPR and attended the UPR session for Rwanda in Geneva. The GoR has no reporting backlog as of June 2017 on its international human rights obligations and is on course in implementing all UPR recommendations accepted from the 2015 UPR. For instance, the government does not regulate the media which now is self-regulated through the Rwanda Media Commission as a result of the 2013 medial law reforms supported by UNDP.

107. UNDP has also supported the NHRC built a human rights monitoring and reporting coalition with other actors and thus enhancing a human rights culture in the country. In the framework of the support provided to the National Observatory for Child Rights, the monitoring and reporting capacity of the Observatory's focal points at the sector and district level has been increased through training activities.<sup>56</sup> The Observatory for Child Rights popularly known as 'Ode' brings together representatives of children, parents, CSOs and religious organizations at the sector level to form a committee that monitors and reports violations of children's rights. Similar committees are also formed at the district level across the country to consider reports from sector level committees before sending those they fail to resolve to the NHRC for further action. The committees engage in advocacy, monitoring and reporting on child rights and thus help reduce child abuse. As a result child rights violations such as dropping out of school, molestation in school, and defilement of children and lack of food in public schools are reported and dealt with in a timely manner.

108. On the gender equality front progress was made in representation institutions at national and sub-national levels and in women empowerment mechanisms. In particular, UNDP supported the Gender Audit for JRLS in 2015 which led to changes in public policy that contribute to gender equality. Gender strengthening and women's empowerment has been deepened in Rwandan institutions. In 2017 the proportion of women members of parliament stands at 64% and UNDP supported the Coordination of the Forum for Women Parliamentarians (FFRP). Gender Budget Statements (GBS) are mandatory in all MDAs in government<sup>57</sup> and were in existence in all MDAs studied in this evaluation. The gender budget statements produced in 2013/2015 indicate that 13 out of 18 ministries (72.2 percent) and 14 out of 30 districts (46.7 percent) have increased their budget for gender equality by at least 10 percent.<sup>58</sup> The project also contributed to a number of laws that included provisions discriminating women and girls to be repealed, and a law was passed reinstating the 12 weeks paid maternity leave, and guaranteeing full salaries to women on maternity leave.<sup>59</sup>

109. With UNDP support to the NURC, peace building and reconciliation has been entrenched at national and district levels. More actors including CSOs have joined the work. Peace and reconciliation efforts have also borne fruit, as reported by the interviewed beneficiary groups, in that former adversaries have reconciled and live together sharing agricultural land and villages especially in Reconciliation Villages across the country. The reconciliation village lifestyles of peace and accommodation have influenced

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<sup>54</sup> United Nations Rwanda (2012) Delivering as One Annual Report 2011. Kigali: United Nations Rwanda, page 15.

<sup>55</sup> Maveneka, Leonard and Zebedee Ruramira (2013) Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda, page 49.

<sup>56</sup> As a result of training, 2218 child right violation cases were reported to the NHRC, according to the United Nations Rwanda (2012), Delivering as One Annual Report 2011, page 19.

<sup>57</sup> Gohou, Gaston, Aimee Usanase and Marjorie Koffibie (2016) Rwanda: Mid-Term Review (MTR) – United Nations Development Assistance Plan (UNDAP), Quebec: CESS Institute, page 6.

<sup>58</sup> United Nations Rwanda (2016) Summary Progress Report – SIDA Support to UNDP Joint Programs Narratives and Financials 2013 – 2016. Kigali: UN Rwanda.

<sup>59</sup> Ibid.

people in neighbouring villages and cascading reconciliation. Peace committees have been trained and are continuing with the work at district and sector levels across the country. The Rwanda Reconciliation Barometer (RRB) studies were conducted and disseminated to district peace forums, faith-based organizations, political parties, youth groups, learning institutions and parliament to inform and create awareness about the state of peace and reconciliation in Rwanda. The RRB studies also have the objective of informing policy and strategy formulation.

110. The main contributing factor to UNDP progress made under Outcome 39 related to relevance of the programmes to the post-genocide Rwandan context and the policy direction of the GoR. The quest for justice, peace and reconciliation, respect for human rights and gender equality are all relevant to the policy of the GoR and to the aspirations of the people who learned significant lessons from the 1994 genocide.

### *Contribution to Gender Equality and Women's Empowerment*

111. **The governance programme under Outcome 38 was gender-targeted, as shown in results in parliament, political participation and public service.** For instance the programmes under this outcome were designed to provide support to the development and strengthening of institutional frameworks and CSOs that promote inclusive, equitable and community-driven participation in development processes<sup>60</sup>. With this in mind by 2016 the NFPO had implemented the YPLA programme training 476 youths of whom 49% were female.<sup>61</sup> Also establishment of women's wings in political parties as well as the YPLA brought hitherto excluded women and youth to the centre of decision-making in the media sector and political parties, respectively. Overall, many programmes do take appropriate action to promote gender equality and the environment is generally strong on gender. The GoR has set priorities and made well-recognized achievements in addressing gender equality<sup>62</sup>. Therefore the results achieved in terms of among other the proportion of women in parliament (56.3% after the 2008 Parliamentary Elections)<sup>63</sup> may be the result of GoR political will and commitment. In the support to MHC, the programme contributed not just to building the capacity of female journalists but also in spurring women's entrepreneurship in the media which led to establishment of female-owned media houses and thus the women's empowerment straddling the private sector. Furthermore, 143 gender focal points were appointed in various media houses and 60 editors were trained in editing skills and other journalists in investigative journalism, HIV/AIDS and child protection reporting. These actions would give voice to the vulnerable such as children and women. The main factor facilitating success included the strong policy and constitutional direction taken by the GoR and their people towards equality and human rights observance.

112. **Results were more significant under Outcome 39 with a prospect of bringing gender-transformative results in the future. Government Ministries, Departments and Agencies (MDAs) were by law required to incorporate gender budget statements, the national police developed a gender policy and plan to combat GBV.** In 2013 through the Joint Programme on Sustaining Gender Equality Gains, the Organic Budget Law was revised to incorporate a gender budget statement (GBS) as one of the required annexes of the budgets of all government agencies and by 2013 the GBS for central and local government in all 30 districts and 14 government ministries had been assessed.<sup>64</sup> All 30 districts and 14 ministries have elaborated and submitted their GBS and Gender Mainstreaming in planning and budget preparation were adopted as a resolution of the 11<sup>th</sup> Government Leadership Retreat of 2014. These actions put gender equality and women's empowerment at the centre of planning and budgeting across government and had an indicative effect on planning and work in other sectors such as the civil society sector which

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<sup>60</sup> UNDP 2013 – 2018, page 57.

<sup>61</sup> Byabagambi, Arthur (2016) Mid-Term Evaluation of the DDAG, Final Report. Kigali: UN Rwanda, page 22

<sup>62</sup> UNDP (2013) UNDP Rwanda: Governance Outcome Evaluation – Final Report, Page 41

<sup>63</sup> UNDP 2013 – 2018, Page 33.

<sup>64</sup> ROAR, UNDP Rwanda.

works in consonance with government's good practices. Through the programme as of 2013 the RNP had been equipped with skills to handle GBV and provide adequate support to GBV victims and to assist families living in conflict situations, and the RNP developed the Gender Policy to effectively combat GBV and resolve other gender issues. Additionally, RNP's work with *Abahindutse* Association contributed not just to crime prevention but also in bringing women who were former sex workers from the periphery to the centre of society as members of community policing committees in Northern Rwanda. As of 2015, the 30% target of women participation in RPA training was not achieved as only 22.81% of participants in the training were women.<sup>65</sup> However, as of June 2017 the proportion of women that were being trained had jumped to 41.4%. The One UN including UNDP supported capacity building of the NGM institutions to play a more efficient coordination and oversight role, and the NGM implemented three gender mainstreaming policy initiatives – GBV Monitoring Guidelines, the Parents' Evening, and the Family's Performance Contract Notebook.<sup>66</sup> UNDP supported the JRLS to conduct a gender audit for the justice sector which provided recommendations on how to effectively mainstream gender in the sector. Based on the audit findings, a gender strategy has been elaborated with UNDP support.

### *Application of Home-Grown Solutions*

113. **Home-grown solutions were critical in facilitating some of the results in the two governance outcomes.** For example the Rwandan work ethic is founded on the *Imihigo* home-grown solution. The IP employees work with a certain high level of diligence to deliver what they have set out to achieve. They work to contract perhaps in keeping with their traditional higher bar set in the *Imihigo* culture – delivering what have been committed to or promised in public. Civic education to enhance voter registration and participation in election anchored in *Umuganda* activities and '*Abokorera Bushake*', electoral volunteers. After community work known as *Umuganda* on every last Saturday of the month, leaders and NEC officials/volunteers in the grassroots offer civic education which has transformed electoral behaviour in the country for better and reduced the cost of elections per voter. The *Gacaca* courts played a very critical role in reducing the backlog of cases especially those arising from the crimes of genocide in 1994. *Gacaca* courts came in handy to solve the challenge of time where it would have taken the country decades to try the hundreds of thousands of genocide suspects in conventional courts. Additionally, community mediators (*Abunzi*) have played a key role in reducing the number of cases that otherwise would have been taken to the court, resulting in a huge reduction in case backlogs in the courts while at the same time contributing to building trust among citizens. By 2000, there were over 100,000 genocide suspects awaiting trial. The success of the Isange One Stop Centre in Kigali resulted in the GoR deciding to roll out the programme nationally<sup>67</sup>.

### *Contribution to reduction of poverty and inequalities*

114. **The governance programme has included the vulnerable and marginalized groups of the society in its programme design, contributing to, albeit indirectly, to addressing inequality issues.** UNDP interventions in the two outcomes made particular attention to giving voice to the most vulnerable and often marginalized people in the society, e.g. the poor, children and youth, and women. In UNDP's support for CSOs, the CSOs funded through RGB worked in a wide range of sectors (e.g. agriculture and people living with disabilities) in rural and urban areas fighting poverty and exclusion. The UNDP support to CSOs also entailed people with disability organizations particularly Rwanda Union of the Deaf training sign language interpreters for health facilities to assist deaf patients access health services. These efforts improve the livelihoods and quality of life of people living with disabilities. Additionally, peace building

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<sup>65</sup> Ibid.

<sup>66</sup> Ibid.

<sup>67</sup> Maveneka, Leonard and Zebedee Ruramira (2013) Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda, page 56.

and conflict management efforts under UNDP's support for political parties project assures a stable political environment conducive for investment and economic growth and job creation to fight poverty.

115. The RNP efforts at crime prevention that incorporates community policing communities improves the business environment in Rwanda and thus aids livelihood improvement and poverty reduction. Provision of free legal aid to the poor including women through MAJ offers opportunities for the poor especially widows to get justice including recovering grabbed assets such as land. RPA's work in capacity building on combating child soldiers and rehabilitating former child soldiers also contributes to fighting exploitation and exclusion of children in the Rwandan society and in the eastern Africa region in general.

### *Contribution by UNV/UNCDF*

116. **UNV has mobilized its staff to the governance programme, but so far their role has been limited in technical support.** UN Volunteers were mobilized in the governance work, but so far their role as been limited to programme support work rather than technical or analytical work. Under the DDAG JP, a UN Volunteer supported the development of the National Volunteerism Policy, but its commitment to provide a qualified volunteer to the programme was not met (Midterm Evaluation of DDAG, 2016). At the time of the evaluation there were two national UN Volunteers in the governance programme, one supporting report writing and collecting monitoring data in the field, and the other in more technical support. However, compounded with a short-term nature of their contract (e.g. 6 months to a year), currently UNV has not been engaged at substantive programme level which could provide the programme unit with more analytical work or help bridge any existing capacity gaps with the Government.

## Chapter 3. Quality of UNDP's Contribution

This chapter discusses the quality of UNDP's contribution, including overall relevance to national priorities and UNDP's mandate; programmatic and managerial efficiency; and sustainability of programme results.

### 3.1 Relevance of UNDP's programmes and its approaches

117. **UNDP's two programmes – poverty and environment and democratic governance - are directly relevant to national development agenda (e.g. Vision 2020 and EDPRS).** The programmes being implemented by UNDP Rwanda during the period under review showed strong linkages with Rwanda's development priorities and challenges as defined in its various national strategies (e.g. Vision 2020 and EDPRS), sector policies, and the Constitution of 2003 (revised in 2015) (Box 1). The UNDP process draws on the Government's Vision 2020 and its EDPRS II, which aligns UNDP's activities under the DaO framework and its CCPD.

118. **The programmes were also aligned with UNDP's corporate mandate,** as defined in its Strategic Plan 2014-2017, which aims at *'helping countries achieve simultaneous eradication of poverty and reduction of inequalities and exclusion.'* Four of the seven outcomes of the Strategic Plan specifically address areas UNDP Rwanda has fully engaged in governance, i.e. citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance; ii) countries have strengthened institutions to progressively deliver universal access to basic services; iii) faster progress is achieved in reducing gender inequality and promoting women's empowerment; and iv) reinforcing the rule of law and citizen security. Three of the seven outcomes of the Strategic Plan address areas of poverty and environment, i.e. i) countries are able to reduce the likelihood of conflict, and lower

the risk of natural disasters, including from climate change; ii) early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster settings; and iii) development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with UNDP’s engagement principles.

**Box 1. Key national strategies and framework relevant to the existing UNDP Rwanda programmes**

Poverty and Environment	Governance
<ul style="list-style-type: none"> <li>• EDPRS II (2013-2018) Accelerating progress to middle income status and better quality of life for all Rwandans through sustained average GDP growth of 11.5% and accelerated reduction of poverty to less than 30% of the population</li> <li>• Vision 2020: Transforming Rwanda into a middle-income country by 2020</li> <li>• National Urbanisation Policy 2015</li> <li>• The Urbanization and Rural Settlement Sector Strategic Plan (2013-18)</li> <li>• National Investment Strategy</li> <li>• Green Growth and Climate Resilience Strategy</li> <li>• Vision 2020 Umurenge (2011)</li> <li>• Youth Sector Strategic Plan 2013-2018</li> <li>• National Strategy for Community Development &amp; Local Economic Development</li> <li>• Urbanization and Rural Settlement Strategy (2013-18)</li> <li>• National Employment Program (NEP) - Kora Wigire</li> <li>• National Youth Policy 2003 revised 2012, 2015</li> <li>• 5-Year National Action Plan for Promoting Youth Employment 2005</li> <li>• Program For Priority Skills Development To Deliver EDPRS II (2013 - 2018)</li> <li>• Rwanda Private Sector Development Strategy 2013-18</li> <li>• The Constitution of the Republic of Rwanda 2003: Every citizen is entitled to a healthy and satisfying environment. Every person has a duty to protect, safeguard and promote the environment. The State shall protect the environment (Article 49)</li> </ul>	<ul style="list-style-type: none"> <li>• National Program for Strengthening Good Governance for Poverty Reduction in Rwanda (NPSGGPRR): Enforcing transparency and accountability and fighting corruption (p. 32); Sustaining and strengthening decentralization and people’s empowerment (p.29); Strengthening constitutionalism as the guiding practice of the country’s governance life (p.26).</li> <li>• Vision 2020: i)The state will ensure good governance which can be understood as accountability, transparency and efficiency in deploying scarce resources; ii)People’s participation in the grassroots level will be promoted through the decentralization process, whereby local communities will be empowered in decision-making process, enabling them to address issues which affect them the most; The country is committed to being a capable state, characterized by the rule of law that supports and protects all its citizens without discrimination. The state is dedicated to the rights, unity and well-being of its people and will ensure the consolidation of the nation and its security (p.14).</li> <li>• GoR 2015 Rwanda Report on Implementation of MDGs and Domestication of SDGs: i)Ensure that gender disparity in primary and secondary education is eliminated, preferably by 2005, and in all levels for education no later than 2015; ii)Percentage of seats held by women in national parliament reaches 40% by 2020 (p9)</li> <li>• The Constitution of the Republic of Rwanda of 2003: Building a state governed by the rule of law, a pluralistic democratic government, equality of all Rwandans and between men and women which is affirmed by women occupying at least 30% of positions in decision-making organs (Article 10(4))</li> <li>• EDPRS II: National Gender Policy, the Legal Aid Policy, the Sector Strategic Plans including in JRLS and National Media Policy.</li> </ul>

119. **UNDP’s poverty and environment programme directly focused on meeting the needs of its target audiences as part of its programme approach.** UNDP’s efforts on poverty have responded to the documented needs of target populations and sectors; women, youth and youth with disabilities, as well as degraded environment. For instance, the *Youth and Environment Program* restored the banks of River Nyabarongo, which had been eroded as a result of poor farming methods, using Youth workforce, thereby contributing to incomes. On poverty, UNDP was one of the main actors through the BIFSIR that contributed to the improved access to finance. Its role in consolidating the microfinance sector was both upstream working with the central bank to improve regulatory frameworks and refinancing, and also downstream with consolidation of 416 UMURENGE Savings and Credit Cooperatives.

120. Protection and management of environment as well as disaster risk reduction is among the pillars of Vision 2020. UNDP has strengthened the capacity of the Government of Rwanda to implement a sector-wide policy for natural resource management climate change adaptation and disaster risk reduction. In addition, UNDP has also supported the Government to enhance cross-sector policy coordination, including pro-poor environmental sustainability in budget processes and operationalization of FONERWA.

121. UNDP has supported the Government to address production and use of renewable energy, with special emphasis on mainstreaming of environment, climate change, disaster risk reduction and energy into national and district development plans.

122. **UNDP carefully used a mix of intervention approaches to progress on its governance objectives (e.g. up/ downstream, short-/ long-term).** In Rwanda, there is a strong government vision of ‘what Rwanda’s governance should look like’ and any attempt to get the Government off the driver’s seat or dilute or change that would not bring success. UNDP has responded to this reality by maintaining close interaction and dialogue with the government to ensure that the GoR commitment remains central to the agenda and is delivered upon.<sup>68</sup> It used upstream interventions (e.g. policy-level advisory work retaining the trust of the GoR) as well as complementary downstream interventions (e.g. working with specific institutions, e.g. NEC and RNP, as well as CSOs, building their capacities as the post-genocide sensitive political context has demanded).

123. Capacity building efforts were designed at all sector and government levels. For example, given that Rwanda envisages a state dedicated to the rights, unity and wellbeing of its people and ensuring the consolidation of the nation and its security (Vision 2020), reconciliation, crime prevention and peace building are critical to the government’s strategy. UNDP thus supported RNP and NURC, building their capacity at the national and community/district levels (e.g. training/ info exchange with Community Policing Committees, and District and Sector Level Peace and Reconciliation Committees, and CSOs). To enhance gender equity at all levels, support was provided for establishment of gender equality institutions and their strengthening. These institutions were supported by a strengthened NHRC, which also supported government in ratifying institutional human rights protocols, report on its international obligations and implement UPR recommendations to enhance observance of human rights in Rwanda.

124. UNDP’s approach also had a good balance of short- and long-term efforts. UNDP supported improved access to justice and reduction of backlog of cases through Gacaca courts as well as support to the Supreme Court and supply of transport for mobile courts in the short term, while in the long term, working on strengthening the RNP, NHRC, NURC, and parliament for sustainable unity, security, respect for human rights and poverty reduction.

125. The factors contributing to relevance of UNDP’s approaches included: i) the clear vision of the Government with regard to governance as stated in its Vision 2020, the National Constitution and various policy documents, e.g. EDPRS I and II; ii) UNDP’s deliberate effort to be critically aware of and sensitive to the development context of Rwanda in its programming, where it aimed its interventions specifically at ‘bridging the capacity gaps’ arising from the genocide; and iii) strategic integration of relevant home-grown solutions (e.g. Gacaca and Abunzi, alternative dispute resolution mechanisms in governance).

### 3.2 Tapping into UNDP’s comparative strengths

126. **UNDP enjoys a favorable relationship with the Government of Rwanda, based on a shared goal of promoting sustainable development in the country.** UNDP was one of the first development partners to support the post-genocide Rwanda in rebuilding itself. Working in Rwanda for over 20 years, UNDP has consequently accumulated country knowledge and experience in its intervention areas. Many partners reported that UNDP is unrivaled when it comes to leading issues related to poverty, gender, environment, disaster risk reduction and early recovery, good governance and peacebuilding. UNDP was also expected to lead implementation of international development benchmarks such as the MDGs and

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<sup>68</sup> IPG End of Programme Evaluation, 2013.

SDGs. UNDP's greatest strength lies in its ability to leverage expert knowledge for advisory services to government and other stakeholders.

127. Through its role of hosting the UN Resident Coordinator's Office, UNDP has been in a strategic position leading 22 UN agencies under the DaO framework, and engaging development partners in the country. UNDP during the programme under review has co-chaired two UN DRGs (DRG1 with FAO, and DRG2 with UN Women). As One UN Fund has significantly declined over time, its coordination role is expected to increase even further.

128. **UNDP's keen understanding of 'how the Government works' and its capacity for flexibility and introspection responding to changing circumstances are also among its comparative strengths that other development partners do not have.** Having gone through 100 days of genocide with minimal external interventions, the GoR is largely averse to donor-led solutions to their challenges, especially those related to political or governance issues. The government institutions interviewed during the evaluation considered UNDP as a trusted and respected partner, however, arguing that UNDP has strongly supported their work without being prescriptive but based on mutual respect. UNDP has led governance efforts in Rwanda, leading 3 out of 4 programmes in DRG2. Development partners also saw UNDP as a strong policy adviser to the GoR, for example, through the Justice Sector Working Group. UNDP has convening power of development partners in the country, as well as the advantage of designing long-term programmes and working in themes where they involve all actors in the respective themes leading to integrated development.

### 3.3 Business environment for gender mainstreaming

129. **The business environment for gender mainstreaming at UNDP Rwanda was favourable. The office has made a concerted effort to promote gender equality internally over time, and made significant progress in internalizing the principles of gender equality and women's empowerment both in its programmes and within the office.** UNDP Rwanda developed a concrete office-wide gender mainstreaming strategy in 2014, to ensure that "gender equality and empowerment of women are integrated into every aspect of its work to support Rwanda become a middle-income country and to reduce poverty and inequalities" (Gender Equality Strategy: UNDP Rwanda 2014-2017"). The objectives of the Strategy are to: i) assure gender mainstreaming for inclusive development at the programming level; ii) build institutional effectiveness and capacities for gender equality; iii) mobilize resources for gender mainstreaming; iv) initiate and strengthen partnerships and collaboration with key stakeholders; and v) establish accountability mechanisms for implementing and monitoring the achievements of the Gender Equality Strategy.

130. In the same year, the office went into a UNDP corporate gender certification process, known as "Gender Seal," led by the Gender Focal Team, comprising staff representatives from all units. Having fulfilled 63 per cent of the benchmarks, the office received a 'Bronze' seal by the end of 2014 and updated its Gender Equality Action Plan. After a series of further structured efforts (e.g. preparation and monitoring of an annual action plan that examines the office's management system and business environment, programmes/ projects, and partnership efforts; and bi-weekly meetings among the Gender Seal Committee members), UNDP Rwanda was awarded the 'Gold' seal in 2017, scoring 74 out of the 80 benchmarks and achieving significantly above-the-expected levels on eleven of the benchmarks.<sup>69</sup>

131. The gender distribution among UNDP Rwanda staff was at parity at the time of the evaluation, with half of the total office staff (21 of 41) representing women (Annex 3). Women held three senior positions, Deputy Country Director and two Heads of the programme units, Poverty and Environment and

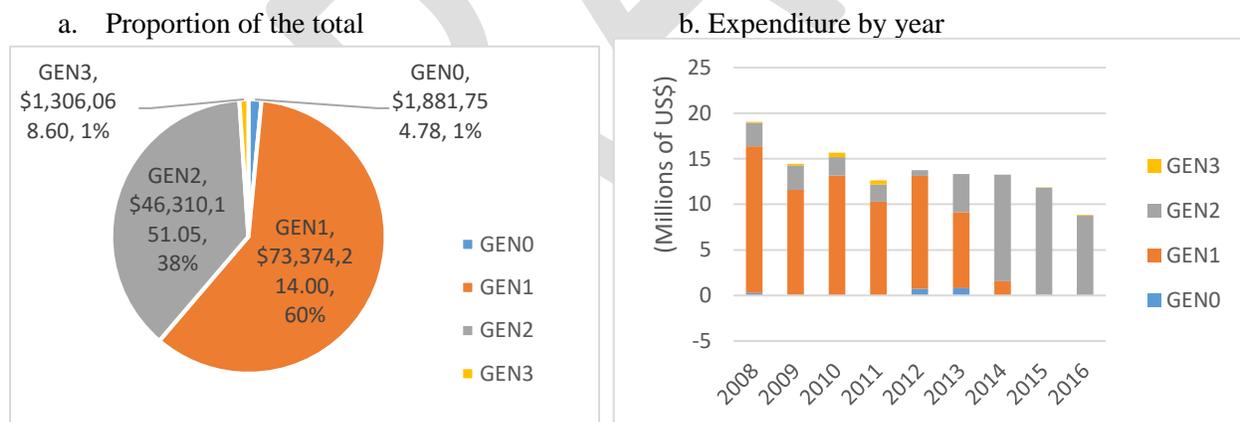
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<sup>69</sup> UNDP, 'UNDP Gender Equality Seal: Rwanda Country Office Appraisal Mission Report,' May 2017.

Governance. The staff survey indicated that female staff had higher scores than male counterparts on items such as opportunities for empowerment, leadership, collaborating and team work, ethics and ethical behaviours. The office ensured a gender balanced representation (50 per cent of women) in all key committees, e.g. Learning Committee and Procurement Committee. It also allotted 10 per cent of the Learning Committee budget for staff training, including advisory services by a UNDP gender advisor based in the Regional Centre in Addis Ababa. At the time of the evaluation, 99 per cent of the staff had completed UNDP’s corporate mandatory online course on gender and all staff completed the course on sexual harassment. The country office provided training to the project implementing partners not only to ensure that a gender lens is used by national partners during project implementation, but also to encourage them to use gender indicators for reporting purposes.

