Rwanda UNDAF 2008-2012 Evaluation
Final Report

By:
Universalia Management Group
Executive Summary

Universalia is pleased to present this final evaluation report on the Rwanda United Nations Development Assistance Framework (UNDAF) 2008-2012. The specific objectives of the evaluation, as per the TOR, are:

- To assess the effectiveness of the UN in implementing the UNDAF and responding to the DaO demands;
- To assess the contribution of the UNDAF 2008-2012 to national priorities and results;
- To generate lessons learned and recommendations to inform the next programme cycle.

The key criteria for the evaluation are consistent with OECD DAC and United Nations Evaluation Group (UNEG) guidelines: Relevance, Effectiveness, Efficiency and Sustainability.

Context

The Rwanda United Nations Development Assistance Framework (UNDAF) 2008-2012 was the first UNDAF developed in Rwanda in response to the “Delivering as One” piloting. It provided an integrated United Nations system response to Rwanda’s national priorities and needs as described in its various plans, and was developed within the framework of the Millennium Development Goals (MDGs) and relevant UN commitments and priorities. The UNDAF 2008-2012 was accompanied by new recommendations, including the establishment of “One UN” at country level. In addition, the UNCT in Rwanda developed a Common Operational Document (COD) to set out the framework for cooperation between agencies and a more harmonized programme implementation. At the time of UNDAF planning, the following priorities were identified and agreed upon: Governance; Health, Population, Nutrition & HIV; Education; Environment; and Sustainable Growth & Social Protection.

Methodology

The evaluation was based on an Evaluation Matrix that was approved by the Evaluation Management Committee (see Appendix II), and which outlined the evaluation questions and proposed data collection methodologies, data sources, and key respondents. The methodology for data collection consisted of review of programmes with each of the UN TGs and TFs of the UNDAF, as well as data gathering from government and NGO partners and a wide-ranging document review. Site visits were limited in the evaluation to District leaders in Musanze in northern Rwanda. Stakeholder participation consisted primarily of government and NGO staff members who could speak about the evaluation questions and comment on data that was collected from other sources. All data was triangulated to ensure rigorous cross-checking and validation.

The data collection tools consisted of:

- Document review;
- Semi-structured interviews and small group meetings;
- On-site field mission;
- Systems Review;
- Survey of UN staff.

Evaluation Findings

The key outcomes under the governance theme reflect an important area of expertise for the UN, one which is recognized by the GoR as well as the 2012 Focus Study, which stated that “Policy coordination is becoming a priority for the Government, to be led by the Office of the Prime Minister with UN support. Policy Coordination is more about supporting different sectors’ leaders to work together on priority areas, sometimes including political processes such as promoting civil and political rights or strengthening rule of law.” The signatory agencies of the UNDAF made notable contributions to enhance local and national
government capabilities, in line with the UNDAF priority areas. In terms of good governance, the UNDAF has contributed to improvements in meeting human rights obligations in Rwanda by facilitating changes in how the National Human Rights Commission performs its duties and by supporting Universal Periodic Review and other conventions. DaO’s work to promote aid effectiveness and public financial management is notable and appreciated. At the same time, it has made important contributions to the development of high quality data that can inform improved government decision-making. The UN has also made recognizable contributions in support of the decentralization process in Rwanda; however, clear outcomes on peace building and democratization in Rwanda have not yet been captured. There is some early evidence that activities are leading to a change in gender systems and structures in the country.

In terms of the Response to HIV, UNDAF has contributed to expanding government policy on HIV as well as helped to mobilize resources, and has supported knowledge generation and dissemination. UN support has also helped to bring new innovations to the fore and attention to vulnerable populations, though the extent of its contributions to building the capacity of health services remains unclear. The UN has made a clear contribution to health policy and planning in Rwanda, though it has had a more mixed performance in supporting sustainable capacity development results. UN support to HIV Prevention has helped to bring new innovations to the fore in Rwanda as well as attention to vulnerable populations, such as persons at risk, and refugees. However, the UN’s contribution in this area has not been well documented.

Regarding Health, Population and Nutrition, UN agencies provide good support on health, nutrition, water and sanitation, with an adequate focus on vulnerable populations. The UN in particular has made a valued and recognizable contribution to health policy and planning in Rwanda thanks to its international expertise and dialogue with partners. Progress have been sustained/owned by the GoR in terms of number of health facilities and, the budget allocated to health and the health decentralization to districts; The number of health personnel also increased significantly. These have been possible because of the role played by the UN DaO which contributed with advocacy, technical and financial support. The UN provided institutional capacity strengthening to the Ministry of Health, specifically in planning, coordination, and implementation through pilot programs, monitoring and evaluation.

Regarding the education outcome, the UN made strong progress in promoting sustainable enrolment and student retention in the country, as well as in increasing the enrolment of vulnerable children, including the integration of refugees in the national education system. More generally, it has contributed to improving quality of education and lifelong learning, and has helped to promote effective planning, analysis and coordination of the education management system. The UN has played an important role in highlighting achievement through its support of curriculum improvements and teacher trainings as well as through early childhood development (ECD) and achievement measures throughout Rwanda.

The UN has played a key role in the development and establishing of coherent and effective environmental policies, as well as in enhancing national capacities for environmental research and information systems. It has also helped to build institutional capacity for environmental management. While the UN has contributed to restoring degraded ecosystems and to increasing awareness of them, much work remains to be done in this area. It has also promoted innovative practices for energy efficiency and supported pilot projects using improved farming/environmental techniques.

Regarding sustainable growth and social protection, an effective national disaster management system has been put in place and a Government-led National Emergency Preparedness and Response Plan was adopted. An effective safety nets for protecting the most vulnerable have also been put in place, and is beginning to pay dividends in terms of benefits to the most vulnerable in Rwanda. And though the Isange One Stop Centers has been a model programme in the current UNDAF period, its
long-term sustainability remains in doubt. Finally, the unique contribution of One UN to sustainable economic growth is not clear; despite having worked with the GoR on policies and planning as well as downstream projects, many projects are too fragmented to show any strong contributions to outcomes. Instead, alongside the joint interventions in this area, the economic growth interventions serve to be demonstrative and catalytic in nature.

Findings on the Coordination of UNDAF and One UN: The One UN in Rwanda is a relevant and reliable partner for the GoR, since it can exert influence jointly and focuses on marginalized and vulnerable populations. Moreover, the priority areas as defined by the UNDAF and the One UN in Rwanda have been closely aligned with EDPRS, Vision 2020 and other sector strategic areas. UNDAF cross-cutting priorities feature prominently in One UN programming, though there is some confusion as to how the different cross-cutting modalities operate at an operational level. The relevance of the UNDAF as a way to organize and plan broad UN intervention areas has been the UNDAF’s principle value-added (to the UN), though its use as a strategic planning document for promoting dialogue, alignment and harmonization with government has been limited.

One UN has led to improved internal cooperation among Theme Groups in Rwanda, despite changes in leadership; improved cooperation of the Task Forces is more mixed. Because the UNDAF Results Matrix has not been updated during the period under review, it has been largely irrelevant and ignored. Another challenge is that, with some exceptions, the RCO and One-Leader pillar of the DaO has not been given the resources to reach the levels needed to lead external advocacy and broad policy direction for the UN in Rwanda. Similarly, a lack of active engagement and under-utilization of a UN Communications Group has weakened the “One-Voice” pillar of the DaO structure.

Overall, the UN Delivering as One in Rwanda has shown that a coordinated response brings added-value, especially in terms of saving time and resources. However, more work needs to be done in several areas with regard to efficient programming. The Operations Management Team (OMT) has made real progress on reducing transaction costs in operational areas, though further cost reductions are limited due to agency HQ regulations. At the same time, One UN coordination mechanisms show some signs of improvements. A more negative view prevails amongst government and partners regarding the speed and ease of cash transfer and coordination of funding.

The EDPRS provides a strong rationale for capacity development as a key component of One UN programmes. In practice, One UN has provided government with concrete results in terms of developing national capacities across all focus areas. However, more can be done to communicate this more broadly and show where One UN agencies have demonstrated clear ‘hand-over’ to government. A challenge in terms of the long-term sustainability however is the UN’s poor use of national financial systems and lack of clarity on the long-term vision of One UN joint interventions and pilots.

Conclusions
The Delivering as One (DaO) was a bold strategy that was relevant to the needs and priorities of the GoR, the UN’s reform agenda, and the priorities of harmonization espoused through the OECD and Paris Declaration. Delivering as One promotes an integrated multi-sectoral approach and made valued and recognizable contributions, most notably in strengthening the institutional capacities of government Ministries in national policy development. There are important examples where the UN leveraged resources and was instrumental in helping the GoR in improving its delivery of services to its citizens.

The review of the UN’s programming in Rwanda over the last five years revealed some challenges as it plans its next UNDAP and some lessons that could inform programming.

Relevance: UNDAF objectives were relevant to the needs and priorities of Rwanda over the past 5 years and were found to be well aligned with its EDPRS I and Vision 2020 developmental priorities, as well as with the priorities of key sectoral policies in Rwanda between 2008 and
2012. Among UN staff and government partners alike, the overall satisfaction level on relevance was very high, especially due to links in the UNDAF to country priorities, vulnerable groups, as well as sensitive and cross-cutting issues. Among the UNDAF's five cross-cutting priorities, the biggest priorities are to better define capacity development in the context of its key interventions and to work to simplify its M&E Results Framework. The principal value-added of the UNDAF for the UN has been to organize and plan broad UN intervention areas, while its use as a means of promoting dialogue, alignment and harmonization has been more limited.

Effectiveness of Coordination Structures: Delivery structures of the One UN in Rwanda have had mixed reviews in this evaluation. Theme Groups have successfully earned the respect of government partners in the way in which they have harmonized their programming under "One Programme" although the existence of Task Forces in the same sectors (Gender or Human Rights) has been seen as duplicative to programmes. Both One Leader and One Voice have had poorer reviews in recent years, while the One Budget has been more mixed in implementation, both in the views of UN staff and government partners.

Efficiency of One UN and UNDAF: The evaluation suggests that more work continues to be required to bring the UN to its expected level of efficiency in a DaO environment. Staff satisfaction on planning, measuring joint results, speed of disbursement and reaching consensus has generally been low. Moreover, the One UN in Rwanda has made little progress on its DPAF indicators, including its engagement in joint missions which is unchanged since 2010. On the other hand, the OMT has shown that, but for agency-specific constraints, the DaO in Rwanda could add to its already important cost savings.

Sustainability of DaO Programming: There was insufficient explicit attention to sustainability of results in the UNDAF. While capacity development was central to most interventions, the absence of a common understanding, clear strategy, and systematic approach to capacity development within the entire One-UN contributed to its mixed performance in supporting sustainable capacity development results. The UN Delivering as One does not have a clear theory of change to guide its intended programming results, which have often been overly ambitious and have not been adequately monitored or evaluated, and has not paid adequate attention to the sustainability of results or what could better be termed as “handover”. It has contributed to individual capacity development in national departments as well as decentralized services but has no overarching vision to integrate these initiatives into an overall strategy for institutional development.

Recommendations

- The UNDAP programme areas should articulate a clear theory of change for the next UNDAP and define its role within the change process to maximize its comparative advantage and resources in Rwanda.
- In its upcoming programming in Rwanda, the UN RCO and the PPOC should define sustainability strategies. These should include exit strategies, identification of risks and mitigation strategies to achieve sustainable results, and more sustainable approaches to capacity development.
- The UN should develop a simplified results framework and a monitoring system to track and report on its performance in realizing planned objectives.
- The UNCT should provide the resources so that the RCO can develop a more holistic approach to communication that complements the One UN’s range of programming and ensures adequate provision for strategic needs.
- The UNCT and RCO should revisit early reflections on staff capacities with
a view to enhancing its human resources mix to meet changing and emerging needs.

- The UNCT in Rwanda should continue to prioritize transparency with the GoR in a number of key areas, particularly related to funding mechanisms.

**Lessons**

This evaluation of the UNDAF in Rwanda has generated some lessons that may be of benefit to programming the next UNDAP:

- An organization that operates in a complex, multi-stakeholder context needs a simplified results framework that speaks to all stakeholders.

- Organizational change requires strong leadership, commitment, as well as the necessary incentives, support mechanisms, and checks and balances.

- Innovative programs that aim to realize societal change take time and require a long term vision, commitment, as well as mechanisms to support program learning and adaptation.

- To be perceived as credible and trustworthy partners, organizations must demonstrate, communicate and account for their performance to stakeholders or risk reputational and/or financial risks.

- The results of a capacity development initiative are more likely to be sustained if exit strategies are defined and used, if sustainability issues are identified and addressed in timely ways, and if individual capacities are supported in tandem with (as opposed to in isolation of) institutional capacity development.
### Acronyms

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<td>CAP</td>
<td>Consolidated Annual Plan</td>
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<td>Common Country Assessment</td>
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<td>Common Coordinating Mechanisms</td>
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<td>Delivering as One</td>
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<td>Development Partners Assessment Framework</td>
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<td>ExCom</td>
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<td>HACT</td>
<td>Harmonized Approach for Cash Transfers</td>
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<td>HRBAP</td>
<td>Human Rights Based approach to programming</td>
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<td>IT</td>
<td>Information Technology</td>
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<td>LTA</td>
<td>Long term Agreement</td>
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<td>M&amp;E</td>
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<td>Millennium Development Goal</td>
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<td>MIFOTRA</td>
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<td>MINADEF</td>
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<td>MONUSCO</td>
<td>United Nations Organization Stabilization Mission in the Democratic Republic of the Congo</td>
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<td>MTR</td>
<td>Mid-Term Review</td>
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<td>Non Resident Agency</td>
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<td>ODA</td>
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<td>OECD</td>
<td>Organization for Economic Cooperation and Development</td>
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<td>Programme Implementation Unit</td>
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<td>Resident Representative</td>
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<td>Rwandan Franc</td>
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<td>SWAp</td>
<td>Sector Wide Approach</td>
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1. Introduction

The Universalia Management Group Limited (Universalia) is pleased to submit this final report for the Rwanda UNDAF 2008-2012 Evaluation. The Evaluation was intended to provide information and knowledge on the added value of the Delivering as One (DaO) modality as well as the contribution of the UNDAF to national priorities and sectors.

1.1 Evaluation Purpose and Key Objectives

In 2012, the UNCT in Rwanda commissioned this evaluation to assess the relevance\(^1\), effectiveness\(^2\), efficiency\(^3\) and sustainability\(^4\) of the UNDAF. The purpose was to review the current UNDAF contributions to national priorities and results and assess the extent to which the UN has “Delivered as One” in implementing the UNDAF. The purpose was also to assess the mechanisms put in place to enhance coordination and harmonization among all UN agencies, and identify challenges, innovations, and lessons learned to enable adjustments that would enhance coordination, harmonization and partnership for the next programme cycle, due to align with the EDPRS II in July 2013. The specific objectives of the evaluation, as per the TOR are:

- To assess the effectiveness of the UN in implementing the UNDAF and responding to the DaO demands;
- To assess the contribution of the UNDAF 2008-2012 to national priorities and results;
- To generate lessons learned and recommendations to inform the next programme cycle.

1.2 Organisation and Structure of the Report

Following the introduction, methodology and contexts, Universalia divided findings under three main chapters, covering the principle areas required by the TOR and under the OECD DAC evaluation guidelines: relevance, efficiency and effectiveness\(^5\). The structure of the report includes several of the overarching questions as outlined in the original Terms of Reference. These remain in the text to provide reference points to the key questions posed for this evaluation. This report then presents the evaluation, conclusions and recommendations. In full, the evaluation is organised as follows:

- Chapter 1 introduces the evaluation, its purpose and goals;

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\(^1\) Source: OECD Glossary of Key Terms in Evaluation and Results Based Management.

\(^2\) “Effectiveness: The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance. Also used as an aggregate measure of (or judgment about) the merit or worth of an activity, i.e. the extent to which an intervention has attained, or is expected to attain, its major relevant objectives efficiently in a sustainable fashion and with a positive institutional development impact.” Source: OECD Glossary of Key Terms in Evaluation and Results Based Management.

\(^3\) “Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.” Source: OECD Glossary of Key Terms in Evaluation and Results Based Management.

\(^4\) Sustainability as defined by the OECD DAC is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. The extent to which implementation mechanisms were used to support national capacity development and systems are strengthening was seen as a strong indicator for sustainability.

\(^5\) OECD DAC criteria for evaluating developing assistance also include impact, which was not explicitly requested in the TOR.
Chapter 2 provides a description of the evaluation methodology;

Chapter 3 presents a background of the UNDAF, DaO and the situation in Rwanda;

Chapter 4 presents the findings of the evaluation in relation to relevance, effectiveness, efficiency, and sustainability of Delivering as One and of the UNDAF programme results. Findings related to the Effectiveness of UNDAF programmes are presented separately from the effectiveness of DaO coordination;

Chapter 5 presents the conclusions and recommendations;

Chapter 6 lists the complete set of Findings.

A second volume (referred to as Volume II) is annexed to this evaluation report and contains the following appendices:

- Appendix I – UNDAF TOR
- Appendix II – Evaluation Matrix
- Appendix III – Bibliography
- Appendix IV – List of People Interviewed
- Appendix V – Survey Responses
2. Methodology

Evaluation Process
The evaluation was carried out between November 2012 and February 2013 with data collection conducted in Kigali, Rwanda. The evaluation was undertaken by a team of four consultants from Universalia Management Group including a team leader and three national sector experts based in Kigali, Rwanda. Tasks were divided so that each national expert covered two or three broad result areas of the UNDAF.

Approach
This evaluation tried to focus particular attention on the achievement of the 24 UNDAF/One Programme outcomes and final outcomes. The shaded area of the Exhibit below demonstrates that the key direct accountability of the UN DaO in its programming is at the output level. For the purposes of assessing effectiveness, the central question in this UNDAF evaluation is whether or not the outputs were achieved, and importantly, whether they contributed to improved outcomes. These improved outcomes refer generally to improved delivery of services by government to the people of Rwanda and/or a change in the behaviors or attitudes of beneficiaries due to improvements in capacities. Anything beyond this immediate outcome level encompasses a much broader level of contribution of actors. The evaluation team relied heavily a number of methods to try to capture the extent of achievement of outcomes, including perceptual survey data from direct partners, documentation, including a thorough review and assessment of programme and thematic evaluations, and focus interviews with a range of stakeholders. Assessing relevance and effectiveness required the use of tools and techniques that seek from the recipients and partner organizations answers to the questions “What did you do as a result of the support you received from the UN?” and “What happened next?”. These tools need to go beyond counting whether a training program has been conducted or the number of papers developed or school feeding programmes developed. They need to address quality and sustainability.

Exhibit 2.1 Results Chain

Data Collection
The evaluation was based on an Evaluation Matrix, approved by the Evaluation Management Committee (see Appendix II), which outlined the evaluation questions and proposed data collection methodologies, data sources, and key respondents. The methodology for data collection consisted of review of programmes with each of the UN TGs and TFs of the UNDAF followed by triangulation with government and NGO partners and documentary evidence to validate data. Site visits were limited in the evaluation to a site visit to District leaders in Musanze, in northern Rwanda. Stakeholder participation consisted primarily of
government and NGO staff members who could speak about the evaluation questions and confirm data that was collected from other sources.

The data collection tools consisted of:

- **Document review**: a) background documentation, b) correspondence and meetings of Theme Groups, Task Forces, PPOC and Development Partner Consultative Groups, c) donor-specific documents, and d) external reports and assessments. For more details see Volume II, Appendix IV.

- **Semi-structured interviews and small group meetings**: Interviews were conducted with personnel of the UN staff within their TGs and TFs as well as follow up interviews with individuals. Interviews were carried out with government partners and donors in the relevant sectors to triangulate and validate findings. See Volume II, Appendix V for a full list of people interviewed.

- **On-site field missions**: On-site field missions were held at various Ministries and at the District level through a field meeting at the district office in Musanze.

- **Systems**: A source of data is the various systems and documentation that One UN established through DaO to manage its activities (such as PPOC, TFs, TGs, One UN Steering Committee). Our intent was to examine the utility of systems in place and to identify any modifications needed that might enhance UN-DaO’s institutional effectiveness.

- **Survey of UN staff**: An electronic web survey was administered to the UN staff in Rwanda, covering areas such as effectiveness, efficiency and relevance of the UNDAF programming. The survey was pre-tested with five staff members and adjusted based on comments received. The time period for response was extended to just over three weeks between January 22 and February 14, with two reminders sent by the RCO’s office. The survey garnered 52 responses from 11 UN Agencies, including one non-resident agency, and included questions relevant for programme staff as well as operations staff working with the UN. Responses from the survey are presented in Appendix III.

Interview guides were developed based on the evaluation questions and addressed the strategic, organizational and operational evaluation questions. Interview guides were tailored to obtain data from the broad categories of informants.

**Availability of Data**

A significant amount of information was collected from interviews at the level of theme groups. Data obtained from respondents in this setting provided a key source of information on relevance of the UNDAF and UN programming within the country, effectiveness in meeting the targeted objectives as outlined in the UNDAF and also on efficiency of the partnerships between agencies and with the government partners.

Many of the documents provided by the UNDAF for analysis were those coming from the PPOC, the RCO, and from the M&E TF, in particular in terms of the stocktaking reports and other reviews carried out.

**Limitations**

As with any evaluation of a coordination mechanism such as the UNDAF, there were a number of considerations that affected the assignment. Both procedural and methodological considerations are mentioned below.

- A major methodological consideration is the fact that while the TOR reflects a desire to evaluate both UNDAF results as well as the effectiveness of DaO in Rwanda, the two are strongly interrelated in terms of harmonisation and integrated programming. In matters such as coordination, harmonized programming, and seeking comparative advantages, both the UNDAF as well as the DaO structures are contributors. As a result, in some instances, the evaluation does not
distinguish credit between the effectiveness of the UNDAF from the effectiveness of the DaO pilot to implement the UNDAF in an innovative way.

- A second limitation refers to the attribution to individual agencies. In some instances, government partners and key respondents referred specifically to individual agencies when referring to the UNDAF development outcomes. In other cases, One UN was the reference point for discussions without specific references to agencies. As a result, the references in this evaluation are primarily to the One UN, with some agency-specific references when specific citations are used.

- Throughout the evaluation process it was difficult to ascertain budgetary expenditures on UNDAF programmes in whole or by agency, thus rendering a more detailed assessment of budgets and results difficult.

- A fourth limitation was the timing of the process close to the holiday season; with many staff away for an extended period, coordination with government and UN staff close to the December holiday period was particularly challenging. In order to mitigate the effect of the holiday period on the evaluation, a staff survey was sent to staff in early January as opposed to in late December. The purpose was to aim for a higher response rate when staff had returned from vacation.

- A final limitation was related to the general dearth of detailed data on joint interventions produced through DaO. An overall lack of assessments covering joint activities of the UN DaO in Rwanda meant that the evaluation continued to rely on single agency reports and reviews. Moreover, at the time of the evaluation, the archive of the various monitoring reports and communications which had existed for large stretches of the UNDAF period was unavailable.\(^6\)

\(^6\) See for example, the One UN Website for Vietnam at \(\text{http://www.un.org.vn/en/}\). It appears that the existing website for Rwanda was undergoing a technical overhaul and upgrade at the time of the evaluation.
3. Background

The creation of the United Nations Development Assistance Framework (2008-2012) in Rwanda took place amidst a backdrop of the country’s ambitious development plan, the Economic Development and Poverty Reduction Strategy (EDPRS), as well as its Vision 2020 Umurenge Programme. It also emerged at a unique moment in the history of the UN, marking the start of reforms in the way it would carry out its development programming in Rwanda and other pilot countries under a Delivering as One regime.