132. Between 2008 and 2016, the office’s programme budget was spent predominantly on projects designed to contribute to gender equality and women’s empowerment only in a ‘limited’ way (60 percent for GEN1 projects) (See Figure x). However, the expenditure by year indicated a clear shift in its pattern, with more programme resources spent on projects designed to promote gender in a ‘significant’ way (GEN2). The proportion of more gender-centred projects increased over time, particularly since 2014 as the Gender Seal exercise intensified in the office. Also during the current programme period, two of the five outcomes (Outcomes 37 and 39) specifically contain a reference to gender in their statements. The two programme units, Poverty and Environment and Democratic Governance, both have conducted a gender analysis to assess the extent to which their projects have met the corporate standards and the projects and have integrated gender in project planning, implementation, monitoring and evaluation. They have also adopted a Gender Marker monitoring tool to track how well the gender-focused projects are being implemented.<sup>70</sup>

Programme expenditure by Gender Marker Rating 2008-2016



### 3.4 South-South cooperation: Lesson Sharing and Learning with other countries

133. **UNDP poverty-related efforts enhanced South-South cooperation through visits from other African Countries.** UNDP facilitated a learning and peer exchange consultation between the Republic of the Gambia, Equatorial Guinea, Malawi and Rwanda as a host. The exchange focused on sharing best practices and lessons in the management of ODA, and mutual accountability and the mobilization of other sources of finance. UNDP facilitated South-South & Triangular Cooperation (SSC/TrC) between Guinea and Rwanda through the sharing of the best practices of its National Youth Programme, with a delegation from Equatorial Guinea (Government and UNDP representatives). The Republic of Congo, Uganda, Free

<sup>70</sup> UNDP Rwanda, ‘Gender Analysis Report,’ Poverty Reduction and Environment Unit, June 2017.

State Province of South Africa, Senegal, Swaziland and Malawi have also visited Rwanda to learn how to establish similar innovative youth initiatives aimed at building capacity of youth in the ICT sector and available opportunities for the youth of Rwanda and they were briefed on strategies for youth employment

134. The YouthConnekt provided a partnership and learning platform at the regional and international level. The Youth Connekt Transform Africa 2013 brought to Kigali, more than 1,500 delegates. The Youth Connekt Transform Africa Summit 2017 had 40,000 applicants, with 3,000 delegates attending from 90 countries. Several country delegations also undertook study visits to Rwanda during the period under review. Other innovative South-South cooperation and knowledge sharing were undertaken using the online tools and Skype meetings.

135. **In the environment outcome, UNDP facilitated South-South cooperation to enable the institutions in the country to learn best practices from other countries.** UNDP facilitated knowledge sharing between Cape Verde, Mozambique, Malawi and Uganda in areas of linking poverty and environment and how the linkages can contribute to economic development. UNDP supported Mozambique, Malawi and Cape Verde to learn best practices on mainstreaming environment into national development programmes. Through its support to the sustainable elimination and disposal of Polychlorinated Biphenyl (PCBs) products, UNDP facilitated a study tour for the project management team from REMA to Morocco. This study tour resulted in the development of guidelines on PCBs management in Rwanda. REMA staff were reported as having gained critical knowledge and skills of handling and storing materials containing PCBs in Rwanda.

136. Malawi and Senegal visited Rwanda to learn about the ‘National Environment Fund’ that Rwanda launched recently with UNDP’s support. The delegations from the two countries learned how the national fund is operationalized, especially on mobilizing domestic and international resources to implement green projects. As a result, the Government of Malawi established a partnership with the GoR to implement a similar fund back in Malawi.

137. **There were several South-South cooperation activities in the governance programme, with varying degrees of results. Some produced transformational lessons as well as significant changes.** The CSO support programme was modelled after the *Uraia* CSO Strengthening programme run by UNDP in Kenya. While the Kenyan programme outfit is independent of government, Rwanda’s CSO support is anchored in RGB, a government institution, which is not conceptually supported by some donors. Nonetheless, while the limitations may remain, the government officials described UNDP Rwanda’s contribution as a critical one that has begun to sensitize and transform GoR’s thinking of the role of CSOs in development.

138. In 2011, the RPA conducted an International Training of Trainers (ToTs) course of peace-building for participants from 9 countries in Central, Eastern and Southern Africa to showcase the Rwanda model. While specific results from these training events were not documented, many countries were reported as having a particular interest in learning lessons from Rwanda, which went through a significant event such as the genocide.<sup>71</sup>

139. **Significant changes were brought about in the rule of law and justice areas through UNDP’s provision of opportunities for South-South exchanges.** First, in 2010 UNDP supported training of the Witness and Victim Protection Programme Staff on various topics at the ICTR in Arusha, Tanzania. As noted in the end of project evaluation report, this support was reported as having contributed to reducing

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<sup>71</sup> E.g. Several high-level delegations from Gambia, Sierra Leone, Central African Republic, Sudan, and South Sudan visited Rwanda to learn about Rwanda’s experience implementing unity and reconciliation strategies.

the number of witnesses and victims killed.<sup>72</sup> Second, in 2009 and 2012 UNDP supported visits by Ministry of Justice staff to Tanzania and Namibia, respectively, to learn and share experiences on implementation of treaties, particularly UPR recommendations. This support helped strengthen the capacity of GoR in developing an International Treaty Reporting mechanism to comply with its commitments on monitoring and reporting for international legal instruments and clearing reporting backlogs.<sup>73</sup> Third, during the programme cycle every year the Ministry of Justice sent one or two people from the Legal Drafting Section to Ghana (Law School of the Commonwealth) to attend drafting courses for five months. Participation in the courses contributed to the capacity to draft new laws such as the Inheritance and Family Laws that improved access to justice for the poor, particularly women<sup>74</sup>. The main factor for these positive outcomes was that the exchanges were relevant to programmes and addressed specific capacity needs.

### 3.5 Moving towards Sustainable Development Goals (SDGs)

140. **UNDP was at the forefront in supporting the GoR to implement the Millennium Development Goals (MDGs) and now them in localizing the SDGs in Rwanda.** UNDP supported the implementation of the MDGs and played a major role in documenting the progress and achievements through a series of reports (e.g. progress and final reports for 2013 and 2015). They contributed to awareness raising and encouraged participation among citizens and civil society for the implementation of the goals.

141. Having contributed positively to Rwanda's successful performance in achieving the MDGs, and creating consensus on the way among different stakeholders, UNDP was described by many development partners as being at the centre of Rwanda's SDG efforts leading the UN agencies. However, the complexity of the SDG goals as well as challenges in localizing them within the country, including appropriate measurement and monitoring of the progress, implies that UNDP needs to be ready and fully capacitated to meet the expectations. UNDP Rwanda has explored various means, including the foresight methods.

142. UNDP initiated an SDG gap analysis in 2015, in collaboration with the UN Rwanda, at the request of MINECOFIN. The UNDP Strategic Policy Unit contributed to informing policy formulation and strategy development to support SDG implementation in Rwanda. UNDP supported various sectors to identify SDG indicators (e.g. NISR) to allow sector-level monitoring. It also provided training to government institutions and partners. The SDG document was translated into Kinyarwanda for a wider dissemination. The gap analysis process was in its second phase at the time of the evaluation, further exploring required resources, deliverables and timelines, in collaboration between UNDP and UNECA. The GoR has established an SDG Centre for Africa in Rwanda, with the President of Rwanda serving as the Board Chair. The concept of the Centre was borrowed from Singapore, aiming at driving innovation and research towards achievement of the SDGs in Africa. It is expected to steer work on implementation of SDGs in Rwanda.

143. Rwanda is a pilot model country for the implementation of SDG 16 on Peace and Justice, although its work is also relevant to other goals (SDG1 on poverty, 2 on hunger, 5 on gender, and 10 on inequalities). An international conference on the SDG 16 was held in Rwanda in 2016 led by UNDP governance team. The GoR has a clear vision on how the country can make its socioeconomic transform.<sup>75</sup> Against this backdrop, UNDP has supported various programmes to improve governance and fight poverty, hunger and

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<sup>72</sup> E.g. The number was reduced from 40 in 2007 to 21 in 2008 to six in 2010. Witnesses were also reported as being less afraid to come forward and testify. Maveneka, Leonard and Zebedee Ruramira (2013) Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda.

<sup>73</sup> Ibid.

<sup>74</sup> Ibid.

<sup>75</sup> Vision 2020 states that 'social and economic transformation is as much about states as markets; in effect the role of the state is indispensable for wealth creation and development; the state will ensure good governance, which can be understood as accountability, transparency and efficiency in deploying scarce resources.' Rwanda Vision 2020 (2010), page 14.

exclusion, and has made significant advances in national reconciliation, law and order, accountability as well as rebuilding and strengthening of national capacity for good governance through home-grown initiatives. In the previous cycle, during the UNDAF period, significant contribution was made to the promotion of human rights through robust advocacy and support to the government in the ratification of important human rights conventions and submission of reports on CEDAW, ICCPR and on the economic, social and cultural rights conventions. GoR's efforts to pursue internationally agreed development goals was therefore strongly supported by UNDP. The main issues to address in the upcoming programme cycles revolve around enhancing human rights monitoring and advocacy through strengthened civil society to ensure sustainability and enable citizens reap the dividends of governance reform.

### 3.6 Partnerships with Government, Development Partners, and CSOs

144. **UNDP has a solid partnership foundation with the GoR.** UNDP used its excellent relationships with key government stakeholders in poverty and environment areas to contribute to its envisaged programme goals. It mobilized resources for the BIFSIR programme successfully from KOICA, UNDP mobilized funds for the Youth and Women programme. It was also able to convince Government of Rwanda to enable it to access GEF funds on its behalf and encouraged the Government to second it to access GEF funds, which otherwise the GoR would not be able to obtain. Supporting the Government through SPIUs contributed to effectiveness and efficiency of its programmes against the background of declining UNDP funds and personnel. Over the years, UNDP worked closely with with REMA, MIDIMAR, MINAGRI, MINIRENA, MINALOC, MIGEPROF, and MINECOFIN, among others, to implement environment, energy and disaster risk reduction interventions. In all those ministries, UNDP placed a skilled technical consultant who advises and leads in the design and implementation of UNDP programmes and projects. This partnership has helped mobilize resources from major donors like the World Bank, and SIDA etc.

145. **UNDP also had a favorable partnership in the governance areas with the central government. Its engagement with provincial or devolved authorities was indirect.** UNDP worked closely with the GoR at upstream policy level and with IPs at downstream level including specific government institutions that work in the provinces and districts. Working with the Supreme Court UNDP funds were crucial in reducing case backlog through downstream partnership with the traditional *Gacaca* Courts that provided more than 120,000 judges to resolve over 1.9 million cases.<sup>76</sup> In another UNDP program with the National Women's Council, partnership was developed with NWC district members to carry out gender mainstreaming, assessment and evaluation in government institutions and the EDPRS.<sup>77</sup> Thus UNDP programme interventions spanned central government and provincial/district authorities.

146. UNDP worked with the Ministry of Justice at the national level and with national government justice and human rights institutions (e.g. NURC, NHRC, RGB, Judiciary, Parliament and RNP). Downstream UNDP worked with CSOs and CBOs through the RGB and the national institutions (e.g. NURC) with regard to peace committees at the district and sector levels and establishment of reconciliation villages across the country. UNDP's programme delivered transformative institutional capacities to GoR MDAs. However, its partnership at sub-national level has remained relatively weak with the current model where UNDP does not work directly with devolved units except through national IPs.

147. **The degree of success UNDP had in coordinating the implementation of the joint programmes with other UN agencies varied.** Under the DRG2 on Accountable Governance, UNDP and UN Women co-chaired the Group and worked together effectively leading to its programme success. UNDP's coordination of the DDAG for results with the partners (e.g. UNV, UN Women, and OHCHR) was more

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<sup>76</sup> UNDP Rwanda (2013) UNDP Rwanda: Governance Outcome Evaluation Final Report. Kigali: UNDP Rwanda.

<sup>77</sup> Ibid

challenged with issues related to the availability of technical support and meeting financial obligations.<sup>78</sup> It coordinated the A2J JP with its partner organizations (e.g. OHCHR, UN Women, and UNICEF), but the reporting on the programme results also met challenges with delays in submission of individual agency reports and absenteeism in meetings. One UN coordination generally appeared improving, but planning and execution are sometimes delayed due to late arrival of resources, budget cuts and lengthy procurement processes.<sup>79</sup>

148. In the poverty and environment area, UNDP successfully collaborated closely with UNCDF (e.g. on building an inclusive financial sector that targets women and youth in *BIFSIR* and *Youth and Women Employment Programme*) and UNEP (e.g. PEI). The joint *Youth and Women Employment Programme* comprised faced serious coordination issues leading to delays in its implementation. Initially led by ILO, the programme comprised 12 UN agencies including some non-resident agencies.<sup>80</sup> UNDP replaced ILO in coordinating the programme as UNCT chair with MYICT. During the planning phase the participating agencies came up with grandiose plans and activities, but as the One UN funds dried up, most of them disengaged and delivered little without any explanation to the government.<sup>81</sup>

149. The concept of DaO had a significant momentum among the partners at the beginning of the UNDAF process, including a positive prospect from the establishment of a common resource mobilization mechanism. The One UN Steering Committee was co-chaired by MINECOFIN. However, the issues of ‘visibility,’ as well as constraints in individual agencies’ available resources, appeared to linger among JP arrangements, resulting in the UN agencies focusing only on programmes that had their ‘respective brands,’ or where they played the role of chairs or co-chairs. The UN agencies make their respective reports to headquarters and thus have to prove their existence beyond JPs and DaO, fueling a sense of competition among them for resources, programmes and visibility.

150. **UNDP’s partnerships with CSOs in Rwanda was indirect, mainly through the RGB. It did not have direct engagement with CSOs at the grassroots under the NIM approach in Rwanda.** UNDP worked with CSOs through RGB to build their capacity and deliver services around the country. UNDP disbursed funds directly to CSOs selected by RGB for funding to carry out activities in governance, human rights and gender equality. Grantees in other sectors including agriculture, environment, livestock and capacity development component received funds from RGB. In partnership with the RGB, UNDP created a fund for CSO grantees, who work across the country in poverty and other development initiatives.

151. **The role of CSOs in development activities is clearly recognized by the UN Rwanda and its programme strategies. However, their capacity in Rwanda is still very weak.** UNDP had civil society components within the governance portfolio and worked with the private sector particularly in support to the Media High Council. These efforts brought CSOs and media to play the oversight role in Rwandan society. The UN set out to contribute to the processes of deepening democracy and good governance, widening political space and improving citizens’ participation and accountability through support to the development and strengthening of institutional frameworks and CSOs that promote inclusive, equitable and community-driven participation in development processes<sup>82</sup>. The UN support also aimed to promote and mainstream human rights and implement Treaty Body and UPR recommendations by ensuring timely and

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<sup>78</sup> Byabagambi, Arthur (2016) DDAG Mid-term Evaluation Final Report, Kigali: UNDP Rwanda, Page 36.

<sup>79</sup> Kluykens, Jups (2015) Review of Sweden’s Support to the ONE-UN Programme in Rwanda, Final Report. Stockholm: SIDA.

<sup>80</sup> Under the coordination of ILO, the partners included UNDP, UNCDF, UNECA, FAO, UN-WOMEN, UN-HABITAT, UNIDO, UNV, UNCTAD, ILO, UNESCO and ITC and 7 ministries including MYICT, MINECOFIN, MINICOM, MIGEPROF, MIFOTRA, MINEDUC and MINALOC.

<sup>81</sup> One interviewee reported, “One UN fund was treated like an ATM by some UN agencies to cover their own staff costs. If they pledged US\$ 50,000 to the programme, they wanted to take out US\$ 1 million from the fund; and as the Fund dried, they withdrew”.

<sup>82</sup> UNDAF 2013 – 2018, page 57.

quality reporting, including parallel reports by CSOs<sup>83</sup>. As of June 2017, 45 CSOs had been supported by RGB through the UNDP governance programme. As a result of support to the MHC and training for female journalists a cooperative society for women in the media was formed, the association of female journalists was financially supported and two female journalist set up their own media outlets in 2014.<sup>84</sup>

152. In Rwanda, the number of CSOs has tripled in recent years but many are still young and lack of technical and financial capacity, threatening their sustainability. The Rwanda Civil Society Platform (RCSP) established in 2004 provides a coordination role, serving as an umbrella for nearly 400 CSOs in the country. RCSP has been invited to various events organized by UNDP and the government, but so far, there have been no substantive partnership at the programme level. A proposal is on the table for the Platform to forge a partnership with UNDP.

**153. UNDP has a strong support from some donors. With others, its engagement has been limited due to, among others, “differences in approaches.” There is potential to expand the support-base through different engagement strategies and with more visibility of its work.**

154. Bilateral and multi-lateral donors interviewed during the evaluation were generally cognisant of UNDP’s work in the areas they have been operating. Good donor relations were demonstrated in that, for example, all commitments from Sweden for the UNDAP were 100% deposited by March 2015 and the Netherlands made a multi-year contribution of USD 3,419,392 earmarked for support to One-Stop Centres for GBV survivors.<sup>85</sup> Some donors saw UNDP’s strength in its connectivity with international best practices and knowledge and expressed interest in engaging at the technical level. For example, UNDP’s analytical work, such as NHDRs and gender analysis were closely followed by donors such as AfDB, receiving much praise as having shaped Rwanda’s socioeconomic profiling with its in-depth and timely analysis.<sup>86</sup> There was much expectation from development partners including donors that UNDP should contribute more in generating quality knowledge and analytical products that would inform policy dialogue with the Government and development partners’ interventions. UNDP’s support to aid coordination for development also received favourable views from partners, but they also argued that UNDP needs to add value to its programmes by producing evidence-based information to influence policy discussions and guide their implementation.

155. There are numerous donors in Rwanda who have operated in the same thematic areas as UNDPs, but some expressed that their ‘approaches are different’ from UNDP’s, and hence not proactively seeking collaboration at the programme level. This was particularly the case for governance areas, where some donors do not support UNDP working on CSO participation through the RGB, a government entity. UNDP’s weaknesses in results-based approach (e.g. use of agreed-upon measures for reporting; results-oriented reporting rather than activity-based) was another issue that key donors expressed UNDP should significantly improve in the future.

156. Within the DaO framework, donor coordination has remained as one of the significant areas of concern requiring attention in the future, with most donors gradually ceasing to fund the One UN Fund leaving only one donor, Sweden, to bear the burden.

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<sup>83</sup> Prodoc – Promoting Access to Justice, Human Rights and Peace Consolidation in Rwanda 2013 – 2018, page 8.

<sup>84</sup> ROAR, UDNP Rwanda.

<sup>85</sup> Kluykens, Jups (2015) Review of Sweden’s Support to the ONE-UN Programme in Rwanda, Final Report. Stockholm: SIDA, page 17-18.

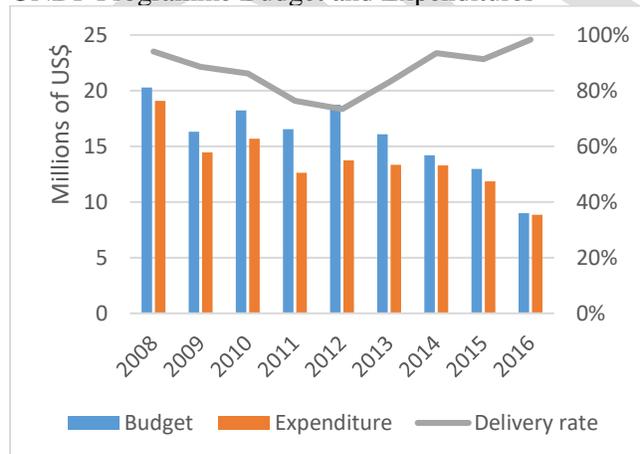
<sup>86</sup> AfDB is part of the Energy Sector Working Group, interested in clean, modern energy. UNDP has not been visible in this area but there is much potential for partnership in this sector. The core areas of AfDB’s work, e.g. infrastructure or employment, can also have significant implications from cross-cutting issues UNDP has priorities on, e.g. climate changes, gender, youth employment, and value chain analysis.

157. There are several mechanisms and efforts for bringing harmonization and coordination of donors' work in Rwanda, and UNDP needs to use every opportunity to increase its visibility. The Donor Patterns Coordination Group (DPCG), of which UNDP is a member, comprises GoR Permanent Secretaries, Heads of bi-/multilateral organizations, and representatives of civil society and private sector, provides a platform for dialogue on effective development aid to Rwanda.<sup>87</sup> The development partners and GoR have also adopted a Division of Labour (DoL) matrix, to define a more appropriate distribution of development partners' sector support in line with national priorities. The current DoL is aligned to EDPRS II, where the UN is counted as one of the partners. As Rwanda's ODA has declined since 2010, there are more expectations from the GoR for improved donor coordination and reduction in its transaction costs.<sup>88</sup>

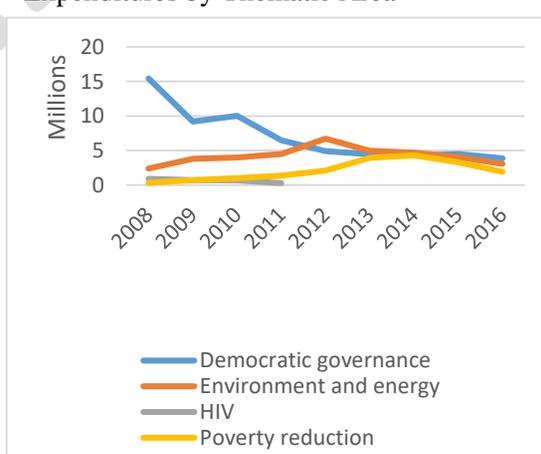
### 3.7 Managerial and Programmatic Efficiency

158. **The restructuring exercise has brought changes in the office's programme picture.** Over the last two CPD cycles, there has been a gradual but significant decline in UNDP Rwanda's programme budget, from just above 20 million USD in 2008 to 9 million USD in 2016.<sup>89</sup> Between 2010 and 2014, the country office went through a transition exercise, involving a review of its programme portfolio, programme implementation, finance, procurement and human resources. The office revisited its programme strategy and portfolio, aiming to focus its programme on areas where it could achieve the highest impact using its limited resources, exploring synergies and identifying priorities for resource mobilization. As a result, the number of active projects decreased from 43 in 2010 to 34 in 2016, refocusing the portfolio around clearly articulated programme areas which then became the foundation for UNDP's work within the UNDAF and the current CCPD. The decision to refocus the programme's portfolio helped the country office improve its programme management and budget utilization, as evidenced by the continuous improvement in the programme delivery rate, from 76 per cent in 2011 to 98 per cent in 2016. The office's thematic focus has changed over time, from a democratic governance-centered programme in the previous cycle, to a more balanced programme among poverty, environment and governance.

UNDP Programme Budget and Expenditures



Expenditures by Thematic Area



(Annex 3)

<sup>87</sup> GoR website, Maximizing aid effectiveness in Rwanda, <http://www.devpartners.gov.rw/index.php?id=18>.

<sup>88</sup> MINECOFIN, Official Development Assistance Support, FY 2013-2014, Aid for Development.

<sup>89</sup> The spike in the 2012 budget was reported as contributed by the Incisive Participation in Governance (IPG) programme, which was implemented from that year.

159. Between 2007 and 2016, management expenditures did not decrease (\$2.9m on average) as total programme expenditures fell from around \$17m to \$11m, leading to higher management expenditure ratio over the period. The ratio of management expenditures over programme expenditure was mostly above 20 percent since 2011, well above the global average, and around double the RBA average for these years. Partners have generally rated UNDP Rwanda low in terms of cost effectiveness. The 2017 Partnership Survey indicated a lower than average “value for money” and cost effectiveness: Only 43 percent of respondents considered UNDP favorable in terms of its cost effectiveness, which was considerably lower than both the regional (54 percent) and corporate (51 percent) averages for the same question. This however should be caveated with the fact that partners are generally satisfied in their engagement with UNDP Rwanda, which at 83 per cent is slightly higher than the regional (78 percent) and same as corporate (83 percent) averages.

Table. Total Programme and Management Expenditures, 2007-2016

(US\$ millions)	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Programme Expenditures	17.2	20.9	16.9	17.4	13.5	17.2	15.1	14.6	13.3	11.0
Management Expenditures	2.2	2.1	2.7	3.1	3.1	3.3	3.4	3.0	2.7	2.8
Management ratio ( <i>management/ programme</i> )	13%	10%	16%	18%	23%	19%	22%	21%	20%	25%

(Source: Atlas Executive Snapshot)

160. Following the transition exercise, UNDP Rwanda reviewed its internal business processes to support implementation and increase programme efficiency and made considerable efforts in project finance, procurement and human resources management. Interviews with the staff indicated that staff were fully conversant with the office’s cost recovery policy and procedures; there is frequent communication between Programme and Operations, and income management is a joint responsibility of the two units, which has strengthened the financial planning process and helped to sustain revenue. In addition, the office has also managed a healthy Extra Budgetary Reserves level for the past nine years averaging at 32 months.

161. Interviews with other UN agencies indicated that further efficiency gains could come from stronger collaboration within UNCT under the Dao framework. Successful examples (e.g. IPG project) have shown that UNDP can be more effective in mobilizing resources and efficient in implementing projects when clear synergies and collaboration arrangements with UN partners are established. The 2016 country office audit report from OAI gave the UNDP Rwanda a *partially satisfactory* rating, indicating that internal controls, governance and risk management processes were generally established and functioning, but needed improvements (e.g. timely delivery of project outputs, efficiency and clarity in payments).

162. **Many of the existing programmes were carry-on programmes from the previous cycles, benefiting from the past evaluation reports and needs assessment done by UNDP or the Government.** For example, the CSO support programme under the Governance portfolio was based on findings of the RGB’s 2012 CSO Barometer Study which showed that CSOs had challenges in programming capacity, finance and poor rural penetration. The 2013 – 2018 programme was based on lessons learned from the 2008-2012 programme, with approaches being tested for better chances for achieving intended outcomes. The A2J programme used lessons from its previous phase to focus its resources on activities that were expected to produce results.

163. Although the programmes were reported as having been designed using a result-based monitoring (RBM) approach and that the CCPD includes a results framework, UNDP Rwanda’s limited M&E capacity has posed a challenge in terms of putting the RBM in practice. There are four focal points responsible for monitoring relevant thematic programme activities in the office but the country office does not have a dedicated M&E specialist. M&E focal points have undergone training on M&E, but project monitoring

reports were generally reported as being weak, mainly reporting on outputs rather than results. Some mechanisms to monitor and review implementation of projects relied solely on occasional formal meetings or informal reports, rather than on a continuous monitoring of activities.

164. **The projects in UNDP Rwanda were predominantly delivered through the national implementation modality (NIM).** About 88 percent of the projects implemented during the period 2008-2016 were through NIM, accounting for about 97 percent of the total programme expenditure. In the current cycle, all projects are implemented under the NIM. The country office aimed to provide project oversight and monitoring support through the NIM arrangement, but the office's own limited capacity in M&E weakened its oversight, an element which is critical under this modality. There are, however, indications that coupled with UNDP's technical support, the NIM contributed to building national agencies and ministries' technical and resource mobilization capacities, thereby increasing efficiency of the nationally implemented programmes (e.g. IPG). The NIM also contributed to increasing the government's accountability and coordination mechanisms, e.g. through the establishment of SPIU within the ministries.

165. **UNDP has incorporated a context-specific, issue-based approach to programming, generating synergy among its various projects and reinforcing results.** UNDP revised its programme approach by prioritizing issue-based programming, focusing on capacity building and advisory services, which has generated synergy among its programmes and projects and reinforced programme results. The poverty and environment portfolio intervened to reconcile often diametrically opposed issues of environmental conservation and poverty reduction. As high population growth and widespread poverty exerted enormous pressures on the environment, UNDP supported ecosystem protection and rehabilitation, while giving communities off-farm employment opportunities (*National Youth Environment Programme*), also ensuring that governance and gender issues were taken into account. Access to finance activities and entrepreneurship training of youth and women (*BIFSIR*) were closely linked to the *Youth and Women Programme* activities, helping to facilitate employment. Support to CESB and MINECOFIN contributed to improved investments in the mining sector and in the diversity of funding sources in the budget framework. By bringing in actors from a variety of sectors charged with improving democratic governance (parliament, media and CSOs), UNDP was able to better address the issue of citizen participation. Overall the issue-based approach to complex issues has contributed to reinforcement of programme results.

166. The issue-based approach has also fostered the use of innovation. UNDP Rwanda's use of innovation was visible in various areas, e.g. in research towards achievement of the SDGs, engaging with media and civil society, and in entrepreneurship for youth and women. Home-grown solutions have been an integral part of UNDP's programme effectiveness,<sup>90</sup> which can attract new sources of funds, as demonstrated by the current project pipeline. With youth comprising 40 percent of its population, Rwanda has a huge potential for exploiting their creativity for addressing developing challenges. By utilizing its corporately available financing mechanism, UNDP Innovation Facility, UNDP Rwanda engaged in innovation initiatives, e.g. competitions to improve public service delivery (Mobile App Connection for Service Delivery) and public planning and policy development by using the foresight approach (Rwanda foresightXchange workshop)<sup>91</sup> in 2014. The YouthConnekt has leveraged ICT innovation and citizen engagement (particularly among youth and women) to address youth and women employment.

### 3.8 Funding / Resource Mobilization

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<sup>90</sup> E.g. UNDP's full integration of a traditional participatory justice system in its governance programme to address the enormous backlog cases, i.e. Gacaca courts and Abunzi mechanism representing innovation in the alternative dispute resolution mechanisms).

<sup>91</sup> Exchange with experts from Singapore, involving visualization of various scenarios for future, identifying risks and opportunities.

167. **With diminishing aid flows to Rwanda and the GoR emphasis on the Direct Budget Support, UNDP Rwanda has become more dependent on its core resources, requiring vigorous resource mobilization efforts.** The core resources represented 44 percent of expenditures on average between 2008 and 2012, but have reached 56 percent on average for 2013-2016. Government cost-sharing has not been a major source of funding in UNDP Rwanda programmes, as the Government currently favors using its own institutions to channel development funding at the national and local levels.

Table. Expenditure funding sources, % of total, 2008-2016

	2008	2009	2010	2011	2012	2013	2014	2015	2016
Core Resources	28%	47%	46%	46%	53%	59%	54%	52%	58%
Non-Core Resources	72%	53%	54%	54%	47%	41%	46%	48%	42%
Government cost-sharing	0%	0%	3%	0%	6%	1%	0%	3%	1%
Vertical Trust Funds	7%	11%	7%	7%	5%	7%	6%	2%	0%
Other trust funds / third-party cost-sharing	65%	42%	44%	47%	36%	32%	39%	44%	41%

168. The One UN Fund under the DaO framework is designed to be a critical mechanism through which UN agencies can secure finance. For UNDP, it accounted for about one quarter of the overall resource envelope in the first three years of the current cycle. In 2016 the Fund faced difficulties in securing replenishments from development partners, and has not contributed to any UNDP projects. Currently only one bilateral partner is contributing to the One UN fund, forcing UNDP to increase efforts in developing its own resource mobilization strategy.

169. UNDP Rwanda has achieved notable results in non-core resource mobilization, in part by having prioritized high impact activities in the new programme cycle, and secured additional funding from traditional donors (e.g. Sweden, Republic of Korea and Japan).<sup>92</sup> In 2015 the office set up a Resource Mobilization Task Force, chaired by the Country Director and with members from the Programme Unit, Management Support and Communications Unit to draft a new Resource Mobilization strategy. It stated its vision and ambition as a development partner and provided mid-term and mid- to long-term goals for the office's resource mobilization efforts. While the office's strengths, weaknesses and opportunities and threats have been clearly identified, given the current trends in development financing and funding situation, the objective to double or triple non-core resources in the near future appears optimistic.

170. Proven innovations in youth engagement and employment, CSO engagement, Disaster Risk Reduction and financial inclusion will be key in further attracting new and non-traditional donors (e.g. AfDB, China, and the EU). The new Resource Mobilization strategy helped identify areas with the largest growth potential, such as Environment, Climate change and Natural Resource Management, and several proposals have been developed and submitted to potential partners since the strategy was developed. Looking forward, UNDP should explore securing funding through its technical strengths in producing development data and evidence, effectively grounding new programmes in the Agenda 2030 and incorporating innovative solutions and partnerships.

### 3.9 Sustainability

171. **UNDP interventions in the poverty and environment areas have some strong elements of sustainability embedded in their design (e.g. high-level stakeholder engagement, programme**

<sup>92</sup> UNDP generated funds for the Youth and Women and the BIFSIR programmes in the poverty area and the Building Local Capacities for DRRM in Rwanda project in the environment area. It also secured access GEF funds on the Government behalf, and partnered with private sector (Tigo Communications) for the Youth and Women programme.

**relevance, and national ownership). Challenges include the need for more engagement at the local government as well as with CSOs.** UNDP's programmes are primarily anchored at the high level of participation of key stakeholders in programme planning and implementation processes. The EDPRS II process was based on country-wide consultations and numerous studies that identified key areas of pivotal leverage for sustainable development. The strong relevance of UNDP's programmes to the country and beneficiary needs is another factor. All projects undertaken by UNDP responded to compelling urgent needs of the populations, or clearly identified institutional capacity gaps for instance on the need for new sources of non-traditional funding, weak PFM in ministries, limited capacity for information and data management. Consequently, all the key activities/interventions have been institutionalised through their incorporation into government planning, policy and institutions.

172. The government's commitment to sustainable development has contributed to ownership and adoption of UNDPs results and this was demonstrated at both the central and local levels of government. UNDP programmes have been incorporated into government planning and implementation or scaled-up to new programmes taking into account lessons learned. The government has closely worked with UNDP in its programmes and has built the capacity of the institutions to be able to move the work forward. It has also provided the much-needed political capital and committed resources to the on-going projects thereby creating a sense of ownership and sustainability.

173. In the environment sector, the National Risk Atlas for Rwanda provides a practical tool for the Government to map disaster prone areas and identify the people at high risk. The government has adopted the Atlas as an important guide to policy makers and tool for developing contingency plans. However, resources are needed to fund long-term use and the MIDIMAR is working on mobilising both State and donor funds to put in place disaster risk reduction systems that can use the data from the Atlas.

174. With regard to Green Growth, the Green Village toolkits were formally adopted by the government and guidelines are being issued to Districts to use these toolkits in their District development plans and to guide the construction of new Villages. UNDP is lobbying for greater state resources to finance the Green Villages, which will help guarantee the long-term use of the toolkits.

175. The socio-political situation and institutional frameworks are also very conducive to sustaining project outcomes for the projects being implemented by UNDP. For instance, the Rwanda's National Environment and Climate Change Fund (FONERWA) as well as self-financing through the sale of climate information by Meteo Rwanda has the potential to enhance financial sustainability. Ownership and enthusiasm at community (among the farmers' cooperatives) and at national level under the different projects has all the key elements to increase the sustainability of the project achievements.

176. The areas of attention to strengthen sustainability included a strategy for a broader engagement with local government authorities and CSOs, i.e. the partners who have not been fully integrated in the current programme but could significantly facilitate UNDP's downstream interventions. Also a more proactive preparation for the end of project in its initial design, including anticipatory financial planning (e.g. preparation of proposals for future funding).

**177. In UNDP's governance programme, its programme relevance, government ownership and attention to capacity building in design, were also among the elements recognized for its sustainability. Vulnerability still exists in the area of human rights and justice, however, where the sustainability largely depends on relevant institutions' capacity to fulfil their obligations, their monitoring capability, as well as resources.** The governance programme under the accountability and citizen participation outcome was largely designed for sustainability with national ownership in mind and capacity building for sustainability. The IPG programme concept, results and design are relevant to the

country context, are well aligned to UNDAF results with minor oversights in documented formulation and the logical flow of results is rational.<sup>93</sup> In the DDAG the design where a variety of implementing partners' capacities is being strengthened implies that the results are sustainable as they are anchored on government institutions.<sup>94</sup> The programme planning was also consultative with the various government institutions being engaged as stakeholders hence are prepared to continue with the activities in their respective core businesses beyond the life of the programme. Threats to sustainability of programme outputs such as staff turnover in IPs were analyzed and appropriate mitigation measures developed.<sup>95</sup> Programme results have been owned by GoR such as in the case where the MINECOFIN has now fully integrated gender sensitive budgeting, which is a critical step forward and to which the National Gender Machinery contributed.<sup>96</sup> The likelihood of programme sustainability is not under threat except widespread political instability in Rwanda, which is unlikely for the foreseeable future. The factors contributing to programme sustainability include strong ownership of results by the GoR which has good governance as one of six pillars of Vision 2020; and strong alignment of the programme to national context and priorities as well as anchoring the programme in endogenous mechanisms/approaches to governance hence capturing local imagination and aspirations.

178. In the areas of human rights and justice, the factors supporting programme sustainability also included the strong alignment of programmes to national needs and priorities in particular good governance, reconciliation, equality and peace building as articulated in the national constitution and Vision 2020; and UNDP's emphasis in capacity building for relevant institutions that the government set up in line with its priorities and needs. This ensured that the institutions were staffed with competent people to diligently implement programmes. The A2J JP was designed to build the capacity of human rights institutions both at the national level and in decentralized units and CSOs to ensure that programme results are sustained after completion of the programme.<sup>97</sup> The preceding A2J was equally ground on wide collaboration with a variety of justice actors and institution for sustainability.<sup>98</sup> Some of the initiatives started as pilot under the A2J were scaled up to national level by the government.<sup>99</sup> The mix of formal and traditional strategies in the justice sector to deliver results was another important ingredient for programme sustainability.<sup>100</sup>

179. However, vulnerability exists in the human rights and justice efforts. The overall exit strategy for the programmes in the two cycles hinge on capacity building of justice actors and institutions including the correctional services, ministry of justice, the judiciary, the RNP, NHRC, NURC, RPA and Peace Committees and CBOs/NGOs downstream to support sustainability of the human rights and justice results. The poor monitoring of initiatives such as MAJ, Abunzi and CPCs, can also pose a threat to programme sustainability, as recognized in the past evaluation.<sup>101</sup> Additionally Ministerial Order 001/08.11 of February

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<sup>93</sup> End of the Program Evaluation "UNDP Support to Inclusive Participation in Governance" (IPG) Program – Final Report, Page 40, 2013

<sup>94</sup> Mid-term Evaluation of the DDAG, Final Report, Page 6, 2016

<sup>95</sup> Ibid.

<sup>96</sup> Kluyskens, Jups (2015) Review of Sweden's Support to the ONE-UN Programme in Rwanda, Final Report. Stockholm: SIDA, page 32

<sup>97</sup> Prodoc A2J JP, 2013 – 2018, page 10

<sup>98</sup> Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda, page 56, 2013

<sup>99</sup> E.g. MAJ started in five districts and had been scaled up to the country's 30 districts; and the One Stop Centre which started with one facility in Kigali but had covered all district hospitals. Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda, 2013, page 57.

<sup>100</sup> e.g. the *Abunzi* committees continued to deliver justice on a volunteer basis helping to decongest the formal legal systems and help improve the quality and credibility of the judiciary; and the *Gacaca* Courts also contributed to the resolution of the genocide case backlog, providing the ground for reconciliation and peace building which continued into the establishment of reconciliation villages

<sup>101</sup> Final End of the Program Evaluation of the Support to Access to Justice for all, the Foundation of Good Governance and Poverty Reduction, Rwanda (2008-2013), Kigali: UNDP Rwanda, 2013, page 57.

11, 2014 and No. 002/08.11 of February 11, 2014 set the threshold for being heard in the regular legal system higher and thus pushed more cases to the Abunzi with the result of putting additional pressure on a volunteer-based mechanism.<sup>102</sup> Finally, another obvious risk affecting the likelihood of sustainability is resources. The institutional framework for sustainability is elaborate and will require enormous resources to implement in the long term and in the absence of donor support continuing with all activities in all institutions at the present scale in the context of the small Rwandan economy is in doubt. This is in spite of the strong genuine national commitment to these activities and results. In particular the direct funding from UNDP and capacity development of CSOs working in human rights and which qualify for RGB funding has been critical in building the confidence of those CSOs to work diligently in that sensitive sector.

## Chapter 4. Conclusions, Recommendations, and Management Response

This chapter provides a set of conclusions and recommendations drawn from the evaluation. The management response prepared by UNDP Rwanda in consultation with RBAP is also included.

### 4.1 Conclusions

**Conclusion 1. During the period under review, UNDP Rwanda’s programmes were relevant to the national development needs and UNDP’s corporate mandate. By focusing on supporting the target population groups and using a mix of approaches, UNDP responded well to Rwanda’s fast-changing development context.**

UNDP implemented programmes on poverty and environment and governance and peace consolidation, which were well aligned with Rwanda’s national strategies and policies as defined in its Vision 2020, EDPRS I and II and the National Constitution. The areas focused by the programmes also corresponded with UNDP’s Strategic Plan that aims at simultaneous eradication of poverty, reduction of inequalities, and promotion of democratic governance in multiple fronts. Particular attention was paid to addressing the needs of youth, women, and people with disabilities in its poverty and environment programmes, the key drivers of change. With the existence of a strong and clear vision on governance within the Government, UNDP used a careful mix of upstream and downstream efforts, as well as short-/long-term approaches.

**Conclusion 2. UNDP made a significant progress in achieving the programme objectives envisaged under the five outcomes. Several key factors of success were identified including programme design that meets Rwanda’s socio-economic and political context, close and favourable relationships with the Government, its issue-based approach, application of Rwanda’s unique home-grown solutions embedded in the programmes, and government ownership of results. Threats to programme sustainability exist, however, requiring attention.**

UNDP’s poverty and environment efforts were a direct response to the country’s recognition of the critical linkage between the two areas as well as to meet challenges identified in Rwanda’s development agenda. The programmes contributed to job creation among youth and women building their skills and improving opportunities for entrepreneurship through access to finance; provision of in-depth and timely poverty analysis and data through the National Human Development Reports; integration of environment, climate change and disaster risk agenda into sector policies and district-level planning; and socioeconomic

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<sup>102</sup> Naumann, Craig (2015) Mid-Term Evaluation of the Joint Program on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP) – July 2013 to September 2015. Kigali: UNDP Rwanda, page 33-34.

improvement among communities prone to disasters. In the governance area, UNDP focused - and almost achieved all planned targets – on priorities stemming from the 1994 Genocide, e.g. closing genocide cases, improved access to justice, reconciliation and peace consolidation, citizens’ participation in policy and decision processes, building of democratic society through media reforms and strengthening of oversight bodies, security and crime prevention, and gender equality and women’s empowerment.

Being one of the first partners to operate in the post-genocide Rwanda, UNDP accumulated significant knowledge, expertise, and trust in working with the Government over the years. While known largely averse to ‘donor-led’ solutions, the Government recognized UNDP as a partner ‘who understands how the Government works’ and as being in the unique position to provide policy advice and devise workable long-term programmes. The programmes under review were designed to be in full alignment with the existing socioeconomic and political context of the country. Rwanda’s traditional practices and concepts, known as home-grown solutions - such as ‘performance contract’ (*Imihigo*), ‘community work’ (*Umuganda*), ‘collective action and mutual support’ (*Ubudehe*), ‘alternative dispute resolution mechanisms’ (*Gacaca* and *Abunzi*) – were fully integrated in UNDP’s programme designs, enhancing the programme results and their sustainability. With its change management exercise, an issue-based approach to programming and implementation has been brought in, reinforcing programme results in its poverty and environment and governance programmes. Government’s general ownership of results, demonstrated by for example funding of justice and human rights institutions (e.g. through staff remuneration and activities) supported by UNDP programmes, was also a significant element for programme sustainability.

Threats to the sustainability of much of favourable results obtained included the reality that significant resources would be still required from donors for completing or scaling up of the programmes, which may be difficult within the context of Rwanda’s small economy. Poor monitoring of institutions can also undermine programme gains (e.g. voluntary-based alternative dispute resolution mechanisms). The overall monitoring and evaluation practices among the programmes under review were generally weak, including those within the SPIUs, preventing opportunities for lesson learning and reflections.

**Conclusion 3. In partnership with other UN agencies, UNDP contributed to the strengthening of Rwanda’s gender architecture. As an office, UNDP Rwanda made significant progress in creating a business environment conducive to promoting gender equality and women’s empowerment.**

In many of the programme areas, efforts were made to ensure equal representation of women in programme design and implementation (gender-targeted) or differential needs of women were addressed (gender-responsive), e.g. in the environment and disaster management related programmes. Through strong partnership with UN Women, UNDP’s gender-related efforts within the governance framework involved a series of concrete initiatives that can bring about changes in cultural norms and practices, e.g. the revision of laws requiring a gender budget statement for central and local government in all 30 districts, introduction of a robust gender policy at the RNP to effectively combat GBV and raise sensitivity among both citizens and officials, and capacity support to the National Gender Machinery for its effective coordination and oversight of Rwanda’s public entities (gender-transformative).

UNDP Rwanda has made a concerted effort to win the highest award in UNDP’s corporate gender certification process during the period under review, with strong commitment by country office management to create an environment that promotes gender equality and women’s empowerment in its programmes and operations.

**Conclusion 4. From the previous cycle into the beginning of the current programme cycle, UNDP Rwanda went through a restructuring exercise, with some efficiency gains in its programmes and operational environment. However, a significant resource challenge remained as its financial base continued to decline throughout the cycles.**

Over the two programme periods, UNDP Rwanda saw continual declines in its programme resources, which were reduced by half at the time of the evaluation. UNDP Rwanda in collaboration with the RBA developed the *Transformation Plan* (2010) to increase its programme and operational efficiency and effectiveness and address various external and internal factors.<sup>103</sup> The measures included the framing of programmes based on an issue-/ context-based approach to addressing complex development challenges; prioritization on areas where it could achieve the highest impact; reduction of the volume of projects; and forging synergies between the existing programmes.

Building on its efforts to explore external resource and partnership options started in 2015, UNDP prepared the *Resource Mobilization and Partnership Strategy* in 2016 with analysis of its existing strengths, weaknesses, opportunities, and threats. At the time of the evaluation, a number of ‘pipeline’ projects aimed at expanding partnerships with new and existing donors, as well as with the private sector, have been developed in both Poverty and Environment and Governance programmes, amounting to about \$27 million.

At the time of the evaluation, Sweden was the only donor supporting the UN One Fund (except for earmarked funds from the Netherlands), severely limiting the ability of many joint programmes to fully implement their initial plans. This included UNDP who has lead two of the four UN DRGs (DRG 1 on economic transformation and DRG2 on governance). A ‘joint resource mobilization’ by the UN Rwanda was discussed but eventually the individual agencies were forced to come up with their own plans in the absence of such strategy.

**Conclusion 5. While UNDP programmes are expected to engage all relevant stakeholders in their conceptualization, planning and implementation, UNDP Rwanda’s ability to build effective and strategic partnerships with partners was mixed.**

The role played by two agencies administered under UNDP, UNV and UNCDF, was significant in Rwanda’s UNDP programmes. UN Volunteers were embedded in both poverty and environment and governance programmes, providing technical support in their respective field. UNCDF has provided technical advisory services in SMEs and inclusive finance as part of UNDP’s poverty and environment programme. The overall level of engagements with the participating UN agencies (PUNs) under the joint programmes was mixed, with varying programme results in the two thematic programmes under review.

UNDP’s private sector engagement was generally limited in all programmes, although much expectation exists through ongoing YouthConnect initiatives for its expansion in the future. Partnership with CSOs was limited and indirect, mainly through the RGB, under the current NIM approach in Rwanda. While UNDP applied its CSO engagement scheme designed to fit to the existing political and development context of the country, its underline strategy and rationale have not been fully understood/ appreciated by the donors, some of whom distancing themselves from UNDP due to “differences in approaches.” On the other hand, UNDP’s analytical work received much praise and recognition among donors, carefully followed and being used for socioeconomic profiling of Rwanda (e.g. NHDRs and gender) and awareness raising (e.g. climate change and disaster risk management). During the evaluation, various untapped partnership opportunities with donors were identified in UNDP’s programme areas that can be further explored.

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<sup>103</sup> E.g. the need to meet GoR’s fast-moving reform plans, shift from project implementation to upstream policy advisory services, and development partners (including donors’) expectations for programme harmonization, joint One Fund, and Sector Wide Approaches (SWAPs) under the DaO framework, as well as streamlining of internal administrative procedures, and improvement called for by the 2008 ADR (e.g. programme focus, design and management, monitoring, and enhanced technical assistance to government institutions).

## 4.2 Recommendations

**Recommendation 1. UNDP should ensure close engagement in and contribution to the conceptualization and development of the next UNDAF to develop a country programme strategy for the next cycle that is in full alignment with the new EDPRS3.**

As observed in the period under review, the GoR is very clear on its vision for the country's sustainable development - addressed in the EDPRS I and II - and on areas requiring support from development partners. As UNDP's country programme is expected to be in full alignment with the UN-level programme framework, e.g. UNDAF, it is imperative that UNDP fully engage in UNCT's ongoing process of developing new UNDAF, particularly in the prioritization and scope of its intervention areas in all three current thematic areas (poverty and environment and governance) as well as exploring/ identifying the UN agencies that can complement one another's work towards the same objectives.

**Recommendation 2. Place a greater focus in its programme work on producing and contributing to evidence- and research-based work for policy-level advisory services.**

To support the country moving very quickly to achieving the middle-income country status, provision of upstream policy support will even become more critical in the next cycle. Drawing on lessons learned from the country office's already ongoing operational shift from 'project implementation' to a more issue-based programme approach, UNDP should accelerate the latter efforts, particularly by focusing in its programme work on producing evidence-based analytical material that can be shared with government and development partners as well as on strengthening its policy-level advisory skills and work. The role played by the Strategic Planning Unit, which was responsible for producing much of UNDP's well-known analytical work on MDGs and SDGs, as well as the NHDRs featuring in-depth poverty and socioeconomic analyses, should be expanded and strengthened and be fully integrated into the strategic planning of the UNDP's thematic programmes.

**Recommendation 3. Explore a partnership strategy that will include options for mobilizing both financial and staffing resources and will ensure UNDP's more robust engagements with donors and its visibility.**

UNDP should revisit its partnership and resource mobilization strategy to meet Rwanda's emerging needs, without being constrained by its declining core resources or the UN Funds. While several pipeline proposals were already on the table, results of the evaluation also indicated potentials for the following areas: i) more proactive and robust engagements with traditional, emerging, and new partners to identify areas or scope of work for collaboration (e.g. with AfDB on energy resources and on analytical partnership on cross-cutting issues that would affect their core interventions, e.g. value chains, youth employment, gender, and climate change); ii) development of knowledge products showcasing UNDP's analytical work leading to evidence-based policy dialogue (including more documentation of impact of the home-grown solutions, e.g. Gacaca courts and Imihigo performance contracts in scaling up results and application around the country); iii) closer and more substantive discussions with donors on 'pros and cons' of various strategies and approaches being used among development partners including UNDP's; iv) leveraging of the programmatic approaches that have been successfully tested (e.g. Green Villages) for expanding sponsors; v) tapping more into UN Volunteers that can provide technical expertise of choice and be mobilized fairly quickly, including national Volunteers; vi) cost-sharing of common posts among UN agencies (e.g. communication, and M&E); and vii) government cost-sharing schemes which are practiced widely in UNDP's middle-income programme countries.