3.1 Context in Rwanda

The years encompassing the development of the EDPRS and UNDAF had shown important improvements in the standard of living of the Rwandese people. Improvements were observed in most of the key indicators in the 2010 Demographic and Health Survey (DHS) and subsequent National Institute for Statistical Research publications. In 2010, the government’s MDG progress report noted that Rwanda was on course to meeting three of the eight MDGs. The accompanying box highlights Rwanda’s MDG progress based on data two years into the EDPRS and UNDAF. The most recent household survey, carried out in 2010 as the third Integrated Household Living Conditions Survey -EICV3 (Enquête Intégrale sur les Conditions de Vie des Ménages), showed that poverty was estimated to be 44.9% nationally, with 22.1% poor in urban areas and 48.7% poor in rural areas. Since 2005/06, the poverty headcount has fallen by some 4% in Kigali City and by 10% or more in all other provinces, with the highest decrease by far in the Northern Province of the country. This denoted a 12 percentage point reduction in poverty over a five-year period at the national level by between 2005/06 and 2010/11, one which was strongly statistically significant and contrasted with the limited poverty reduction experienced over the period 2000/01 to 2005/06, in which 57% of the population lived below the poverty line compared to 60.4% in 2000/01. Poverty in Rwanda is generally seen as more pronounced in rural areas than urban zones, due to the combination of high population growth rates and slow growth in agriculture, which employs 80% of the population.

The Gini coefficient also fell from 0.52 in 2005/06 to 0.49 in 2010/11, lower than its level in 2000/01, and signifying that the poor had shared in the benefits of the economic growth over that period of time.

Improvements in the health sector led to a reduction in the infant mortality rate in Rwanda from 86 per 1,000 live births in 2005 to 62 in 2010. Maternal mortality also decreased, from 750 to 540 per 100,000 live births from 2005 to 2010 but still short of the MDG target of 325 per 100,000 live births. Moreover, there were disparities between rural and urban regions and between the highest and lowest quintiles.

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education indicators including school completion rates. However, quality of education was a challenge leading up to the UNDAF as evidenced by a Pupil to Teacher ratio of 70:1. In addition, disparities remained in literacy rates between males (70%) and females (60%) and between urban and rural areas. By 2010, some quality indicators had improved, as had gross secondary school enrolment increased, in particular for science and technology, but the consolidation of results, especially those linked to ICT and scaling up of best practices in skills development, was seen as critical.

Inclusion of the youth in economic activities remained a major impediment to achieving inclusive growth at the time of the first EDPRS. Over 42% of the youth were either unemployed or underemployed in subsistence agriculture, and youth made up fully 40% of the population. Strong policy frameworks for skills development and job creation were already in place but not yet fully concretized in the country. In spite of the improvements in gender equality, female-headed households accounted for 60% of the poor in 2006. Limited access to non-farm employment was a key driver of youth unemployment and the high poverty levels among female-headed households.

Rwanda’s challenging physical terrain and high population growth rates placed a final strain on the country’s natural resources, leading to high levels of land and wetland degradation, deforestation and loss of bio-diversity.

### 3.1.1 Rwanda’s EDPRS and EDPRS II

#### EDPRS

In order to respond to the constraints identified at the end of Rwanda’s first PRSP, the EDPRS was developed covering the period of 2008–2012. It included three flagship programmes. The first flagship, *Sustainable Growth for Jobs and Exports*, aimed at boosting growth by enhancing competitiveness, private sector investment and innovation, agricultural productivity, exports, and information and communication technology (ICT) competences. The second flagship, *Vision 2020 Umurenge programme (VUP)*, aimed to address extreme poverty and vulnerability, particularly in the rural areas. The third flagship, *Governance*, focused on maintaining peace and security; improving relations with all countries; promoting national unity and reconciliation; justice, human rights and the rule of law; and decentralization, public financial management, service delivery, and fighting corruption.

Monitoring of the EDPRS implementation was carried out through its institutional framework of the EDPRS and the integrated monitoring and evaluation framework. The latter consisted of three instruments: the EDPRS Results and Policy Matrix, the Common Performance Assessment Framework (CPAF) and the Development Partners Assessment Framework (DPAF).

The EDPRS Results and Policy Matrix were and remain used by domestic stakeholders to track progress towards EDPRS goals. The CPAF, selected by development partners in consultation with government as a subset of the Results and Policy Matrix, provides the basis for development partners to hold government accountable for its use of development assistance. This ensures that the perspectives of government policy makers and donors have been aligned and transactions costs of monitoring reduced.

In 2012, a review of the EDPRS was completed by the Ministry of Finance and Economic Planning. It concluded that the ownership of the EDPRS by all stakeholders and alignment of all resources to the framework of the EDPRS in the respect of the aid policy principles have allowed to make the EDPRS a useful guiding strategy used by all and facilitating achievements of targets. Many initiatives supported by UN agencies, such as Abunzi (mediators), Imihigo (performance contracts), Inteko z’Abaturage (citizen forums) turned into success stories and strengthened the delivery of services. The review also noted several lessons learned and areas for improvement: sectors still lack exhaustive and well articulated strategies -

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including financing and capacity mobilisation strategies; mainstreaming on cross cutting issues such as; disability, disaster management and risk reduction, regional integration and climate change was not sufficient; involvement of private sector and cooperatives in some areas was insufficient and had affected the quality of policy dialogue and; weak M&E systems were thwarting improved sector management.

**EDPRS II**

Covering the years 2013-2018, the EDPRS II is the next generation poverty reduction strategy for Rwanda. EDPRS II\(^\text{10}\) includes four thematic areas/priorities instead of three in EDPRS I, with the added focus on youth employment creation emerging to prominence in the new EDPRS.

1) **Economic transformation for rapid growth**: diversifying the economic base for exports; private sector development, competitiveness and service delivery; unlocking infrastructure requirements; urbanization.

2) **Rural development**: human settlements; agriculture modernization; environment and natural resource management. The objective here, according to the November 2012 GoR and DP retreat would be to reduce poverty by 15 percent in rural areas, which comprises 85% of the total population in Rwanda. Inclusive growth and both farm and off-farm productivity improvements would be central in this objective, alongside a focus on the private sector to improve productivity. An integrated approach to rural development includes: land use and planning, productivity, social protection programs, sustainable energy and connecting rural areas to markets through infrastructure and finance.

3) **Productivity and youth employment creation**: education and skills development; ensuring a healthy workforce; job creation. The purpose is to scale-up off-farm productivity and job creation to reduce underemployment, create a more dynamic private sector and match job seekers with labour market demand.

4) **Accountable governance**: judiciary reforms and rule of law; citizen centered approach, including public accountability and; development communication. The purpose is to build accountability, control corruption, and allow equal access to services. The objectives under accountable governance are to:
   - Increase citizens participation and mobilization;
   - Ensure better service delivery in all sectors;
   - Promote Public Accountability and Democratic Governance.

EDPRS II further breaks down various sectors within each of the thematic priorities. The sectors are macro and financial sector, private sector, urbanisation, energy, transport, agriculture, environment and natural resources, ICT, health, water and sanitation, education, social protection, youth, public finance management, justice reconciliation law and order, and decentralization. As shown in Exhibit 3.1 below, EDPRS II also includes seven cross-cutting issues, with the first four cross-cutting issues being similar in both EDPRS I and II. The issue of youth has been highlighted as one of the key thematic areas as well as a cross-cutting one.

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\(^{10}\) MINECOFIN. “Guidelines for the EDPRS 2 Institutional framework”, MINECOFIN website, http://www.minecofin.gov.rw/edprs2
Exhibit 3.1 Cross Cutting issues in EDPRS I and II

<table>
<thead>
<tr>
<th>Cross-cutting issues in EDPRS I</th>
<th>Cross-cutting issues in EDPRS II</th>
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<tbody>
<tr>
<td>Gender</td>
<td>Gender and family</td>
</tr>
<tr>
<td>HIV</td>
<td>HIV and non-communicable diseases</td>
</tr>
<tr>
<td>Environment and climate change</td>
<td>Environment and climate change</td>
</tr>
<tr>
<td>Social Inclusion</td>
<td>Disaster management</td>
</tr>
<tr>
<td>Youth</td>
<td>Disability and social inclusion</td>
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<tr>
<td></td>
<td>Capacity development</td>
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<td></td>
<td>Regional integration</td>
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</table>

EDPRS II is also driven by five guiding principles, namely:

- Need to focus on new interventions as well as new ways of thinking and delivering;
- Thematic groups reflect cross-governmental priorities that will drive achievement of Vision 2020 targets;
- Promote ownership at all levels and create feedback mechanisms;
- Greater linkage between district and sectoral strategies;
- Ensure that programs and targets achieved from EDPRS II are long lasting.

Each of these guiding principles provides a clear opportunity for a contributory role of the UN agencies towards the goals and objectives of the GoR, particularly with regard to sustainability and innovation strategies.

3.2 The One UN Concept

In the outcome document adopted at the 2005 World Summit in New York\(^\text{11}\), UN Member States called on the Secretary General to “strengthen the management and coordination of the UN operational activities”. Member states recommended for stronger system-wide coherence across the various development-related agencies, funds and programs of the UN and encouraged the implementation of operational reforms aimed at strengthening the results of UN country activities through such measures as an enhanced role for the senior resident official, and a common management, programming and monitoring framework. The UN was also asked to maximize its contribution to achieving internationally agreed development goals, including the MDGs. Finally, Member states invited the Secretary General to develop proposals for “more tightly managed entities” in the field of development, humanitarian assistance and the environment.

Consequently, the Secretary-General established a High-level Panel to explore how the UN system could work more coherently and effectively across the world in the areas of development, humanitarian assistance, and the environment. What emerged was the 2006 report of the High-level Panel,\(^\text{12}\) which outlined a set of recommendations based on five strategic directions summarized below:

1) Ensure coherence and consolidation of UN activities, in line with the principles of country ownership, at all levels (country, regional, headquarters);

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\(^\text{11}\) General Assembly resolution A/60/1 2005, World Summit Outcome document.

2) Establish appropriate governance, managerial and funding mechanisms to empower and support consolidation, and link the performance and results of UN organizations to their funding;

3) Overhaul business practices of the UN system to ensure a focus on outcomes, responsiveness to needs and the delivery of results as measured in advancing the MDGs;

4) Ensure significant further opportunities for consolidation and effective delivery of ‘One UN’ through an in-depth review; and,

5) Undertake urgent but well-planned implementation of the UN reform for permanent and effective change.

The Report of the High Level Panel recommended that by 2007 the UN should establish Delivering as One (DaO) pilot country programs, the number of which would be expanded over time (subject to continuous assessment, demonstrated effectiveness, and proven results). By February 2007, eight countries had volunteered to participate in the DaO pilot\(^\text{13}\), with the broad objective to improve the UN’s impact, coherence and efficiency, as well as to generate lessons for the future. The GoR became one of those eight pilots for Delivering as One at that time, volunteering itself as one of the pilot countries. The United Nations and the GoR subsequently set itself on a transformative path to change the way in which would cooperate in the country. The first year was a year of preparation of the four pillars\(^\text{14}\) central to the DaO initiative (also known as the ‘four ones’): One Programme, One Budgetary Framework, One Leader & One Voice, and One Office; 2008 was the first year the DaO was implemented in Rwanda.

Despite its short history, DaO has been subjected to close scrutiny through a series of country-led evaluations (CLE) in 2010 culminating in a workshop on UN DaO in Vietnam in the spring of 2010. The 2010 CLE carried out in Rwanda noted that One UN had made progress in harmonisation and working jointly, setting up a number of structures and processes that had improved collaboration between agencies. The 2010 CLE also noted that government and development partners expressed some reserved optimism about the reduction of transaction costs. On the other hand, the 2010 CLE suggested that the One UN in Rwanda could further improve its management efficiency through DaO, and improve its measurement of these efficiencies.

In 2012, a comprehensive study of Delivering as One\(^\text{15}\) was commissioned by the United Nations to feed into the Quadrennial Comprehensive Policy Review. This Report encompassed findings collected from all of the pilot countries. One a five-point scale ranging from “very strong” to “very weak”, the DaO report concluded that “strong” progress had been achieved under “One Voice” and “moderate” progress had been achieved for the others. For its part in national ownership, DaO progress was seen as “strong.” DaO’s progress in promoting a better delivery of UN services was seen as “moderate” while its progress on reduced transaction costs was rated as “weak.” However, only some of the recommendations pointed clearly to shortcomings among the pilot countries. Many of the remaining recommendations were intended for the UNDG and UN agency headquarters. Comments specifically from Rwanda corroborated the thrust of the report. The government appreciated the clarity of one leader (an empowered UN Resident Coordinator), but also commented that the UN in Rwanda had not been able to go far enough in its efforts to collaborate more effectively.

\(^{13}\) The others are Albania, Cape Verde, Mozambique, Pakistan, Tanzania, Uruguay and Vietnam.

\(^{14}\) The One UN Rwanda defines itself with four pillars. “One Leader” and “One Voice” are seen as one pillar. The two are sometimes separated in order to better review and respond to the particularities of each.

3.3 The UNDAF in Rwanda

The Rwanda United Nations Development Assistance Framework (UNDAF) 2008-2012 was the first UNDAF developed under the “Delivering as One” modality. Like previous UN programmes in Rwanda, the UNDAF 2008-2012 provided the common strategic framework for the operational activities of the United Nations system at the country level. At the planning stage in 2007, the UNDAF provided an integrated United Nations system response to Rwanda’s national priorities and needs as described in its poverty reduction and economic growth plan, the EDPRS as well as its Vision 2020. The UNDAF was also developed within the framework of the MDGs and the UN’s normative commitments, conventions and human rights instruments. Finally, the UNDAF was designed in accordance with the five UN programming principles: Human Rights; Gender equality, RBM; Capacity Development; Environment sustainability.

The UNDAF 2008-2012 under DaO was accompanied by new recommendations from the High Level Panel to be piloted. These included the establishment of “One UN” at country level, with One Leader, One Programme, One Budgetary Framework and, where appropriate, “One Office”. In addition, the UNCT in Rwanda developed a Common Operational Document (COD) to set out the framework for cooperation between agencies and in order to institutionalize the thematic groups (TGs) and task forces (TFs) to support a more harmonized programme implementation.

At the time of UNDAF planning, the following priorities were identified and agreed upon through a consultative process involving the UNCT, the GoR and key development partners based on the national priorities of the EDPRS, Vision 2020, and the MDGs. These five priority sectors were:

1) **Governance** - Good governance enhanced and sustained development.

2) **Health, Population, Nutrition & HIV** - Maternal and nutrition morbidity and mortality, the incidence and impact of HIV and AIDS and other major epidemics, the rate of growth of the population are reduced.

3) **Education** - All children in Rwanda acquire a quality basic education and skills for a knowledge-based economy.

4) **Environment** - Management of environment, natural resources and land is improved in a sustainable way.

5) **Sustainable Growth & Social Protection** - Rwandan population benefits from economic growth and is less vulnerable to social and economic shocks.

**Validity of the theory of change underlying the joint programme**

A key aspect of the theory of change underlying the DaO programming is that the application of the Four Ones and related measures was intended to contribute to four immediate outcomes: reduced duplication, fragmentation, and competition for funds, and enhanced capacity for strategic approaches. These immediate outcomes would not in themselves deliver the ultimate objective of countries being better able to achieve their national development goals. Higher-level outcomes or intermediate states would be required as pathways towards the attainment of the objectives. Three intermediate states were identified: enhanced

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16 **Vision 2020** is an Integrated Local Development Program to Accelerate Poverty Eradication, Rural Growth, and Social Protection. It aims to eradicate extreme poverty by 2020 through acceleration in poverty reduction along the following key objectives: 1. Releasing the productive capacities of people and offering solutions adapted to their needs; 2. Improving community livelihood assets (e.g. eco-systems rehabilitation) and ensuring their sustainable usage; 3. Increasing the targeting of social protection to the most vulnerable.
national ownership, better delivery of United Nations system support to countries and reduced transaction costs. If these are all adequately attained, they would strongly promote achievement of the objectives.

Indicative Funding for the UNDAF of $487.6 million, presented in Exhibit 3.2 below, combines core and vertical funds with funds to be mobilized through the “One Fund”, another feature of the DaO modality which emerged as a result of the UN reform. The One Fund houses resources which are mobilized under the leadership of the Resident Coordinator and UNCT resources to cover the funding gap in the UNDAF and to support joint programmes. The objective of the Rwanda One UN Fund is to support the coherent resource mobilization, allocation and disbursement of donor resources to the UNDAF/Common Operational Document under the direction of the UN Resident Coordinator as leader of the UN Country Team in Rwanda.

**Exhibit 3.2  Indicative budget of the UNDAF, 2008-2012, millions of US$**

<table>
<thead>
<tr>
<th>Core</th>
<th>Core Resources</th>
<th>Vertical Funds</th>
<th>To be mobilized</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governance</td>
<td>29.21</td>
<td>20.71</td>
<td>46.46</td>
<td>96.37</td>
</tr>
<tr>
<td>HIV</td>
<td>10.31</td>
<td>20.39</td>
<td>19.23</td>
<td>49.93</td>
</tr>
<tr>
<td>Health</td>
<td>23.48</td>
<td>25.1</td>
<td>21.93</td>
<td>70.51</td>
</tr>
<tr>
<td>Education</td>
<td>12.23</td>
<td>39.47</td>
<td>20.61</td>
<td>72.31</td>
</tr>
<tr>
<td>Environment</td>
<td>18.91</td>
<td>9.42</td>
<td>12.56</td>
<td>40.89</td>
</tr>
<tr>
<td>Sustainable Growth and Social Protection</td>
<td>60.60</td>
<td>62.31</td>
<td>34.68</td>
<td>157.60</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>154.74</strong></td>
<td><strong>177.40</strong></td>
<td><strong>155.46</strong></td>
<td><strong>487.61</strong></td>
</tr>
</tbody>
</table>

One Fund programme funds were allocated on a pro-rata basis to the UNDAF thematic areas based on the funding gap as expressed in the budgetary framework. By the end of 2012, over $58 million was allocated to the One fund, and an average of 80% of those funds had been spent on one of the five thematic areas.
Chapter 4 presents the main findings that emerge from the evaluation questions and is structured accordingly. To enhance readability, sections 4.2 and 4.3 divide effectiveness between progress on development results and the effectiveness of the DaO coordination.

The answers to the evaluation questions and sub-questions on program effectiveness are based on the analysis of available data at the level of the indicators for each of the theme groups (taking into account all information collected on each indicator); it should be noted, however, that the indicators were often poorly defined and insufficiently monitored so as to render an overarching judgement on theme groups difficult. Nevertheless, a summary of key findings for the respective evaluation question is provided at the end of each of the sections.

Details and illustrative examples for the findings are provided in textboxes and footnotes.

4.1 Relevance of One UN and the UNDAF

Relevance is assessed in this evaluation through document review and interviews with key stakeholders in the government. In addition, the UN DaO staff survey assessed staff perception about the relevance of its work in Rwanda.

Finding 1: The priority areas as defined by the UNDAF and the One UN in Rwanda have been closely aligned with EDPRS, Vision 2020 and strategic sectors.

United Nations assistance to Rwanda as elucidated in the UNDAF has been seen as strongly relevant to the priorities outlined in the GoR’s Economic Development and Poverty Reduction Strategy (EDPRS 2008-2012), to its Vision 2020, and finally to its sector strategy plans, many of which coincided with the EDPRS period. The UN DaO in Rwanda drew on all of UN’s expertise and services, including those of non-resident agencies to provide a multi-sectoral approach to support the EDPRS.

Government partners viewed UN assistance as strongly relevant to their key priorities as defined in their strategic planning documents. In interviews, they reflected on the good level of collaboration with UN agencies during the planning phase of the UNDAF as well as the EDPRS, both with government partners, as well as with other development partners and civil society organizations. One example is highlighted in the textbox above and points to a continuous involvement of the UN Theme Group on HIV in the National Strategic Plan on HIV in 2008 until its finalization and approval in early 2009. UN technical support in 2008 was seen as key to the development of the plan. By aligning the UN theme group’s efforts on the priorities of the National Strategic Plan, the government was able to leverage important support for HIV and other diseases from other donors.

In education, the implementation of the UNDAF 2008-2012 responded to national needs and priorities, as outlined in the EDPRS, and the international goals including MDGs and the Education for all (EFA) targets particularly those related to universal primary education, the equity and inclusion of all children in education.
education, specifically the removal disparities due to gender or disabilities. In Sustainable Growth and Social Protection, the UN contributed to some of the vital economic growth priorities in the country – piloting ways to improve the value chain for agricultural products in Rwanda, promoting small businesses and improved agricultural practices.

From the perspective of the UN agency staff themselves, the relevance of UN programming to GoR priorities is one of the core strengths of its programming in Rwanda. As shown in Exhibit 4.1, survey results of UN staff suggests that indicators measuring relevance are very strong, with 94% of respondents viewing the relevance of the UNDAF to national priorities as satisfactory (either very satisfactory, or somewhat satisfactory). According to the UN staff survey, the relevance criteria was also very satisfactory for how it prioritized new and emerging priorities (84%). The lowest rating for satisfaction came from the relevance of the One UN voice and key DaO communications, with 75% of respondents either largely satisfied or somewhat satisfied.

Exhibit 4.1 UN survey response on Key Indicators of Relevance for the UNDAF in Rwanda, 2008-2012

One UN Rwanda emphasizes the importance of aligning its programmes to support those of Government.

UN Staff Member Survey respondent

17 MINEDUC, Learning Achievement in Rwanda Schools (LARS), REB, Kigali 2012
Finding 2: Core UNDAF cross-cutting priorities, Human Rights, capacity development, RBM, Gender and the Environment feature prominently in One UN programming and are relevant to the EDPRs priorities in Rwanda.

Five programming principles - human rights-based approach (HRBA), gender equality, environmental sustainability, results-based management and capacity development - strengthen the quality and focus of UN responses to national priorities based on the UN system’s common values and standards. These are directly linked to the current and future EDPRs in Rwanda and helped to further instill a common link with across thematic areas.

Gender and Human Rights: Gender and human rights are both prominent in programming of the thematic groups and in the activities of specific task forces dedicated to Gender and Human Rights. The UNDAF responds to the GoR’s priorities in gender, and has developed governance priorities in support of human rights issues, both primarily under the framework of the governance thematic area. Concurrently, the Gender Task force has performed a number mainstreaming efforts of the UN programmes through the implementation of a gender score card and analysis of EDPRS self-assessment reports. In the realm of human rights in Rwanda, the TF and advisor has specifically supported efforts on leading a participatory approach for NGOs and other stakeholders in the Universal Periodic Review (UPR) process in 2011 and advanced efforts of press freedom with relevant government actors in Rwanda. Under the leadership of the RC’s office, the government involvement and leadership expressed during and following the UPR process demonstrated the important advocacy role that a UNCT can perform in human rights.

Environmental Sustainability: Protection and management of environment is among the pillars of the Rwanda Vision 2020. This long term strategy recognizes the importance of ensuring the environmental sustainability of development. This importance also clearly emerges in the EDPRs in its section 3.3.7 where several environmental targets for 2012 were established: these include the rehabilitation of five critically degraded ecosystems and the development of a land use and management master plan. In the UNDAF (2008-2012), environment is one of the five priority areas, in line with the EDPRS, and the UN responded with a holistic thematic area covering environmental issues through a number of resident and non-resident agencies. In additional TGs, such as the UNDAF Results 1 in governance and 5 in Sustainable Development, environment also receives attention.

Results Based Management: Progress in RBM and M&E has been championed by the M&E task force as well as the Programme Planning Oversight Committee (PPOC). Indicators were enshrined in the document entitled Rwanda UNDAF 2008-2012 Monitoring and Evaluation Indicators in which 44 outcome indicators and 110 output indicators were presented for the entire UNDAF programme. These indicators formed the basis of follow-up reviews, including the 2010 Mid-term Stocktaking Review carried out by each of the Thematic Groups.

Concurrently, the UN has been one of the strongest supporters of M&E system development for the GoR in the governance thematic area, as well as under education, health and the environment. The UN’s support to MINECOFIN in particular has allowed it to emerge as a government leader in M&E. Interviews with MINECOFIN suggest that a whole-of-government approach to M&E is part of a longer-term vision for the GoR, but achieving such an approach remains challenging insofar as Ministries continue to work under silos. The DaO support in RBM over the UNDAF period has encompassed the development of management information systems, data collection tools, support to national surveys, and RBM trainings.

Capacity development: Capacity development is the final programmatic principle espoused under the UNDAF programming principles. While capacity development has been widely adopted in the UNDAF as an important strategy to support aid effectiveness and sustainable development, the “what, why and how” of capacity development is the subject of considerable debate and research. In Rwanda, the EDPRs strategy

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includes “Institutional capacity building and social capital formation” among its priorities, and this language has been adequately reflected in the programming language of the Thematic Groups, as shown in the textbox below.

The UN agencies have been accused in the past of not having paid sufficient attention to defining the nature of its capacity development, despite its prominence in their strategies. The UNCT in Rwanda in 2008 completed a capacity assessment review\(^\text{19}\) to provide a staffing profile of the UN team which would further inform future programming directions. The review categorized DaO staff capacity by the following types of interventions:

- Advisory – policy, and technical assistance
- Advocacy
- Direct implementation support
- Programme management
- Research
- Operations

As the Dalberg review observed: *In the longer term, the UNCT needs to think about whether the current capacity mix – which we are assessing – reflects what it needs across sectors and types of interventions. Since one of the primary functions of the UN is to develop the capacity of the Rwandan government to deliver basic services to its citizens, its own staffing needs much match those which the government foresees as the key skills gaps requiring development. A second implication for the UN is that its ability to measure progress is based largely on defining the nature of its capacity development activities; for example measuring the change in institutional and human capacities at the outcome level rather that measuring outputs of more traditional service delivery.*

**Finding 3:** The relevance of the UNDAF was most visible in organizing and planning broad UN intervention areas, harmonizing efforts and reducing duplication. Broad theories of change for thematic groups were reviewed during the mid-term stocktaking exercise to ensure ongoing relevance.

UNDAF guidelines provided through the UNDG suggest that inter-agency working groups be established as part of the UNDAF process. In Rwanda, a number of theme groups were established as part of the COD to assist in planning interventions within the scope of the UNDAF.

\(^{19}\) The review was carried out by Dalberg and Associates.
The UNDAF process in Rwanda and the accompanying thematic groups are primarily seen for the purposes of planning, and less so for implementation.

As highlighted in the 2012 UNDAF review, the UNDAF was seen primarily as a planning document and the contribution of individual agencies within the UNDAF under each result area fits in a broad way to avoid duplication between agencies. The current UNDAF is not a well known document to government partners, as it is simply not referred to for implementation purposes. The UNDAF Results framework and accompanying text for each thematic group provides the clearest theory of change on how the UN’s collective contribution will lead to the achievement of outcomes. This was also evident in the establishment of joint interventions within the One UN.

During the 2010 mid-term stocktaking review, the M&E task force and the RCO led thematic groups through a series of key questions to assess the ongoing relevance of their programmes.

- Are these the right interventions to support government at this time?
- Are they leading to the correct intermediate results, which are being achieved?
- How will the TG measure its contribution at the end of the period?
- What strategic changes are required to improve or change our focus?

This process led to some rationalization within the UNDAF results framework and helped to ensure ongoing relevance of the UNDAF to GoR priority areas. The MTR also allowed thematic groups to review whether the planned outputs, taken together with achievements of other partners, would lead to the specified outcomes. This review of the theory of change of the programmes, was, however, quite limited in scope and insufficient to guide the direction of the thematic groups.

**Finding 4: UNDAF planning over the period did not provide sufficient transparency between completed activities and resource expenditures by agency**

Consolidated annual plans (CAPs) were the instruments to translate the UNDAF results framework into annual planning documents. These CAPs were budgeted with separate columns for core funding, vertical funds and other funds to be raised. Despite the judicious planning carried out by the thematic groups in the process of producing these plans with government partners, they were universally seen by both parties as unwieldy documents that lacked the kind of transparency needed for good planning by government officials.

While some attempts were made to bring together individual agency expenditures by theme on a yearly basis, this task was also rendered difficult by the complex financial and programme management systems employed by individual agencies. As a result, the UNCT was unable to link results to resources in the current UNDAF. This is not to say that there is a lack of accountability, but rather that accountability on fund management rested with individual agencies.

The one exception to a more harmonized view of UNDAF expenditures was the One Fund resources which were allocated by thematic group based primarily on joint interventions by more than two agencies. Resources used for joint resources were closely tracked by the PPOC and reviewed regularly to ensure that expenditures were meeting set targets throughout the year. Donors of the One Fund, which included Sweden, Norway, Spain, the Netherlands and the UK, could access expenditure data in real time through the Multi-partner trust fund website.

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20 It is expected that the new ‘UNDAP’ (not only a Framework, but also a Plan) for 2013 to 2018 expands the level of engagement between agencies and partners, through the planned use of Development Results Groups (DRGs).

It is interesting to note that previous analysis carried out through the Focus Study in Rwanda in 2012 suggested that, despite extensive planning, the UN was sometimes seen as a provider of last resort for the government partners, for example, in the case of a district level assessment: “Whenever something essential for success comes up that was not planned for, we turn to the UN.” The implication is that there was some inherent flexibility in the CAPs and UN funding so long as the results contributed to the broad programming priorities of the EDPRS and government. The terms and conditions through which such flexibility was offered were not clear from the level of the TGs, or within the UNDAF documentation. For example, if funds were used for purposes other than those presented in the UNDAF, the activities within the CAP which were dropped as a result were not well defined. Government officials highlighted a number of occasions where UN funds were available for new initiatives late in the year, quite possibly beyond those planned in the CAPs.

**Finding 5: The One UN in Rwanda was a relevant and reliable partner for the GoR due to the collective influence it exerted and its role in focusing on marginalized and vulnerable populations.**

The relevance of the One UN in Rwanda was premised upon two key factors: an influence that the UN exerted through joint planning and programming, and the role that the UN played to support marginalized and vulnerable populations in Rwanda. Firstly, under the One UN, the UN agencies represented roughly 10% of the total ODA resources in Rwanda in 2010/2011. The UNDAF inherently made the UN relevant as a development actor in Rwanda, on par with a number of other key development partners and with the influence of the Resident Coordinator as Co-Chair of the Development Partners’ Group. As individual agencies they also exerted varying levels of influence and leveraging power at the Ministry level based on traditional relationships. By working under an UNDAF framework, several non-resident agencies found that their participation and integration grew in the last five years. One example is the role that UNDAF and DaO afforded for the participation of the UNECA as an active member of DaO, with a regional focus on economic development.

While the EDPRS was led by spending priorities in such areas as health and agriculture, it is notable that the UN lent important support and legitimacy to some of the lesser known sectors under Rwanda’s EDPRS, including youth empowerment and development, peace-building, environmental and social protection. DaO played an important role in developing the capacity of some of the smaller and less influential Ministries such as the Ministry of Gender and Women’s promotion, while at the same time it used its leverage to gain attention for these priorities within the key Ministries of the GoR. This was especially noted in the area of gender, where government officials indicated that the One UN had played a collective role in advancing this agenda in all levels of government. The advocacy role played by the RCO in gender, for example, was seen as equally

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23 The Republic of Rwanda ODA Report for FY 2010/2011 reports $72,594,922 out of a total of $974,862,027
important and complementary to that of UN Women, albeit with focus on leveraging and gaining consensus to advance certain key normative causes.

Importantly, throughout interviews with government officials, the UN’s relevance was especially noted for its focus on the marginalized and vulnerable in Rwandan society. In the area of HIV, this led the GoR to increase its attention on vulnerable populations, such as refugees, sex workers and men who have sex with men (MSM). Government officials cited the important role that One UN played in the development of Rwanda’s National Strategic Plan for HIV, which cited:

In 2009, Rwanda included MSM for the first time in its national HIV strategy, identifying homosexual transmission as responsible for 15% of predicted new infections [Source: NSP 2009–2012]. The first behavioural study of MSM was carried out in Kigali using a snowball (non-representative) sampling strategy between 2008–2009.

A similar focus was raised on gender based violence (GBV), which received specific attention from the GoR alongside the UN’s targeted support through a joint intervention. The UNFPA independent programme evaluation for example, highlighted several areas where the UN DaO focuses on marginalized populations in the UNDAF (see textbox).

The UNDAF’s focus on marginalized and vulnerable populations was an area which was seen as relevant by UN staff themselves, as identified through the UNDAF staff survey carried out in coordination with this evaluation. According to Exhibit 4.1, 87% of respondents were either largely satisfied or somewhat satisfied with how it prioritized vulnerable groups and marginalized communities. Insofar as dealing with sensitive issues 84% of respondents were satisfied.

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Summary of Findings on Relevance

UNDAF programming in Rwanda continues to be strongly coherent from the perspective of government partners and UN staff. The UNDAF adequately addressed cross-cutting issues and vulnerable populations over the course of the past five years. Among UN staff and government partners alike, the overall satisfaction on relevance was very high, both for links in the UNDAF to country priorities, vulnerable groups, and the UNDAF cross cutting issues.

The current UNDAF as a document has not been strongly appropriated by UN staff or by government partners due to the wide differences between planned and actual programming; in other words the use of the UNDAF document as compared to the Consolidated Action Plans. Weakness in the results framework and the theories of change for the thematic groups was noted. A further limitation was the lack of a clear link between programme interventions by thematic group and the resources to fund them.
Findings on progress towards development outcomes

The question of effectiveness in the achievement of development outcomes touches on whether or not the primary objectives of the UNDAF interventions have been achieved. For this section of the evaluation, a heavy reliance was placed on a review of the progress of the projects as outlined in the UNDAF, documentary evidence such as evaluations or other reports on the outcomes of interventions, as well as on interviews with partners. The UNDAF Results Matrix and its accompanying indicators were important markers for achievement of outcomes in the UNDAF period. However, in a number of cases, indicators were poorly defined and lacked targets with which to judge progress.

For the purposes of reviewing effectiveness, this chapter is divided into several sub-sections covering the key UNDAF areas outlined.

4.2 UNDAF Result 1: Good Governance

Good governance is defined as the provision of equitable, efficient, and effective services to all citizens in an environment of participation, accountability and empowerment. This is one of the EDPRS flagship programmes, designed to address the primary policy priorities in Rwanda and to complement to the other two flagship programmes, neither of which can succeed in the absence of good governance.

The broad theory of change for this result area brings together the following four main outcomes, rule of law, gender equality, evidence based policy making and decentralization and participation (this is the result of the merging of two outcomes during the mid-term review: decentralization, accountability and transparency and participation in democratic governance). The outcome for gender equality is the only one that is clearly aligned with the Millennium Development Goals (the third MDG is to “promote gender equality and empower women”) but all of the outcomes support respective national policies such as the national gender policy, the national decentralization policy, the Rwanda Aid policy, and the national information policy. The key outcomes under the governance theme reflect an important area of expertise for the UN, one which is recognized by the GoR as well as the 2012 Focus Study, which stated that “Policy

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coordination is becoming a priority for the Government, to be led by the Office of the Prime Minister with UN support. Policy Coordination is more about supporting different sectors’ leaders to work together on priority areas, sometimes including political processes such as promoting civil and political rights or strengthening rule of law.” In general, the structural support to the GoR by the Governance Thematic Group aimed at strengthening the capacity of the government to respond to the needs of the population in terms of access to justice, gender equality, participation in democratic process and the use high quality data to guide decision making. Key outcomes, indicators and progress for the Governance Thematic Group are presented below. The outcome statements and indicators have been well defined for all four result areas. Two of the four show evidence of progress at the outcome level, while the other two have not yet been fully captured.

**Exhibit 4.2 Governance Outcome Indicators**

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Indicators</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1: Rule of law</td>
<td>- # reported violent/nonviolent crimes (13,256 - 2006)</td>
<td>- it was reported in 2012 that crimes reduced in general from 13,463 in 2011 to 11,998 in 2012 (a reduction of 11.88%). Gender-based Violence (GBV) cases were reduced from 3,585 to 3,444 (4% reduction) for the same period.</td>
</tr>
<tr>
<td>Capacity of Government and partners, to sustain a peaceful state where freedom and human rights are fully protected and respected, enhanced</td>
<td>- Ratification/accession to major international human rights instruments (6 major treaties - 2006)</td>
<td>- UPR completed in 2011</td>
</tr>
<tr>
<td>Outcome 2: Evidence-based policy making</td>
<td>- # of surveys/studies/assessments/reports produced for policy/planning by NSS (17 major surveys/assessments/reports - 2006)</td>
<td>- UN seen as significant supporter of national studies, surveys and statistics, including DHS and EICV</td>
</tr>
<tr>
<td>Policy and socio-economic planning using quality and disaggregated data strengthened</td>
<td>- Number of district plans based on quality and disaggregated data (0 - 2006)</td>
<td>- Evidence based DDP produced.</td>
</tr>
<tr>
<td>Outcome 3: Decentralization accountability and transparency and Participation in democratic governance</td>
<td>- # of Government entities awarded satisfactory audit ratings (3 - 2006)</td>
<td>- Indicator data on outcomes not available</td>
</tr>
<tr>
<td>People’s participation in democratic processes and structures at national and decentralized levels increased Effective, accountable and transparent management of public resources and services at national and decentralized levels enhanced</td>
<td>- % of registered voters (4,317,356 put in percentage-2006)</td>
<td></td>
</tr>
<tr>
<td>- %/#! participation in national and local elections (95% /3,175,000 - 2006)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outcome 4: Gender equality</td>
<td>- Number of public and private institutions applying the 30% quota (TBD through 2008 Gender baseline survey)</td>
<td>- Indicator data on outcomes not available</td>
</tr>
<tr>
<td>Capacity of key public and private institutions to strictly apply gender equality principles and standards in performance, practices and behavior strengthened</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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28 DaO in Rwanda: One UN Programme 2008-2012 MTR, UN agencies 2010 Stocktaking Exercise
Below are some of the highlights of these interventions, with a focus on the changes that have occurred thanks to UN support. While the Governance TG had planned to carry out an evaluation of the UN’s support to the area in 2011, no evidence of such an evaluation was available.

4.2.1 Outcome 1.1: Rule of Law, Access to Justice and Peace Consolidation

Results under this Outcome area revolved around the capacity of government to develop policies and plans and ratify key human rights instruments, and support the justice sector in applying key international norms and standards. Under the EDPRS, this was defined as “Pursuing reforms to the justice system to uphold human rights and the rule of law.” Indicators used to measure this result were twofold: reduction in violent crime and ratification of major human rights instruments.

Finding 6: One UN support has led to important changes in the way that the National Human Rights Commission performs its duties, which has led to improvements in meeting human rights obligations in Rwanda.

Under the governance theme group and over the UNDAF period (2008-2012), the One UN has played an advocacy role and provided technical support to the GoR to strengthen the alignment of national policies and laws to international commitments. In order to achieve this goal, several laws were passed by Parliament, such as the Employment Law, the Law establishing the National Commission for Children, the Penal Code, and the law on GBV. These laws enhanced the legal framework for promoting and protecting basic human rights as stated in the Constitution of the Republic of Rwanda.

The project “Strengthening the Institutional framework for Good Governance” focused on capacity development, including training of NCHR members, staff and partners; the establishment of modern information systems and material supplies. Furthermore, UN support helped initiate the ODE (Observatoire des droits de l’enfant) and National human rights volunteers system, which is operational at district and sector levels. The NCHR was also able to conduct several field visits countrywide for human rights sensitization and human rights monitoring. UN support therefore led to improvements in the way the NCHR performs its duties and supports overall human rights in Rwanda:

- The UN has provided technical and financial support for the establishment of a “complaints management system” which contributed to the protection of human rights by increasing the capacity of NCHR to manage caseloads and decrease the time spent processing them. To illustrate, the percentage of human rights complaints resolved by the NCHR were 62% in 2008 (baseline) and 82% in FY(Fiscal Year) 2010-2011, and the number of reported human rights abuses that were submitted to other competent institutions increased from 295 in 2008 to 840 by June 2011. With the new system, the time taken to process reported cases was estimated at 30 days while it had previously taken much longer. Overall, the system has been helpful in facilitating decision-making with regards to complaints and in providing a steady response time for human rights concerns.
- The UN support through staff training and contribution to the establishment of a unified standing Treaty body at the Ministry of Foreign Affairs and Cooperation (MINAFFET) which has helped to improve the Treaty Body Reporting mechanisms in Rwanda. The implementation reports on recommendations from Treaty Bodies (concerning UN Human rights Instruments to which Rwanda

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29 Law n°13/2009 of 27/05/2009 regulating the labour in Rwanda
30 Law n° 59/2008 of 10/09/2008 repressing and preventing all forms of GBV
31 DaO in Rwanda: One UN Programme 2008-2012 MTR- Governance Theme Group 2010 Stocktaking, Kigali, 2010
32 Project Completion Report of Strengthening the NHRC Institutional framework for Good Governance
is signatory) had previously not been completed, but by 2011, in collaboration with MINAFFET and MINJUST, Rwanda was back in line with such reporting. This provides Rwanda with an important basis for which it can build on its Human Rights reporting and build international trust in its systems.

- In the framework of the UN support provided to the ODE, the monitoring and reporting capacity of the Observatory’s focal points at the sector and district level has been increased through training activities. This led to the improved data collection on child rights violations to the NCHR. While in 2008, 154 new complaint cases related to children’s rights were reported to the NCHR, by 2010/2011, this figure had increased to 321 new child right violation cases. Most among them relating to right to education (138) and gender-based violence (81) were forwarded to the Commission by the ODE trained members. The Commission handles these cases with a view to finding solutions to them.

As presented by the above examples, the UN DaO has worked cooperatively between UNDP, UNICEF and UNIFEM to build systems which are supported through government structures. Early evidence in terms of data collection, complaints management and reporting systems suggests that indeed the NCHR is better able to deliver its role in upholding human rights in Rwanda than prior to the intervention and that real institutional change is emerging at the level of the NCHR.

**Finding 7: One UN support of the Universal Periodic Review (UPR) has been a catalyst for rights issues in Rwanda**

In addition to supporting the NCHR institution in Rwanda, the One UN in Rwanda has leveraged its leadership in international human rights norms and treaties to work with relevant Ministries in Rwanda’s submission to the UPR. Rwanda’s engagement in the UPR process, thanks in part to the support of the Governance TG, was seen as an important government commitment to human rights. Government ministries subjected themselves to the review and in doing so widened the mandate for the UN’s engagement with the GoR. In particular, the main human rights issues in Rwanda such as genocide law, freedom of expression, and the opening up of political space were all addressed in the UPR process. These are part and parcel of the UN’s work in Rwanda and are influencing future programming. All of the recommendations of the UPR process, save three, were accepted by the GoR.

In spite of progress being made in many rights issues in Rwanda, the outcome of an improved human rights environment is complex and multi-

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33 Project Completion Report of Strengthening the NHRC Institutional framework for Good Governance
34 NCHR, Annual Report for 2008
35 Rwanda UN Annual Report, 2011
36 NCHR, Annual Activity Report, July 2010/June 2011
37 Interviews with NHRC Senior officials.
38 See Rwanda’s submission http://www.ohchr.org/EN/HRBodies/UPR/Pages/RWSession10.aspx
faceted in Rwanda. Constraints on free speech and media continued to persist through a Media high council on journalists. Advocacy in this area by the UN has started to bear fruit in terms of measures for media self-regulation, but more work is needed, both from the UN and specifically from the RCO. With UN support, a Media Secretariat was established at the Rwanda Governance Board (RGB). Alongside other stakeholders, the UN supports the media reform process with the goal of making media systems more functional and self-regulated. The support helped to build the capacity of the journalists through the Rwanda Journalists Association.

Finding 8: One UN’s support of the Justice Sector has been highlighted by the work of the “Maisons d’Accès à la Justice” (MAJ); a full assessment of their effect on access to justice at the district level is underway.

One of the pillars for good governance is access to justice for all. The One UN has supported the institutional capacity of the Ministry of Justice (MINIJUST) through its decentralized system of “MAJ, justice centres at the district level. This decentralized justice system has been promoted as a key mechanism to ensure universal access to legal advice and assistance, as espoused in the EDPRS:

The sector aspires to have an efficient and effective justice system that is accessible to and affordable by all citizens, including vulnerable groups. A sector-wide study will evaluate the available capacities in the sector and set benchmarks for a sector-wide plan to further reinforce the human and institutional capacities. The sector will emphasise the development of a legal framework and national policy, and efficiency of the judicial system will be increased through streamlining of court procedures, reducing the average time to prosecute and rule on a case in court and by clearing the backlog of cases. The execution of judgments will also be improved and the full capacity of the Law Reform Commission promoted.

The MAJ, a decentralized service now covering 30 districts of the country, facilitates access to legal services. Partly due to the UN support to the capacity development of the MAJ system, by 2011 the MAJ district centres have dealt with 5,000 cases related to civil matters—like parental recognition and maintenance, succession, property related conflict, execution of courts’ decisions— and about 700 criminal cases such as assault, robbery, drug trafficking, GBV and rape. The UN also supported civil society organizations (CSOs) such as the Legal Aid Forum which has been able to conduct a GBV cases baseline survey in with the support of the UN.

An inventory of all judgment cases not enforced per district has been conducted by the MAJ and is now available at MINIJUST office. This helped evidence based decision making on how to quickly reduce the backlog of these cases.41

In short, there is access to legal aid at the district level, especially for the people who are not able to afford justice fees. The MAJ also directly contributed to reduce cases entering in the courts.


40 Findings of that survey will serve as a basis to develop new modules for future trainings

41 Interview with MINIJUST officials
An assessment of the MAJ impact has been conducted by Alarm Ministries; its report is being completed validated by stakeholders including a representative from MINJUST. However, according to a survey conducted by the Rwanda Governance Board in 2010, the MAJ services were not yet widely known by most citizens, less than 20% were familiar with the services offered. However, the local leaders interviewed in appreciated the MAJ centres, suggesting that they had “... helped resolve petty disputes among citizens which would previously consume the time of district officials.”

UN support also had an effect on the alternative justice mechanisms in Rwanda, such as the mediation system, known as abunzi. A total of over 30,000 mediators, or abunzi, from 30 districts were trained to upgrade their knowledge, especially on mediation law. The contribution of mediation has been significant: roughly 81.6% of citizens expressed appreciation of the justice services provided by local mediators.

Finding 9: The UN’s support to peace consolidation has furthered its normative role in this important area. However, there is a lack of clear information on the extent to which it has achieved important changes in the perceptions and behaviours in Rwanda necessary for a lasting peace.