**Recommendation 4. Continue to pay attention to human development in its programmes, particularly for advancing on the implementation of the SDGs.**

There was a general consensus among development partners that the SDGs will be a significant opportunity for UNDP to demonstrate its leadership, given its proximity to the Government and other comparative strengths over other partners, particularly in raising awareness on and localizing/ domesticating the implementation. UNDP has already played a catalytic role in setting the roadmap, leading the gap analysis now in its second phase comparing the Goals and Rwanda's existing policies, setting sector-specific indicators for monitoring, translating the SDGs in Kinyarwanda, and training for national partners. Rwanda had two important ingredients for success in the MDGs, and thus now for the SDGs, i.e. GoR's high level of interest in advancing social and human development, and the existence of political commitment and governance. Leveraging those factors, UNDP is expected to play the central coordination role with government partners (e.g. MINECOFIN) and with the development partners.

In addition, the following areas were raised during the evaluation as particularly relevant to UNDP in achieving and localizing the SDGs in Rwanda: i) upholding the principles contained in the UN Rwanda's Human Rights-Based Approach in all its work; ii) ensuring engagement with all relevant actors, including UN humanitarian agencies (e.g. WFP, FAO, UNHCR) who operate in the similar areas where UNDP works in, private sector and CSOs; iii) forging and strengthening substantive partnership with the recently established SDG Centre for Africa in Kigali that focuses on policy advice and research to support government, businesses, civil society, and academic institutions; iv) bringing in innovations and Rwanda's home-grown solutions for SDG localization; v) focusing its activities on building capacity of two groups UNDP has currently limited programmatic engagement with, i.e. CSOs for their participation in policy dialogue and decentralized government authorities for their critical role in ensuring sub-national level implementation and reporting; vi) supporting national capacity to measure the SDGs; and vii) effective monitor and measure the implementation of SDG 16 on peaceful, just and inclusive societies, Rwanda's key SDG focus.

**Recommendation 5. Continue with the management-led, office-wide efforts to seek efficiency gains and promote programme effectiveness.**

Moving into a new programme cycle, it is recommended that the office's change management efforts made in the previous programme cycle should further continue to enhance UNDP Rwanda's operational efficiency and programme contributions. For example, while the merger of poverty and environment programmes under one programme unit was an appropriate step in the right direction, the existing programme – worth more than \$8 million, covering a diverse range of issues (from DRR, climate change and environment, inclusive finance, capacity building of government ministries and institutions, etc)– remains challenged managed by a small group of staff (9 staff, including three specialists, four UN Volunteers, and two administrative support). The number of programmes/ projects under the Unit could be further reduced and their scope streamlined to focus on key areas where UNDP's strengths can be demonstrated.

There is much scope for improving UNDP Rwanda's monitoring and evaluation functions to ensure enhanced programme oversight and sharpen the quality of reports shared with the donors and development partners. Strengthening the office's M&E functions is even more critical as the NIM is the adopted project implementation modality, and the SPIUs lacks appropriate capacity. With a dedicated M&E apparatus with technical expertise, the goal setting and identification of appropriate performance indicators for the thematic programmes as defined in the country programme document should also be strengthened.

### 4.3 Management Response

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## ANNEXES (to be made available online)

The annexes of the report are available on IEO's website at: XXX

Annex 1. EVALUATION TERMS OF REFERENCE

Annex 2. COUNTRY AT A GLANCE

Annex 3. COUNTRY OFFICE AT A GLANCE

Annex 4. SUMMARY OF KEY PROJECT EFFORTS AND DELIVERABLES BY OUTCOME

Annex 5. LIST OF PROJECT FOR IN-DEPTH REVIEW

Annex 6. SUMMARY OF INDICATORS AND STATUS

Annex 7. PEOPLE CONSULTED

Annex 8. DOCUMENTS CONSULTED

# Annex 1. Terms of Reference

## RWANDA

### Independent Country Programme Evaluation (ICPE) Terms of Reference



## 1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)”, previously called “Assessments of Development Results (ADRs),” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document.
- Strengthen accountability of UNDP to national stakeholders.
- Strengthen accountability of UNDP to the Executive Board.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>104</sup> The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

Following the first country programme evaluation conducted in 2008, this is the second country-level evaluation conducted by the IEO in Rwanda. The ICPE will be conducted in close collaboration with the Government of Rwanda, UNDP Rwanda country office, and UNDP Regional Bureau for Africa. Results of the ICPE are expected to feed into the development of the new country programme 2019-2024.

## 2. NATIONAL CONTEXT

With a total area of 26,334 km<sup>2</sup> and a population of approximately 12 million, Rwanda - a small landlocked country in Central-Eastern Africa - remains one of the most densely populated countries in Africa with a population density of 493 people per square kilometre.<sup>105</sup>

Despite the challenges faced in the aftermath of genocide that destroyed the social and economic fabric of the country, Rwanda has been one of the fastest growing economy in Africa with the real GDP growth averaging 8 percent per annum between 2002 and 2015.<sup>106</sup> Through strong economic and agricultural growth, increased access to services including health and education household poverty rates dropped from approximately 60 percent to 40 percent between 2011-2014, while GDP per capita increased to

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<sup>104</sup> See UNDP Evaluation Policy [http://web.undp.org/evaluation/documents/policy/2016/Evaluation\\_policy\\_EN\\_2016.pdf](http://web.undp.org/evaluation/documents/policy/2016/Evaluation_policy_EN_2016.pdf). The evaluations are conducted in adherence to the Norms and the Standards and the ethical Code of Conduct set by the United Nations Evaluation Group ([www.uneval.org](http://www.uneval.org)).

<sup>105</sup> <http://www.worldometers.info/world-population/rwanda-population/>

<sup>106</sup> Five things to know about Rwanda’s economy, World Economic Forum, 2016

approximately \$750.<sup>107</sup> Rwanda is one of the top three countries in Africa in terms of science, technology and innovation activities, with high capacity for pursuing its development agenda.<sup>108</sup>

Much of the growth and development in Rwanda over the past decade can be attributed to the Government's Vision 2020 which aims to transform Rwanda from a low-income agriculture-based economy to a knowledge-based, service oriented economy with a middle-income status by 2020.<sup>109</sup> To implement this vision the Government, in 2008, launched its Economic Development and Poverty Reduction Strategy (EDPRS I) giving priority to accelerating growth, creating employment, generating exports and good governance. With the resounding success of EDPRS I- three years ahead of 2015- Rwanda achieved or was on track of achieving all the MDGs, with the exception of MDG 1.<sup>110</sup> This was followed by EDPRS II in 2013, with the goal of 'accelerating progress to middle income status and better quality of life for all Rwandans' the Government through a sustained growth of 11.5 percent and accelerated reduction in poverty to less than 30 percent of the population."<sup>111</sup> With improvements in business environment reinforced with broad macroeconomic reforms, Rwanda, today ranks 2<sup>nd</sup> in Africa in 'Doing Business 2017' and 56<sup>th</sup> in the world- rising from 150<sup>th</sup> in 2008- making Rwanda one of the most reforming economies in the world.<sup>112</sup>

Rwanda has been one of the few African countries that led in the achievement of the MDGs. The country made remarkable progress on several MDGs, especially in gender equality women empowerment, universal primary education, child and maternal mortality, HIV prevalence, and environmental sustainability.<sup>113</sup> Through constitutional mandate and institutional reforms, Rwanda has made great strides in improving women's political participation during the past 20 years- almost 64 percent of parliamentarians are women, compared to just 22 percent worldwide- which has enabled women in the country to make economic advances. Women are now able to own land and girls can inherit from their parents.<sup>114</sup> However, the growing youth cohort and high levels of youth unemployment remains another major development challenge for the country as it moves towards its Vision 2020 objective of creating at least 200,000 new jobs annually. More effort is needed to create leaders of tomorrow by developing the right skills and competencies, promoting technology and innovations and business development by promoting youth entrepreneurs.

In governance, Rwanda once again remains in the forefront and much progress has been made in through national reconciliation, rule of law and parliamentary reforms, and strengthening home grown initiatives like *Gacaca* and *Imihigo*. As per the Mo Ibrahim Index for African Governance, Rwanda scores 60.7 (out of 100) against key governance indicators, ranking 11<sup>th</sup> in Africa, which is higher than the African average and higher than the regional average for East Africa. Rwanda has, since 2011, consistently shown year-on-year improvement in its overall governance, one of only ten countries in Africa to do so.<sup>115</sup> However, more needs to be done to increase citizen participation for improved accountability and for ensuring ownership and feedback for efficiency and sustainability. The 'Corruption Perception Index' released by Transparency International in January 2017 ranked Rwanda 50<sup>th</sup> least corrupt country globally and 3<sup>rd</sup> in Africa together with Mauritius coming after Botswana and Cape Verde in first and second place, respectively.<sup>116</sup>

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<sup>107</sup> <https://www.usaid.gov/ar/rwanda>

<sup>108</sup> The Africa Capacity Report (2017) by the African Capacity Building Foundation ranked Rwanda third in the African Capacity Index (68.2), following Morocco (71.6) and Tanzania (68.8).

<sup>109</sup> Rwanda Vision 2020, Government of Rwanda

<sup>110</sup> <http://bit.ly/2juCNob>

<sup>111</sup> Economic Development and Poverty Reduction Strategy 2013-18.

<sup>112</sup> World Bank. 2017. Doing Business 2017: Equal Opportunity for All. Washington, DC

<sup>113</sup> <http://www.rw.one.un.org/press-center/news/women-secure-64-cent-seats-rwandan-parliamentary-elections>

<sup>114</sup> Five things to know about Rwanda's economy, World Economic Forum, 2016

<sup>115</sup> Mo Ibrahim Index for African Governance- 2015. [http://static.moibrahimfoundation.org/u/2015/10/02201434/39\\_Rwanda.pdf](http://static.moibrahimfoundation.org/u/2015/10/02201434/39_Rwanda.pdf)

<sup>116</sup> The New Times, 26 January 2017

Much of the growth and development in Rwanda has not been without challenges. While life expectancy, literacy, primary schooling and spending on health care have all improved, however income inequalities measured by Gini Coefficient still remain high at 50.4 in 2015<sup>117</sup>; and while poverty has fallen rapidly, more than 60 percent of population still lives on less than \$1.25 a day.<sup>118</sup> A key challenge has been in sustaining the momentum of accelerated poverty development due to its low and not so diverse domestic market, low productive base and Rwanda’s landlocked position, which renders high transportation costs detrimental to export competitiveness and trade.

Rwanda’s key environmental challenges arise from several interdependent factors like limited land area, high population density, rural poverty, over dependence on bio-fuels, deforestation, soil erosion and heavy reliance on rain-fed agriculture for both rural livelihoods and exports and low-input smallholder agriculture, which makes it even more vulnerable to climate change and associated shocks. Natural disasters together with floods, water pollution and droughts adversely affect agricultural output and increase food insecurity. High population and unsustainable agricultural practices further exacerbate the pressure on its limited renewable and non-renewable resources. While much progress has been made, more needs to be done to mainstreaming of environment and climate change in different sectoral policies and improve inter and intra sector coordination.<sup>119</sup>

On the political front, Rwanda is governed by a representative democratic system of government. The executive branch consists of the head of state, the President, and the head of government, the Prime Minister. There is a bicameral legislative system with the Chamber of Deputies as the lower house and the Parliament as the upper house. The next presidential elections are scheduled for August 2017. A referendum in 2015 approved constitutional amendments that allow the incumbent president to run for a third term in the office.

### 3. UNDP PROGRAMME STRATEGY IN RWANDA

Rwanda was admitted into the United Nations on 18 September 1962. The Government of Rwanda signed a Standard Basic Agreement with the UNDP in 1977.

Rwanda became one of the pilot countries for the UN “Delivering as One (DaO)” in 2008, along with seven other countries. The DaO in Rwanda aims to improve the coherence, harmonization, efficiency, alignment and effectiveness of the United Nations system’s work in the country. The UN Country Team (UNCT) prepared its first One UN programme, United Nations Development Assistance Framework (UNDAF), based on Rwanda’s Vision 2020 and its medium term development strategy, Economic Development and Poverty Reduction Strategy (EDPRS) 2008-2012. UNDP’s country programme during this period addressed four UNDAF outcomes, covering democratic governance, HIV/AIDS, energy and environment, and the MDGs and poverty reduction.<sup>120</sup> There were a total of nine programme outcomes based on its original results framework, as shown below:

Table 1. UNDP Programme Outcomes by UNDAF Outcome, 2008-2012 (based on draft CPD)

<b>Intended UNDAF outcome 1: Good governance enhanced and sustained</b>	
Fostering democratic governance	<b>UNDP Outcomes (and Indicative Regular and Other Resources):</b> 1. Capacity of Government and partners enhanced to sustain a peaceful state where freedom and human rights are fully protected and respected (Regular \$5M, Other \$5M)

<sup>117</sup> [http://hdr.undp.org/sites/default/files/2016\\_human\\_development\\_report.pdf](http://hdr.undp.org/sites/default/files/2016_human_development_report.pdf)

<sup>118</sup> World Economic Forum, 2016

<sup>119</sup> <http://mptf.undp.org/document/download/12522>

<sup>120</sup> DP/DCP/RWA/1, Draft Country Programme Document (CPD), 2008-2012, June 2007.

	<p>2. Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced. (Regular \$9M, Other \$6M)</p> <p>3. People’s participation in democratic processes and structures at national and decentralized levels increased (Regular \$3.5M, Other \$6M)</p> <p>4 Policy and socio-economic planning based on quality and disaggregated data strengthened (Regular \$3M, Other \$7M)</p>
<b>Intended UNDAF outcome 2: Mortality due to child/maternal morbidity, incidence/ impact of HIV/AIDS and other major epidemics reduced and population growth slowed</b>	
Responding to HIV/AIDS	<p><b>UNDP Outcomes:</b></p> <p>1. In line with the Three Ones principles, leadership and oversight for an expanded HIV response by national and local coordinating institutions strengthened and sustained (Regular \$1M, Other \$1.2M)</p>
<b>Intended UNDAF outcome 4: Management of environment, natural resources and land is improved in a sustainable way</b>	
Energy and environment for sustainable development	<p><b>UNDP Outcomes:</b></p> <p>1. An enabling policy framework to support an effective system for environment management and ecosystem conservation established (Regular \$4.5M, Other \$5M)</p> <p>2.Capacity at national, district and community levels to restore and protect ecosystems of national and global importance against potential degradation strengthened (Regular \$4M, Other \$4M)</p>
<b>Intended UNDAF outcome 5: Rwandan population benefits from economic growth and is less vulnerable to social and economic shocks</b>	
Achieving the MDGs and reducing human poverty	<p><b>UNDP Outcomes:</b></p> <p>1. Effective safety nets for protection of the most vulnerable implemented (Regular \$1M)</p> <p>2. Improved productivity and enhanced access to markets for small producers (Other \$2M)</p>

Between 2013 and 2018, the UNCT Rwanda developed the United Nations Development Assistance Plan (UNDAP) 2013-2018. Drawing on lessons learned from the UNDAF, the UNDAP is designed to further reinforce the DaO process through a joint programming approach, closely aligning UN’s work with the national development priorities as identified in the EDPRS II (2013-2018). A Common Country Programme Document (CCPD) was signed by four agencies, UNDP, UNFPA, UNICEF, and UN Women, which outlines UNDP Rwanda’s specific work programme for the period 2013 - 2018.<sup>121</sup> A significant change in this second phase of the DaO is that UNDP’s programme outcomes directly correspond to those defined under the UNDAP. UNDP addresses two of the three UNDAP results areas, i.e. Inclusive Economic Transformation, and Accountable Government, through six outcomes.

Table 2. UNDAF/ UNDP Outcomes and UNDP’s Expected Contributions, 2013-2018 (based on CCPD)

<b>Government and UNDAP Focus Area 1: Inclusive Economic Transformation</b>	
<b>Outcomes</b>	<b>UNDP’s Specific Contribution Areas (and Indicative Regular and Other Resources)</b>
UNDAP Outcome 1.1/ UNDP Outcome 35: Pro-poor orientation of the growth and economic transformation is reinforced.	Expert policy and advisory services to support pro-poor orientation of the economic transformation agenda including social protection, and policy advisory support on natural resources management (land and mining) in the context of the green economy. (Regular \$1M, Other \$2M)
UNDAP Outcome 1.2/ UNDP Outcome 35: A diversified economic base enables Rwandans to tap into and benefit from expanded international, regional and	Expert knowledge and technical support to key targeted national institutions to enhance policy coherence and the promotion of economic transformation, regional integration and trade.

<sup>121</sup> Draft Common Country Programme Document (CCPD), 2013-2018.

local markets and improved agriculture value chains.	Capacity-building support to Ministry of Finance and Economic Planning for developing the institutional framework for strategic resource mobilization; technical assistance, policy support and capacity-building to strengthen country-level mutual accountability framework for development effectiveness. (Regular \$1M, Other \$1M)  Policy advisory support to strengthen national capacities for policy coordination and cross-sectoral linkages and improve public-service delivery. (Regular \$1.5M, Other \$2M)
UNDAP Outcome 1.4/UNDP Outcome 37: Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women.	Capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets; financial and technical support to access to financial services. (Regular \$4.5M, Other \$4.2M)
UNDAP Outcome 1.3/ UNDP Outcome 36: Rwanda has in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate change resilience.	Policy advisory and capacity-building support and knowledge exchange to strengthen the capacity of relevant national institutions, NGOs and CBOs to integrate, adapt to and mitigate climate change and disaster risk reduction in key sectors; technical and financial support to rehabilitate critical ecosystems in targeted areas; support for strengthened inclusion of pro-poor natural-resource sustainability investments in budgets and other financial mechanisms. (Regular \$4.5M, Other \$7M)
<b>Government and UNDAF Focus Area 2: Accountable Governance</b>	
UNDAP Outcome 2.1/ UNDP Outcome 38: Accountability and citizen participation in sustainable development and decision-making processes at all levels improved.	Policy advice and capacity-building support and access to expert knowledge services to strengthen citizen participation, cognizant of gender considerations, in electoral and political processes including policy formulation and legislation at all levels. In support of this objective, provision of technical support and capacity-building to implement media-sector reforms and strengthen the capacity of the national gender machinery. (Regular \$5.475M, Other \$7.5M)
UNDAP Outcome 2.2/ UNDP Outcome 39: Human rights, justice and gender equality promoted and implemented at all levels.	Technical support and capacity-building to key justice partners to improve access to justice through the courts and community-based mechanisms and to strengthen national capacities to comply with human rights obligations; technical support to deepen the efforts to promote peace, unity and reconciliation; strengthening of national capacity for crime prevention and response. (Regular \$6.5M, Other \$6M)

#### 4. SCOPE OF THE EVALUATION

Given the first Rwanda country programme evaluation was conducted in 2008, the ICPE will examine the two programme cycles since then, i.e. 2008 – 2012 and 2013 – 2018, but with emphasis on the current cycle. UNDP's country programme during the current period 2013 – 2018 is designed to directly reflect the UNDAF outcomes as its own. The country office has also changed its structure after change management exercises conducted before the launch of the CCPD. UNDP Rwanda is now organized into two thematic units, one integrating poverty and environment efforts (Poverty Reduction and Environment Unit) and the other focusing on democratic governance (Governance and Peace Consolidation Unit). Drawing on lessons from the past and present programmes, the ICPE will provide a set of forward-looking recommendations as input to UNDP Rwanda's formulation of its next country programme.

The ICPE covers the entirety of UNDP's activities in the country, and therefore, includes interventions funded by all sources of finance, including core UNDP resources, donor funds and government funds. Under the DaO framework, UNDP Rwanda's programmes are primarily delivered in participation of other UN agencies (e.g. joint programmes). The ICPE will focus on UNDP's unique contributions to the goals as defined at the outcome level. Particular attention will be paid to projects running from the past programme cycles to assess the degrees of programme achievement. Efforts under the nine outcomes from period 2008 – 2012 will be realigned into the current programme structure.

UNDP's HIV/AIDS projects were discontinued in the last programme period and no longer a priority area for UNDP, and thus will be excluded from the ICPE.

In line with UNDP's gender mainstreaming strategy the ICPE will examine the level of gender mainstreaming across all of UNDR Rwanda's programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes.

Special efforts will be made to capture the role and contribution of the United Nations Volunteers (UNV) and the United Nations Capital Development Fund (UNCDF) undertaking joint work with UNDP. This will be used to provide corporate level evaluative evidence of performance of the associated fund and programme.

## 5. METHODOLOGY

The evaluation is guided by the ICPE/ADR Manual (2011) and includes two areas of assessment: (i) UNDP's contribution by thematic area (outcome), and (ii) the quality of this contribution. The ICPE will present its findings according to the set criteria provided below.<sup>122</sup>

- **UNDP's contribution by programme area (outcome).** The ICPE assesses UNDP's effectiveness in contributing to development results in Rwanda through its programmes. Specific attention is paid to the contribution related to UNDP's overall vision of supporting the country reduce poverty and inequalities, and its contribution to promoting gender equality and women's empowerment.<sup>123</sup>
- **The quality of UNDP's contribution.** The ICPE assesses the quality of UNDP's contribution based on the following criteria:
  - Relevance of UNDP's projects and outcomes to the country's needs and national priorities.
  - Efficiency of UNDP's interventions in terms of use of human and financial resources.
  - Sustainability of the results to which UNDP contributed.

UNDP's strategic positioning will be analysed from the perspective of the organization's mandate and the agreed and emergent development needs and priorities in the country. This will entail analysis of UNDP's position within the national development and policy space, as well as strategies used by UNDP to maximize its contribution. The issues covered in the assessment will include, e.g. UNDP's response to emerging issues; its comparative strengths and use of partnerships (vis-à-vis other UN agencies especially within the DaO framework, donors, and national partners) in moving important national development discussions

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<sup>122</sup> Further elaboration of the criteria can be found in ICPE/ADR Manual 2011.

<sup>123</sup> Using the UN System-Wide Action Plan (UN SWAP) to improve gender equality and the empowerment of women across the UN system.  
[www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf](http://www.unwomen.org/~media/Headquarters/Attachments/Sections/How%20We%20Work/UNSystemCoordination/UN-SWAP-Framework-Dec-2012.pdf).

forward; UN-level coordination; and prioritization of programme focus areas. The ICPE will examine how managerial practices impacted achievement of programmatic goals.<sup>124</sup>

The ICPE will examine how specific factors explain UNDP's performance, namely the engagement principles and alignment parameters of the 2014-2017 UNDP Strategic Plan.<sup>125</sup> For example, in addition to assessing UNDP's contribution to gender equality and women's empowerment, the evaluation will assess gender mainstreaming as a factor of UNDP's performance for each country programme outcome.<sup>126</sup>

The evaluation will take into account country-specific factors that may have impacted UNDP's performance, including:

- Government's strong economic and social reforms following the 1994 genocide that have transformed the country into one of the top performing countries in Africa; and strong foundation for gender and performance accountability at the government level.
- Application of local solutions ("home-grown" initiatives) to UNDP/UN programme designs.
- UN DaO framework and the Agenda 2030/Sustainable Development Goals (SDGs).
- Declining and limited financial resource base (both at UNDP and UN One Fund).

The ICPE is conducted at the outcome level. A Theory of Change (ToC)<sup>127</sup> approach will be applied in consultation with the stakeholders, where appropriate. Discussions of the ToC will focus on mapping the assumptions made about a programme's desired change and causal linkages expected and these will form a basis for the data collection approach that will verify the theories behind the changes found. An outcome analysis paper will be developed for each programme outcome as defined in the CCPD, using a standard IEO template. Inputs from all outcome papers are synthesized prior to the formulation of conclusions and recommendations.

## 6. DATA COLLECTION

**Assessment of data collection constraints and existing data.** An evaluability assessment was carried out prior to and during the preparatory mission, in order to understand potential data collection constraints and opportunities. Some of the key issues identified for Rwanda are as follows:

- **Programme/ project info:** With the support of the country office, all available documents and material related to UNDP programmes and projects are being uploaded into the ICPE document platform (SharePoint). Project information from the period 2008 – 2012 is limited and need to be searched (country office archive). The institutional memory among country office staff may be limited with many senior managers onboarding during the current programme cycle.

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<sup>124</sup> This information is extracted from analysis of the goals inputted in the Enhanced RBM platform, the financial results in the Executive Snapshot, the results in the Global Staff Survey, and interviews at the management/ operations in the country office.

<sup>125</sup> The Strategic Plan 2014-2017 engagement principles include: national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women's empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

<sup>126</sup> Using inter alia the Gender Marker data and the Gender Seal parameters.

<sup>127</sup> Theory of Change is an outcome-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. At a critical minimum, theory of change is considered to encompass discussion of the following elements: (1) context for the initiative, including social, political and environmental conditions; long-term change that the initiative seeks to support and for whose ultimate benefit; process/sequence of change anticipated to lead to the desired long-term outcome; and (2) assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context; diagram and narrative summary that captures the outcome of the discussion. Source: Vogel, Isabel, "Review of the use of 'Theory of Change' in International Development" (April 2012), DFID.

- **Past evaluation reports:** The project and outcome evaluation reports conducted by the country office are available on the Evaluation Resource Centre (ERC) portal, together with the office's approved Evaluation Plans for the two periods. Outcome evaluation reports are available for Environment (2012); Governance (2012); Access to Justice, Human Rights and Peace Consolidation (Midterm 2015); and BIFSIR-Building an Inclusive Financial Sector in Rwanda (2015).
- **Gender-related data:** UNDP Rwanda has joined the UNDP corporate gender certification programme (Gender Seal exercise) since 2015 and has recently completed its online self-assessment with high scores. The Gender Team from UNDP HQ is scheduled to visit Rwanda in May/June 2017.
- **UN-level assessments:** Currently available are the Final Evaluation of the UNDAF 2008 - 2012; and Midterm Review of the UNDAP. In time for its preparation of the next UNDAP, the UNCT has scheduled a final evaluation of the current UNDAP 2013 – 2018 in spring 2017, followed by a 'prioritization exercise' (July 2017). A 'Roadmap' for the new UNDAP formulation is in place.
- **Other agency evaluation activities:** Some UN agencies are scheduled to conduct their own country-level evaluations, e.g. WFP (the team on the ground in February 2017) and UN Women (4<sup>th</sup> quarter, 2017). The ICPE will explore areas of potential collaboration with other evaluation teams, and fully utilize available findings and data from other UN agencies for its evaluation.

**Data collection methods.** Data will be collected primarily through the following:

- **Desk reviews:** The IEO has identified an initial list of background and programme-related material (SharePoint portal). The evaluation team will review documents, including country programme documents; project documents; annual work plans (AWPs); programme self-assessments (the Results-Oriented Annual Reports, or ROARs); past evaluation reports (internal and external); country office publications; and reports available from the Government, UNCT, UN agencies and other partners.
- **Interviews with stakeholders:** Face-to-face and/or telephone interviews will be conducted with relevant stakeholders, including government representatives, civil society organizations, private sector, UN agencies and donors and other partners, and beneficiaries. Focus groups will be conducted as appropriate.
- **Field visits:** The evaluation team will undertake field visits to select project sites to observe the projects and activities first-hand.

A list of projects for in-depth reviews will be developed based on a purposive sampling. The criteria for selection includes programme coverage (a balanced selection of key focus areas/issues under each outcome), maturity, budgetary and geographical considerations, and the gender marker.<sup>128</sup> Attention will be paid to include both flagship projects of significant significance, outreach, and visibility, as well as those that experienced challenges.

**Validation.** The evaluation will triangulate data collected from different sources and/or by different methods to facilitate the validation of information.

**Stakeholder involvement:** As part of the outcome assessment, a stakeholder analysis will be conducted to identify all relevant UNDP partners, as well as those who may not work with UNDP but play a key role in the outcomes to which UNDP contributes.

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<sup>128</sup> The gender marker, a corporate tool at UNDP, is assigned for all projects, using scores from 3 to 0. A score of 3 means the project has gender equality as the main objective; a 2 indicates that the intended outputs that have gender equality as a significant objective. A 1 signifies outputs that will contribute in some way to gender equality, but not significantly, and a 0 refers to outputs that are not expected to contribute noticeably to gender equality.

## 7. MANAGEMENT ARRANGEMENTS

**UNDP Independent Evaluation Office:** The IEO will conduct the ICPE in consultation with the UNDP Rwanda country office, the Regional Bureau for Africa and the Government of Rwanda. The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

**UNDP Country Office in Rwanda:** The country office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information and access regarding UNDP's programmes, projects and activities in the country. Following the preparation of a draft report, the country office will provide factual verifications of the report on a timely basis. The country office will provide the evaluation team support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and assistance for the project site visits). The country office staff will not participate in interviews and meetings with external partners during data collection. The country office will prepare a management response, in collaboration with the Regional Bureau, for inclusion in the final ICPE report. The country office will facilitate the organization of the final stakeholder workshop, facilitating government participation. The office will establish a national reference group which will review the draft terms of reference and the final draft report.

**UNDP Regional Bureau for Africa:** The Regional Bureau will support the ICPE through information sharing and participation in the final stakeholder workshop. It is also responsible for monitoring the progress of recommendation implementation status after the completion of the ICPE.

**National Reference Group:** A reference group will be established with support of the UNDP country office comprising representatives of the Government, development partners, donor community, civil society, and UNDP. The group is responsible for reviewing the terms of reference of the ICPE and the draft ICPE report.

**Evaluation Team:** The IEO will constitute an evaluation team to undertake the ICPE. It will ensure an appropriate gender balance in the team, which comprises the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder workshop, as appropriate, with the country office.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference and the final report. Together with the LE, the ALE will help backstop the work of other team members.
- **Consultants:** External, independent consultants (preferably national, but regional/international, as needed) will be recruited to assess the thematic programmes. They will also cover cross-cutting areas, such as gender, human rights, and capacity building. Under the guidance of LE/ALE, they will conduct preliminary research, plan data collection activities, prepare outcome analysis papers, and contribute to the preparation of the final ICPE report.
- **Research Assistant:** An IEO research assistant will provide background research and documentation.

The team responsibility in data collection is summarized below.

Table 3. Data collection responsibilities by area

Outcome/Area	Team
Outcome 35 and 37	Poverty Reduction Specialist (backstopped by LE/ALE)
Outcome 38 and 39	Democratic Governance Specialist (backstopped by LE/ALE)
Outcome 36	Environment and Energy Specialist (backstopped by LE/ALE)
Strategic positioning issues	LE/ALE (Inputs from Specialists)
Operations and management issues	LE/ALE (Inputs from Specialists)

## 8. EVALUATION PROCESS

The ICPE will be conducted in accordance with the approved IEO process, as outlined in the ICPE/ADR Methodology Manual. Key elements of various phases in the evaluation are summarized below:

**Phase 1: Preparation.** The IEO prepares the terms of reference and evaluation design, following a preparatory mission by LE/ALE to UNDP Rwanda. The mission included the following objectives: i) ensure that key stakeholders understand the evaluation objectives, process and methodology; ii) obtain stakeholders' perspective of any key issues to be considered in the evaluation; and iii) determine the evaluation timeframe and scope, terms of engagement with Government, and parameters for the selection of evaluation team. Following the completion of the terms of reference, the IEO will recruit external team members.

**Phase 2: Data collection and analysis.** The phase will commence in May 2017 with desk review of material, followed by a field work in June 2017. An evaluation matrix will be developed to guide data. The following process will be undertaken:

- Pre-mission research and document reviews: All team members will review relevant reference material available on the SharePoint, which include both internal (UNDP) and external documents and reports (e.g. government and donors). For each of the assigned outcomes, the individual team members will review the outcome analysis paper format, and complete the necessary data to the extent possible based on the desk review of material. This process includes the development of the outcome theory of change and identification of any gaps and issues that will require validation during the field-based phase of data collection. Each member will identify required stakeholders to engage during field-based data collection and develop an interview/site visit plan to ensure timely completion of all required data collection activities within the phase. Potential limitations in site/information access should be carefully taken into consideration the proposed plan.
- Data collection: The field-based work will be split into two phases:
  - 1) Data collection mission: A 3-week mission will be conducted by the entire team where all team members will be present in the country and engage in data collection activities (June 2017). By the end of the mission, additional data requirements will be identified.
  - 2) Follow-up data collection: Following the team's joint field work, individual members will continue with any pending data collection activities (e.g. additional interviews), as required, either electronically or through the local thematic experts in the team.
- Analysis: The team will prepare individual reports in accordance with LE/ALE instructions.

**Phase 3: Synthesis, report writing and review.** Once all outcome reports are prepared, the LE/ALE will coordinate a synthesis of process, with the participation of the external team members. The first ICPE draft report will be prepared and sent to the country office and the UNDP Regional Bureau for factual corrections, following the quality control process and clearance by the IEO (Sept 2017). The revised draft, which considers the corrections, feedback and comments, will be shared with national stakeholders for review.

At the stakeholder workshop, results of the evaluation are presented to key national stakeholders and discussions on the way forward are held (including the presentation of a draft management response by the country office under the oversight of the Regional Bureau) as input to the preparation of the new country programme (November/ December 2017). The ICPE report will be finalized after the workshop, together with the country office’s final management response to the ICPE.

**Phase 4: Production, dissemination and follow-up.** The ICPE report will be distributed in both hard and electronic versions. The report will be made available to UNDP Executive Board when the new CPD is submitted for approval (June 2018). The country office will ensure the dissemination of the report to national stakeholders. The report and the management response will be published on the UNDP website<sup>129</sup> and uploaded on the ERC. The Regional Bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.<sup>130</sup>

## 9. TIMEFRAME FOR THE ICPE PROCESS

The overall timeframe is tentatively planned as follows:<sup>131</sup>

Table 4. Tentative timeframe for the ICPE process

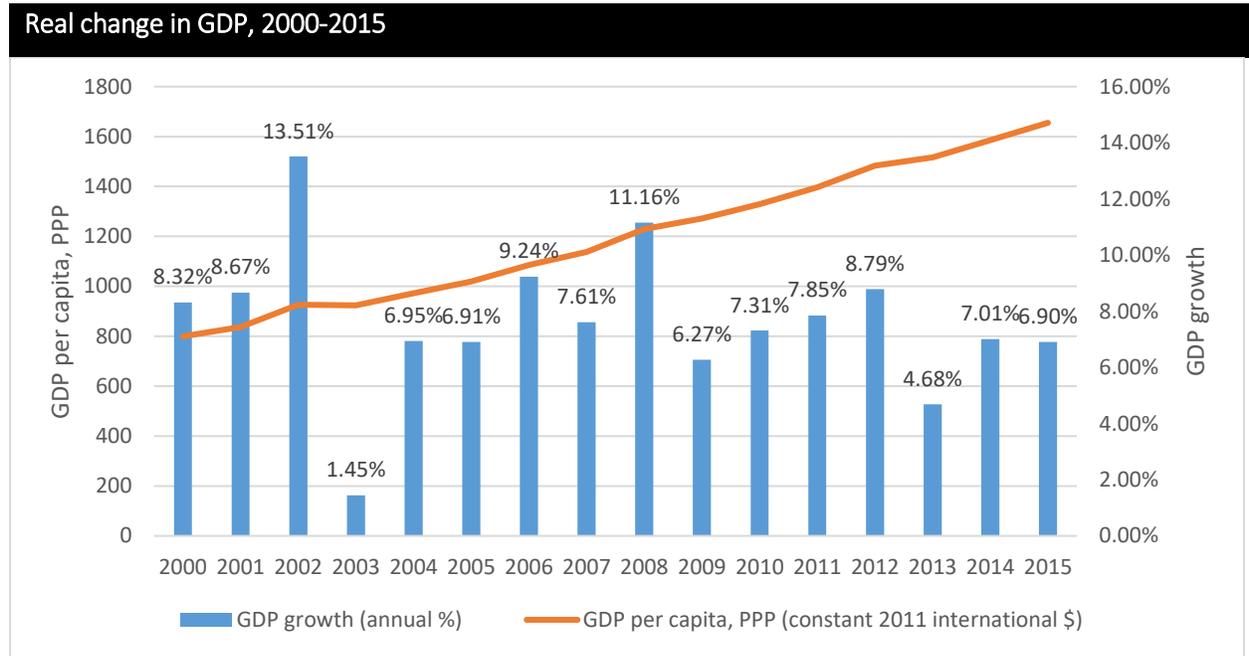
Activity	Responsible party	Proposed timeframe
<b>Phase 1: Preparation</b>		
Preparatory mission	IEO/ LE/ALE	27 Feb-3 Mar 2017
TOR – approval by the Independent Evaluation Office	IEO/ LE/ALE	March 2017
Finalization of evaluation team members	IEO/ LE/ALE	April 2017
<b>Phase 2: Data collection and analysis</b>		
Preliminary analysis of programme data and context	ICPE team	May/June 2017
Data collection mission	ICPE team	7-28 June 2017
Follow-up data collection activities	ICPE team	21 July 2017
Analysis and finalization of outcome reports	ICPE team	End July 2017
<b>Phase 3: Synthesis and report writing</b>		
Synthesis	ICPE team	By mid Aug 2017
Zero draft ICPE for clearance by IEO	LE	End Aug/ Sept
First draft report for CO/RB review	LE	Late Sept 2017
Revision/second draft for national reference group review	LE	October 2017
Draft management response	CO/RBA	October 2017
Stakeholder workshop (TBD)	IEO/ CO/ RBA	Nov/Dec 2017
<b>Phase 4: Production and Follow-up</b>		
Editing and formatting	IEO	March 2018
Final report	IEO	April 2018
Dissemination of the final report	IEO	April/May 2018
Submission of the new country programme document for approval by the Executive Board	CO/RBA	June 2018

<sup>129</sup> [web.undp.org/evaluation](http://web.undp.org/evaluation)

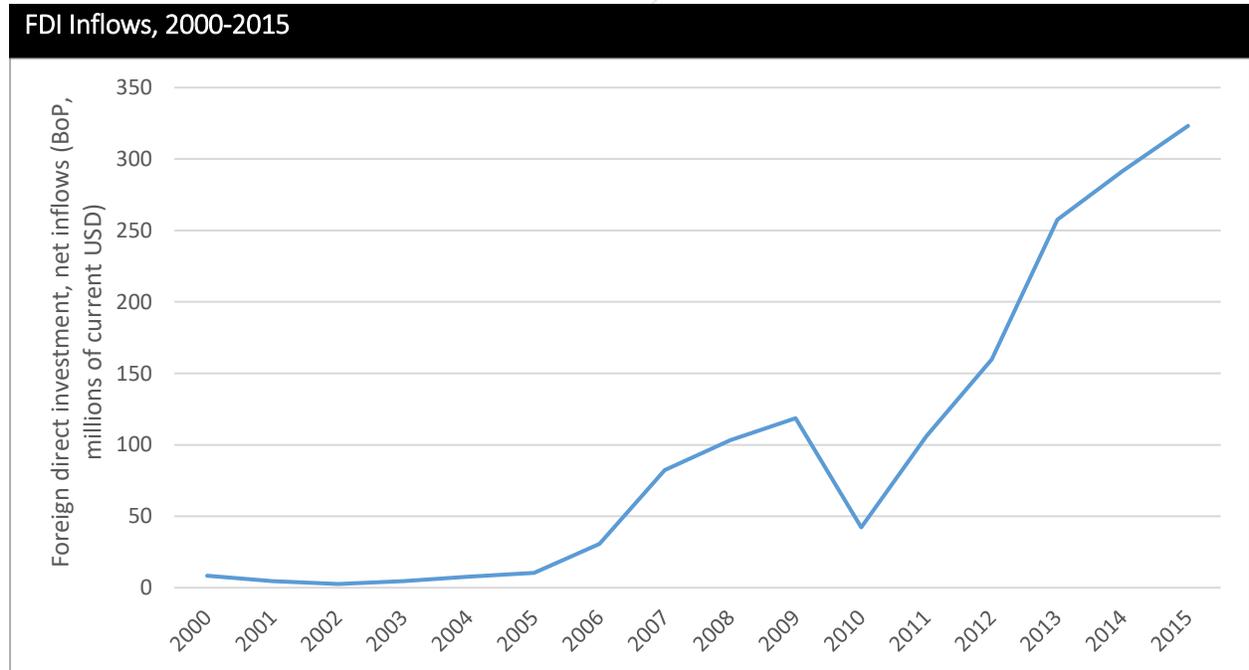
<sup>130</sup> [erc.undp.org](http://erc.undp.org)

<sup>131</sup> The timeframe is indicative of the process and deadlines, and does not imply full-time engagement of the evaluation team during the period.

## Annex 2. Country at a Glance

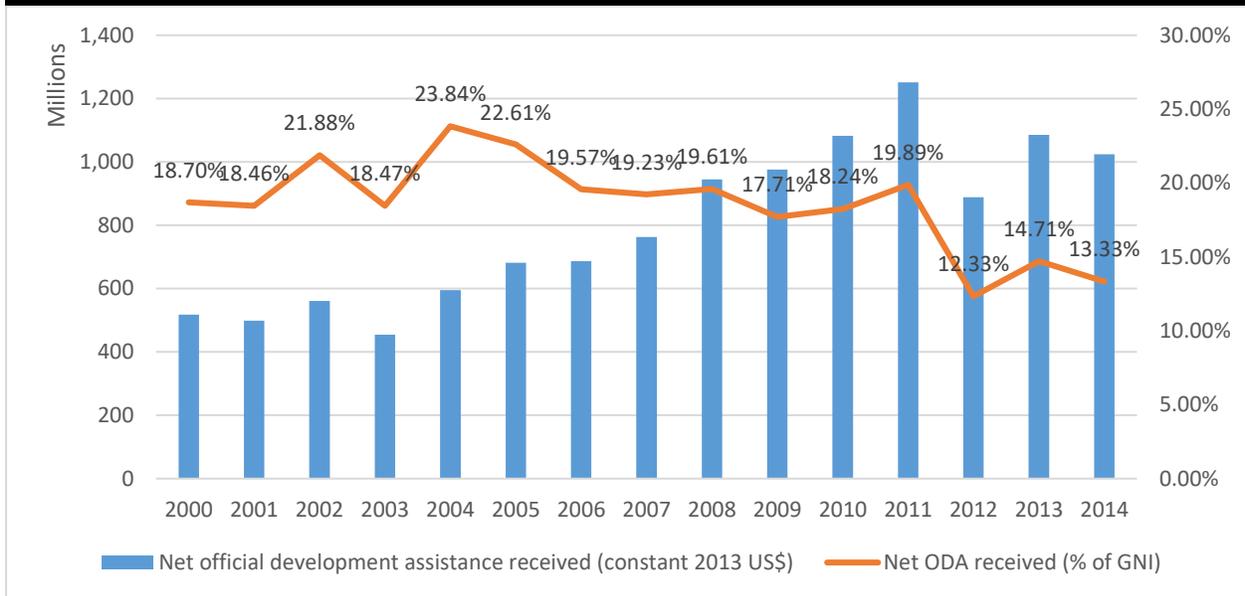


Source: World Bank, WDI (2017)



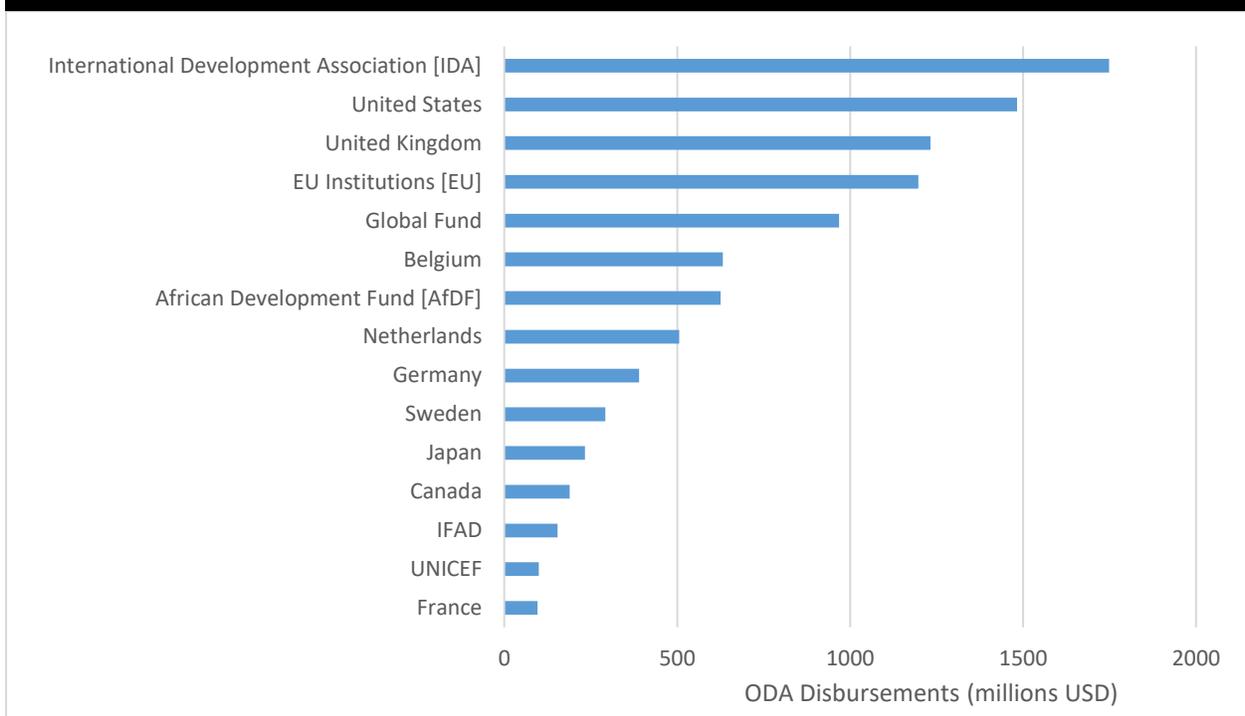
Source: World Bank, WDI (2017)

### Net ODA Received (% of GNI), 2000-2014



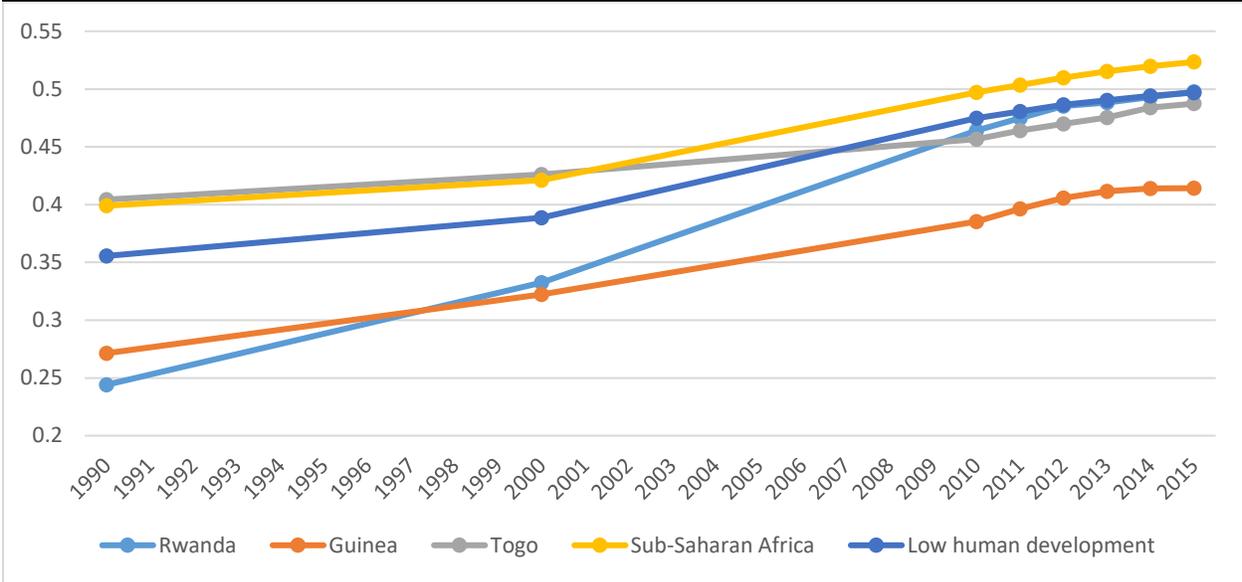
Source: World Bank, WDI (2017)

### ODA disbursements, 2000-2014



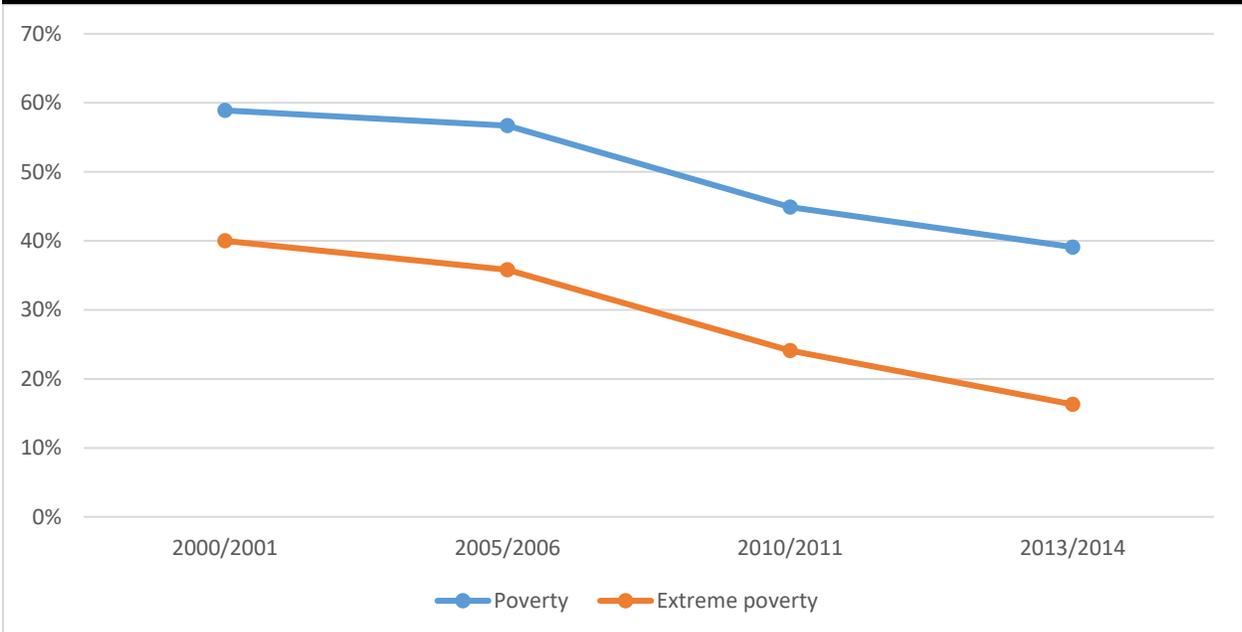
Source: OECD QWIDS (2016)