With regards to peace consolidation, the One UN provided strategic and catalytic support to the Gacaca process. The One UN had been a strong supporter of the Gacaca process until its closure on the 18th of June, 2012 through the provision of manuals, trainings, advocacy, and documentation of important lessons learned. The Rwanda Reconciliation Barometer, a specialized national survey to which the UN has technically and financially contributed suggested a very high confidence in the Gacaca process as a transitional justice mechanism. “More than 80% of respondents spoke highly of the Gacaca’s achievements in terms of punishment, impartiality of judges and unveiling of truth. However, the survey showed less appreciation vis-a-vis the compensation for the genocide survivors. Less appreciation was also recorded as far as ICTR is concerned.”

The innovative approach of Gacaca has led to other innovations in the justice system, such as the introduction of TIG (Travaux d’Intérêt Général), which aims to involve prisoners in exercises that work towards nation building, reconciliation and reintegration of inmates. The prisoners, as an alternative to complete imprisonment, serve their sentence while doing Community Service. Additionally, the One UN supported other national “homegrown” initiatives for peace consolidation, such as solidarity camps (Ingando) and the Rwanda Peace Academy. Ingando is a peace education programme where participants are educated on key national policies and issues and trained to participate actively in the building of a national peace culture. They are also encouraged to play a concrete role in the country development process. The Rwanda Peace Academy is a project of the Ministry of Defence, which will offer courses and research programs relevant to post-conflict challenges in Africa.

It is also important to note the specific contribution of the One UN to the economic empowerment of youth through the development of business skills and vocational trainings in Kigali. Other joint interventions targeted youth in other districts to raise awareness of democratic participation, conflict prevention and dispute settlement. The One UN supported the elaboration of a national policy and strategy on

42 Interview with MINJUST officials
43 Rwanda Governance Board, Citizen Report Card Survey, 2010
44 Interview with Musanze District officials
45 Rwanda Governance Board, Citizen Report Card Survey, 2010
47 Rwanda UN Annual report 2011
48 Rwanda UN Annual report 2010
volunteerism in Rwanda as a mean for sustainable development and has advocated for the development of its legal framework. Each of these initiatives have advanced some of the key governance issues in Rwanda at the decentralized levels, however, taken together, there is insufficient information to note the changes in systems in behaviour that have emerged due to these initiatives. There has been an absence of evaluative data pointing to the extent to which these various initiatives have had long-lasting effects on the peace situation in Rwanda. This kind of information would go a long way in helping to define future initiatives, for which the UN is well equipped to provide.

4.2.2 Outcome 1.2: Evidence based policy making and accountability

Finding 10: The UN’s support to the aid effectiveness and Public Financial Management has been notable and appreciated by the Ministry of Finance

Under the governance theme, the UN has carried out joint programming in many areas of aid coordination and management during the last UNDAF period. Specifically, its support has fallen under three key areas: aid management and coordination, supporting donor partnerships, and backing the single project implementation unit (SPIU). Each of these has contributed significantly to the way in which MINECOFIN leads the GoR in its external relations, and in particular in the way in which it is working to streamline and harmonize aid coordination.

The UN’s technical assistance helped in developing the Aid Policy and Procedures Manual (APM). This manual codifies some of the procedures required within the Ministry, outlines roles and responsibilities and clarifies processes that are required to conform to Rwanda’s Aid Policy, so that funding is harmonized across government for all types of donors and funds. Other Ministries were trained, through UN support, on the APM in 2011.

The strengthening of systems at MINECOFIN due to the UN Joint Programme has been matched by an important commitment by the External Finance Unit, which has increased its staff from 2 to 8 over the course of the UNDAF period. The Aid Information Management Specialist brought in by UNDP has been replaced by a government employee, following a one-year handover. This unit’s impact in coordination has been noted by the production of the Development Partners Accountability Framework (DPAF), which highlights progress and gaps in aid effectiveness, and has led to analysis and research to help inform discussions with the Development Partners Forum, co-chaired by the Resident Coordinator. This has led to improved predictability of aid from all donors, encouraged changes in the way that donors and ministries carry out their programming partnerships and has helped improve planning through the medium term expenditure framework (MTEF), which can now count on analysis from the DAD.

Coupled with the DPAF has been the creation of the SPIUs – government staffed project implementation units at each ministry – through which all ministries should target their assistance from donors and partners. A single accounting system, established in 2011, greatly facilitates government understanding of each Ministry’s resources, and allocation across districts. Evidence of an improved aid financing system is that Global Funds have been accessed through a single account through the SPIU with a value of $193 million, and much of the World Bank’s funds are using this mechanism.

Ministry officials and staff suggest there is still some work to be done before full horizontal coordination across ministries. The Development Assistance Database (DAD) was developed with technical support from UNDP to harmonize budget support and donor support. Project IDs are consistent across all agencies and this system is currently being aligned with the government’s SMART Financial Management System (FMS). In terms of sustainability, the evidence suggests that much of what has been initiated with support of the UN has been appropriated by the Ministry. The UN continues to support the housing of the DAD and recently, a plan has been put into place to house this within the Ministry. The UN’s efforts have resulted in improved performance of government and development partners’ performance on aid effectiveness, as
indicated by the third round monitoring survey of the Paris Declaration (PD) Indicators undertaken in the beginning of 2011.49

**Finding 11: The One UN has shown important contributions to the development of high quality data, which is the basis for improved government policy decisions.**

Under this UNDAF outcome, the One UN strengthened national capacities to generate, manage, analyze and disseminate gender disaggregated socio-economic data for decision making at all levels. The GoR and UN correctly recognized through the EDPRS and UNDAF development that governance requires not only a sound understanding of the current situation in the country, but also the technical knowledge to carry out the planning, implementation, dissemination and analysis of such data. The UN’s support to such data collection mechanisms is consistent with such efforts.

The One UN contributed to the development of mechanisms and efficient tools for the production and dissemination of regular statistical data. These efforts often went beyond the Governance TG and encompassed evidenced based data collection across the entire UNDAF. Globally, the support of the One UN to the National Institute of Statistics of Rwanda (NISR) helped to develop an effective general statistics framework. The development of two online tools in particular (DevInfo and IMIS) greatly improved data dissemination systems.

Two significant surveys were conducted with the financial and technical support of One UN: the Demographic and Health Survey (DHS3) and the Integrated Household Living Conditions Survey (EICV3). Moreover, both the pilot and operational phases of the national Census were technically and financially supported by the One UN. Other key surveys, studies and assessments were achieved in the same range including, inter alia, the National Agriculture Survey, the District Baseline Survey in 2009, the production of some routine statistics such as the Consumer Price Index, the Trade Statistics, and the Producer Price Index. The combination of all these has led to an improved availability and dissemination of data, including those disaggregated by age and gender. The statistics that were produced have served as a baseline for development policy drafting or revision in all sectors of the country. At the time of the evaluation, little evidence was presented to show how district level data analysis was being used by the government for policy and planning purposes on budgetary outlays. Further to managing the data itself, the next step in the process is the effective use of data for decision making purposes or for use in District Development Plans, as shown in the accompanying textbox.

It is noteworthy that the NISR cited good collaboration among the UN agencies as a particular benefit in its collaboration with the One UN. Not only did it feel that it had a key interlocutor within the UN (UNFPA) who was leading the file on supporting data collection, but it also felt that it had sectoral expertise from a number of agencies and could count on them for technical back-up and support.

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49 Rwanda One UN 2011 Annual Report
4.2.3 Outcome 1.3: Decentralization and Participation

Finding 12: The UN has had a multi-faceted role in support of the decentralization process. However, its support has been too diffuse to recognize the achievement of specific outcomes.

The Governance TG has had an important role to play in the decentralization process in Rwanda. However, compared to its roles in Justice and Gender, for example, its overall impact has been more muted and diffused, and since other sectoral TGs also work to support various facets of decentralization, it is clear that attribution of results is a challenge in this area. As noted during the 2012 Focus Study:

There are also an unusual number of institutions and partners in decentralization and local governance, as it covers so many topics, thus coordination is a challenge — even to know who is doing what where. In one important district there were 25 international NGOs and 77 local NGOs and community based organisations. The UN could assist the new ‘Permanent Secretaries of Joint Action Development Forums’ in each district with their work of supporting coordination.

During the UNDAF period, the One UN has consistently provided policy advice and support to different phases of the decentralization process in Rwanda. Administrative as well as fiscal and financial decentralization has been continuously enhanced and institutional, administrative and financial management structures and procedures at district and sector levels are in place and operational, although not yet completely efficient. At the central level, the UN supported the development of policies and strategic frameworks as well as the establishment and functioning of the NIDS (National Decentralization Implementation Secretariat). Staff training at national and local levels was also supported (planning and monitoring, explanation of decentralization laws) to develop competencies appropriate to implementing policies.

The UN has supported various other initiatives such as the Local Economic Development (LED) activities focused on poverty alleviation (for example, one cow per family programme, resettlement programme, etc) and the improvement of service delivery through the establishment and implementation of clients’ charters or the conduct of regular evaluations such as the CSC (Community Scorecards) and the CRC (Citizen report Cards) at district level. The governance assessments conducted by the Rwanda Governance Board (RGB) with technical support from the UN, has strengthened the voice of citizens and increased participation. Furthermore, the RGB Monitoring Unit ensures that recommendations from previous Governance assessments are implemented before engaging new assessments.

The Joint Youth Programme (JYP) between the One UN and the Ministry of Youth and ICT was an important contribution to increasing youth’s participation in the overall development of Rwanda. It contributed to a revision and validation of National Youth Policy. This was achieved through a nation-wide consultative process with youth to ensure their participation in policy development and adequate integration of their needs and interests.

Finally, the One UN contributed greatly to the professionalization of the National Electoral Commission through institutional capacity development and the facilitation of credible elections at national and local levels. Moreover, through the civic education component of the mandate of the National Electoral Commission, implemented with the support of the One UN, the Commission intends to progressively increase the participation of women and youth as candidates in the national and local elections. The extent to which this capacity development has led to any meaningful change, however, it unclear.

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50 Governance TG discussions held at UNDP HQ.
Overall, progress has been made in decentralization, particularly with regard to some of the tools for guiding citizen participation and accountability at the decentralized levels. Moreover, capacity development at district levels has helped to instil a level of professionalism in the management of local affairs in Rwanda. Understanding how far Rwanda has come in terms of building capacity at decentralized should emerge thanks to community scorecards and citizen report cards. This is the start to a more accountable decentralized structure.

4.2.4 Outcome 1.4: Gender Equality

Finding 13: The UN continues to be seen as an important player in gender equality which is widely recognized, and there is some early evidence that activities are leading to a change in gender systems and structures in Rwanda.

The key UNDAF outcome in gender refers to an improved capacity of key public and private institutions to strictly apply gender equality principles and standards in performance, practices and behaviour. The UN TG support for the promotion of gender equality was perceived as the most successful achieved outcome under the UNDAF implementation over the last five years.51

There is evidence that the support of One UN has been effective with regards to changes in gender equality at the policy level. It contributed to the elaboration of several gender policies such as the finalization of the National Gender policy and its Strategic plan, the National Action Plan on UNSCR (United Nations Security Council Resolution) 1325, the Gender strategy for the agricultural sector and the national policy to fight GBV and its strategic plan. One UN supported the public outreach programme of RGB in relation to the media reform. The implementation of the media reform and resulted in positive change in the media: access to information was made easier and the public is generally more informed in comparison to previous years.52

The UN also supported the review of the FFRP (Rwanda Women Parliamentary Forum) Strategic Plan as well as the development of the National Women Council’s Five-year Strategic Plan. Gender audits have been performed in all of the institutions supported by the UNDP/DFID Programme for Strengthening Good Governance (PSGG). The PSGG provided orientations for gender mainstreaming in these institutions (Gender Monitoring Office, National Women Council, Parliament, the Office of the Ombudsman, National Human Rights Commission and National Unity and Reconciliation Commission). In particular, training on gender mainstreaming was organized in these institutions. Following this training, the NWC (National Women Council), drafted its own gender mainstreaming strategy and a baseline study for gender mainstreaming was developed for each of them, providing proof of a change in the institutional behaviour in favour of gender and women’s rights.

The UN advocated for and supported the Gender Responsive Budgeting (GRB) at national and district levels. The related project started with four pilot sectors (Agriculture, Health, Education and Infrastructure). Beginning in 2012/2013 fiscal year, the Gender Responsive Budgeting has been mandatory in Rwanda, which has been seen as a major milestone in the country. All sectors were asked to include Gender Budget Statements in their budget proposals.

In addition the UN supported the Gender assessment of EDPRS I and Gender mainstreaming for EDPRS II recommendations per sector. Finally, the UN continued to support the follow up of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Committee recommendations.

51 Theme Groups discussions held at UNDP Headquarters
52 Interview with RGB officials.
These recommendations for Rwanda were related to Education, Health, Employment as well as Trafficking and prostitution\(^53\).

The One UN provided institutional capacity development (technical experts, training and financial support) to all of the institutions of the gender machinery (MIGEPROF, National Women Council, Gender Monitoring Office, National Gender Cluster, FFRP) focused on strengthening their capacity for gender analysis, gender mainstreaming and provision of policy advice services\(^54\). For specific training, the Gender Monitoring Office in particular focused on gender analysis, gender-based budgeting, gender monitoring and gender auditing. Staff interviewed from the Gender Monitoring Office (GMO) suggest that “following these trainings, we can do our job better and more quickly.”\(^55\) In addition, the GMO has been able to conduct gender participatory audits focused on gender responsive budgeting. The capacity of the NWC staff has also been improved and following training that they have received, they have expanded this knowledge to communities.

Overall, it appears that the UN has enhanced capacities of the key government institutions in Rwanda assigned to train and mobilize women countrywide to raise their awareness for increased participation in decision making organs at national and decentralized levels. These institutions, alongside the UN, have also helped to advocate for and influence the enactment of gender sensitive laws such as GBV law, criminal law, employment law, and have identified other gender discriminatory laws which are under revision in Parliament such as the Civil and Commercial Code, family law, and others. Regarding service delivery, the UN supported the implementation of the Agriculture gender mainstreaming strategy in two pilot Districts (Kirehe and Nyaruguru) in collaboration with the Ministry of Agriculture and through the GMO. Finally, the UN has contributed to the establishment of two one-stop centers providing comprehensive services to children, domestic violence and GBV survivors\(^56\). This is presented in more detail in subsequent sections of the report.

**Key Result: Good governance enhanced and sustained**

The UN has been an important actor in the area of good governance in Rwanda, cutting across four important areas, and showing positive progress on outcomes in two of the four outcomes. UNDAF programming under the governance TG has led to the improved delivery of justice and human rights services through expanded coverage of the MAJ and complaints mechanisms, as well as greater leadership and policy development for gender. Improved delivery under peace-building and decentralization is more uneven. UN support to policy research and data collection has been strong, but has not yet translated to notable outcome level change.

The governance TG has been well coordinated with key joint interventions on access to justice, Support to MINECOFIN and the National Institute of Statistics of Rwanda, and strengthening national gender machinery. The Governance TG has built existing capacities of government partners in the case of MINECOFIN for PFM as well as via the MAJ and complaint mechanisms. An evaluation of the contribution of the UN to the governance in Rwanda was planned but not carried out in 2011. Some time would be needed to see real changes that are emerging in decentralization and gender due to the complex and multi-faceted nature of the engagements.

\(^{53}\) CEDAW 43\(^{rd}\) Session, RWANDA, Combined 4\(^{th}\)-6\(^{th}\) Report, 4 February 2009

\(^{54}\) Rwanda UN Annual Report 2011

\(^{55}\) Interview with GMO officials.

\(^{56}\) Rwanda UN Annual Report 2010
4.3 UNDAF Result 2A: Response to HIV

This section assesses the effectiveness of the UNDAF in the area of HIV response. Since 2008, the UN Thematic Group has focused its support to Rwanda along a theory of change which covers the continuum of needs in the country: strengthened coordination mechanisms of HIV interventions; mitigation of the impact of HIV to individuals, families, communities and to the nation through the provision and accessibility of HIV prevention and care services; and the prevention of HIV through the improvement of quality services, the provision of national tools and guidelines and strengthened partnerships at national, regional and international levels.

Exhibit 4.3 HIV Outcome Indicators

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Indicators</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome A1: Coordination, planning, M&amp;E and partnership</td>
<td>Proportion of national and subnational coordinating structures with adequate management and technical capacity (TBD CNLS)</td>
<td>Strategic Plan developed</td>
</tr>
<tr>
<td></td>
<td>Proportion of partners reflected in joint national HIV Plan (TBD CNLS)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Actual expenditure on HIV (78.5 million US$ - 2006)</td>
<td></td>
</tr>
<tr>
<td>Outcome A2: Prevention of HIV</td>
<td>% of HIV pregnant women who received ARV to reduce the risk of MTCT (bl 21.5% - 2005)</td>
<td>Indicator data on outcomes not yet available</td>
</tr>
<tr>
<td></td>
<td>% of Population at higher risk exposure who know their HIV status (male 12% female 11% TRAC - 2006)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>% of female/male 15-24 years using condoms (26%/41% - 2005)</td>
<td></td>
</tr>
<tr>
<td>Outcome A3: Mitigation of AIDS</td>
<td>Ratio orphans to non-orphans’ school attendance (0.93 - 2006)</td>
<td>94 per cent of HIV positive people eligible to be treated are on treatment, an increase from 89 per cent in 2011</td>
</tr>
<tr>
<td></td>
<td>% of adults and children with HIV known to be on treatment 12 months after initiation of ART (TBD UNGASS 2008)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>% OVC receiving at least 4 types of external support (0.2% - 2005)</td>
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4.3.1 Outcome 2A.1: Coordination, planning, M&E, Research and partnership

Finding 14: UNDAF support to the National Strategic Plan was a catalyst for expanding government policy on HIV as well as the mobilization of resources towards HIV

One of the most salient contributions of the UN TG for HIV has been its multi-sectoral and multi-faceted support to Rwanda’s key government institutions working in HIV. At the outset in 2008, UN technical support was seen as key to the development of the National Strategic Plan on HIV until its finalization and approval in early 2009. The Rwanda Biomedical Centre (RBC) is a key partner and recipient of UN support, receiving the funds mostly through UNAIDS.

This early support with regards to HIV policy was fundamental both in its ability to bring forward the GoR’s support for HIV under a single plan as well as its catalytic characteristics to attract funds to Rwanda through key donors such as PEPFAR and the Global Fund. Technical contribution of DaO also extended to the development of proposals for Global Fund Round 6 and Round 7 proposals which were presented to Global Fund during the UNDAF period. The total amount of grant from Global Fund Round 7 was over $61 million for the implementation period between October 2008 and Sept 2010.

Getting the NSP in place and attracting funding was an essential factor that helped to bring HIV to the forefront of a number of health policy debates and programmes in Rwanda. For example, the GoR developed policies on such relevant issues as social prevention, male circumcision, a strategic plan on condom use and PMTCT. HIV mainstreaming was also integrated into other strategic plans of various sectors of the EDPRS 2008-2012. For example, HIV was integrated into the national school health guide and the agriculture sector strategic plan as well as District Development Plans. The UN’s multi-sectoral approach was able to bring varying actors to the table in favour of expanding policies and mainstreaming activities.

Finding 15: The UN has contributed to the knowledge generation on HIV in Rwanda through publications and disseminations of research and studies. Much of this information has added to the advocacy toolkit to prevent HIV in Rwanda.

The prioritization of evidence based knowledge generation has underlined much of the UN’s support to HIV in Rwanda, helping to bring clarity to key areas of intervention and support. The UN has supported efforts in several areas of research on the prevention and mitigation of HIV. For example, a Knowledge, Attitude and Practice (KAP) study reflected the importance of preventing HIV through the promotion of male circumcision (MC) services. The UN has been supporting research on MC, contributing to developing the MC policy and has assisted in piloting the MC programme which was expanded within Rwanda. The UN has supported the GoR through TRAC (Treatment, Research and AIDS Centre) Plus and the National AIDS Control Commission (CNLS)/RBC to model MC services in two districts, Bugesera and Musanze.

The quality and availability of data on HIV in the country has been improved due to the contribution of UN DaO towards developing baseline studies and research. Among these studies are behavioural surveillance...
surveys, a mapping study on sex workers, a study on HIV sero-discordant couples, a study on truck drivers and prisoners, and a situation analysis of access to HIV care and treatment for HIV infected adolescents.57

Other studies like a rapid baseline assessment on the link between gender, poverty, food security and HIV among refugee populations and a baseline assessment on nutrition needs for PLHIV were also initiated in collaboration with RBC/IHDPC. An assessment of the link between GBV, poverty and HIV was also conducted. Finally, HIV epidemiological estimates were completed for 2011. It is expected that this comprehensive study will increase effectiveness of HIV programming design and implementation through innovative methods of estimating the size of the population, such as the Network Scale Up method and the Proxy Respondent method. 58

These studies all provided data which contributed to programming and updating of national needs and priorities. One of the added benefits of attention drawn towards HIV through research, studies and conferences has been the awareness raising benefits which arise and help to shape perceptions. In the case of HIV, the link between the new data and research being produced and a noticeable institutional and policy change in the way the GoR operates has been strong. Research as well as a national paediatric conference contributed to advocacy for children affected by HIV and their mothers and other vulnerable people. In this context, evidence suggests that this influenced policy change through the National Accelerated Plan for Women, Girls and Gender Equality 2010-2014. The Plan highlights that “women and girls remain disproportionately impacted by the HIV epidemic, comprising 59% of adults infected with HIV. Despite an estimated HIV prevalence rate of 3% in the general population aged 14-59, women and girls experience higher prevalence rates than men at nearly every age level.” The plan aims to achieve three overarching impacts by 2014:

1) A tailored, evidence-based national HIV response analyzes and prioritizes the specific needs of women and girls, protects their rights in the context of HIV, and guarantees their equal access to HIV services.

2) Concrete actions, policies, and programs ensure women and girls have equal access to HIV prevention, care, treatment, and support services that address their needs and rights in the context of HIV.

3) National laws and policies protect and promote the rights of women and girls in the context of HIV, and women and girls are empowered to exercise their rights with the support of strong leadership and advocacy.

Globally, Rwanda is the third country to have developed an accelerated country action plan for the Elimination of HIV infection among children and their mothers. A commitment of funds from the GoR towards this effort is a clear signal towards an institutional change in favor of this effort.


4.3.2 Outcome 2A.2: Prevention of HIV

Finding 16: UN support to HIV Prevention has helped to bring new innovations to the fore in Rwanda as well as attention to vulnerable populations. However, the UN’s contribution in this area has not been well documented.

The second outcome for the UN HIV TG was to build institutional, technical and operational capacity of public and civil services for HIV prevention. The theory of change, according to a review of annual plans and activities, focuses on front-line services and capacities to help prevent HIV, particularly the introduction of counselling and family planning services and HIV focal points in refugee camps, and working on provision of supplies, such as ARVs, condoms in hotels, PMTCT kits and accompanying technical support. New innovations and practices, with a particular openness towards vulnerable and at-risk populations in Rwanda, have been prioritized.

The HIV TG has based its advocacy and support on knowledge and evidence generation through piloting. Scale-up activities, such as those prevention programmes for sex workers and services for male circumcision which are based on clear proof of concept evidence or “pilot” type initiatives and research have been carried out as part of the overall support from the UN. The paradigm where implementation follows evidence justifies the overall thrust of the programming of the One UN to the GoR. However, this linkage is not always explicitly made and is sometimes poorly documented.

For example, the provision of condoms for HIV prevention is effective and relevant nationwide and a response to the recommendations of studies and reports. By focusing on interventions with sex workers and in increasing the access to and distribution of condoms, this should have an effect on HIV prevention for specific populations. The increased availability and accessibility of condoms in hotels, bars and restaurants for high risk groups is evidence of change. However, evidence or information on condom use and behavioural change in high risk groups with regards to HIV prevention has not yet emerged to confirm that it is beginning to have wider effects on the behaviour of this population group.

Several other initiatives which have been supported by the UN and involve high risk groups:

- Campaigns on HIV among youth in schools, or “sinigurisha”, contributed to increase knowledge on HIV Transmission, HIV Prevention and care among youth aged 13-20 years old. These campaigns have also strengthened the positive behaviour of young girls and boys by adopting the strong attitudes of avoiding GBV.

- The UN has contributed in capacity development and knowledge transfer to refugees in Rwanda from the DRC in three refugee camps. Those who received training continued to sensitize others in the camps. This helped to identify the GBV cases among refugees and to collect HIV data for programming on treatment and prevention. People affected by and infected with HIV are receiving treatment and care from Africa Humanitarian Action (AHA), an NGO under contract through UNHCR and WFP. HIV-positive refugees have also received supplementary nutrients and care services, such as ARV treatment, counselling, and training, according to a 2011 Evaluation.

- A pilot project to monitor the HIV programme for sex workers has been established in eight districts of the country. A local NGO called RALGA has provided a minimum package of HIV services for sex workers in five districts.

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59 The country has succeeded in maintaining the prevalence rate at roughly 3%. The 2012 Population and Housing census was being conducted at the time of the evaluation, so latest data was not available to show whether prevalence has actually decreased.

In each of these cases, some early evidence presented to validate these programmes has been generated; however, the effectiveness of the delivery of such interventions in terms of how they have targeted at-risk populations or delivered services is unclear.

### 4.3.3 Outcome 2A.3: Mitigation of AIDS

The third UNDAF outcome intervention for HIV involves an improvement in the treatment and support for people living with HIV. Under this outcome, a number of expected results were planned and carried out over the UNDAF period. These included improved quality care, treatment and support for people living with HIV and communities/individuals affected by AIDS, modeling services for adolescents living with HIV, women’s empowerment to fight GBV and HIV, provision of agricultural and nutrition support for PLWH+, improved capacity of health services for provision of comprehensive care, treatment and support for PLWH and improved capacity of PLWH organizations, particularly women’s networks for advocating and supporting their members to access incomes, labour-saving technologies, food security and psychosocial support.

**Finding 17:** The UN’s support in building capacity of health services to provide care, treatment and support for people living with HIV responds to clear needs of vulnerable populations. However, the extent to which the UN’s contribution has improved the government’s delivery of service in this area is unclear.

The UN carries out its normative role in the protection of vulnerable populations throughout the UNDAF. One of the most visible representations of its commitment to vulnerable populations is through its support to people suffering from and affected by HIV in Rwanda. This has involved a combination of downstream capacity development to those who support youth, adolescents and adults affected by HIV as well as upstream advocacy brought to light through research and evidence.

A significant amount of the funding under this programme is allocated to the PMTCT and ARV support services in order to ensure access is provided throughout the country. The UN has worked to improve the quality of care treatment and support for PLHIV by facilitating the in-service capacity development health workers including support for their participation at regional workshops related to the provision of quality care.

Secondly, the UN is working to build capacity of various actor in providing support and advocacy services in the country. This includes the development and integration of peer education materials for adolescents into the RBC/IHDPC clinic and Ruhengeri district hospital, psychosocial care services for adolescents living with HIV and campaigns to reduce the stigma and discrimination among young adolescents living with HIV. In this latter case, key informants met in Musanze District were positive about the behaviour changes noted amongst youth in their district. Awareness campaigns against the discrimination of PLWH have increased in number and contributed to greater access to treatment, to improved psychological health and to the relative well-being of people affected and infected by HIV who have broken their silence and now have access to care and treatment.

DaO through WFP, FAO and UNHCR, in partnership with RBC/IHDPC and the Ministry of Health, has contributed to improving food security and nutrition through agricultural training, nutritional education and food provision to PLHIV. The UN, through FAO has also provided agricultural training, materials and seeds to 1,990 individuals living with HIV in Ngororero, Nyabihu, and Rubavu districts in order to

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**UN has been one of the key actors in advocating some of the more sensitive issues related to HIV prevention, including sex workers, youth prevention and men having sex with men. Nevertheless, many of the areas of focus delved into the more traditional such as provision of supplies and basic capacity development of staff, without clear measures of how the capacity development led to improved service delivery.**

Interview with GoR officials
strengthen their capacity for individuals to engage in agriculture. Mitigation of the effects of AIDS has been targeted through efforts to improve the care and treatment of HIV in areas of food support, nutrition and agricultural training provided in refugee camps in addition to 26 districts, reaching over 13,000 people living with HIV. The UN has given direct support to ensure that 550 people living with HIV from refugee camps received food support and 143 health providers received capacity development. Food support and nutrition training reached 12,765 people living with HIV, while 197 PLHIV received training on nutrition and agricultural production and 1,990 PLHIV received agricultural inputs.

The UN has also contributed to the promotion of the economic empowerment of women living with HIV through the development of cooperatives. Ten associations of refugees that received managerial training were supported with start-up kits for income-generating activities. The combination of nutrition and agricultural support has re-enforced national mitigation efforts by empowering women and other vulnerable groups affected by HIV. This has been achieved through UN support to vulnerable women’s networks and associations to access higher incomes; labour saving technologies and food security; and the development of kitchen gardens and training in food, nutrition and agriculture.

In summary, collectively, the UN has brought its comparative expertise to a number of initiatives in support of services to mitigate the effects of HIV. The overall contributions of the UN in these initiatives as well as the measures taken to ensure long term sustainability are unclear.

**Key Result:** The incidence and impact of HIV and AIDS and other major epidemics is reduced

Of the three outcome areas under Response to HIV, the improved coordination was seen as strongest achievement by members of the TG, suggesting that the UN’s key functional support is at the upstream normative/policy level/ research. The contribution of the UN towards prevention and mitigation outcomes are less clearly elucidated. UN DaO focus on evidence based decision making, research and data collection has been a contributing factor in helping government actors develop policies and interventions to respond to vulnerable communities. In supporting the evidence in the sector, and reinforcing some government structures, the UN has provided some longer-term capacity in HIV management and prevention. Evaluations of the contribution of the UN to HIV in Rwanda through advocacy or capacity development have not been carried out, but it is expected that both funding and the openness of the GoR to tackle difficult issues in HIV have been facilitated through the UN’s support.
4.4 UNDAF Result 2B – Health, Population and Nutrition

This section reviews progress on outcomes for the result area on Health, Population and Nutrition (HPN) thematic group. DaO achievements were aligned to the Second Health Sector Strategic Plan (HSSP 2009-2012). These outcomes cover a wide set of interventions, policy areas, and priorities. The key objectives were to maximize health measures and build the capacity for high quality and accessible health-care services for the entire population with the aim of reducing malnutrition, infant, child and maternal mortality, the total fertility rate, and to control communicable diseases. Overall achievement in the sector was summarized in the 2011 mid-term review of the HSSP which stated:

“The GoR, the Ministry of Health and all stakeholders involved in the health sector are congratulated with the outstanding results the country has achieved to improve the health status of its population within a very short time frame of just five years (since the start of the HSSP in 2005). The latest preliminary report of the Rwanda Demographic and Health Survey (R-DHS 2010) shows substantial improvements in impact and outcome figures. A combination of (i) strong country ownership; (ii) a performance based environment with mutual accountability at all levels, (iii) an innovative community based health insurance (CBHI) system with nationwide coverage (91%) allowing almost 100% financial accessibility, and (iv) a pragmatic approach to bring the various interventions together where services meet the patient, all have contributed to these remarkable results.”

The Government made good progress towards the MDGs on child mortality, maternal health, malaria and other diseases with a contribution from the UN. This support extends to the use of Neonatal and Child Illnesses integrated management at community level, the use of rapid SMS for pregnancy, neonatal and infancy life cycle tracking, and maternal and child deaths audits and universal access to AIDS, tuberculosis and malaria services promotion countrywide. Notably in the HPN indicators provided below, there had already been strong progress in several indicators at the time of the 2010 DHS report.

Exhibit 4.4 HPN Outcome Indicators

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Indicators</th>
<th>Progress</th>
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</table>


62 UNFPA, Maternal mortality reduction in Rwanda, 2011
### Outcome B1: Effective health System

<table>
<thead>
<tr>
<th>Quality, effectiveness and efficiency of the health system, including Nutrition, Reproductive Health, Maternal &amp; Child health and Family Planning services improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>- % of Health Facilities meeting minimum staffing norms (30% - 2006)</td>
</tr>
<tr>
<td>- Government budget allocated to health sector (12% - 2006)</td>
</tr>
<tr>
<td>- Doctor/population ratio (1/35,000 - 2006)</td>
</tr>
<tr>
<td>- According to HSSP II mid-term review, 11.5% of government budget was dedicated to health in 2011.</td>
</tr>
</tbody>
</table>

### Outcome B2: Health practices

<table>
<thead>
<tr>
<th>Health care, nutrition, and hygiene practices at family and community level improved</th>
</tr>
</thead>
<tbody>
<tr>
<td>- % of under 5 chronic malnutrition (45% - 2005)</td>
</tr>
<tr>
<td>- % of children U5 sleeping under ITN (16% - 2005)</td>
</tr>
<tr>
<td>- % of assisted delivery (39% - 2005)</td>
</tr>
<tr>
<td>- DHS 2010 data demonstrates progress:</td>
</tr>
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The implementation of the United Nations HPN DaO, was overseen by a theme group chaired by the World Health Organisation (WHO) and co-chaired by the United Nations Population Fund (UNFPA). The specific role of the HPN theme group focused on the planning, monitoring and evaluation of the UNDAF Consolidated Action Plans (CAPs) for the thematic area. The analysis of HPN implemented draws on evidence gathered during interviews with UNDAF Thematic group members, government counterparts and CSOs as key beneficiaries of the United Nations DaO. Reports, surveys, government officials’ statements, independent evaluations have been considered as evidence in this section.

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63 UNDAF 2008-2012 end-term evaluation, interviews with HPN TG and MoH (MCH, Community Health, and Nutrition).
Finding 18: The UN has made a valued and recognizable contribution to health policy and planning in Rwanda thanks to its international expertise and dialogue.

Key officials in the Ministry of Health and other sector partners suggest that the greatest support provided by the UN has been in the area of policy development. The support of UN agencies has brought specific expertise to the government on a range of policy decisions that have helped to improve the health system in Rwanda. The sidebar contains some of the key documents to which members of the UN HPN TG contributed. As noted in the discussions with key partners:

- The UN has helped to move policy agendas forward in favour of health systems and structures. The UN’s support of a health management information system (HMIS) in Rwanda has been instrumental so that health systems can respond to evidence and information.
- The UN’s substantial support of the DHS in 2010 has been a catalyst to review priorities and health budgeting decisions and is a basis for policy development.
- Three other national policies (medicine quality assurance, adolescent sexual and reproductive health, and family planning) were developed with the UN HPN Theme group support; six strategic plans were also supported by the UN, namely: Adolescent sexual and reproductive health; family planning; environmental health; Surveillance of drinking water quality; People living with disability and; Community health.
- The UN supported guidelines and standards developments for human papilloma virus, emergency obstetrician and neonatal care, adolescent sexual and reproductive health, and non-communicable diseases.
- Review of the training curricula for schools of nursing and successfully advocated for the integration of mother and child health nutrition strategies in the curricula;

Policies, strategies and plans supported by HPN TG

HSSP II 2008-2012
Maternal and Child Health Policy, Reproductive Health Policy,
Nutrition Policy, Community health Workers standards,
Adolescent sexual and reproductive health, Medicines quality assurance, Fight against communicable and non-communicable diseases policy;
Community health and environmental health policy;
Community maternal, child and newborn policy;
Multi-sectoral strategic plan for elimination of malnutrition;
Health promotion strategic plan;
Mutuelle Health Insurance policy, reviewed and became CBHI;
SWAp procedures manual and the legislation on the use of psychotropic drugs;
Epidemic preparedness and response national plan;
Integrated disease surveillance strategic plan and guidelines.

Policies, standards, guidelines and tools were strategic for the GoR as they brought leadership and credibility to national systems. The Government made good progress towards the MDGs on child mortality, maternal health, malaria and other diseases with the support from the UN.


65 UNFPA, Maternal mortality reduction in Rwanda, 2011.
The UN expertise on policy and strategic plan development has been acquired through its global fora and its networks, from which MoH and other partners has benefited.

As highlighted in the 2012 Focus study, development partners commended the: “UN’s coordination in nutrition, “bridging the work in the agriculture and health sectors” and pointed to a national nutrition summit. “While this event was led by the government, UN bodies did a good job using their networks and international expertise to contribute to a strong event... The UN often has a more global or regional perspective than bilateral[s].”

This global perspective and neutrality in policy development is highly sought by the government. For example, health policies benefit from global perspectives and expertise derived from international meetings and experiences. These meetings and interventions help to draw attention to critical areas of focus, such as the importance of equity in health policies.

The fact that this learning and experience has found its way into the HSSP for Rwanda (see accompanying textbox) is reflective of the global learning and experience that the WHO and other agencies brought to bear in Rwanda.

As stated in the 2012 Focus Study, The GoR appreciates UN engagement in national planning, and the adoption of a more integrated approach in Delivering as One, as well as the UN’s impartiality, flexibility and expertise.67 This statement underlines why the United Nations was well placed to provide supports to Rwanda, specifically in the HPN thematic area with a range of actors. The support of the UN HPN TG has been crucial for the country to increasingly adhere to international health standards through policy and legislation. It has also provided an effective orientation for program implementation through strategic plans at the Ministry level, beginning with the Second HSSP.

Finding 19: Capacity development at central and decentralized levels is key to the UN’s support in the HPN thematic group, but the absence of a common understanding, clear strategy, and systematic approach to capacity development within the UN contributed to its mixed performance.

During the HPN thematic group’s MTR stocktaking review, one of the recommendations was for the RC and UNCT to “work with government and other development partners to establish modalities for capacity building and exit strategies.”68 In several instances, the effect or nature of the capacity development to the GoR is not fully captured by the HPN thematic group, for example:

- capacity development to increase the utilization of Community Health insurances and equitable access to health services
- improvement of skills of service providers in 21 district hospitals and 220 health centres

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66 Ministry of Health, Third Sector Strategic Plan.
67 Focus Study, future comparative advantage in Rwanda, April 2012, Kigali/Rwanda
68 MTR Stocktaking DaO in Rwanda: One UN Programme 2008-2012 MTR Theme Group 2010 Stocktaking Questionnaire
• capacity to implement integrated disease surveillance
• capacity development and trainings for water resource management

In each of these cases, it was difficult to find evidence of the type or nature of capacity being developed and how and the extent to which it has improved the effectiveness of health systems. Capacity development has been widely adopted as an important strategy by the UN to support the health sector, at both the centralized and decentralized levels and has been highlighted as a key purpose of the UNDAF elsewhere in this report. However, the absence of clearly defined concepts, expected results, clear entry level targets, and coherent logical frameworks for capacity development contributes to ambiguities among the key government partners and reduces the potential effectiveness of such strategies in contributing to sustainable developmental changes. Developing capacities by providing materials and supplies is quite different than developing capacities through learning and training. Interviews with service providers in one setting in Muzanze during this evaluation provides only anecdotal evidence of the types of skills learned and how they were used.

While no evidence was found of this during the evaluation, another challenge noted in the HPN MTR stocktaking report pointed to the fact that “capacity building activities of IPs take place at the individual agency level. In reality this can mean that different UN agencies offer to the same IP the same training (sometimes even within one agency for the same IP)”. The fact that the thematic group stocktaking review highlighted this challenge suggests that their coordination efforts would ensure that any duplication would be removed.

4.4.2 Outcome 2B.2: Health practices

Finding 20: The UN agencies provide substantive and important downstream support on health, nutrition, water and sanitation in Rwanda, with adequate attention on vulnerable populations.

The breadth of the UN’s support in health, nutrition and population, including water and sanitation, has had an important effect on the lives of families and children. Many of the outputs and indicators imply a balance of support to service delivery and downstream supply provision, with some attention on sustainable systems.

One achievement of the GoR with the full support of the UN DaO is the improvement of hygiene and water services. The UN supported the review and update of the existing water, sanitation and hygiene national policy and strategy, which has been enacted by the Parliament. Following policy development, advances were made in implementation at decentralized levels. Interviews of the evaluation team with the district officials on WASH highlighted that the implementation of WASH in four districts in Northern Province in:

• Water and Sanitation policy development;
• Environment and Water resource management Policy;
• Water accessibility and sanitation deliveries to the population through water provision, sanitation and hygiene sensitization to the population;

• Water provision in emergency situations such as in refugees camp in partnership with MINISANTE and MIDIMAR;

• Water and sanitation provision to Health facilities and schools with extension to households and families.

The four participating pilot almost doubled their water accessibility from 172,000 to 300,000 out of a population of 500,000. The sustainability was assured through capacity development and trainings for water resource management to districts. Districts community members took ownership of the WASH program, which is now fully integrated and managed by the district and their communities.69 UN also supported the GoR to improve water supply systems and also the introduction of the Community based Environmental Health Promotion program, an approach that accelerated behaviour change and improved health practices.

**Key Result: The maternal morbidity and mortality, and the rate of growth of the population are reduced.**

Through its HPN group, The UN played an important role in supporting the government in Maternal deaths audit since 2009 which is now carried out in all health facilities and at community level. UN HPN group actively supported the government for the generation of data on maternal and child mortality.

Progress have been sustained/owned by the GoR in terms of number of health facilities and, the budget allocated to health and the health decentralization to districts; The number of health personnel also increased significantly. These have been possible because of the role played by the UN DaO which contributed with advocacy, technical and financial support. The UN provided institutional capacity strengthening to the Ministry of Health, specifically in planning, coordination, and implementation through pilot programs, monitoring and evaluation.

The health management of information system (HMIS) has been reviewed and strengthens and fully functional from central to decentralized level to measure progress of programs outcomes using specifics indicators. The HPN TG has also carried out a number of evaluations and studies which contribute to understanding the outcomes to which the DaO have contributed.

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69 Interviews to MoH/MCH, Community health, UN WASH coordinator, MUSANZE district’s WASH and Health officers, December 2012.
4.5 UNDAF Result 3: Basic education and skills for a knowledge-based economy.

The UN Education thematic group result as part of the UNDAF aims that “All children in Rwanda acquire a quality basic education and skills for a knowledge-based economy.” The theory of change of the UNDAF thematic area pointed to the following key contributions of the thematic group:

1) Increased enrolment and retention for all children, especially girls and vulnerable children in primary and lower secondary increased;

2) Achieved key learning outcomes for children including life skills and competencies for lifelong learning;

3) An effective education management system has been established: The education system is effectively planning, analyzing and coordinating the education sector to deliver quality education to all children.\textsuperscript{70}

The Education Outcomes and accompanying indicators help to elucidate the progress that has been achieved in this sector over the course of the UNDAF period. In many cases, the achievements over the UNDAF period have exceeded the targets for the outcomes, suggesting a strong overall programming environment with partners and the government.

Exhibit 4.5 Education Outcome Indicators

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Indicators</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 3.1 Enrolment &amp; Retention</td>
<td>- % enrollment boys and girls (net enrollment ratio (NER) of 92% - 2006)</td>
<td>- NER was 95.9% in 2011; Overall dropout 11.4% with 11.5% for boys versus 11.3% for boys. Primary completion rates increased from 52% in 2007 to 78.6% in 2011. It has</td>
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<tr>
<td></td>
<td>- # of out of school children (400,000 out of school children -FTI Report - 2006)</td>
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<tr>
<td></td>
<td>- # of disaster and conflict affected children accessing education (TBD)</td>
<td></td>
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<tr>
<td></td>
<td>- dropout rate nationally and in model schools (18.1% drop out rates – MINEDUC – 2006)</td>
<td></td>
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</tbody>
</table>

\textsuperscript{70} UN Rwanda, UNDAF 2008-2012, Kigali, 2007.
Completion rates (51.7% primary completion rates - 2006) survival rates at grade 5 (39.1% - 2001/2) 

Outcome 3.2: Achievement

Key learning outcomes for children including life skills and competencies for lifelong learning achieved

- % of girls and boys that complete and pass grade 6 (pass rates at 34% girls and 67% boys – MINEDUC - 2005)
- % of girls and boys that acquire minimum proficiency in life skills, literacy at grades 3 and 5 (TBD)
- 75.1% of boys and 81.8% of girls passed and completed the G6.72
- 80% (71% meeting expectations +9 exceeding expectations) of Girls who acquired proficiency in life skills and literacy versus 81% Boys (73% and 8%).73

Outcome 3.3: Effective system

Effective education management system established and operational

- % of education institutions using Information Management system (EMIS) in planning (TBD)
- # of district and national plans involving representation of PTA’s and NGOs (TBD)
- All districts have a District Education Officer and use EMIS data for reporting, planning and analysis.
- The GoR, MINEDUC attracted additional funds around $35m for the Education Sector Strategic Plan (ESSP) from the Education for All Fast Track Initiative Catalytic Fund (FTI). To date Rwanda has received $105m from this Fund against $ 70 million mobilized in 2006.

4.5.1 Outcomes 1 & 2: Enrollment and Retention

Finding 21: The UN, alongside the government and other development partners, has succeeded in improving enrollment and retention in Rwanda

The UNDAF TG’s outcomes reflect the needs outlined in the Education sector strategic plan (ESSP) 2010-2015. The first and second outcomes of the UNDAF sought out improvements in net enrolment and gender parity. Indeed, the NER was 95.9% (94.3% for boys versus 97.5% for girls) in 2011. As of March 2013, primary school enrolment rates were 97%, due to the commitment of the GoR in making education free and mandatory, backed by donors and other partners. Moreover, primary completion rates increased from 52% in 2007 to 78.6% in 2011.74 The statement of the Ministry of Education Permanent secretary during the UNDAF end-term evaluation stated that “the UN has contributed and has played a significant role in supporting the GoR to increase the enrolment, completion and the quality of education in Rwanda’s schools”.

Over the course of the UNDAF period, the UNDAF Education TG supported the Ministry of Education in their strategies towards ensuring greater enrolment of the school age population. This was led by efforts at both the federal and district levels. The 9 Year Basic Education Fast Tracking strategy required a rapid increase in the number of classrooms and school facilities in the country. The strategy was supported by

71 Rwanda MINEDUC, EMIS: Rwanda education statistics, Kigali 2011
72 Rwanda, MINEDUC, EMIS: Education statistics, 2011
73 Rwanda, REB: Learning Achievement in Rwanda Schools(LARS), Kigali 2011
74 Rwanda MINEDUC, EMIS: Rwanda education statistics, Kigali 2011
several development partners, including the UN, which partnered with the Government to develop school infrastructure standards and guidelines to ensure the quality of construction and also provided funding through the One Fund. The TG provided guidance for a model of school to be constructed. The UN also supported the rehabilitation and construction of destroyed schools following an earthquake in Rwanda in order to prevent drop-outs at schools. The UN TG finally provided preparedness and contingency plans and response structures to 30 district and Ministry of Education officials and partners.75

While supporting the Fast Tracking strategy, the UN Education TG built the capacity of district monitoring technicians, who became familiar with the Child Friendly School construction guidelines and who monitored school construction to ensure that it was carried out according to the quality norms and standards. The School Construction Unit was also supported to ensure that their skills and knowledge are upgraded to support the construction effort. Interviews with Education stakeholders highlighted the increased leadership role that the government played in school construction.