### Human development trends, 1990-2015



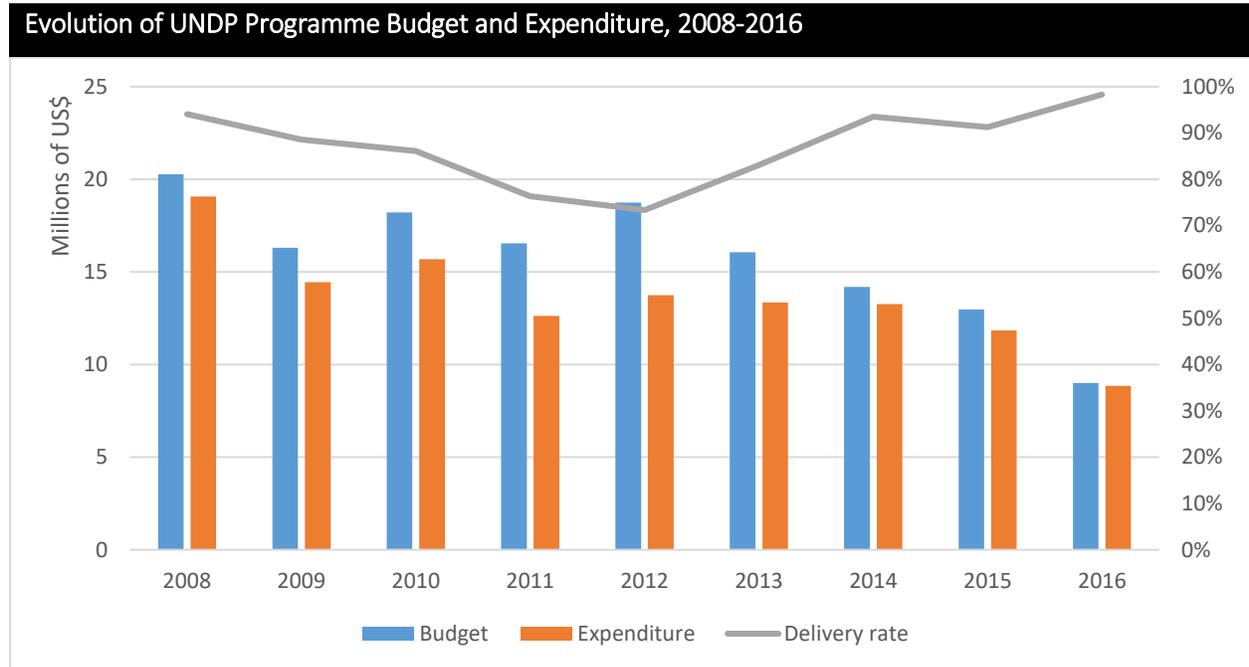
Source: UNDP Human Development Reports (2017)

### Poverty ratio, % of population

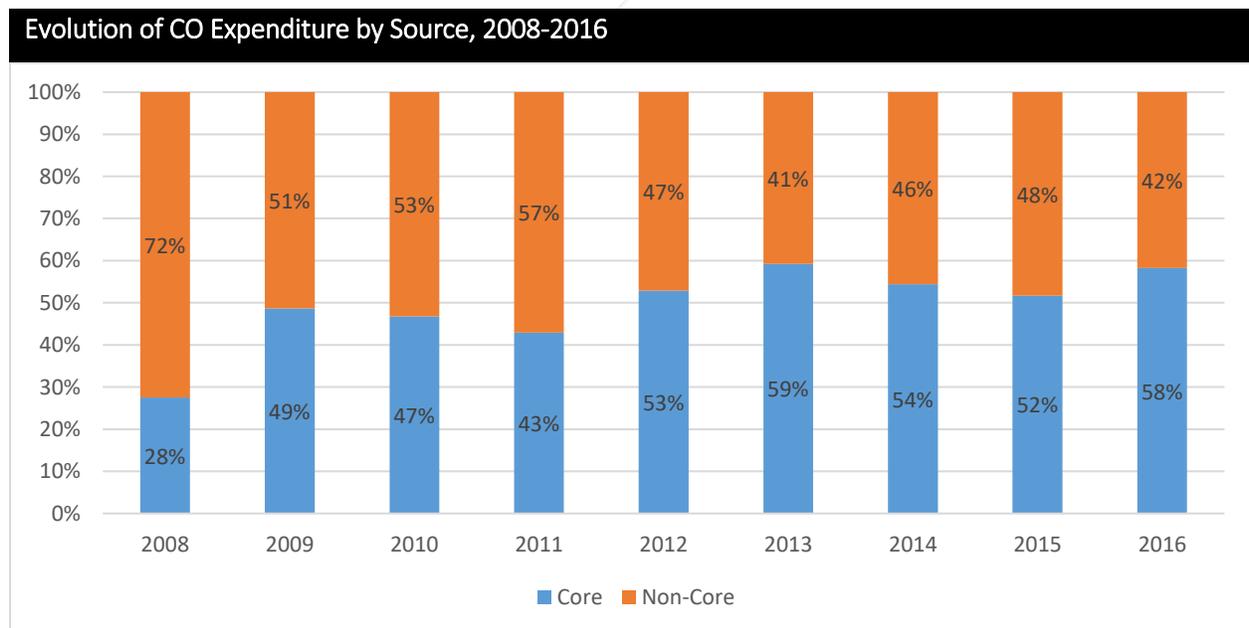


Source: Rwanda Poverty Profile Report 2013/2014 (National Institute of Statistics of Rwanda)

## Annex 3. Country Office at a Glance

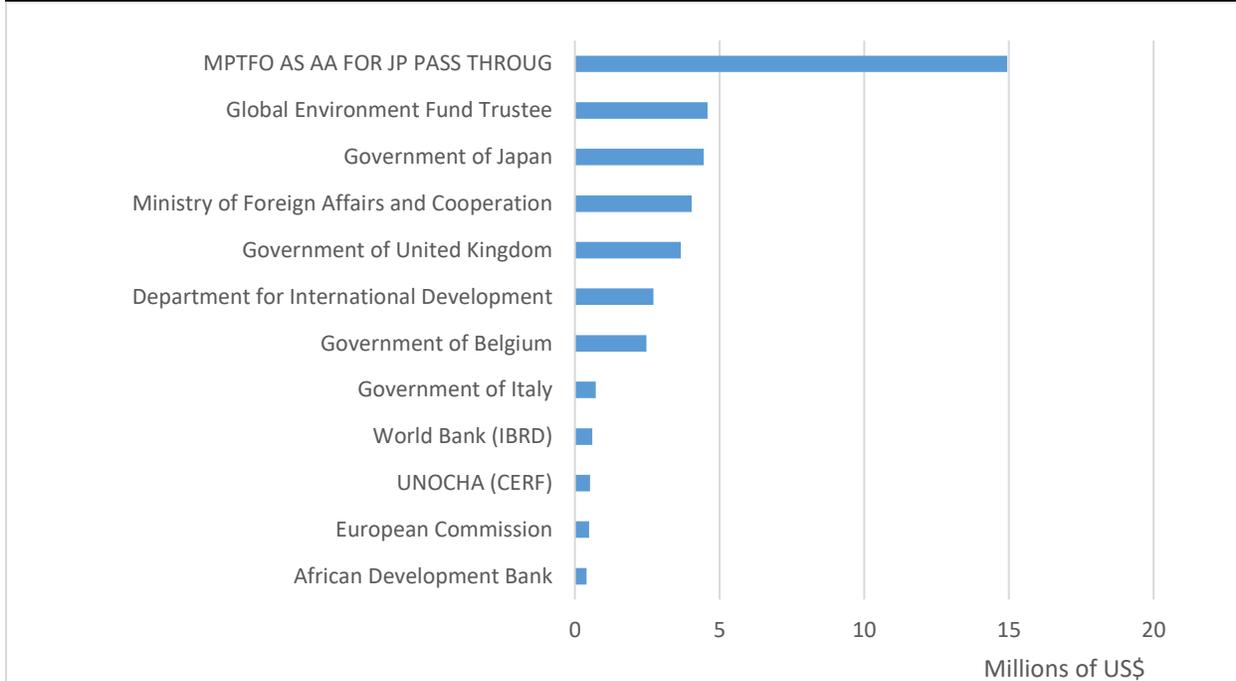


Source: Atlas (extracted by UNDP Rwanda CO in 2017)



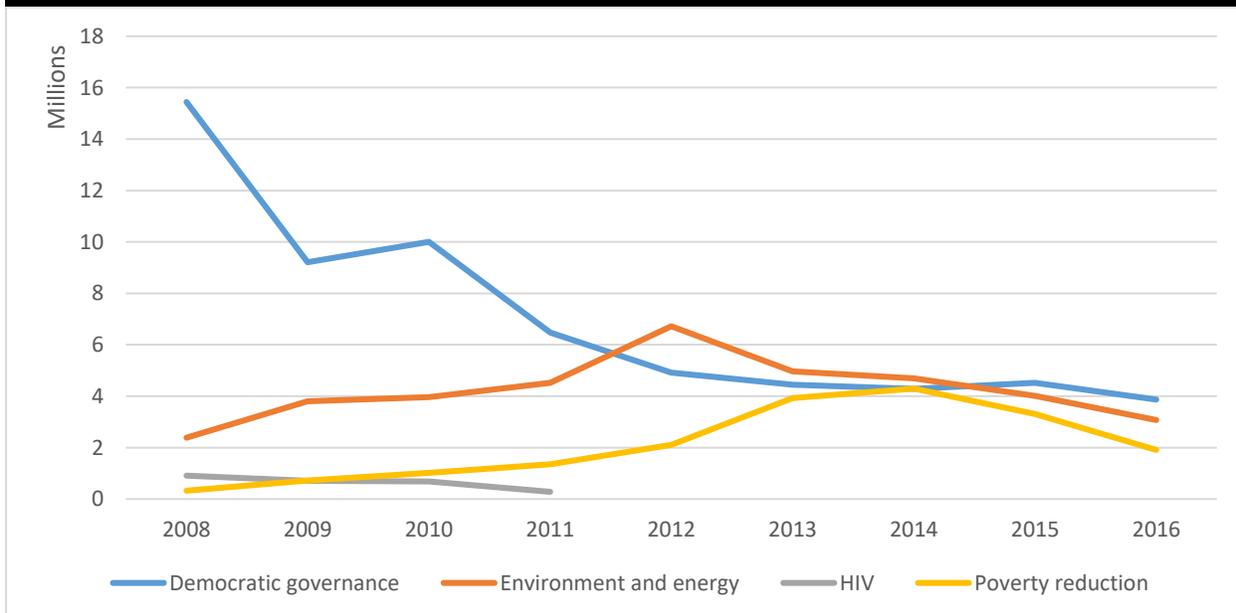
Source: Atlas (extracted by UNDP Rwanda CO in 2017)

### Programme Expenditure by Contributing Partners, 2008-2016



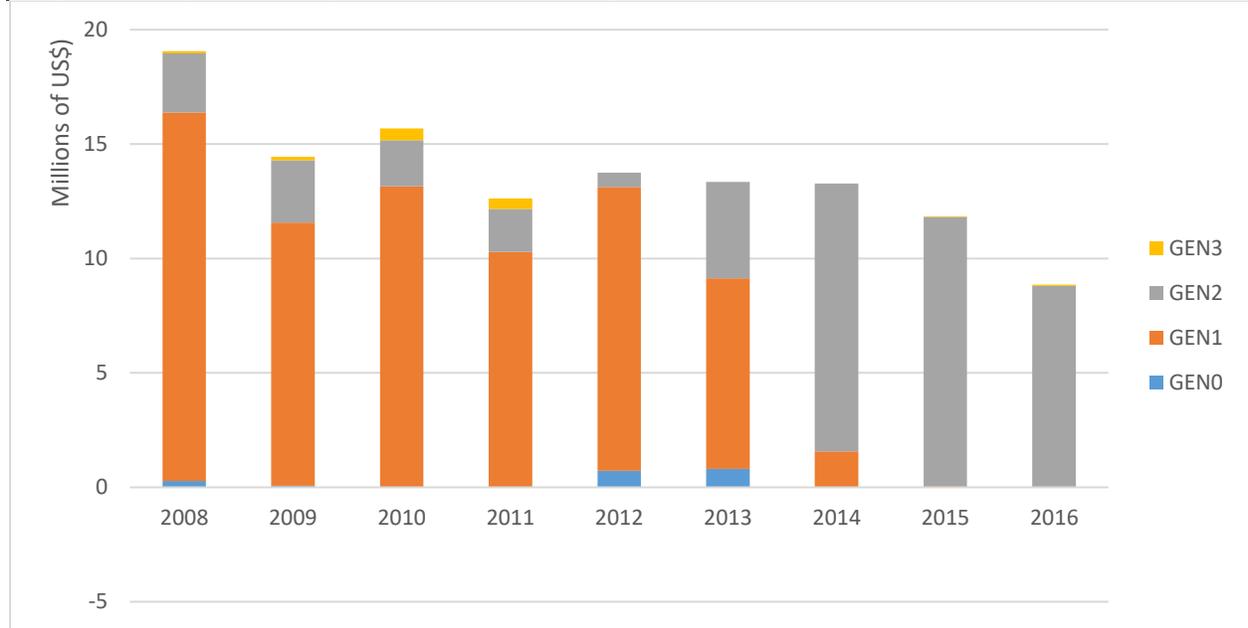
Source: Atlas (2017); filtered by expenditure over \$400,000

### Evolution of CO Expenditure by Thematic Areas, 2008-2016



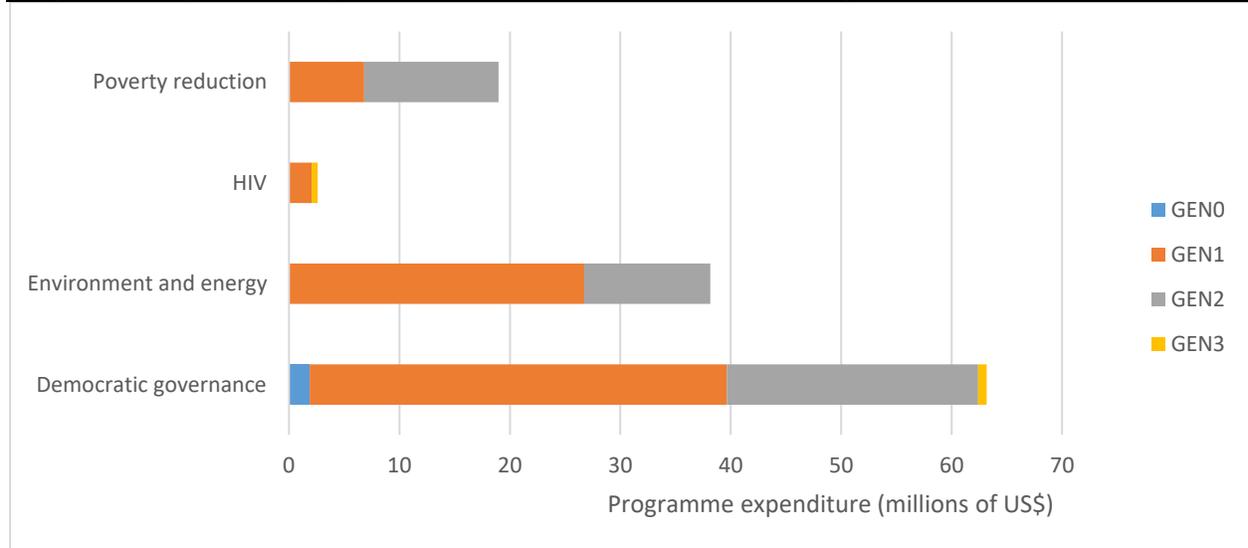
Source: Atlas (extracted by UNDP Rwanda CO in 2017)

**Programme Expenditure by Gender Marker Rating, 2008-2016**



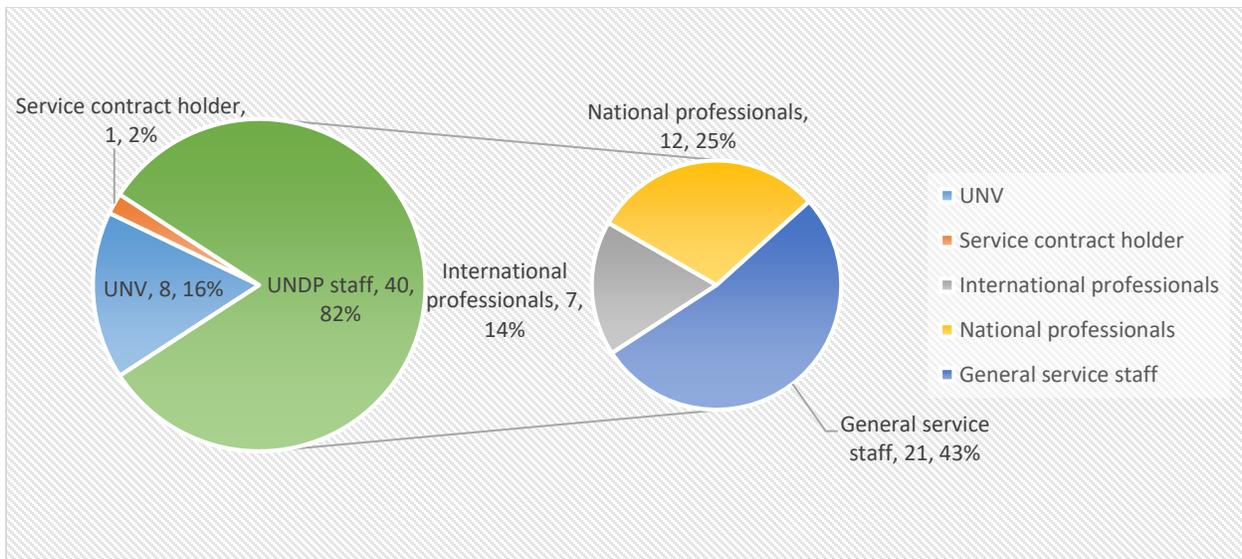
Source: Atlas (extracted by UNDP Rwanda CO in 2017)

**Programme Expenditure by Thematic Area and Gender Marker Rating, 2008-2016**

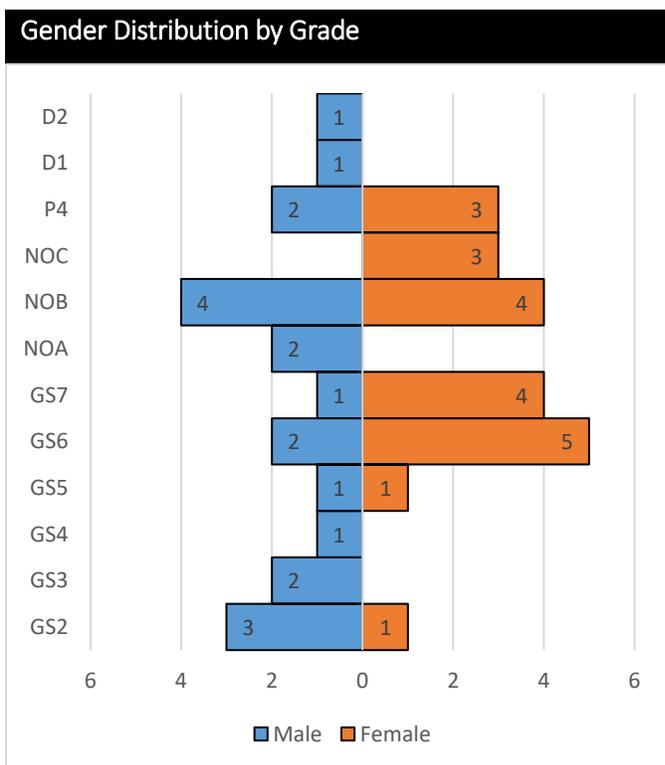


Source: Atlas (extracted by UNDP Rwanda CO in 2017)

**Composition of UNDP Country Office Personnel**

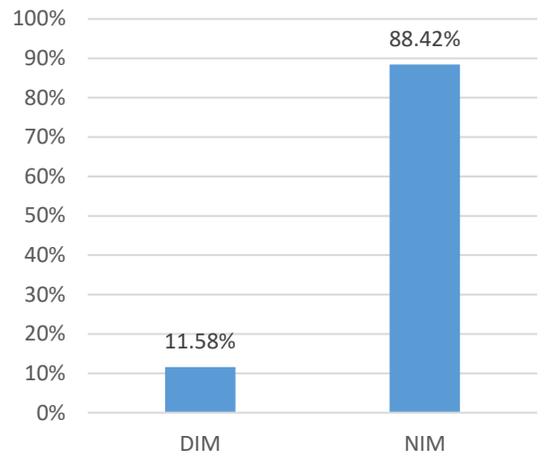


Source: UNDP Rwanda (2017)

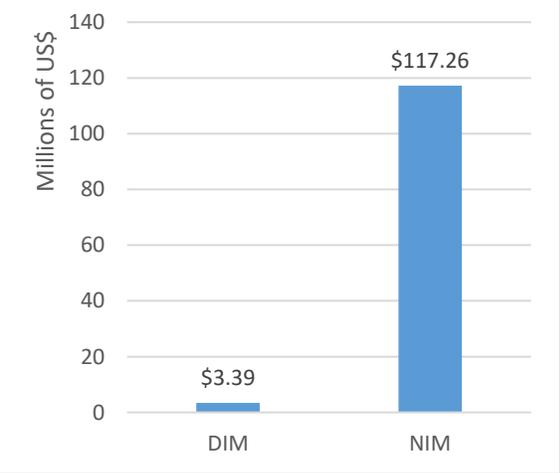


Source: UNDP Rwanda (2017)

### Implementing Partner Project Breakdown (2008-2016)



### Aggregated Expenditure by Implementing Partner (2008-2016)



Source: Atlas (extracted by UNDP Rwanda, 2017)

## Annex 4. Summary of Key Project Efforts and Deliverables by Outcome

<b>1. Poverty and Environment</b>	
<b>Outcome #35</b>	<p><b>UNDP Contribution (as defined in CCPD/RRF)</b></p> <ul style="list-style-type: none"> <li>• Expert policy and advisory services to support pro-poor orientation of the economic transformation agenda including social protection, and policy advisory support on natural resources management (land and mining) in the context of the green economy</li> <li>• Expert knowledge and technical support to key targeted national institutions to enhance policy coherence and the promotion of economic transformation, regional integration and trade</li> <li>• Capacity-building support to Ministry of Finance and Economic Planning for developing the institutional framework for strategic resource mobilization; technical assistance, policy support and capacity-building to strengthen country-level mutual accountability framework for development effectiveness</li> <li>• Policy advisory support to strengthen national capacities for policy coordination and cross-sectoral linkages and improve public-service delivery</li> </ul>
<p><b>Key project efforts and deliverables:</b></p> <p>The outcome included projects on ‘<i>Building an Inclusive Financial Sector in Rwanda (BIFSIR) / Inclusive Financial Sector II</i>,’ ‘<i>Transformational Capacity Development for the Implementation and Coordination of Government Policies and Programme</i>,’ and ‘<i>Support for Effective Development Cooperation for Results</i>.’</p> <p><i>i) Building an Inclusive Financial Sector in Rwanda (BIFSIR)/Inclusive Financial Sector II</i> BIFSIR promoted inclusive financial services to the less advantaged Rwandans to improve their socioeconomic status. BIFSIR supported the implementation of the Rwandan Microfinance Policy strategy (2013-18). <i>Key deliverables included:</i> Capacity and institutional building (MINECOFIN, CCNMF) coordination structures of, regulation and supervision framework were instituted through the Financial Sector Development Directorate in MINECOFIN and the SACCO supervision unit in the Central Bank. Manuals of procedures, entrepreneurship training modules were prepared and SACCO’s operations automated. <i>Consolidation of the microfinance sector;</i> (i) 416 Umurenge SACCOs created and 78 MFIS refinanced in partnership with the Rwanda Cooperative Agency (RCA). (ii) 24,106 new clients accessed financing. 1,800 people received entrepreneurship training, of whom 39% were women (iii) 1,636 new jobs were created and 63 SMEs were created through the Hanga Umurimo (create your own job) project (iv) 1,500 youth, 416 proximity business advisors and 2,417 VSLA members supported with entrepreneurship skills (v) 1,440 apprentices acquired apprenticeship trainings, 200 graduated in TVET (vi) 120 informal saving groups were trained on entrepreneurship with a focus on youth and women (vii) Regressive financing for operating costs of the Association of Microfinance Institutions improved MFI governance and control systems (viii) 2015 SACCO deposits grew to 79 million dollars representing 55% of all MFI deposits. Membership of SACCOs grew to 2 million Rwandans.</p> <p><i>ii) Transformational Capacity Development for the implementation and Coordination of Government Policies and Programme.</i> Enhanced focused delivery, coordination, harmonization and implementation of development actions. Through skilling and capacity building this project supports the Government, e.g the Prime Minister’s Office, Local Government Entities (MINALOC and RGB), MINECOFIN, RDB, NISR and CESB. <i>Key deliverables included;</i> Strengthened National Capacity for Effective Policy Coordination and Resource Mobilization. (i) Increased number of sectors using the Monitoring and Evaluation framework/system. (ii) Strengthened coordination &amp; implementation of government policies and programs; (iii) The Integrated Financial Management Information &amp; System (IFMIS) is operational and integrated; (iv) increased achievement of District planned targets and increased district resource generation. The programme produced: Rwanda Governance Board recruited 24 Coaches for planning, M&amp;E, and PFM to support 30 District (i) 450 local government staff from no budgetary Agencies (NBAs) trained in contract management, procurement, planning and</p>	

monitoring and management of resources (ii) Experts hired to support strategic investment Unit (SIU) in RDB.(iii) The Prime Minister’s Office (PMO) supported with international experts and training of local staff.(iv) 14 staff of PMO were trained and awarded certificate in bullet proof manager training (v)Ministry of Local Government (MINALOC) supported to train district leaders.(vi) MINECOFIN; National expert, Financial sector development recruited.(vii)National Institute of Statistic Rwanda (NISR); ICT specialist recruited. Statistical Data dissemination practices and data user engagement enhanced and improved capacity of private sector actors in priority export sector identified in EDPRS 2

*iii) Support for Effective Development Cooperation for Results Project:*

The project sought to strengthen Government capacities to effectively mobilize external resources based on strategic priorities of investments and financing needs from non-traditional sources.