In the area of school feeding, the Theme Group worked with parent teacher associations to strengthen capacities of communities to be involved and run school feeding initiatives. In addition the UN provided agricultural programs and support schools gardens and livestock to make the school systems self-sustaining and to feed students at schools. These initiatives together with school construction validate the theory of change of focusing of both enrollment and retention in the education sector.

**Finding 22: Inclusive education is a critical mandate for the UN and is setting the stage for an improvement in the enrolment of vulnerable children.**

The inclusion and equity of children in schools is a major strategy behind increasing overall enrollment in Rwanda. Those still out of school are often the most vulnerable in society and need additional incentives to bring them to school and to keep them there. Major facilitating factors in Rwanda to encourage greater equity have been free tuition, rapid school construction, removal of placement exams, and some grants supporting children and schools in high poverty areas. The learning environment was scaled-up through innovative inclusion of pupils with disability and or vulnerability in the education system through the Child Friendly school model. The partnership of the United Nations Delivering as One with the Rwanda Government led to the development and integration into the education system of a School Nutrition policy and a School Health Package which led to the promotion and retention of children into schools.76

Inclusive schools through the CFS model have been adapted in 27 models supported through the UN and Handicap International. This has been part of the UN DaO’s effort to support inclusive education through implementing partners. The UN provided technical and financial support to the Ministry of Education, Districts, Teacher Training Colleges (TTCs) and the National Curriculum Development Centre (NCDC) to enhance the capacity of teachers and these institutions to cater for Orphan and Vulnerable Children (OVC).

75 UN Rwanda, Education MTR stocktaking, 2011

76 Rwanda, MINEDUC: Equity and Inclusion scoping study in Rwanda education sector, Anne Bernard & all, Kigali 2011.
During the same period, the UN also supported other initiatives with other development partners:77

- The identification and integration of children with disability into ordinary schools;
- The provision of specific and required disability learning and teaching materials and equipment;
- Training of teachers and mobilization of communities and parents in inclusive education;

### 4.5.2 Outcome 3: Achievement

**Finding 23:** The UN has significantly taken steps in improving quality of education and lifelong learning in Rwanda. It remains to be seen whether these steps begin to bear fruit in future years.

The UNDAF TG not only focused on enrollment and retention of students; with enrollment and retention increases, the focus was also placed on learning and achievement for an accessible quality education. The UN has played an important role in highlighting achievement through its support of curriculum improvements and teacher trainings as well as through early childhood development (ECD) and achievement measures throughout Rwanda. The important areas of UN support to MINEDUC interventions in improving achievement were as follows:78

- Support for curriculum revisions to meet new global challenges. This included the finalization of teachers’ guides and elaboration of student textbooks on entrepreneurship education;
- Institutional capacity development of the Teacher Training colleges (TTCs) to equip in-service teachers with skills for integration of life skills into the curriculum. Together with the Teacher Service Commission (TSC), the National Curriculum Development Centre, and NGO partner representatives of TTCs, a draft teacher training manual on life skills was developed.
- The Learning Achievement in Rwanda Schools (LARS) was developed in Rwanda for the first time with UN expertise to begin the country on the path towards standards setting and improvement measurement of student performance. Together with the training of teachers, performance measurement on learning helps to target subject areas and regions which may require additional attention, and helps to validate innovations in education. The LARS questionnaire not only included learning knowledge but also life skills of children.


78 UN Rwanda, Annual report, 2009.
• Progress towards development of comprehensive ECD services for all 0-6 year olds through support to the near finalization of the ECD policy and strategic plan and the development of a concept note on developing one ECD model site per District; Rwanda Reads program: provision of recreation materials, readers, pre-primary (ECD) books, primary schools books, and the sensitization of people to like and understand Rwanda reads.

• Progress towards adult and youth literacy and skills development. This included an expansion of the literacy program, technical support in developing adult literacy policy and the national curriculum framework, and support in the management and coordination of literacy development.

4.5.3 Outcome 4: Effective systems

Finding 24: Strengthening of the Ministry of Education is improving planning and coordination of the education system.

The role of the UNDAF TG in its support of the Ministry has been well noted by government stakeholders during the UNDAF evaluation. The Ministry of Education permanent secretariat thanked the role of UN because of the visible strengthening of the education system, as well as the increasing enrolment. Together with DFID and other partners, the TG has succeeded in handing over some systems and structures to the relevant government actors. As shown in the accompanying text box, one of these is a better school book distribution system that covers the entire country. Another has been the development of the Education Management Information System – which received financial support from DFID – and will affect the decision made by education experts and policy makers. For each district, a district education officer has been appointed by the MINEDUC and does EMIS data reporting, data analysis and planning.

The UN provided technical support for finalisation and initial review of key policies on girls’ education and special needs education, working hand in hand with the relevant Ministry officials, and ensuring that technical knowledge is passed on and retained within MINEDUC on policy development. Like in other thematic areas, the Education TG was a fundamental actor in the Ministry’s development of strategic plans, policies and guidelines, as shown by the accompanying text box.
Finally, the UN TG has been a trusted partner of the Ministry over the course of the UNDAF and EDPRS period. The UN DaO supported the MINEDUC to harmonize the education sector coordination by supporting the Education SWAp. The UN through UNICEF co-chaired with DFID the Education Development Partner group within the SWAp. This strategically positioned the UN system as a whole, and the UN Education Theme Group in particular, to influence policy dialogue and to ensure that key issues of equity and quality were given priority within the sector.\(^7\)

The Joint Review Education Sector (JRES) has been introduced. It takes place on a regular basis, twice a year in each of 2010, 2011 and 2012; one review each year had a backward looking focus and the other a forward looking focus. The NGO coordination network is in place and participates in JRES meetings and other coordination meetings, such as Clusters meetings every year, etc. Finally, the capacity of NGO partners have also been increased through supporting NGOs to set up a co-ordination mechanism and through the provision of technical support for its functioning. In addition, the UN advocated at various fora to ensure that civil society is consulted on key sector documents including the ESSP and sector policies including those on teacher development and special needs education and worked hand in hand with these organizations to support their involvement in policy level discussions.

**Key Result: All children in Rwanda acquire a quality basic education and skills for a knowledge-based economy.**

The achievement of the GoR in the education sector was impressive based on figures on enrolment and retention of children; the high primary completion rate both for girls and boys and the increased number of students in secondary schools. The learning space and retention in schools has increased as well as the inclusive education and transition rate from primary to secondary schools. The UN played a visible role in supporting the GoR through its MINEDUC to achieve its education goals as highlighted by the MINEDUC Permanent Secretary, the LARS Coordinator and the NCDC Deputy D.G.

The GoR made visible changes in improving children’s enrolment as well as their basic knowledge and skills in respective schools. In all cases, the work of the education TG has built existing capacities of government partners. In the case of support to LARS, Child Friendly Schools, and distribution systems for textbooks, a clear handover to the government has been noted.

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\(^7\) UN Rwanda, annual report, Kigali 2011.
Protection and management of environment is among the pillars of the Rwanda Vision 2020. This imperative is a central component in the EDPRS; section 3.3.7 highlights environmental targets for 2012. Among these were the rehabilitation of five critically degraded ecosystems and the development of a land use and management master plan.

UNDAF Result 4 programming operated within the National Environmental Policy and Environment legal framework. Programmes were intended to work with government partners to ensure the management of environment, natural resources and land in a sustainable way. In addition to its programme support to a range of intervention areas, the thematic group provided technical and financial support to the GoR in the development of the Environment and Natural Resources Sector Wide Approach. Of the three key outcomes planned at the outset of the UNDAF programming, the Environment TG demonstrated the greatest success on achieving the first: an enabling policy framework. The challenge in the coming years is to turn policy into practice on environmental issues in Rwanda.

Exhibit 4.6 Environment Outcome Indicators

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Indicators</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1: An enabling policy framework to support an effective system for environment management and ecosystem conservation established</td>
<td># (out of 7) key sectors with operationalized environment laws, policies and strategies (0 - 2007)</td>
<td>policies, strategies and laws have been developed including the updated National forestry policy (2011), the operationalisation of the National Fund for Environment/FONERWA (2010) or the biodiversity policy and law.</td>
</tr>
<tr>
<td>Outcome 2: Capacity at national, district and community levels to restore and protect ecosystems of</td>
<td>% of Nyungwe &amp; Volcanoes forests, Rugezi, Kamiranzovu and Kagera</td>
<td>Only the Rugezi wetland has been fully rehabilitated, but some of areas of Nyungwe</td>
</tr>
</tbody>
</table>

4.6.1 Outcome 1: Effective environment management framework

Finding 25: The UN has played a catalyst role in the development and establishment of coherent and effective environmental policies.

One of the principle roles taken on by the UN in coordination with the GoR has been the development of policies, regulations and standards for environmental protection and the correlative institutional capacity development at both central and decentralized levels.\(^82\)

The legal framework for the management of the environment in Rwanda was put in place in 2005. It determined the modalities to protect, safeguard and promote the environment in its broadest terms (land, agriculture, forests, water, biodiversity, etc.) in Rwanda. However, before 2008, the environmental management framework in Rwanda was very weak. In many policy targets, the baseline indicators were zero or low, suggesting little by way of existing policy guidance.\(^84\) In contrast, the years of the UNDAF thematic group on the environment have seen the emergence of various environment policies, laws, regulations, guidelines and standards. Among the policies put into place have been the biodiversity policy and draft law which is still under examination by parliament, the update of National Forestry Policy in 2010 and the development of the national strategy for climate change and low carbon development (2011). With reference to the legal framework, new and improved laws have helped to establish the national fund for environment (FONERWA) and the Rwanda Meteorology Agency (METEO Rwanda).\(^85\)

\(^{81}\) UNDP Rwanda, *Outcome Evaluation for UNDP Environment Programme*, Kigali, 2010

\(^{82}\) UNDP Rwanda, *Outcome Evaluation for UNDP Environment Programme*, Kigali, 2010


\(^{84}\) Rwanda UNDAF 2008-2012 Monitoring and Evaluation Indicators, TG4

\(^{85}\) Republic of Rwanda, Prime Minister’s Office, Official Gazette of the Republic of Rwanda Nº26 of 25/6/2012 and Nº 04 of 23/01/2012
Finding 26: Enhancing national capacities for environment research and in the development of specific information systems has been. Their use in advocating for policy has not yet been measured.

Over the UNDAF period, the UN thematic group members have been able to support the GoR in its efforts to improve environmental information systems and research. Among the main achievements was the publication of the 2009 Rwanda State of the Environment and Outlook Report which provides information on the status of the environment and serves as a reference document for policy makers on the country’s environmental performance. Regarding the management and protection of biodiversity, the UN supported several studies and surveys that aimed to contribute to science-evidenced management of the protected areas of Rwanda. For example, the Nyungwe National Park Management established a data monitoring policy to facilitate information management and processing.

In regard to specific information systems development, REMA was engaged in the final phase of installing the modern meteorological stations countrywide, IT equipment for the Early Warning System as well as identification and development of location maps for the stations are already available. REMA also conducted staff training on data analysis, forecasting, packaging of early warning information, disaster management and preparedness and use of early warning information for decision making. These tools would add to those already supported through the UN, such as the Rwanda Environment and Climate Change information System (RENVIS) 86, a GIS based monitoring and evaluation for Environment and climate change, and a planning tool for highlighting and determining wood fuel priority areas or “wood fuel hot spots”, related to consumption patterns and supply-demand condition for wood energy.87

In spite of the influx of research, surveys and studies, few examples exist on how the data collected thus far has led to specific actions taken by the GoR. It may be too early to capture the policy or agenda changes brought about through research and data; however, it is clear that evidence based decision making must emerge from having the correct tools to properly understanding the environmental situation in the country, and through UNDAF support, an important step in this direction has been taken.

Finding 27: The One UN has had an important role in building institutional capacity for environment management at central and decentralized levels.

Accompanying policy development and data collection systems, the UNDAF also back a number of specialized institutional mechanisms in Rwanda to develop capacity in environmental planning and budgeting in the country. The importance of this upstream work under the leadership of the GoR is that it set the stage for the integration of environmental management issues into sector budgeting and district planning. 88 By 2010, seven sector-specific Environmental Impact Assessment guidelines had been developed with the support of the UN. Guidelines for Strategic Environment Assessments (SEAs) and Environment Security Assessments (ESAs) were also developed.

It is important to note that at the decentralized level, all 30 districts have an Environment Officer responsible for ensuring that environmental issues are integrated into the district development plans, and providing technical guidance to district sector units to prioritise and address environmental issues. REMA established practical technical tools intended to strengthen environmental management capacities of districts, sectors and towns. In particular, guidelines for integration of climate change in DDPs and for agriculture were produced in 2011. At district level District Environment officers were trained in

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87 UN Rwanda Annual Report, 2009
88 See Annex 17,1 Finance Law
environmental data collection and development of indicators\(^{89}\), which trainings resulted in more capacity for Districts to better plan and allocate budgets for environment and natural resources development. This capacity change was confirmed by Musanze District technical officers we have been able to meet in one of our field visits who said: “We are now equipped to perform better our duties in mainstreaming environment issues in the next Musanze DDP II (District Development Plan) we are developing.”\(^{90}\) Specific trainings were also conducted for technical staff from several institutions such as MINAGRI or MINICOM or from private sector (including the mining sector) on the environment mainstreaming into policies, plans/budgets at the national and local level.\(^{91}\)

### 4.6.2 Outcome 2: Restoration and protection

Finding 28: The UN has contributed to the restoration of some degraded ecosystems and has been a key advocate of increased awareness of communities surrounding protected ecosystems. However much is still to be done in the sector.

The GoR has expedited the protection of a number of sensitive ecosystems throughout the country. These initiatives, such as the rehabilitation of degraded wetlands, the protection of the Nyabarongo river banks and tributaries or the rehabilitation and protection of lakes shores and their watersheds\(^ {92}\) can often put local communities in conflict with the environmental concerns. Therefore, building communication and community trust have been essential components of the UN’s support to the GoR. Some initiatives developed members of the thematic group include:

- Ensuring that forests management and adequate agricultural practices around protected areas were improved and that conservation was integrated in the planning process of districts surrounding parks.
- Developing a revenue sharing policy to share tourism revenue with local communities\(^ {93}\) in order to address the problems of the poorest people within communities surrounding the National Volcano park. It is important to note that the same people were previously identified as against biodiversity conservation and have changed their behaviour due to their involvement in the park’s management and concrete profits from the revenue sharing policy.\(^ {94}\) It consists of giving 5% of total park revenues to surrounding communities as incentives for conservation. Thus far, Rwanda Development Board-Tourism and Conservation has provided $1.8 million to support community projects including health facilities, schools, agroforestry, water supply.\(^ {95}\)
- Supporting the realization of community led projects as alternative income generation activities for poverty reduction and ecosystem protection by preventing encroachment of the Nyungwe and Volcanoes National Parks. These activities could vary from construction of water tanks, improved stoves, beekeeping, bamboo nursery, supply of block and tiles making machines.

\(^{89}\)UNDP Rwanda, *Outcome Evaluation for UNDP Environment Programme*, 2010

\(^{90}\)Meeting held at Musanze District on 14 December 2012 involving the District Director of Planning, the Director of Administration and other technical officers

\(^{91}\)UN Rwanda, DaO, Annual Report 2011

\(^{92}\)One UN Rwanda Annual Report 2010 and 2011

\(^{93}\)Rwanda UN Annual Report, 2010

\(^{94}\)Meeting held at Musanze District on 14 December 2012 involving the District Director of Planning, the Director of Administration and other technical officers

\(^{95}\)RDB Web page
- In 2010, the UN contributed to the rehabilitation of 78% of the total length of Lake Muhazi shorelines as well as to the rehabilitation of a portion of Lake Mugesera on the side of Rwamagana. This project improved living conditions of the inhabitants of the operation area of these projects.

According to REMA officials, people understand better how their well-being is linked to the protection of the surrounding environment and are less likely to attempt to cultivate in ecosystem buffer zone areas. The role played by the UN may have helped Rwanda win the prestigious Global Environmental Award. The Country was also awarded the 2010 Green Globe Award for successfully restoring the ecological functioning of the Rugezi-Burera-Ruhondo network, an inland freshwater lake-wetland eco-system.

**Finding 29: The UN has provided technical support to the promotion of innovative practices for energy efficiency and has supported pilot projects using successfully improved farming/environmental techniques.**

Innovation and energy efficiency are landmark issues within the GoR’s priorities and strategies. Therefore, the One UN has been engaged across several agencies and interventions to pilot and carry out innovative projects with regard to energy. Regarding innovative practices for energy efficiency, the One UN has supported community-based pilot projects to promote more energy efficient cooking stoves, agro-forestry and improved soil management in three districts of the western province of Rwanda. The improved stoves are in use in 95 percent of households in these districts, where they have resulted in 50 percent reductions in fuel wood consumption. The One UN supported similar initiatives in other districts of Rwanda and supported trainings of blacksmiths on best carbonization practices for reduction of wood energy consumption in six districts. UNDP initiated the use of biogas at household and school levels through the GEF SGP and the technology is today being spread by the Government.

Another innovation has been the use of solar energy; the UN promoted the use of solar energy while training and empowering women from to be 'Barefoot Solar Engineers' (BSEs), who will install, repair and maintain solar lighting units for a period of five years at least, as well as set up a 'Rural Electronic Workshop' where components and equipment needed for the repair and maintenance of solar units will be stored in Musanze and remote rural villages around the Virunga Mountains. For sustainability, the BSE will be paid by the community to maintain the solar equipment. These ladies have now acquired the skills to equip houses with solar panels, to maintain and repair them. The purchase of equipment for the electrification of the houses remains a challenge, however. One report suggested 60% of the budget is still lacking and that the benefits of the project and of the capacity development efforts may be quickly lost.

One of the UN DaO’s joint programmes was the micro hydropower plants in the areas surrounding the mountain national parks. The independent evaluation carried out by UNIDO in 2011 highlighted some important findings on effectiveness, notably that this project demonstrated good efficiency in use of resources at a cost of $1,979 per kilowatt, and overall good delivery of project outputs. Finally, the project had a catalytic role resulting in a wide range of similar projects – around 26 – being launched across the country, with various donor partners.

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96 One UN Rwanda UN Annual Report, 2011
100 UNESCO, *Environment MAB 2012 draft Annual Report*
With regard to the improved farming/environmental techniques, one of the successful projects for which the UN contributed was the Sustainable Land Management (SLM) capacity development. The project was funded by the GEF, UNDP, the GoR (in kind) and ICRAF (World Agroforestry Center). The project lasted from 2008 to 2011 and was operational in four (4) Districts (namely Musanze, Burera, Nyabihu and Ngororero). Through training of trainers and the introduction of innovative techniques, the project was successful in demonstrating SLM practices and dispatching knowledge of land management in 4 pilot sites in the Northern and Western regions of Rwanda.

**Key Result: Management of environment, natural resources and land is improved in a sustainable way.**

Over the UNDAF period, the environment sector has been characterized by a remarkable progress in the establishment of a coherent and effective environmental management framework. Both at the upstream and downstream level, the environment TG has fundamentally and irrevocably changed the landscape in Rwanda with regards to environmental management. However there is a clear need of more capacity development (in terms of human and financial resources as well as knowledge transfer) given that the strong focus on environmental issues is relatively new in Rwanda. In some areas it has spread itself too thinly, thus minimizing the extent of its contribution. Overall achievement of this outcome is satisfactory in delivering immediate outcomes from the UNDAF programming.

At this early stage, there are some signs of sustainability at both upstream and district levels through extension services for sustainable land management. However, the broad engagements made by the environment TF do not render measurement easy. However, to the credit of the TG members, a number of useful evaluations have taken place over the UNDAF period which present interesting lessons and ways forward for the sector.

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101 Republic of Rwanda, MINAGRI, 2nd Draft Report for SLM Project Closure, September 25th 2012
4.7 UNDAF Result 5: Sustainable Growth and Social Protection

The UN DaO, through its UNDAF 2008-2012 focused its actions on two principle outcomes related to the UNDAF Result 5, with the objective that the Rwandan Population benefits from economic growth and is less vulnerable to social and economic shocks. These two principle outcomes in this result area were: social protection and vulnerability reduction and; equitable economic growth and. These two outcomes were further disaggregated into the four outcomes below:

1) an effective disaster management system to be put in place to minimize risks and respond to shocks
2) an effective social protection system should be put in place to promote equity and socio-economic inclusion of the most vulnerable groups
3) production and income: improved incomes and food security with diversified and greater value added production
4) economic governance and trade facilitation

The outcome indicators below did not always reflect the far reaching nature of the result areas covered under Thematic Group 5. However, the Findings below present some of the important contributions made in this field during the UNDAF period.

**Exhibit 4.7 Sustainable Growth and Social Protection Outcome Indicators**

<table>
<thead>
<tr>
<th>Outcome</th>
<th>Indicators</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outcome 1: Disaster Management</td>
<td>A comprehensive National Disaster Early Warning System fully operational within the Disaster Management Unit (DMU) (Baseline: Not established, 2008).</td>
<td>The UN provided financial and technical support to develop a Government-led National Emergency Preparedness and Response Plan which was adopted.</td>
</tr>
<tr>
<td>Effective national disaster management established and operational</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outcome 2: Social Protection. An effective and coordinated Social Protection system implemented</td>
<td>Number and proportion of vulnerable households assisted through social protection schemes (Baseline: TBD)</td>
<td>475,000 people (4% of the population) receiving some sort of social protection support in 2010</td>
</tr>
</tbody>
</table>
Outcome 3. Intensification/Diversification/Food Security
Improved incomes and food security in rural- and urban areas with diversified and greater value added production

- Average yields (Million tons per hectare) per ha for main food crops (Baseline: 2.468 cassava, 1.674 maize, 931 beans, 8.535 potato, 2009)
- Average yields (Million tons per hectare) per ha for main cash crops (Baseline: TBD)
- Proportion of participant households’ expenditures devoted to food (Baseline 2006: 53%)

Outcome 4. Value addition and market access
Access to markets and financial services improved for small producers and Micro-, small and medium enterprises (MSMEs)

- Proportion of small producers with access to markets (Baseline: TBD)

- Project level improvements in yields were reported

- Project level improvements in access reported.

4.7.1 Outcome 5A: Equitable Economic Growth

Finding 30: The unique contribution of One UN in economic sustainable growth has not been clearly demonstrated, despite accompanying the GoR in favour of policies and strategic plans as well as downstream projects to spur economic growth and productivity.

Within the programming for equitable economic growth, the UN contributed both to upstream and downstream outputs. Supporting the GoR in the development of a range of policies and strategies was viewed as an important vehicle for the support of the Thematic Group. It helped to stamp the DaO influence in the sectors of commerce and agriculture, including the National Agriculture Mechanization Strategy, the National Gender Strategy in Agriculture, and the knowledge management strategy in Agriculture. The UN has also contributed in the revision of the agriculture investment plan, which was used to mobilize $50 million for the global agriculture and food security program for a scale-up of existing government programmes.

The UN has engaged with government on research products over the course of the UNDAF: it has conducted manufacturing sector studies, investment monitoring platform inventories, a mapping of industries, industrial and investment surveys, and industrial competitiveness reports. Each of these enriched the body of evidence for economic growth and development in the country. However, the evaluation team was unable to ascertain how these studies had changed the way that the GoR was carrying out its economic policies. While the research and studies were deemed useful by government partners, it was not clear exactly how these policy studies and research had been used by decision makers. While the policy to research nexus is a complex one, more effort was needed to link these efforts to changes in the way that the GoR conducted its economic growth policies.

At the downstream level, the DaO partners combined technical expertise and innovative practices to bring catalytic agricultural projects to the forefront, many at a pilot stage to spur further investment. Several examples emerged from discussions with GoR officials and through thematic group meetings.

- The commercialization of agricultural products as well as the strengthening of marketing capacities of farmers/producers in cooperatives has been one innovation supported by the TG. This entailed the introduction of processing technologies where necessary and strengthening of the capacity of beneficiaries in order to increase production and compete on the market. Thus far, five cooperative
management structures were established and reinforced, all of which were recognized and legalized by the Rwanda Cooperative Authority (RCA). The number of cooperative members more than doubled over the life of the project, and included a strong gender component.

- The introduction of a maize drying system in appropriate drier shelters enabled to improve maize quality and increase the selling price. Following the access to markets and increased bargaining power, prices of maize grain increased by an average of 100% as compared to situation before the project (average prices passed from 100 to 200 Rwf/kg).

- A milk collection network was put into place with nine collection centres and 90 milk collectors with basic training on quality milk handling and hygiene. IAKIB was collecting 6,000 litres /per day at the beginning of the Project, and collects 16,000 litres /day today.

- Eight cooperatives were involved in the development of a value chain to increase the value of their fruit production. Seven of them were involved in fruit production and marketing and working through juice production. The cooperatives involved in the Value Chain have opened bank accounts in banks and micro-finance institutions and the manufacturing facility is already in the process of applying for a bank loan to up-scale its juices production and sale business.

- In collaboration with the Rwanda National Agriculture for Export Board (NAEB), one UN supported project established two greenhouses to ensure the production of virus and diseases free seeds.

DaO has achieved much in terms of developing pilot projects and interventions to promote agriculture and economic growth. However, as noted at the outset, the UN has not yet adequately shown its unique value-added in the marketplace. Projects are too fragmented to show any strong contributions to outcomes. Instead, alongside the joint interventions in this area, the economic growth interventions serve to be demonstrative and catalytic in nature.

### 4.7.2 Outcome 5b: Social Protection and vulnerability Reduction

**Finding 31:** An effective national disaster management system has been established and is now operational. The DaO unique contribution and added value to this effort has not been clearly elucidated.

UN DaO has made a contribution to the effectiveness of the national disaster management system both at national and decentralized level, especially in Northern Province which is at high risk for natural disaster. Specifically, UN has contributed to the development of disaster management legal framework which is available and used as national guidance for stakeholders involved in the sector. This has helped to develop the institutional framework through which MIDMAR functions and leads on disaster management. DaO has supported in the production of the following key documents:

- National disaster management policy;
- National disaster management strategic plan (a Government-led National Emergency Preparedness and Response Plan);
- District Development Plans in Northern Province;
- A National Disaster Early Warning system.

Interviews with GoR partners suggest that the active participation and contribution of UNDaO representatives in technical sector working groups has helped to bring global best practices to the sector. However, it is unclear exactly the extent of the value-added of the UN in its work with MINMAR. At the local levels, the changes observed through the discussions during the meeting with local authorities and
during field visits in mid December 2012 are suggestive of an improved delivery of services by government, and a system that has gained traction within the government. For example, DDP now include an allocation of funds for disaster management and funds are being invested to mitigate disasters. Examples of such investments were such practices as hillside terracing and ravine management. Institutional capacity development in the form of staff training and technical assistance contributed to:

- The improvement of individual skills/through trainings organised by government and supported by UN for national and district’s disaster management committees;
- The improving of coordination and implementation of the national Disaster Management Strategic plan;
- MIDMAR and district committees coordinating and managing emergency disaster cases.

Finding 32: Effective safety nets for protection of the most vulnerable have been implemented and advocacy for social protection has led to real increases in budgetary outlays for this priority area.

The Rwanda Government’s commitment to social protection was illustrated through its inclusion as one of three flagships of EDPRS 2008-2012 through social sectors systems and mechanisms. Whereas only a few years ago the social protection sector was characterised by a host of fragmented, un-coordinated and largely off-budget donor programmes, the sector is now aligned behind a common strategy and implementation programme and comprises large and growing Government-led programmes. The National Social Protection Strategy was approved by Cabinet in January 2011 and the accompanying Implementation Plan was validated the same year. Implementation of the strategy is overseen and monitored by the Social Protection Sector Working Group (SPSWG), and its four sub-Committees on Policy, Learning and Capacity development; Systems and M&E; Finance; and Early Warning Systems.

Adjusting for inflation, spending across all core and complementary social protection programmes increased by more than 13 times in real terms between 2004 and 2011. These real increases reflect not only an increase in the total resource envelope available to government: they also reflect an increased prioritisation. There are indications that the VUP social protection programme has made substantial contributions to poverty reduction in a number of areas. The VUP Intermediate Impact Assessment report (2012), concluded that there has been a substantial reduction in the proportion of the population categorised as Ubudehe 1 (the poorest) in active VUP sectors. However, despite huge successes, coverage remains limited: 4% of the population lived in households receiving social protection support; in 2012 VUP covered UN TG members are part of the quality assurance and drafting team of the new social protection strategy. In the area of social protection and graduation and targeting, the UN TG members used their global experience and a strong engagement with stakeholders to advocate for social protection and to build linkages between sectors. For example, links between public works and early childhood development, or between education and rural development.

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102 Social Protection Update: Current Sector Situation and UN Engagement
Finding 33: The Isange One Stop Centers has been a model joint programme in the current UNDAF period. Evidence suggests that while results are positive, long term sustainability remains questionable.

One of the key activities under One UN has been to work in partnership with the Rwanda National Police (RNP) to set up the Isange One Stop Centers (IOSC). The Isange One Stop Center (IOSC) is set up in the Kacyiru Police Hospital (KPH) in Rwanda’s capital city of Kigali. The IOSC utilizes a multi-sectoral team approach to address victims’ needs across health, social services, legal, and police sectors. The One UN is also working closely with the GOR to help support the planned scale-up of OSCs in district and provincial hospitals across the country planned for 2011-2016.

As highlighted in the 2012 Evaluation, IOSC’s services have been seen as more innovative and were introduced in 2009, it has developed a comparative advantage over other similar services that include:

- The medical and forensic capacity exceeds anything else available in the country.
- Strong links with policing structures: Every victim that seeks services at the IOSC is also seen by the JPO who has close links with the Gender Desk of the RNP and immediately starts an investigation of the case. Additionally approximately a third of the cases that are received by the IOSC are referred through the Gender desk of the RNP. The IOSC also benefits from the awareness raising carried out by the community policing structure.
- The high quality and availability of service The IOSC has been recognized and praised by national government institutions such as the GMO for its high quality of service. The IOSC provides victims with high quality medical-legal, psychological, and police support. Between July 2009 and December 2012, approximately 4725 victims of gender based violence and child abuse sought treatment at the IOSC. Demonstrating the project’s initial success is the fact that the number of individuals who sought treatment at the IOSC increased dramatically initially between 2009 and 2010, remained steady for 2010 to 2011, and then actually decreased in 2012.

On the other hand, some of the challenges of the Isange are the following:

- Inconsistent awareness raising activities: Although awareness raising activities took place in the beginning stages of the programme these were not sustained throughout the three and half year period reducing the exposure that the IOSC has had to the general public.
- Poor links with relevant ministries and civil society actors Poor links with ministries such as MINISANTE and civil society actors at the strategic and local level have resulted in little awareness of what services are available locally that could increase the relevance of the programme and increased use of services.
- Inadequate follow-up of victims once they return to their communities is also a concern. Due to limited time and resources, the IOSC staff are unable to follow up cases on a consistent basis and at times victims do not return for their follow up visit. Reliance on untrained Child Protection and GBV committees and policing structures are inadequate and in some cases have resulted in putting victims at risk in their homes and communities.

Finally, the report highlights that the programme is almost fully dependent upon One UN funding, thus jeopardising long-term sustainability.

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103 Final Evaluation Of Rwandan Government And One UN Isange One Stop Centre Final report
Key Results: Rwandan population benefits from food security and economic growth, including productive employment and is less vulnerable to natural, social and economic shocks.

The Result Area 5 TGs covering Social Protection and Equitable Economic Growth represent areas of focus which are expected to be in high demand in the next EDPRS II. In both areas, the UN’s contribution has been valuable according to government partners, however difficult to measure. An effective disaster management system is in place and operational at central and decentralised levels and various efforts for social protection programmes and economic growth projects have borne some fruit. These TG have been hamstrung by a wide range of interests which has made coordination difficult.

The focus throughout the programming in economic growth and social protection is to instil a certain level of buy-in from government and partners, including using pilots or “proof of concept” to demonstrate value-added.

The broad engagements made by the economic growth and social protection TG have not lended themselves well to easy measurement. Except in some cases, there has been insufficient attention to M&E systems and data collection in this result area.
4.8 Effectiveness of DaO Coordination Structures

For the United Nations, the Report of the High Level Panel contained far-reaching proposals on new governance and funding arrangements at the central level to support a DaO approach. The purpose of the pilot DaO countries was to “allow the United Nations system, in cooperation with host Governments and in support of national development goals, to develop approaches that would enhance coherence, efficiency and effectiveness at country level; reduce transaction costs for national partners; and test what works best in various country situations.”

It is important to acknowledge the unique nature of the programming under the UNDAF in Rwanda between 2008 and 2012. While aligning the UNDAF under the EDPRS of the GoR, the UN also implemented a number of additional processes to harmonize its efforts, including joint interventions and streamlined operations. In managing both internal UN relationships and the relationship with the GoR, the Resident Coordinator and the supporting office embraced the One UN concept.

It has been well cited that the UN DaO relationship is complicated by the way in which agencies operate with their headquarters and with their donors. Individual agencies have not been quick to adapt their policies and procedures for their country offices at the speed which is required for DaO to realize its full promise. Moreover, relationships with donors continue to be fraught with inconsistencies in terms of the aid effectiveness agenda – in particular with regards to the need to see agency-specific results. Innovative donors which have funded joint interventions or UN-wide interventions remain eager to see rapid transformations in process and procedures in agencies, however many of those same agencies have received mixed messages on joint programming from their own headquarters.

A survey of some of the key effectiveness of the UNDAF structures and mechanisms are highlighted below. The overall data suggests a lower rating for these effectiveness indicators as compared to the relevance indicators covered under Section 4.1. The survey of UN staff suggests that 80% are satisfied with the improved coordination brought about by the UNDAF and DaO. 78% of respondents were satisfied with the coherent planning with government, brought about by the UNDAF, and 75% were satisfied with joint interventions. The lowest rating occurred in the area of monitoring and evaluation, with only 64% satisfaction.
Finding 34: One UN has led to improved internal cooperation among Theme Groups in Rwanda, despite changes in leadership. Improved cooperation of the Task Forces is mixed.

One of the challenges in maintaining coordination over the entire UNDAF period is a maturation of coordination from planning to implementation. The global UNDAF evaluation states that in most cases, staff within the UNCTs do indeed improve their communication. This is confirmed in the survey results noted above. However, the global UNDAF evaluation also demonstrates that the degree to which the architecture of outcome groups is either established or sustained during the entire period of UNDAF implementation varies between countries. The architecture of thematic groups in Rwanda generally fits this mixed typology. In general, the Theme Groups have displayed improved coordination in programming to a point where strategic coordination, joint advocacy messaging, and leadership in sectoral working groups reflects the views of all members of the TG. Such a perspective was widely shared by members of the Education TG, for example, and anecdotally from other TGs. Survey results highlighted in Exhibit 4.8 confirm strong satisfaction in terms of coordination with other UN agencies, joint interventions and more coherence planning with government. These are sure signs of a maturing coordination structure with good leadership systems which have maintained their strength despite staff rotations within the UN.
One of the structures which has maintained its relevance over the period of the UNDAF has been the PPOC. It’s functioning as a key inter-agency task force in order to lead innovation has been an important factor in the success of the One UN in Rwanda over the UNDAF period. For example, the PPOC has managed such issues as the management and use of the One Fund and joint intervention management, encouraging the success of the TGs and TFs to collaborate together, developing and implementing policy and strategy of DaO and working to support M&E and RBM in regard to UN initiatives.

On the other hand, some of the task forces organized under the auspices of the COD have not been sustained in the same manner. These include Task Forces working in Communication, Gender, Human Rights and M&E. Despite some examples of solid realization of activities in favour of these priority areas, there was an overall lack of sustainability of these groups. For sustainability, the coordination role in these TFs requires leadership from the RCs office, a commitment from the UNCT members and budgets with which to carry out key activities. Neither of these has been consistent throughout the UNDAF period, due to changes in leadership and staffing as well as a lack of funding at the level of the RCO.

Finding 35: The UNDAF Results Matrix, while linked to EDPRS M&E Framework, has not been updated during the period under review and has, therefore, been largely irrelevant and ignored.

The overall work of UN with regard to M&E in Rwanda, through the M&E Task Force as well as through individual Theme Groups suggests mixed results in this area for the UN DAO. This is reinforced by the survey results as highlighted in Exhibit 4.8 above. The lowest rating in this section of the survey occurred in the area of monitoring and evaluation, with only 64% satisfaction overall.

The GoR and Development Partners meeting in November 2012 highlighted several key points related to its own M&E of the EDPRS, namely:

- Data quality challenges;
- Few evaluations conducted and initiated by sector working groups;
- Linkage of findings to policy needs to be strengthened;
- Irregular reporting on the EDPRS at sector level except at Joint Sector review time – monitoring needs to be strengthened.

Similarly, the UN in Rwanda has had difficulty fully operationalizing its M&E framework, both due to the complexity of the work as well as available resources to carry it out. In the case of Rwanda, while outcome level indicators are closely linked to the government EDPRS, several outcome indicators presented throughout this evaluation did not properly capture the intended change of the programming. In other cases, the outcome indicators did not sufficiently capture the contribution of the UN agencies. The output indicators were often too complex and numerous so as to minimize their usefulness at the UNCT level. In 2010, the M&E Task force outlined some of the same challenges to each of the Theme Groups, and requested that they work towards improving this results matrix through completing a short assessment of the results and indicators that had been provided. This effort led to some improvements in the results formulations. However, there were no further updates made in the results matrix at an UNDAF level.

The global UNDAF evaluation as well as the QCPR report noted this challenge throughout all UN country offices, including those in DaO countries. These reports cited issues such as the quality of the results framework, use of overly broad outcome statements, poorly defined indicators which do not measure intended change. These reports also highlight the lack of demand for reporting on results at the UNDAF level. The UNDAF global evaluation noted:

*Possibly the area in which least progress has been made has been in terms of enhancing a results focus at the level of the UNDAF/UNCT. Evaluative and interview evidence identify no examples of UNDAF level M&E systems working as suggested in the UNDG Guidelines or in*
the UNDAF M&E plans. This is despite UNDG having invested significant resources in addressing the technical short-comings in UNDAF results frameworks and M&E planning since 2006 and issuing new guidance in this area. Notwithstanding the significant investment, review of recently developed UNDAF results matrices reveals little evidence of a significant improvement in their technical quality.

It is a structural reality that UN programmes, headquarter and donors continue to request agency-specific monitoring and evaluative data, to which M&E staff at the agency level dutifully respond. As noted in the finding below, funding has not been made available to fill an M&E position within the RCO, where such a position would be most helpful for leading the M&E framework for the UNDAF.

Finding 36: With some exceptions (such as its role as Co-Chair in the Donors Group meetings), the RCO and One-Leader pillar of the DaO has not been capacitated to reach the levels needed to lead external advocacy and broad policy direction for the UN in Rwanda. This is in part due to inadequate funding.

As defined by the UNDG, the concept of One Leader is for an empowered RC and an empowered UN Country Team to work together with clear accountability. Under the One Leader concept, the empowered RC is expected to provide strategic leadership throughout the development programming process, bringing together relevant analytical capacities, both national and international, developing synergies between various UN ‘assets,’ and linkages between the UN entities with their respective mandates and other partners.

The RC continues to been appreciated in its role as the “clear leader” of One UN and as co-chair of the Development Partners Group. The RCO also won praise for its internal leadership in joint trainings for UN staff, and bringing the UN agencies closer together through town-hall meetings and internal communications. However, the One UN Steering Committee was not operational over the full course of the UNDAF period, hindering the level of transparency needed with GoR and donors. Moreover, the staffing organigramme for the RCO has not been fully recruited so as to carry out a full scope of activities which are required of a DaO country. For example, as noted above, the lack of an M&E staff in the RCO has limited the DaO collaboration on M&E issues between agencies. It has also meant that individual agencies and their staff members have had to increase their support of M&E and RBM, some of whom have insufficient time to support M&E issues in the UNDAF level. Similarly, at the time of the evaluation, a core Senior Policy Advisor had not been recruited at the level of the RCO. For a One UN with a critical role in supporting GoR with the development and coherence of policies, the lack of support to the RCO and UNCT in this regard is a limitation.

Some respondents have proposed that the RCO has not made a sufficient business case the Senior Policy Advisor position being offered under the RCO. The 2012 Focus Study contends that:

*Engagement in policy development should be led by Agency Representatives, assisted by other senior staff members and coordinated by the Resident Coordinator. While expert consultants and applied research can contribute to policy development, it is the top staff members in the UN who can help a Minister or Permanent Secretary with the challenge of putting the policy pieces together.*

However, there are a number of key areas where the DaO policy and M&E influence through the RCO has been lacking over the course of the current UNDAF: These areas include:

- Programme monitoring and joint evaluations for joint interventions
- Policy Coherence and liaising across TGs on policy development and on cross-cutting issues
- Leading the policy discussions on aid effectiveness on behalf of the One UN
- Leading the continuum between policy development and implementation (or delivery)
These areas are particularly salient as the UN moves towards a greater role in supporting the development of policy as per the UN Focus Study.

**Finding 37: The “One-Voice” pillar of the DaO structure has been weakened through the lack of active engagement and under-utilization of a UN Communications Group.**

Throughout the period 2008-2012 there has been a notable shift away from joint communications and the efforts toward One-Voice. The first years of the UNDAF saw donor support for the Communications Specialist in Rwanda and the inter-agency Communications Group had achieved strong results in promoting the voice of the UN. However, in recent years, the One-Voice in Rwanda has been less vocal.

As highlighted in Exhibit 4.1, communications received the lowest satisfaction rating among all the factors reviewed under “relevance”. As highlighted in the Focus Study, the lack of a strong communications and messaging from One UN has led to the perception by some partners that the UN is a “black box”, reflecting a lack of transparency. Over the course of this evaluation, this was a perception primarily shared by partners with regards to funding and budgeting. In other cases, there was widespread satisfaction with the communication and transparency on policy and strategic issues.

Several reasons were noted for a decline in attention towards communication. First was the absence of a communications specialist at the RCO level to lead and coordinate the Communications Group. In the latter part of 2012 a specialist was hired. Second is the lack of a communications strategy for the UN. The United Nations has a multi-faceted presence in Rwanda, and points of view and opinions expressed by the UN need to be strategically linked to on-going work, key advocacy messaging and initiatives. As was highlighted by the Focus Study, a communications strategy can include a) communicating results to government, development partners and the public, b) communicating with staff about priorities, and c) drawing headquarters attention to the importance of Rwanda for the UN’s reputation.

The communications group and One Voice has not sufficiently been employed support areas where the UN feels need to be reinforced. One example has been its on-line presence to ensure that messaging of the UN is shared broadly, particularly in face of competing messages from the political side of the UN in New York. Another was to use communications to highlight the post-UPR progress made by the GoR. In some cases some of the laws moved in the appropriate direction, while in other cases, such as the genocide incitement law, insufficient advances were made. A communications strategy would have been ideal in order to introduce some of the successes and also point out some of the GoR shortfalls.

**Coordination:** The DaO structures and systems in place have had varying degrees of success in implementation. In particular, absence of an M&E staff and Communications staff positions in the RCs office has been strongly felt in an organization trying to counter the impression of being a “black box” in terms of transparency. Both of these vacant positions have limited the ability of the RC to achieve and communicate results more clearly to the GoR and other DPs.

In spite of constraints at the level of the RCO in its ability to direct policy or M&E, strong leadership of the PPOC structure has ensured good DaO coordination over the UNDAF period.

For good coordination to transcend beyond perceptions the role of communications and M&E/Policy in the RCO are critical in telling the stories of the One UN successes, making important policy contributions and providing key advocacy messages in support of normative issues. These are critical both when the UN is applauding the GoR for good practices as well as when the UN is challenging the government to make improvements.
4.9 Efficiency of One UN and the UNDAF

To review the question of efficiency, this evaluation, in line with the TOR, assesses UNDAF’s efficient use of its partnering arrangements and resources in creating an enabling environment for joint programming. The challenge for the UN in Rwanda, and for an evaluation of the UNDAF, is that many of the activities and projects underway do not generate data that helps to understand the link between uses of resources and the outputs or outcomes produced. Instead, the question can be phrased as follows: how efficiently does the DaO operating model – based on strong participation of UN staff from several agencies – provide value in terms of the comparative advantages and coordination multiplier effects that it can achieve in programming. For this, we used document analysis and key stakeholder interviews to assess the following areas: the management of partnerships and resources under the purview of the UNDAF and; the development of systems and standards to monitor these resources, systems that are in place for monitoring and reporting of projects and which have some bearing on resource efficiency. We divide this chapter into two parts: efficient use of resources (including human and financial) and development of systems to efficiently monitor and track progress.

Finding 38: The UN Delivering as One in Rwanda proved that a coordinated response brings added-value. Government partners witnessed progress in the One UN’s level of coordination in terms of saving time and resources.

Staff perceptions around the efficiency of One UN programming in Rwanda are relatively consistent with those government partners receiving support. Nevertheless, government staff are also quick to assert the positives of joint planning and programming through the UNDAF in Rwanda. In particular has been the progress made in reducing the transaction costs associated with individual meetings for planning and reviews with national partners. This was noted across many of the interviews held with government partners. The types of benefits included:

- Clarity of the UN lead agency in support of a priority area helped to mobilize wider UN support without contacting all of the agencies. This was noted by the National Institute of Statistics as well as the National Aids Commission.
- Ability to reach experts of non-resident agencies through the lead agency in the theme groups.
- Ability to coordinate through the Resident Coordinator on matters of Aid effectiveness.

The contribution of DaO proved to improve efficiency, especially with regards to saving time through fewer meetings. As one official highlighted, the effect of having one meeting with all the agencies rather than several helped us to understand the specific value-added of each of the agencies, and saved a great deal of time.

Survey responses from UN staff members suggest, however, that work remains to improve overall efficiency of the One UN structures and systems. As compared with the largely positive indicators on relevance and effectiveness of the UNDAF in Rwanda, the survey results on efficiency as shown in Exhibit 4.9 reflect that some work needs to be done to improve on cost effectiveness and overall use of human and material resources in the UNDAF programming environment. This includes a relatively low level of overall satisfaction in indicators such as the speed of One UN in disbursing funds (32% of UN staff are satisfied), in reaching consensus with theme groups (36% satisfaction), length of time for planning with government (42% satisfaction) and speed of the One UN in delivering support (48%).

The views from government and partners in these indicators of efficiency mirror those of the UN staff. However, the extent of progress towards these efficiency gaps is uneven:

- For example, while government staff have expressed some concern at the length of time taken by the UN for planning, they have also noted that there have been some improvements in this regard.
Partners is some sectors have noted improved coordination in terms of consensus building at the UN level (education, governance) while in other sectors (environment), a lack of consensus was cited.

Disbursements of funds was viewed favourably by many agencies, however the administrative systems for such funds remains un-harmonized and agency-specific.