*Deliverables and outputs:*

Enhanced Government capacities to lead on aid effectiveness (coordination, harmonization, alignment & mutual accountability). Fully owned and functional Development Assistance Database (DAD) linked with Smart IFMS is under development (i) Improved Aid coordination architecture through Government of Rwanda & Development Partners’ Forums (ii) capacity building efforts in aid management are delivering dividends at country level: the Ministry of Finance and Economic planning is now fully in charge of the aid effectiveness agenda (iii) 16 MINECOFIN staff trained on negotiations, resource mobilization and contract management; (iv)22 staff of NDPR trained on policy and M&E. 34 participants trained on OPHI.

**Outcome #36**

**UNDP Contribution (as defined in CCPD/RRF)**

Policy advisory and capacity-building support and knowledge exchange to strengthen the capacity of relevant national institutions, NGOs and CBOs to integrate, adapt to and mitigate climate change and disaster risk reduction in key sectors; technical and financial support to rehabilitate critical ecosystems in targeted areas; support for strengthened inclusion of pro-poor natural-resource sustainability investments in budgets and other financial mechanisms

**Key project efforts and deliverables:**

- Rwanda Poverty and Environment Initiative (Phase I, II & III)
- Reducing Vulnerability to Climate Change by Establishing Early Warning and Disaster Preparedness Systems and Support for Integrated Watershed Management in Flood Prone Areas
- Capacity Building Support to National Environment and Climate Change Fund (FONERWA)
- Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth (SERPG)
- Strengthening the Institutional Capacity of the Ministry of Natural Resources in Rwanda
- Decentralization and Environment Management Project (DEMP I & II)
- Disaster Emergency Coordination and Preparedness
- National Capacity Building for Disaster Risk Reduction Programme
- Building National and Local Capacities for DRM in Rwanda

According to the 2008-2012 CCPD, UNDP aimed to support the Government of Rwanda to establish a framework for environment management and ecosystem conservation including strengthened capacities at national, district and community levels. The CCPD had the following programme outputs: (Output 1.1) Policies/regulations/guidelines/standards for environment protection developed and implemented at central/decentralized levels; (Output 1.2) Information management system for natural resources developed and operationalized; (Output 1.3) Coordination of REMA/MINITERE in environment management strengthened; (Output 1.4) Capacities of REMA/MINITERE and local governments to monitor the quality of environment strengthened; (Output 2.1) Strategies and action plans for rehabilitation of critical ecosystems developed, operationalized and made available to local governments (Output 2.2) Technical and operational capacity of districts for the management of wastes and contaminants developed.

And according to the 2013-2018 CCPD, UNDP aimed at supporting the Government of Rwanda to put in place improved systems for sustainable management of the environment, natural resources and renewable energy resources, energy access and security to achieve greater environmental and climate-change resilience. The 2013-2018 CCPD has the following indicators: (Indicator 1) Number of sector policies reflecting environment, climate change and disaster risk reduction and gender considerations; (Indicator 2) Number of districts reflecting environment, climate change and disaster risk reduction and gender considerations in their development plan and

budget; (Indicator 3) National platform for Hyogo Framework for Action in place; (Indicator 4) Percentage of area of ecosystem rehabilitated.

The 2008-2012 and 2013-2018 CCPDs outputs and indicators cut across several projects and can be classified to 6 broad categories: (i) Development and implementation of policies/regulations/guidelines/standards for environment protection (Output 1.1 in 2008-2012 CCPD and Indicator 1 in 2013-2018 CCPD) (ii) Operationalization of information management for natural resources management (Output 1.2 in 2008-2012 CCPD) (iii) Strengthening coordination of government agencies in environmental management (Output 1.3 in 2008-2012 CCPD)/Strengthening capacities of Government agencies and local governments to monitor environmental quality (Output 1.4 in 2008-2012 CCPD) (iv) Development and operationalization of strategies and action plans for rehabilitation of critical ecosystems (Output 2.1 in 2008-2012 CCPD and Indicators 1 and 2 in 2013-2018 CCPD)/Rehabilitation of critical ecosystems (Indicator 4 in 2013-2018 CCPD) (v) Putting in place the Hyogo Framework for Action (Indicator 3 in 2013-2018 CCPD) (vi) Development of technical and operational capacities of districts for management of wastes and contaminants (Output 2.2 in 2008-2012 CCPD).

UNDP's support to development of policies/regulations/guidelines/standards for environment protection (Output 1.1 in 2008-2012 CCPD and Indicator 1 in 2013-2018 CCPD) was addressed by projects such as 'Poverty-Environment (PEI) project – Phase I, II & III', 'Strengthening the Institutional Capacity of the Ministry of Natural Resources in Rwanda', and 'Strengthening the Institutional Capacity of the Ministry of Natural Resources in Rwanda'.

Support to operationalization of information management for natural resources management (Output 1.2 in 2008-2012 CCPD) was addressed by such projects as '*Rwanda Poverty and Environment Initiative*', '*Reducing Vulnerability to Climate Change by Establishing Early Warning and Disaster Preparedness Systems and Support for Integrated Watershed Management in Flood Prone Areas*', '*Capacity Building Support to National Environment and Climate Change Fund (FONERWA)*' and '*Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth (SERPG)*'.

UNDP's support to strengthening coordination of government agencies in environmental management (Output 1.3 in 2008-2012 CCPD)/Strengthening coordination of government agencies in environmental management (Output 1.3 in 2008-2012 CCPD) was addressed by the following projects: '*Decentralization and Environment Management Project (DEMP I & II)*', '*Rwanda Poverty and Environment Initiative – Phase I, II & III*', '*Capacity Building Support to National Environment and Climate Change Fund (FONERWA)*', and '*Strengthening the Institutional Capacity of the Ministry of Natural Resources in Rwanda*'.

UNDP's support to development and operationalization of strategies and action plans for rehabilitation of critical ecosystems (Output 2.1 in 2008-2012 CCPD and Indicators 1 and 2 in 2013-2018 CCPD) and Rehabilitation of critical ecosystems (Indicator 4 in 2013-2018 CCPD) was addressed by such projects as '*Decentralization and Environment Management Project Phase I (DEMP I) & II*', '*Reducing Vulnerability to Climate Change by Establishing Early Warning and Disaster Preparedness Systems and Support for Integrated Watershed Management in Flood Prone Areas*' and '*Supporting Ecosystem Rehabilitation and Protection for pro-poor Green Growth(SERPG)*'.

UNDP's support to GoR to put in place the Hyogo Framework for Action (Indicator 3 in 2013-2018 CCPD) was addressed by the following projects: '*Disaster Emergency Coordination and Preparedness*', '*National Capacity Building for Disaster Risk Reduction Programme*' and '*Building National and Local Capacities for DRM in Rwanda*'.

The last category i.e. development of technical and operational capacities of districts for management of wastes and contaminants (Output 2.2 in 2008-2012 CCPD) was not covered by any of the projects evaluated in this ICPE.

The actual deliverables from these projects included: (1) Mainstreaming of environment into planning and budgeting process at the national and district levels; (ii) Establishment of a functional EWS; 60 Automatic rain-gauges and 30 weather kits, training of 18 Meteo Staff and 1,300 community members on EWS (iii) Leveraging of funds from GoR for implementation environment activities under the green economy; establishment of a web portal

(<http://www.rema.gov.rw/climateportal/>) for sharing information on climate change (iv) Rehabilitation of 100 hectares of Cyagara River; Construction of 110 houses for displaced households; Creation of 700 temporary jobs for local households; Generation of 172,555,721 Rwanda Francs as income for local households (v) Mainstreaming of the green economy activities into the ENR sector, preparing daily press briefs on the Government's progress on green economy (vi) Training of 1,046 Sector Disaster Management Committee (SDMC) members; construction of 17 water tanks; training and funding 15 cooperatives on ecosystem restoration (vii) Training members of the SDMC on disaster risk reduction and management; Training on EWS in all 30 districts; Purchase of Toyota Hilux Double Cabin pickup to enable MIDIMAR staff to respond to disaster risk reduction and management in the field; raising public awareness through Rwanda Radio and Rwanda TV; Training and deploying 7 District Disaster Management Officers (DDMO) staff (viii) Rehabilitation of 18 bridges' training of 832 Disaster Monitors; 416 members of the Reserved Forces and 10 District Disaster Management Officers; construction of houses in Gashaki Village, Gakenke District.

<b>Outcome #37</b>	<b>UNDP Contribution (as defined in CCPD/RRF)</b> Capacity-building support to national institutions to mainstream employment of youth and women into sector policies and budgets; financial and technical support to access to financial services.
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**Key project efforts and deliverables:**

Outcomes included: i) *National Environment and Youth Project* ; ii) *Youth and Women Employment Program*; iii) *Joint Youth Program*; iv) *MDG Project*

i) *National Environment and Youth project* sought to protect the banks and catchment areas of Nyabarongo river system from land degradation and solid waste pollution while creating employment opportunities for the youth in 17 rural and urban Districts. **Deliverables included:** (i) Mobilized youth in cooperatives and associations and strengthened NGOs/ CBOs in the project area. (ii) Introduced a dynamic outreach programme on natural resources, environmental management and waste management, providing Youth Associations, CBOs/NGOs and other local entities with skills to enable them to participate in improved natural resources management., constructed Youth Centres in each District. (iii) Provided technical information on terracing, urban clean up and recycling and planted trees in environment protection, conserved Nyabarongo River System using appropriate technologies, controlled water hyacinth (iv) Identified specific urban areas for waste material collection, commissioned a recycling feasibility study.

ii) *Joint Youth and Women Employment Program* supported national capacities to promote employment intensive growth and mainstream youth and women employment in programmes and budgets and enhancement of Youth and women Skills and competences for employability and enterprises competitiveness. **Deliverables included:** (i) Support to women and youth businesses to acquire digital skills and equipment for business management and access to markets; trained youth provided with seed-capital (ii) Provided support for organizing ICT youth Innovation and award under YouthConnekt annual Series (iii) Provided support for the organization of the youth innovation and entrepreneurship program of the Transform Africa 2013, 2017 Conferences (iv) Supported the establishment of Single Project Implementation Unit (SPIU) in MYICT (v) 6,000 youth trained on entrepreneurship and job creation, 300 youth and women trained on entrepreneurial skills. In 2015, 20,956 youth were provided with entrepreneurship skills at the national level (vi) Provided multimedia studio equipment to Rubavu Youth Centre to train youth in ICT related business (vii) Reviewed the National Urbanization Policy (NUP), developed the Strategic Development Framework (SDF) to support urban and regional development. (viii) 12,557 youth and 1,045,993 women got access to financial services and products and enhanced skills in managing loans (ix) 146,000 new non-farm jobs were created in 2015 achieving 73% of the national yearly target of 200,000 job creation. At the national level, 13,500 new Small and Medium enterprises were created in 2015. More than 125 young innovators received awards, entrepreneurship skills and financial support to develop their ideas into projects. It is estimated that this resulted in the creation of more than 100 new companies and more than 300 new off farm jobs.

iii) *The Joint Youth Program* provided opportunities for participation and skills development for youth through the creation volunteering platform in the framework of Youth Connekt (UNV). Direct Support for capacity building of Implementing Partners and MYICT SPIU. Awareness of youth in civic education volunteerism human rights, gender and environmental management increased in seven districts. **Deliverables included:** (i) Organised radio talk shows on pertinent issues of sexual reproductive health (ii) Organised mentorship sessions for youth network

of volunteers at district level (iii) 556 youth in three districts mobilised to participate in youth camps, constructing 8 houses for the poor, 12 km of road, and preparation of the National Youth Day. (iv) 6000 youth participated in environmental and social protection activities during the international volunteer day (v) 17 youth friendly centres were constructed.

*iv) MDG Project: Bring MDGs closer to the people by conducting a Nation-wide campaign in Rwanda.* Taking stock of Rwanda's status on MDGs and creating consensus on the way forward among different stakeholders. (i) Strengthened National women's council and local leaders (ii) Organised four provincial workshops, one in each province (iii) Organised one UN workshop (iv) Organised a National MDG awareness day for Rwanda (v) Produced 2 National Human Development Reports, 1 MDG report, produced and disseminated 3000 copies of EDPRS II, 7000 abridged versions, 89000 revised Vision 2020 documents. 2013 National Human Development Report, 2013 MDG Report validated. (vi) Designed a One UN Communication Strategy on MDGs.

## 2. Governance and Peace Consolidation

<b>Outcome #38</b>	<b>UNDP Contribution (as defined in CCPD/RRF)</b> Policy advice and capacity-building support and access to expert knowledge services to strengthen citizen participation, cognizant of gender considerations, in electoral and political processes including policy formulation and legislation at all levels. In support of this objective, provision of technical support and capacity-building to implement media-sector reforms and strengthen the capacity of the national gender machinery.
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### **Key project efforts and deliverables:**

The Outcome included the following key projects: i) Inclusive Participation in Governance (IPG) Program; ii) DDAG –Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Programme; and iii) Strengthening Civil Society Organizations (CSOs).

UNDP's Inclusive Participation in Governance (IPG) Program (2008 – 2012) was addressed by projects such as 'Support to the National Parliament', 'Support to the National Electoral Commission', 'Support to the Media High Council', 'Support to the Rwanda Governance Advisory Council', and 'Support to the National Forum for Political for Political Organizations'. The Deepening Democracy through Strengthening Citizen Participation and Accountable Governance Program (2013 – 2018) had the following projects: 'Support to the National Parliament', Support to the Electoral Commission', 'Support to the Media High Council' and Support to the Rwanda Governance Board'. The Strengthening Civil Society Organizations Program was a standalone program with components including 'Grant-making to CSOs', 'Capacity Building for CSOs and CSO Platforms' and 'Capacity building for RGB on CSO registration and regulation'.

The **deliverables** from the projects included: i) Start-up of a Parliamentary Radio Station for the National Parliament. (ii) Establishment and strengthening of a Parliamentary Research Unit (iii) Capacity building for parliamentary staff, (iv) Establishment and strengthening a Media Self-regulatory Mechanism (v) Support to GoR's Media Reforms (vi) Implementation of a strategy for gender mainstreaming in the media (vii) Implementation of the Rwanda Governance Scorecard (RGS) that identified areas for improvement and informed policy reforms (viii) Implementation of Mobile School of Government (MSG) that enhanced local government accountability (ix) Youth Political Leadership Academy (YPLA) training on communication and access to information for political parties (x) National seminars for political parties around social and political conflict management and prevention, peace building and democracy (xi) processed grants for CSO grantees in various sectors (xii) capacity building for CSOs and CSO platforms (xiii) RGB was strengthened to efficiently register and regulate CSOs.

<b>Outcome #39</b>	<b>UNDP Contribution (as defined in CCPD/RRF)</b> Technical support and capacity-building to key justice partners to improve access to justice through the courts and community-based mechanisms and to strengthen national capacities to comply with human rights obligations; technical support to deepen the efforts to promote peace, unity and reconciliation; strengthening of national capacity for crime prevention and response.
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### **Key project efforts and deliverables:**

The Outcome included the following key projects: i) Support to Access to Justice for All, the Foundation for Good Governance and Poverty Reduction, Rwanda (2008 – 2013); and ii) Joint Program (JP) on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP) – 2013 – 2018.

UNDP's Support to Access to Justice for All, the Foundation for Good Governance and Poverty Reduction, Rwanda (2008 – 2013) was addressed by projects such as 'Support to Ministry of Justice', 'Support to Rwanda National Police', and 'Support to National Unity and Reconciliation Commission'. The Joint Program (JP) on Promoting Access to Justice, Human Rights and Peace Consolidation (A2J JP) – 2013 – 2018 on the other hand was addressed by the following projects, namely: 'Support to the National Human Rights Commission', 'Support to the National Unity and Reconciliation Commission', 'Support to Rwanda National Police', 'Advancing and Sustaining Gender Equality Gains in Rwanda', and 'Support to Rwanda Peace Academy'.

The **main deliverables** were as follows: (i) Enactment of the Family and Inheritance Laws which are critical to enhancing gender equality and poverty reduction, (ii) Development of Trilingual Legal Index, printing and dissemination of the Constitution and Judicial Laws (iii) Provision of ICT equipment to Judiciary staff and training of judges on human rights laws (iv) Development and launch of the ICT strategy and policy for the judiciary including the establishment of the Electronic Filing System, Electronic Recording Management System (ERMS) to ensure efficient record management, and digitization of physical files (v) Establishment and capacity building for Community Policing Committees (CPCs) (vi) RNP facilitated establishment of Anti-crime Clubs in schools to sensitize youth on crime prevention (vii) Provision of free legal aid through the MAJ to improve access to justice for the poor including women (viii) Sensitization by MAJ of community members to their rights (ix) MAJ lawyers' training of Abunzi on mediation, succession law, land law and family law to enhance their capacity to deliver justice to communities (x) Writing up of a book on the Gacaca Courts and processes (xi) Rehabilitation of the documentation centre for the Gacaca Process and the digitization of files in the Criminal Records Registry (xii) Capacity building in terms of training and equipping of the Unit staff and the awareness raising campaign of public institutions and civil society (xiii) Strengthening community justice mechanisms such as Abunzi for better service delivery at local level (xiv) Establishment of an Integrated Electronic Case Management System (IECMS) in the justice sector (xv) Implementation of a new Justice for Children Policy and Strategic Plan to make the justice system responsive and child-friendly (xvi) Strengthened the capacity of national institutions to comply with Rwanda's reporting obligations and implementation of Treaty Body and UPR recommendations (xvii) Strengthened national capacities to promote and mainstream human rights and implement Treaty Body and UPR recommendations by ensuring timely and quality reporting, including parallel reports by CSOs (xviii) Supported the National Commission of Human Rights (NCHR) to conduct a capacity assessment to take stock of past achievements, gaps and make recommendations on areas that need capacity development. (xix) Worked with key national institutions to ensure the recognition, promotion and incorporation of international human rights law in national processes and initiatives. (xx) Supported strengthening of the capacities of the National Unity and Reconciliation Commission (NURC) and community actors to promote dialogue, undertake further research, mediation, unity and reconciliation processes at both central and local level including strengthening of reconciliation forums. (xxi) Supported the generation and availability of quality data on peace, unity and reconciliation, the UN also supported further research initiatives including sustaining the reconciliation barometer (xxii) Provided technical advisory support for research, case investigation and advocacy on genocide justice (xxiii) Conducted a crime rate survey to help the RNP determine the crime rate in the country and to better analyse the crime statistics (xxiv) Undertook institutional capacity strengthening of the RNP to prevent, investigate and adequately respond to crime, particularly related to Gender Based Violence (GBV), domestic violence and violence against children (xxv) Strengthened the capacity of National Gender Mechanism (NGM) to implement the institutional development framework, the strategic plan and to establish a coordination mechanism. (xxvi) Developed and implemented the Gender Management Information System (GMIS). (xxvii) Upgraded physical and IT infrastructure of the RPA meets standards for international capacity building programs (xxviii) RPA availed of professional, integrated personnel with adequate capacity

## Annex 5. List of Projects for In-Depth Review

Outcome 2013-18	Outcome 2008-12	Award ID	Award Title	Project ID	Project Title	Project Start Date	Project End Date	Gender Marker	NIM/DIM	Cumulative Expenditure 2008-18	
<b>Democratic governance</b>											
38	27	00062637	Inclusive Participation in Governance Programme (IPG)	00080136	Support to National Parliament	1/1/2012	12/31/2013	GEN1	NIM	284,084.63	
	29			00080138	Support to National Electoral	1/1/2012	12/31/2013	GEN1	NIM	863,433.11	
				00080140	Support to Media High Council	1/1/2011	12/31/2013	GEN1	NIM	192,430.31	
				00080141	Support to Rwanda Governance A	1/1/2012	12/31/2013	GEN0	NIM	1,330,041.58	
				00080142	Support to National Forum for	1/1/2012	12/31/2014	GEN1	NIM	532,415.98	
		00075985	Democracy & Accountable Governance	00087591	Support to National Parliament	9/6/2013	6/30/2018	GEN2	NIM	506,680.08	
				00087592	National Electoral Commission	9/6/2013	6/30/2018	GEN2	NIM	1,291,260.46	
				00087593	Support to Media High Council	9/6/2013	6/30/2018	GEN2	NIM	591,339.98	
				00087594	Rwanda Governance Board	9/6/2013	6/30/2018	GEN2	NIM	3,105,631.56	
				00087595	Forum for Political Parties	9/6/2013	6/30/2018	GEN2	NIM	801,925.55	
		00080844	Strengthening CSOs	00090403	Strengthening Civil Society OR	1/1/2014	6/30/2018	GEN2	NIM	2,216,946.89	
		39	27	00049521	Justice Sector Support Program Access to Justice for all	00060453	Support to Ministry of Justice	1/1/2008	12/31/2014	GEN1	NIM
	00060456					Supp.to Rwanda National Police	1/1/2008	7/31/2013	GEN1	NIM	2,165,215.74
00080137	Support to National Unity and					1/1/2012	12/31/2013	GEN0	NIM	205,407.31	
	00076188		Promoting Access to Justice, Human Rights and Peace Cons	00087705	Support to the Ministry of Justice	1/1/2013	12/31/2018	GEN2	NIM	2,204,317.26	
				00087706	Support to National Human Righ	9/18/2013	12/31/2018	GEN2	NIM	262,042.91	
				00087707	Support to National Unity and	9/18/2013	12/31/2018	GEN2	NIM	726,114.24	
				00087708	Support to Rwanda National Pol	7/1/2013	12/31/2018	GEN2	NIM	1,328,212.19	
				00090541	Advancing Gender Equality in	1/1/2014	6/30/2018	GEN3	NIM	69,685.62	
				00094887	Support Rwanda Peace Academy	4/1/2015	3/31/2017	GEN2	NIM	486,372.72	
<b>Environment and Energy</b>											
36	32	00041048	Poverty and Environment Programme	00046709	Poverty & Environment Program	1/1/2005	12/31/2012	GEN1	NIM	2,959,938.37	

		00058851	Climate Change Adaptation(GE F-LDCF)	00073311	Climate Change Adaptation	12/15/2009	12/31/2015	GEN1	NIM	2,457,178.76
				00081644	Poverty & Environment Initiative	2/10/2012	12/31/2013	GEN1	NIM	1,438,659.34
		00078743	Support to Sustainable ENV Management and DRM	00088834	Support to Climate Change Fund	1/1/2014	12/31/2018	GEN2	NIM	812,434.58
				00088858	Poverty Environment Initiative	1/1/2014	6/30/2018	GEN2	NIM	460,197.54
				00088969	Ecosystem Rehabilitation	1/1/2014	6/30/2018	GEN2	NIM	2,055,339.29
				00088970	Ministry of Natural Resources	1/1/2014	6/30/2018	GEN2	NIM	3,157,133.31
32		00036825	Decentralization & Environment Management Proj (DEMP) I	00040183	Decentralization and Environment	9/28/2004	1/1/2008	GEN2	NIM	104,930.89
33		00049739	Decentralization & Environment Management Proj (DEMP) II	00060897	Decentralization & Environment	1/1/2008	12/31/2013	GEN1	NIM	4,935,827.89
34		00048283	Disaster Emergency Coordination and Preparedness	00058716	Disaster Emergency Coordination	10/31/2007	12/31/2010	GEN2	DIM	85,515.33
		00062338	National Capacity Building for Disaster Risk Management	00079796	National Capacity Building for	8/12/2011	12/31/2013	GEN1	DIM	971,760.68
		00075418	Building National and Local Capacities for DRM in Rwanda	00087340	Building National and Local Ca	7/1/2013	6/30/2018	GEN2	NIM	3,784,012.06
<b>Poverty reduction</b>										
35		00059183	Building an Inclusive Financial Sector in	00081703	Inclusive Financial Sector II	1/1/2012	12/31/2016	GEN2	NIM	3,175,866.22

			Rwanda (BIFSIR)							
		00078100	Economic growth and Inclusive Financial Support	00088550	Support for effective development	1/1/2014	12/31/2018	GEN2	NIM	2,146,797.76
				00088810	Capacity Development Support	1/1/2014	6/30/2018	GEN2	NIM	3,063,123.49
				00094930	Support dev & Impl Value Chain	1/1/2015	6/30/2018	GEN2	NIM	213,532.75
37	30	00049730	National Environment Youth Project + Joint Youth Program	00060880	National Environ Youth Program	6/10/2008	12/31/2013	GEN1	NIM	2,268,436.42
	33			00071981	Joint Youth Program	8/7/2009	12/31/2014	GEN1	NIM	1,362,283.09
				00088793	New Joint Youth Program 2013	1/1/2013	12/31/2013	GEN1	NIM	227,732.77
		00079981	Support to Joint Youth Employment Programme	00089849	Youth Employment Programme	4/1/2014	6/30/2018	GEN2	NIM	727,744.20
	34	00048298	MDG Campaign	00058367	MDG Campaign	12/18/2007	12/31/2009	GEN2	DIM	361,150.37

## Annex 6. Summary of Indicators and Status as Reported by Country Office

<b>Outcome 35</b> Pro poor growth and economic transformation enhanced for inclusive economic development and poverty reduction.			
<b>Indicator<sup>132</sup></b>	<b>Status/Progress<sup>133</sup></b>		
	<b>2014</b>	<b>2015</b>	<b>2016</b>
GDP per capita  Baseline: USD\$ 658.00 Target: USD\$1,000	Type: Quantitative / Data: 703 Comment: World Bank, Rwanda Economic Outlook  <i>"Significant Progress"</i>	Type: Quantitative / Data: 718 Comment: The only official data from Rwanda Institute of Statistics indicated that the GDP per capita was 701 in 2013. from the same sources the latest data is 718 in 2014 which shows a significant progress. The current data for this year of 2015 is not yet available.  <i>"Significant Progress"</i>	Type: Quantitative / Data: 720 Comment: USD 720 (source of data: National Bank of Rwanda FY 2015/2016 Annual Report)  <i>"Some Progress"</i>
Number of extremely poor household benefiting from social protection programmes  Baseline: 89,629 Target: 228,261	Type: Quantitative / Data: 0 Comment: UNDP is engaged in supporting poverty reduction. Update on poverty reduction figures is out every five years. 151,610 households (Source: Local Administrative entity Development Agency (LODA annual report, 2014)  <i>"Significant Progress"</i>	Type: Quantitative / Data: 105310 Comment: According to Performance contract of the Ministry of Local Governance of August 2015, the Extremely poor Households benefiting from social protection are 105,310  <i>"Significant Progress"</i>	Type: Quantitative / Data: 130,000 Comment: data published by the Local Administrative Entities Development Agency (LODA) in March 2016  <i>"Some Progress"</i>
<b>Outcome 36</b> Rwanda has in place improved systems for: sustainable management of the environment, natural resources and renewable energy resources, energy access and security, for environmental and climate change resilience, in line with Rio +20			
<b>Indicator*</b>	<b>Status/Progress*</b>		
	<b>2014</b>	<b>2015</b>	<b>2016</b>
Surface (Number of Hectares) of fragile ecosystems rehabilitated	Type: Quantitative / Data: 0 Comment: There is no results related to this indicator neither at National level or UNDP	Type: Quantitative / Data: 10.13 Comment: EICV4  <i>"Some progress"</i>	Type: Quantitative / Data: 1840 Comment: The first indicator was revised by UNDAP midterm review to "Surface (Number of Hectares) of fragile ecosystem

<sup>132</sup> The "Indicators," "Baseline," "Target," and "Status/Progress" in the table were extracted from the UNDP Corporate Planning System as reported by the country office. It was noted that the indicators used for the corporate reporting were not necessarily the same as those noted in the CCPD.

<sup>133</sup> The 2013 data were not available neither in the Corporate Planning System nor ROAR.

Baseline:750 Target: 10,000	supported projects! Indicator needed to be revised!  "No change"		rehabilitated". The baseline of this new indicator in 2014 was 750 Ha. In 2015, it was 1,186 (cumulative). In 2016, it achieved 3,726 Ha (cumulative). The target until 2018 is 10,000 Ha (cumulative).  Source of data: 1) Backward looking joint sector review report of Ministry of Natural resource in October 2016. 2) Environment and Natural Resources Sector revised strategic plan 2015-2018, Ministry of Natural Resources.  "Some progress"
% of population access modern energy source  Baseline: 10% Target: 50%	No data	Type: Quantitative / Data: 19.8 Comment: EICV4 indicator of Percentage of households with electricity as main source of lighting (2013/2014).  "Significant progress"	Type: Quantitative / Data: 24 Comment: It was reported by Rwanda Energy Group (REG 2016) that 24% of Rwandan population has access to modern sources of energy in 2016. It show some progress from 2015 (19.8%).  "Significant progress"
<b>Outcome 37</b> Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women			
<b>Indicator*</b>	<b>Status/Progress*</b>		
	<b>2014</b>	<b>2015</b>	<b>2016</b>
1) Number of off farm jobs created Baseline: 91,000 Target: 200,000  2) Number of SMEs created Baseline: 9,000 Target: 40,000	Type: Quantitative / Data: 5123 Comment: see data of the 3 indicators below as it is impossible to fill all latest data in the "Actual (Latest data)" box  1)5,123 (Source of data: Rwanda Labour Market Information System, RDB 2014);The baseline 91,000 is the number of off-farm jobs referring to UNDP 2013-2018 while the baseline of IRRF indicator 1.1.1.A as 104,000 is the number of new full-time equivalent	Type: Quantitative / Data: 0 Comment: 1) 146,000 (EICV4) 2) 13,500 (Private Sector Development and Youth Employment JSR report ) 3) 20,956 Youth provided with Entrepreneurship skills  "Target reached or surpassed"	Type: Quantitative / Data: 0 Comment: 1) 146,000 (EICV4, the CO is still waiting for 2016 official data, the annual target is 200,000 2) 16,000 (National Employment Programme 2015/2016 annual report) 3) 17,218 (National Employment Programme 2015/2016 annual report)  "Target reached or surpassed"

<p>3) Number of women and youth provided with applied entrepreneurship skills</p> <p>Baseline: 0 Target: 20,000 women; 20,000 youth</p>	<p>jobs created).</p> <p>2)18,000 (Source of data: MINICOM, PCR 2014; BIFSIR UCU 2014; BIFSIR RIM 2014)</p> <p>3)4,650 (Source of data: MINICOM PCR 2014; JYP 2014; YCT 2014)</p> <p><i>"Target reached or surpassed"</i></p>		
<p><b>Outcome 38</b> Accountability and citizen participation in sustainable development and decision-making processes at all levels improved</p>			
<p><b>Indicator*</b></p>	<p><b>Status/Progress*</b></p>		
	<p><b>2014</b></p>	<p><b>2015</b></p>	<p><b>2016</b></p>
<p>1) Media self-regulation mechanism operationalized</p> <p>Baseline: The media self-regulatory body just established Target: The media self-regulatory body is fully operational and is able to resolve cases in timely manner</p> <p>2) No of district using Citizen Report Card data for planning</p> <p>Baseline: None Target: 30</p>	<p>Type: Qualitative Data: The Self-regulatory body is operational and has adjudicated over 49 complaints related to breach of journalist code of ethics. However, there are still challenges with staffing and financial sustainability which are being addressed.</p> <p><i>"Significant Progress"</i></p>	<p>Type: Qualitative Data: The media self-regulation mechanism strategic plan completed and 40 additional cases on breach of journalist code of ethics handled by the ethics committee. The number of journalists who have voluntarily subscribed to the self-regulatory mechanism has risen from 200 to 500</p> <p><i>"Significant Progress"</i></p>	<p>Type: Quantitative Data: Significant progress have been achieved since the Media self-regulatory body is in place. The Media self-regulatory is operational and media practitioners are benefiting from its functions. This year, 19 complaints were received by RMC and 7 mediation sessions were held to solve those complaints.</p> <p>30 Districts are using Citizen Report Card for Planning (CRC)</p> <p>As additional information, it can be noted that the Indicator on Service delivery at district level in CRC 2016 has registered a score of 71.1% score as compared to 59.8% in 2015. The picture of Citizens appreciation of how their leaders provide them services accounts for 10 % score in the district performance contracts. Districts have registered a big improvement in service delivery provision this year.</p>

			<i>"Significant Progress"</i>
<p>- The electoral management body technical capacities improved</p> <p>Baseline: 4 fully accredited staff as Bridge facilitators</p> <p>Target: 18 fully accredited staff as Bridget facilitators</p> <p>- Increase in the number of registered voters</p> <p>Baseline: 10%</p> <p>Target: 10%</p>	<p>Type: Quantitative / Data: 9</p> <p>Comment: 9 staff of NEC are fully accredited as workshop facilitators. 13 others are semi-accredited.</p> <p><i>"Significant progress"</i></p>	<p>Type: Quantitative / Data: 13</p> <p>Comment: 13 staff fully accredited (cumulatively) as BRIDGE workshop facilitators including one commissioner. 35 more staff are semi-accredited, including 9 volunteers, 23 NEC permanent staff and 3 commissioners. 5 staff were accredited in 2015.</p> <p><i>"Significant progress"</i></p>	<p>Type: Quantitative / Data: 70512</p> <p>Comment: Technical capacities were built for the electoral management body. 70,512 Electoral volunteers were trained amend them 32,436 are Female (46%) and 38,076 are Male (54%). The local elections registered 6,469,037 voters with 2,967,994 are men (46%), 3,501,043 are women (54%), and 3,847,209 are youth (50%). It remains not easy to compare the number of registered voters in different elections given the different nature of elections. The 2016 elections were local elections whereas the 2015 elections focused on a national referendum. It would be best to compare to same type of elections across different cycles, but this is then again influenced by changing demographics.</p> <p><i>"Significant progress"</i></p>
<p>- % of recommendations of oversight institutions (mainly parliament) implemented</p> <p>Baseline: 20%</p> <p>Target: 92%</p> <p>- % of citizens expressing that parliament overseas Government action freely</p> <p>Baseline: 20%</p> <p>Target: 85%%</p>	<p>Type: Quantitative / Data: 73.1</p> <p>Comment: 73.1% of recommendation of oversight institutions implemented in 2013. The date for 2014 will be released in February 2015 by the Prime Minister's office</p> <p><i>"Significant Progress"</i></p>	<p>Type: Quantitative / Data: 89.2</p> <p>Comment: 89.2% of Parliamentary recommendation on financial accountability in -related recommendations were implemented cumulatively (report combined the analysis of the Office of the Auditor General (OAG) reports of three years from 2009 to 2012 whereby the Chamber of Deputies was given 93 recommendations among which 83 were fully implemented)</p> <p><i>"Significant progress"</i></p>	<p>Type: Quantitative / Data: 90</p> <p>Comment: 90% of MP recommendations were implemented.</p> <p>The 2016 Citizen Report Card highlighted that citizen satisfaction has increased by 11% compared to 2015.</p> <p>As an illustration, it can be mentioned that the 2016 year some of the MPs recommendations led to passing a law, ministerial orders as a result of Members of Parliament oversights (NO.15/2016 of 02/05/2016 Law governing ceremonies to</p>

			commemorate the Genocide against the Tutsi).  <i>"Significant progress"</i>
<p>- % of political parties have structured and officials as District level</p> <p>Baseline: 30% Target: 100%</p> <p>- % political parties with women political parties wings functional</p> <p>Baseline: 9% Target: 100%</p>	<p>Type: Quantitative / Data: 1608 Comment: 1608 political party leaders at district, sectors and cells trained using the mid-level training curriculum developed by National Forum of Political Parties (NFPO). 537 of them were women leaders</p> <p><i>"Target reached or surpassed"</i></p>	<p>Type: Quantitative / Data: 0 Comment: 2040 party leaders throughout the country have been trained 52.5% female and 47.5 male.</p> <p><i>"Significant progress"</i></p>	<p>Type: Quantitative / Data: 1257 Comment: 100% of political parties have structures and officials at district level 81% of political parties (9/11) have established female wings</p> <p>In addition, it can also be mentioned that internal party training were conducted and parties members were trained. A # of 1257 party leaders among them 603 are women, representing 48% were trained on women political parties' wing. Parties have significantly increased their visibility at all levels especially at district level in the country.</p> <p><i>"Target reached or surpassed"</i></p>
<p>Increased media capacity in gender mainstreaming</p> <p>Baseline: 140 journalists trained in gender mainstreaming in reporting Target: - One Network of Journalists reporting on Gender Issues (TV, Radio, Print &amp; Online) is operational - 200 journalists trained on gender mainstreaming</p>	<p>Type: Qualitative Data: 45 female journalists trained in media entrepreneurship.</p> <p><i>"Significant progress"</i></p>	<p>Type: Qualitative Data: 82 Female Media practitioners were trained on Project Design and Management</p> <p><i>"Significant progress"</i></p>	<p>Type: Qualitative Data: One of the gaps to address in order to achieve gender equality in media sector is the lack of capacities and professionalism. Those gaps are experienced by media practitioners including female. Empowerment and capacities building of Female media practitioners is essential to eliminating gender inequalities in media practitioners. The training of Female journalists in project management and design increase their knowledge and professionalisms in their function as journalists and build self confidence in them. These trainings also equip them so as to construct sustainability over time in their</p>

<p>- 10 gender sensitive articles produces</p>			<p>occupation as independent media practitioners. Gender was mainstreamed in Media business management. 40 Female media practitioners were trained on project design and management.</p> <p><i>"Some progress"</i></p>
<p><b>Outcome 39</b> Human rights, justice and gender equality promoted and implemented at all levels.</p>			
<p><b>Indicator*</b></p>	<p><b>Status/Progress*</b></p>		
	<p><b>2014</b></p>	<p><b>2015</b></p>	<p><b>2016</b></p>
<p>Functional integrated electronic case management system</p> <p>Baseline: No functional case management system Target: The integrated electronic cases management system is fully operational</p>	<p>Type: Qualitative Data: Electronic case management Project management team has been established and trained on the system requirements. A contract with an international firm has been signed to establish the system. The establishment of the system will last 8 months starting December 2014.</p> <p><i>"Some progress"</i></p>	<p>Type: Qualitative Data: The establishment of the Integrated Electronic Case Management System has made commendable progress over the last 12 months. The development of IT modules have been completed as well as the software development.</p> <p><i>"Significant progress"</i></p>	<p>Type: Qualitative Data: The integrated electronic case management system (IECMS) platform for the justice sector is now fully operational in Kigali City and Gicumbi district.</p> <p><i>"Significant progress"</i></p>
<p>% of the population including women and the most vulnerable satisfied with the judiciary (Abunzi, courts) at all levels</p> <p>Baseline: 77.9% Target: 80%</p>	<p>Type: Quantitative / Data: 0 Comment: The data on this indicator are not yet published. However, the capacity building of Committees Mediators (Abunzi) increased their mediation skills and helped to reduce the case load in courts. The Abunzi have been instrumental in mediating conflicts in their communities, thus reducing the number of cases that were brought to the courts. According to the Ministry of Justice, for the year 2013-2014 alone, 45,285 cases were received by the Abunzi out of which only 4,594 were referred to courts.</p> <p><i>"Significant Progress"</i></p>	<p>Type: Quantitative / Data: 80.26 Comment: As a results of strengthened capacity of the Access to Justice Bureau's official based at district level and "Abunzi" community mediators, the performance of the mediators increased significantly from July 2014 to June 2015 where for example, out of the 39,827 cases received by Abunzi mediators, 36,152 cases (90.77%) were solved through mediation. The Rwanda Governance Score Card has scored the performance of the judiciary at 80.26%.</p>	<p>Type: Quantitative / Data: 80.26 Comment: Pending new survey to be published end 2016</p> <p><i>"Some progress"</i></p>

		<i>"Significant progress"</i>	
<p>% of citizens satisfied with reconciliation, social cohesion and unity mechanisms</p> <p>Baseline: 83.5% Target: 85%</p>	<p>Type: Quantitative / Data: 0 Comment: The data for this indicator not yet published. The country's capacities to promote peace, unity and reconciliation improved in 2014. As a result of the capacity building of Unity and Reconciliation Volunteers, the Committees are currently fully operational, reporting timely on any signal of sources of conflicts and this contribute the prevention of conflicts in communities. The average of quarterly reporting on reconciliation status at sector level of community volunteers was increased from 37% to 64%. Community dialogues were conducted in 14 prisons where 14,648 prisoners were sensitized on healing of wounds which contributed to rebuilding trust and promoting social cohesion among Rwandans. These dialogues also focused on factors that encourage the reintegration of ex-prisoners at the family and community level. Community dialogues among 107 representatives from Unity and Reconciliation Clubs from universities and higher learning institutions have strengthened the capacity and the commitment of the Rwandan youth to openly and fairly discuss sensitive topics such as the tragic history of genocide and its long-term consequences to all Rwandans, thus contributing to the development of a spirit that promote home-grown solutions.</p> <p><i>"Significant Progress"</i></p>	<p>Type: Quantitative / Data: 80.58 Comment: Community dialogues sessions were organized throughout the country on "Ndi Umunyarwanda", an initiative that aims at promoting the Rwandan identity and fight all sorts of divisionism. Such sessions were conducted in prisons where they reached out to 14,648 prisoners (including 2,448 women) with the aim to prepare the prisoners for a better future reintegration in the community. NURC is currently producing its Rwanda Reconciliation Barometer, 3rd edition. It is important to note that the Rwanda Governance Board has introduced new parameters for measuring unity, reconciliation, which decreased the % citizens satisfied with reconciliation, social cohesion and unity mechanisms [[RGS 2014]].</p> <p><i>"Significant progress"</i></p>	<p>Type: Quantitative / Data: 92.5 Comment: According to the 2015 Reconciliation Barometer, the level of satisfaction of citizens with the reconciliation, social cohesion and unity mechanisms stands at 92.5%, surpassing the CDP targets for 2018 which is 85%</p> <p><i>"Target reached or surpassed"</i></p>
% of reports submitted timely by national actors	Type: Quantitative / Data: 0 Comment: The national capacities of both government institutions and CSOs to promote	Type: Quantitative / Data: 100 Comment: All due report to the treaty bodies have been submitted	Type: Quantitative / Data: 100 Comment: Rwanda UPR review was completed and state report produced in

<p>as required of HR obligations</p> <p>Baseline: 67% reports submitted timely by national actors as required of HR obligations</p> <p>Target: 90% reports submitted timely by national actors as required of HR obligations</p>	<p>and mainstream human rights and produce relevant reports to Treaty Bodies and to implement UPR recommendations has been strengthened through UNDP’s support. The recruitment of the Task Force Coordinator contributed to better organization and coordination of the activities regarding the Treaty Bodies Reports and the 2nd phase of the Universal Periodic Review (UPR) as well as reaffirmed the government commitment to timely and quality production of Human Rights reports to Treaty Bodies and UPR. As a result, 6 reports were produced (International Covenant on Civil and Political Rights (ICCPR), Committee on the Elimination of Racial Discrimination (CERD), on Core documents, Committee on the Elimination of Discrimination against Women (CEDAW), Maputo Protocol on Child Rights and the 2nd phase of UPR reports). Furthermore, 2 reports (ICCPR and CERD have been approved by cabinet and submitted), while 3 have been validated by the Task Force and are waiting for the cabinet approval so they can be submitted on time. The Government of Rwanda has now embarked on the upcoming UPR report which is well advanced. In 2014, out 5 reports required, 3 have been submitted to the treaty bodies, representing a rate of 60%.</p> <p><i>“Significant Progress”</i></p>	<p>to the respective human rights bodies. Rwanda has submitted all due Treaty Body Reports to the United Nations including: the 4th Periodic Report on the ICCPR, the 11th Report on the CERD, the 7th , 8th and 9th Report on CEDAW, an initial report on the CPRD as well as a Common Core Document. With this clearing of the reporting backlog, all inquiries from treaty bodies and other UN Human Rights mechanisms have been responded to save for those which will be addressed in future treaty body cycles. [[Rwanda UPR REPORT, 2015]]</p> <p><i>“Target reached or surpassed”</i></p>	<p>Geneva. Following the review, 50 new recommendations were made for Rwanda. Both the Government and the CSO Coalition on UPR have formulated a road-map for the implementation of the UPR recommendations including its monitoring by the CSOs. On the other hand, the capacity of the Treaty Body task Force has been enhanced through capacity building on the reporting to treaty bodies. In particular, 24 members of The Treaty Body Reporting Task Force were trained on International Convention on Civil and Political Rights. The training aimed to help the TBR Task Force to understand well the ICCPR and its optional protocol, to inform the CSOs members of the Task Force on how they can contribute to the State reporting process. By December 2016, no overdue report to treaty bodies.</p> <p><i>“Target reached or surpassed”</i></p>
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## Annex 7. List of People Consulted

### Government of Rwanda

#### Central

Akayezu, Alexandre, Administrative Assistant to the Secretary General, National Human Rights Commission Rwanda

Bisangwa, Innocent, Environment and Climate Change Specialist, Ministry of Agriculture and Animal Resources (MINAGRI)

Burasanzwe, Oswald, Director General, National Consultative Forum of Political Organizations (NFPPPO).

Cyitare Sosthene, Clerk to the Senate, National Parliament

Dalena, Maria Gemma, DRR Technical Advisor, UNDP/Ministry of Disaster Management and Refugee Affairs (MIDIMAR)

Dieudonne, Rusanga, Project Coordinator and DDAG/Support to Parliament, Parliament of Rwanda

Dusake, Relogie, Deputy Commander, Promotions, Rwanda National Police

Fata, Alex, Director of Projects, Rwanda National Police

Kavutse Donat, Program Officer Rwanda Peace Academy

Macumu Mulinda, Emmanuel, FAO/Project, Rwanda National Police

Magdalena, Kouneva, Technical Advisor (Planning), Ministry of Finance and Economic Planning (MINECOFIN)

Mbungiramihigo, Peacemaker, Executive Secretary, Media High Council

Mugabi, M. Stephen, SCBI Program Manager, Capacity Development and Employment Services Board (CEBS)

Mugabo, Joseph, Climate Change Programme Manager, Rwanda Environment Management Authority (REMA)

Muhisoni, Rose, Deputy Commissioner, Community Policing, Rwanda National Police

Muligo, Morris, Commissioner for CID, Rwanda National Police

Munyaneza, Charles, Executive Secretary, National Electoral Commission

Murara, Charles, Director of Accounts and Budget, Rwanda National Police

Murinda, Emmanuel, Finance and Accounts Officer, Rwanda National Police

Musabyimana, Innocent, Single Project Implementation Coordinator, Ministry of Natural Resources (MINIRENA)

Mutabazi, Alphonse, Climate Change Program Manager, Rwanda Environment Management Authority (REMA)

Muthisoni, Rose, CSP, DC/Commanding Police, Rwanda National Police

Mutima, Ingrid, SPIU Coordinator, Ministry of Finance and Economic Planning (MINECOFIN)

Mutuyemariya Emeritha, Executive Secretary, National Human Right Commission

Nabahire Anastase, Justice Sector Secretariat Coordinator, Ministry of Justice  
Ndayanbaje, Louis, Head of Accounts, Rwanda National Police  
Ndayisaba Fidele, Executive Secretary, National Unity and Reconciliation Commission  
Norere, Madeleine, Chairperson, National Human Rights Commission  
Nyiranasoro, Eugenie, Advisor to the Chairperson, National Human Rights Commission  
Rijpma, Jan, Technical Advisor, Poverty and Environment Initiative (PEI), Ministry of Natural Resources (MINIRENA), Government of Rwanda  
Rwabuhihi, Rose, Chief Gender Monitor, Gender Monitoring Office (GMO)  
Sano Vincent, Commissioner for Finance & Chief Budget Manager, Rwanda National Police, RNP Headquarters in Kigali  
Shyaka, Anastase, CEO Rwanda Governance Board (RGB)  
Tumubare, Albert, Project Coordinator, National Electoral Commission  
Tumweba Joy, ICT Manager, Rwanda Peace Academy  
Tuyisabe, Floride, M&E Specialist, National Unity and Reconciliation Commission  
Twahirwa, Alex, SPIU Coordinator, Ministry of Gender and Family Promotion (MIGEPROF)  
Twahizwa, Celestin, Commissioner for Community Policing, Rwanda National Police  
Umubyeyi, Christine, Director of Legislation, Human Rights Protection and Monitoring Unit, National Human Rights Commission  
Umugwaneza, Janet, Poverty and Environment Initiative, Rwanda Environment Management Authority (REMA)  
Umurungi Providence, Head of Department for International Justice, Ministry of Justice  
Uramutse, Gilbert, Disaster Risk Programme Manager, Ministry of Disaster Management and Refugee Affairs (MIDIMAR)

#### Local

Hodari Jean, District Disaster Management Officer (DDMO), Musanze District  
Kanyange, Christine, Vice-Mayor Economique, Ngororero District, Rwanda  
Ndabereye Jerome, Social Development Director, Musanze District  
Ndamberoye Augustin, Vice Mayor Economique, Musanze District, Rwanda

#### **UNDP Rwanda**

Che Ngutih, Victor, UNV Programme Officer, UNDP Rwanda  
Dalena, Gemma Maria, DRR Technical Advisor, UNDP Rwanda  
Havugimana, Evard (Research Associate) UNDP Strategic Policy Unit, UNDP Rwanda.  
Kanzayire Theopista Nwaigwe, Program Analyst, UNDP Rwanda

Kayiranga, Jean de Dieu, MSU, UNDP Rwanda  
Kayiranga, Jean de Dieu, Program Analyst, UNDP Rwanda  
Kayitesi, Aline, Program Associate (MSU), UNDP Rwanda  
Manneh, Lamin M., Resident Coordinator, UNDP Rwanda  
Mutavu Chantal, Program Assistant (UNV), Governance Unit, UNDP Rwanda.  
Ngoma, Patrick, Program Management Analysts, Management Support Unit (MSU), UNDP Rwanda  
Nyampinga, Gisele, Communication Analyst, UNDP Rwanda  
Nzirabakwiye, Sophie, Head of Environment and Natural Resources Unit, UNDP Rwanda  
Otoo, George, Head of UN Resident Coordination Office, UNDP, Rwanda  
Otsuka, Reina, Environment Specialist, Poverty Reduction and Environment Unit, UNDP Rwanda  
Rodrigues, Steven, UNDP Country Director, UNDP Rwanda.  
Rugwe, Nadine Umutoni, Head of Governance Unit, UNDP Rwanda  
Schimids, Nicolas, Programme Analyst, UNDP Rwanda  
Sinemani, Roselyn, DCDO Operations, UNDP Rwanda  
Uzayisaba, Benardin, Program Analyst, Poverty and Environment Unit, UNDP Rwanda

### **Development Partners and Donors**

Alemu, Daniel, UNFPA Deputy Representative, UNFPA, Rwanda  
Batamuliza Ellinah, Multi-lateral Cooperation Program Coordinator, KOICA, Kigali, Rwanda  
Bostrom Mikael, Head of Development Cooperation, Embassy of Sweden, Rwanda.  
Bucyana, Guillaume, Governance Specialist, USAID Rwanda  
Burns, Richard, Resident Legal Officer (RLO), USAID Rwanda  
Cauwenbergh, Johan, Minister Counsellor, Head of Cooperation, Delegation of the European Union of Rwanda  
Che-Ngutih Victor, Program Office, UNV Rwanda  
Chikoko, Mulle, Chief Socio-Economist and Officer-in-Charge for Country Manager, African Development Bank  
de Picciato Giancarlo, Regional Director, SDC Great Lakes Region.  
Dorst, Pieter, Head of Development Cooperation, Kingdom of the Netherlands  
Dusabe Schadrack, National Programs Officer, UN Women Rwanda.  
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## Annex 8. List of Documents Consulted

In addition to the documents named below, the evaluation reviewed available programme/project documents, annual work plans, briefs, and other material related to the programmes/projects under review. Many related organizations' websites were also searched, including those of UN organizations, Rwandan governmental departments, project management offices and others.

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