**Exhibit 4.9 UN survey response on Key Indicators of Efficiency for the UNDAF in Rwanda, 2008-2012**

**Finding 39:** The Operations Management Team (OMT) made real progress on reducing transaction costs in operational areas to the tune of roughly $378,000. Further cost reductions are limited due to agency HQ regulations.

One notable recommendation from the Country Led Evaluation in 2010 from donors was their very high expectations for a more streamlined organization and structure thanks to the DaO pilot. The 2012 QCPR report claims that the benefits a One UN structure has not yet resulted in clear benefits in terms of greater harmonization. The report cites three main constraints on greater harmonization: a lack of agency commitment, a lack of resources, and a lack of OMT capacity.
The case of Rwanda suggests that its One UN experience mirrored that provided through the global report: agency commitment on harmonization at the HQ level was lukewarm, with requirements for agency-specific reports, agency-specific practices on disbursements of funds, and agency-specific rules on operations. With regard to the lack of resources, it has already been noted that the RCO has lacked a complete team over the course of the UNDAF period.

On the other hand, the OMT in Rwanda demonstrated that it has the capacity to demonstrate and carry out some of the benefits that could accrue from greater harmonization. Since 2010, there have been some clear efforts to demonstrate cost savings to the wider development community in a manner which suggests more harmonized operations within the UN in Rwanda. For example, the OMT established a system of baselines in 2009 for a number of services, including HR and recruitment costs, and long term agreements. In order to come up with a clear framework for transaction costs, the Procurement Working Group of all the UN Agencies in Rwanda under the overall supervision of the OMT mapped the various need actors in the procurement chain from the initiation of a request to the final contract. Based on this, the OMT developed a table of comparison between the situation “As is” and the situation “after” the establishment of Long term Agreements. Using these cost sheets and estimates of time and resources used at each step in the process, the OMT showed how significant time could be saved through working jointly on developing a roster for Administrative Assistants, rather than having each individual agency carry out its own hiring process. Each additional hiring carried out jointly could avoid roughly $4000 in costs, assuming that a strong roster was developed and sustained over time. They also showed the reduced time and cost involved in developing long term agreements for a number of key services, including travel, cleaning, stationary, translation and interpretation. The total amount saved amounted to $378,000.

The OMT also demonstrated the potential savings that could be accrued at the UN level if agency best practices could be shared across all agencies. For example, the OMT showed how vehicle leasing of a common UN fleet could save over $700,000 over five years.

One suggestion proffered by the 2012 Focus Study suggested that “the UN in Rwanda needed to hire a reputable accounting firm to a) make recommendations on reducing overhead, b) subsequently measure the reductions against a baseline, and then c) report on the gains made, for maximum credibility.”\textsuperscript{104} Given the limitations that many agencies face in regard to agency-specific procedures and practices, such an investment would appear to have limited effectiveness. The example shown above demonstrates the ability of the OMT to lead in a good analysis of cost savings for a common vehicle fleet. However, as expressed in a number of cases, there are institutional limitations to further efficiency gains at the UNCT Rwanda level. This was also highlighted in the Independent Evaluation of DaO, which stated that agencies “…were also faced with their ultimate dependency on corporate processes (vertical accountability). Although they were able to register some achievements, they also encountered strong institutional limitations, since corporate processes depend on accountability frameworks that can only be revised through high-level processes. These may require considerable resources (e.g., in the case of enterprise resource planning systems), coordination (in terms of inter-agency consultation mechanisms) and in some cases involvement of governance structures (i.e., Member States sitting on the relevant boards or governing bodies).”\textsuperscript{105}

As shown in the graphic below, the survey of UN staff suggests that respondents still feel that there is some way to go in reducing transaction costs in operations within the One UN, with roughly 28% satisfied among respondents.

\textsuperscript{104} The Focus Study Future UN comparative advantage in Rwanda April 2012, pg 22.

Finding 40: One UN coordination mechanisms showed signs of improvements, although the measurement of efficiency improvements of the PPOC and use of One-Fund for joint interventions remains difficult.

More harmonized programming among agencies was a stated goal of the DaO mandate since the start of the UN Reform process. Over the course of the UNDAF, measuring the efficiency of certain structures proved challenging. The PPOC, for example, undertook a number of changes in the way in which it has administered the One-Fund. In the views of staff, the One-Fund administration and the funding mechanisms that were employed have not been around long enough to properly assess the extent to which one funding structure is better than another.

The utilization of One-Fund resources suggests that disbursements of the One-Fund improved in recent years, due in part to changes and adjustments in this administration. As stated in the 2012 Focus study (see textbox), there was a recommendation for more transparency in the way in which funds were allocated.

Another element to manage the One UN more efficiently revolved around the use of common software to manage funds from all agencies. The M&E task force will be implementing one of the latest innovations from DevInfo to track their quarterly and annual results of the United Nations Development Assistance Plan (UNDAP). The web-based tool, Intego Monitor, is a management application intended to facilitate the tracking of development plans. DaO will kick-start the project that is set to launch in July 2013 with the new UNDAP. Again, this suggests that systems which were not sufficiently rigorous to meet the needs of the UNCT have been abolished and switched to new and other innovative ideas.

Suggestion on One-Fund disbursements:

Funding allocation must be competitive, preceded by full reporting of agency income, followed by independent selection by a panel composed of representatives of the UN, government and development partners. Results based funding should be rigorously applied: Only 30% of an allocation should be initially released, with agreed first targets to be met within a maximum of 6 months. The subsequent amount released matches performance against the targets, and is followed by the same process again. (2012 Focus Study)
Some of the coordination mechanisms of the UN and UNDAF revolve around the elements of joint interventions which are expected to lower transaction costs. As shown in Exhibit 4.11, there remains some work to be done in establishing more joint missions and trainings within the UN and together with government. In most cases, there is not a clear majority of respondents who participated in joint missions or trainings.

Compared to a similar survey of UN staff carried out in 2010, there is a significant increase in the percentage of staff who participated in joint UN missions in 2012, as compared to 2010, for example, from 30% to 44%. In the two other variables where the same question was asked in 2010 and again in the 2013 survey, the differences were more muted: there was a slight decline in participation in joint UN-Government missions and a slight increase in the joint-UN trainings.

**Exhibit 4.11 UN survey response on Key Indicators of DaO Joint Reviews/Trainings**

<table>
<thead>
<tr>
<th>Category</th>
<th>Yes</th>
<th>No</th>
<th>Do not know / not applicable</th>
</tr>
</thead>
<tbody>
<tr>
<td>I have participated in a joint UN-Government mission in the last year</td>
<td>19%</td>
<td>67%</td>
<td>14%</td>
</tr>
<tr>
<td>I have participated in a joint mission with another UN agency in the last year</td>
<td>44%</td>
<td>47%</td>
<td>9%</td>
</tr>
<tr>
<td>I have participated in a joint review with government in the past year</td>
<td>37%</td>
<td>53%</td>
<td>9%</td>
</tr>
<tr>
<td>I have participated in joint UN trainings in Rwanda in the last year</td>
<td>45%</td>
<td>45%</td>
<td>11%</td>
</tr>
</tbody>
</table>

106 Coincidentally, data provided through the UN staff survey matches data collected through the process of the government’s DPAF. In 2010/2011, the UN reported that 44% of total missions were carried out jointly.
Finding 41: The One UN joint intervention with the Ministry of Finance greatly improved the government’s tracking of financial systems; however, the UN’s own performance in improving its financial tracking was seen less positively.

The DaO pilot kept the UN in Rwanda at the forefront of the aid effectiveness agenda, however, as compared to other partners, it has not yet led to any great improvements in the way the UN itself aligns with the Rwanda Aid Policy. As presented under the Governance findings, the UN DaO is one of the leads in improving the financial systems for donor reporting within the government. Yet ironically, in recent years, little improvement is shown in a number of indicators provided by the UN in the DPAF, although the data for 2011 has improved somewhat. For example the level of UN’s ODA on national budget was 67% in the FY 2009/2010 (whereas the target was 88%)\(^{107}\) and 64% in the FY10/11\(^{108}\) while the ODA using national budget execution procedures were 40% in FY09/10 (target 53%) and 34% in the FY 10/11.

In 2011, the UN agreed to two-year rolling work plans in order to align itself more closely with the MTEF process and to help improve transparency.\(^{109}\) However, Consolidated Action Plans produced through the UNDAF were not signed by government, and MINECOFIN was often uninformed of decisions of how the One-fund was appropriated in the country. National Financial Audit procedures through the Office of the Auditor General, which have been accepted by the World Bank, are not used by the UN.

\(^{107}\) MINECOFIN, Rwanda Donor performance assessment framework 2009-2010

\(^{108}\) MINECOFIN, Official aid development assistance report, FY 2010/2011

\(^{109}\) Rwanda One UN, Rolling Workplans 2011-2012
Finding 42: Government partners shared mixed views on the speed and ease of cash transfer and coordination of funding under DaO, with an overall view that more can be done to improve operational aspects of cash transfers.

This finding is based largely on the perceptions outlined in both meetings with UN staff as well as government staff interviewed about partnership issues. External finance played a significant role in Rwanda’s development progress, representing roughly 41.5% of the total revenues and grants in Rwanda’s revised budget of 2010/2011. As a result, the UN meeting certain key criteria as part of the DPAF is paramount in the eyes of the Ministry of Finance. Examples include the percentage of joint missions, the reporting of aid contributions, the avoidance of parallel project management, and the channelling of contributions through national systems. In 2010/2011, 7 out of 16 targets established for the UN (and for which data was available) were met.

One of the areas of overall concern in efficiency revolved around the number of different mechanisms for managing funds from the UN. For example, one government partner received funds from three different agencies, each using slightly different methods for payments. Two of the agencies employed the Harmonized Approach to Cash Transfers (HACT), which has long been utilized by some of the UN agencies. However, the fund request form was different for each agency. The third agency did not employ a HACT process, and thereby created a further need for a differentiated system.

While there were few complaints about the speed in delivery of funds, there were complaints about the speed with which funds needed to be utilized for programming purposes. This was seen by some partners as excessive, given the complexity of some of the tasks and the time required carrying them out.

On reducing overlap and duplication in efforts as well as cutting down on fragmentation of activities, the UN has done an admirable job in the DaO environment. Government staff repeatedly spoke of joint meetings with several agencies attending at once, designated focal points for thematic areas which helped to ensure good lines of communication, and good coordination in UN planning and implementation. At the operational level, the OMT has been judicious in finding some clear efficiencies and additional potential efficiencies in the UN operations. Finally, while there has been some improvement in the planning of joint missions and joint trainings within the UN and with government since 2010, it remains an area for improvement in Rwanda.

The complexities of 13 agencies working together should not be underestimated, and the UN agencies working at a high level, through the RC have already shown themselves to be amenable to a high level of harmonization and ceding of control. In a number of key areas, any additional significant gains in efficiency must closely involve HQ and regional bureaux, which remains beyond the scope of the UNCT or RCO.
4.10 Sustainability of DaO Programming

Finding 43: One UN provided government with concrete results in terms of developing national capacities across all result areas. However, more can be done to communicate this more broadly and show where One UN agencies have demonstrated clear ‘hand-over’ to government.

Sustainability reflects the long term viability of the support and initiatives of the UN. Because most of the projects of the UNDAF are in support of government priorities and in line with key implementation strategies of the government, at face value, capacity development, mainstreaming and national ownership are at the heart of the UNDAF Strategy. From the perspective of UN staff, as shown in Figure 4.6, there was a mixed view on the success of the UN’s programme sustainability in Rwanda. Of staff respondents, 77% are satisfied (either largely or somewhat) with the capacity development carried out by the UN in Rwanda. Moreover, 74% are satisfied with the capacity development specifically on cross cutting issues.

Exhibit 4.13 UN survey response on Key Indicators of Sustainability of UNDAF programming in Rwanda, 2008-2012

[Diagram showing survey responses for different aspects of sustainability in Rwanda]
The evaluation of the UNDAF suggested that agencies simply do not clearly elucidate the sustainability strategy, or the measures that will be undertaken to ensure sustainability in programme interventions. The type of evidence within the UNDAF project documentation and in interviews suggested the following:

- The UN agencies have generally not paid sufficient attention to the nature of their capacity development, despite its prominence in their strategies across a range of potential types of interventions.
- Evidence from the DPAF suggested that the UN does not meet its targets in GoR budget execution procedures, auditing procedures or financial reporting procedures.
- Data suggested a strong gender review has ensured that the Annual plans have incorporated gender mainstreaming and institutional support for gender.
- The evaluation uncovered some examples of handover to government partners, but these have been inconsistent at best. For example:
  - A handover of child friendly school processes and construction over to the Ministry of Education;
  - The integration of refugee children into national education system. Together with other partners, 5170 refugee children were integrated into Rwanda national schools of Kigeme and Gasaka primaries following construction of classrooms within the Rwanda education system. This was a more integrated and sustainable approach to an important challenge for children in refugee camps.
  - A handover of the capacities and systems linked to the Development Assistance Database to the Ministry of Finance;
  - With regards to the Micro hydro projects, that the projects raised around 73% of their funding directly from the Government provides solid evidence of national ownership and sustainability.110

Finding 44: The UN’s poor use of national financial systems and lack of clarity on the long-term vision of One UN joint interventions and pilots were two constraints for greater long-term sustainability.

The UN demonstrated the value in some of its One UN interventions with government partners. However, as stated in earlier findings, the pilot One UN interventions are not well differentiated from regular UN programming with government.

The use of national financial systems and the clear handover of “pilot initiatives” to government were poorly elucidated in general. From the interviews and desk review, it appears that most pilot projects do not have an explicit strategy for sustainability which involves a clear handover to government. In many cases, it is unclear for government partners what is meant by a pilot joint intervention.

Moreover, in regard to the use of government financial systems, here again, there is a need for additional work to better satisfy the GoR financial systems. It should be noted, however, that the UN is working extremely closely with the MINECOFIN to support the government in its efforts of harmonization at a global level.

In reviewing the funding mechanisms of the UN, and Consolidated Action Plans, the UN dutifully noted core, vertical and One UN funding mechanisms at the planning stage. To most government partners, however, this adds an element of vagueness to the programming environment. For example, the UN has not established specific periods in the year to announce the availability of new funds, through fundraising.

activities. MINECOFIN partners suggest that there is insufficient transparency in the funding available from the UN throughout the year.

A further element which remained opaque for government partners encompasses the selection of funding for the One-fund allocations. Once again, the selection of these proposals and the budgets that are encompassed therein are not subject to government approval based on new priorities, although they are usually considered at the time of the development of the Consolidated Annual Plans. In 2012, $18 million was allocated, most of which was used towards joint interventions. Fully 80% of available funds were allocated to theme groups. Out of these: 80% of One Fund for joint programmes; 20% of One Fund for individual activities; and 20% kept for emerging needs during the year. Also, under the current guidelines, the One Fund carried-over from previous year could be re-programmed. For both the reprogrammed funds as well as the 20% of funds kept for emerging needs during the year, the processes to ensure transparency in allocation was unclear. This led to one government respondent claiming that “…the UN staff sometimes came to my office late in the year with new money that needs to be programmed quickly”

**Sustainability**: The UN prioritizes upstream creation of policies, laws and procedures to ensure sustainability as well as coherence to international conventions. It also focuses attention on working with government partners in developing capacities and strengthening systems. However, the sustainability strategies are not always transparent, particularly with regard to pilot initiatives and use of government financial systems.

The nature of the UN in Rwanda during the UNDAF period, in terms of its agency specific structures, various funding mechanisms and support at both upstream and downstream levels, renders full compliance Public Financial Management standards difficult. Efforts to harmonize across agencies in terms of financial management are fraught with agency-specific challenges and high transaction costs in terms of data harmonization across agencies.
5. Conclusions, Recommendations, and Lessons

5.1 Introduction

This chapter provides a summary of the main conclusions of the evaluation, the recommendations, and lessons learned that emerged from the evaluation.

5.2 Conclusions

Over the past five years, One UN, through and with its strong partnership with the GoR, made notable contributions to enhance government capabilities to implement the EDPRS I and the mandate of the Vision 2020.

The Delivering as One (DaO) was a bold strategy that was relevant to the needs and priorities of Rwanda, the UN’s corporate developmental priorities, and the priorities of harmonization espoused through the OECD and Paris Declaration. Delivering as One promotes an integrated multi-sectoral approach and made valued and recognizable contributions, most notably in strengthening the institutional capacities of government ministries in national policy development through a coordinated UN effort. There are notable examples where the UN leveraged resources, generated increased resources to augment its own contributions, and was instrumental in sustained change.

The theory of change of DaO promised reduced duplication, fragmentation, and competition for funds, and enhanced capacity for strategic approaches. Overall, this theory was only partially delivered in practice, despite strong buy-in from the UNCT and good leadership of the RCO. That is not to say that DaO cannot succeed and provide real benefits to the way the UN conducts its business in Rwanda, or in any of the other pilot countries. But to do so requires an even stronger commitment, particularly from agency Headquarters, than what is currently provided.

The review of the UN’s programming in Rwanda over the last five years revealed some challenges as it plans its next UNDAP and some lessons that could inform programming.

Relevance: UNDAF objectives were relevant to the needs and priorities of Rwanda over the past 5 years and were found to be well aligned with its EDPRS I as well as Vision 2020 developmental priorities as well as the priorities of key sectoral policies in Rwanda between 2008 and 2012. Among UN staff and government partners alike, the overall satisfaction on relevance was very high, both for links in the UNDAF to country priorities, vulnerable groups, and cross cutting issues. Among the UNDAF’s five cross-cutting priorities, the greatest priority was to better define capacity development in the context of its key interventions, and work to simplify its M&E Results Framework. Moreover, while the MTR process was seen as valuable to guide progress and to ensure ongoing relevance, it did not fully capture the theories of change for the thematic groups in such a way as to guide TG programming. Finally, a factor limiting the relevance of DaO programming was the lack of a clear link between programme interventions by thematic group and resources to fund them. The joint interventions under the One Fund were the exception to this limitation.

Effectiveness towards Development Outcomes:

The key outcomes under the governance theme reflect an important area of expertise for the UN, one which is recognized by the GoR as well as the 2012 Focus Study, which stated that “Policy coordination is becoming a priority for the Government, to be led by the Office of the Prime Minister with UN support. Policy Coordination is more about supporting different sectors’ leaders to work together on priority areas, sometimes including political processes such as promoting civil and political rights or strengthening rule of law.” The signatory agencies of the UNDAF made notable contributions to enhance local and national government capabilities, in line with the UNDAF priority areas. In terms of good governance, the UNDAF has contributed to improvements in meeting human rights obligations in Rwanda by facilitating changes in
how the National Human Rights Commission performs its duties and by supporting Universal Periodic Review and other conventions. DaO’s work to promote aid effectiveness and public financial management is notable and appreciated. At the same time, it has made important contributions to the development of high quality data that can inform improved government decision-making. The UN has also made recognizable contributions in support of the decentralization process in Rwanda; however, clear outcomes on peace building and democratization in Rwanda have not yet been captured. There is some early evidence that activities are leading to a change in gender systems and structures in the country.

In terms of the Response to HIV, UNDAF has contributed to expanding government policy on HIV as well as helped to mobilize resources, and has supported knowledge generation and dissemination. UN support has also helped to bring new innovations to the fore and attention to vulnerable populations, though the extent of its contributions to building the capacity of health services remains unclear. The UN has made a clear contribution to health policy and planning in Rwanda, though it has had a more mixed performance in supporting sustainable capacity development results. UN support to HIV Prevention has helped to bring new innovations to the fore in Rwanda as well as attention to vulnerable populations, such as persons at risk, and refugees. However, the UN’s contribution in this area has not been well documented.

Regarding Health, Population and Nutrition, UN agencies provide good support on health, nutrition, water and sanitation, with an adequate focus on vulnerable populations. The UN in particular has made a valued and recognizable contribution to health policy and planning in Rwanda thanks to its international expertise and dialogue with partners. Progress have been sustained/owned by the GoR in terms of number of health facilities and, the budget allocated to health and the health decentralization to districts; The number of health personnel also increased significantly. These have been possible because of the role played by the UN DaO which contributed with advocacy, technical and financial support. The UN provided institutional capacity strengthening to the Ministry of Health, specifically in planning, coordination, and implementation through pilot programs, monitoring and evaluation.

Regarding the education outcome, the UN made strong progress in promoting sustainable enrolment and student retention in the country, as well as in increasing the enrolment of vulnerable children, including the integration of refugees in the national education system. More generally, it has contributed to improving quality of education and lifelong learning, and has helped to promote effective planning, analysis and coordination of the education management system. The UN has played an important role in highlighting achievement through its support of curriculum improvements and teacher trainings as well as through early childhood development (ECD) and achievement measures throughout Rwanda.

The UN has played a key role in the development and establishing of coherent and effective environmental policies, as well as in enhancing national capacities for environmental research and information systems. It has also helped to build institutional capacity for environmental management. While the UN has contributed to restoring degraded ecosystems and to increasing awareness of them, much work remains to be done in this area. It has also promoted innovative practices for energy efficiency and supported pilot projects using improved farming/environmental techniques.

Regarding sustainable growth and social protection, an effective national disaster management system has been put in place and a Government-led National Emergency Preparedness and Response Plan was adopted. An effective safety nets for protecting the most vulnerable have also been put in place, and is beginning to pay dividends in terms of benefits to the most vulnerable in Rwanda. And though the Isange One Stop Centers has been a model programme in the current UNDAF period, its long-term sustainability remains in doubt. Finally, the unique contribution of One UN to sustainable economic growth is not clear; despite having worked with the GoR on policies and planning as well as downstream projects, many projects are too fragmented to show any strong contributions to outcomes. Instead, alongside the joint interventions in this area, the economic growth interventions serve to be demonstrative and catalytic in nature.
**Effectiveness of Coordination Structures:** Delivery structures of the One UN in Rwanda have had mixed reviews in this evaluation. Theme Groups have successfully earned the respect of government partners in the way in which they have harmonized their programming under "One Programme", although the existence of Task Forces in the same sectors (Gender or Human Rights) has been seen as duplicative to programmes. Both One Leader and One Voice have had poorer reviews in recent years, while the One Budget has been more mixed in implementation, both in the views of UN staff and government partners. However, the UN agencies missed opportunities to more fully exploit information learned from pilots of joint interventions and other innovations to demonstrate which of these succeeded and which others might have failed. An absence of evaluative data of the UN's contribution to the EDPRS in some sectors hindered the measurement of outcomes, specifically on reducing disparities and improving access to services for vulnerable populations.

**Efficiency:** The evaluation suggests that while government partners see the added-value of UN coordination through DaO, more work continues to be required to bring the UN to its expected level of efficiency in a DaO environment. Staff satisfaction on planning, measuring joint results, speed of disbursement and reaching consensus in efficiency has generally been low. Moreover, the One UN in Rwanda has made little progress on its DPAF indicators, including its engagement in joint missions which is unchanged since 2010. On the other hand, the OMT has shown that, but for agency-specific constraints, the DaO in Rwanda could add to its already important cost savings.

**Sustainability:** There was insufficient explicit attention to sustainability of results in the UNDAF. While capacity development was central to most interventions, the absence of a common understanding, clear strategy, and systematic approach to capacity development within the entire One-UN contributed to its mixed performance in supporting sustainable capacity development results. The UN Delivering as One does not have a clear theory of change to guide its intended programming results, which have often been overly ambitious and have not been adequately monitored or evaluated, and has not paid adequate attention to the sustainability of results or what could better be termed as “handover”. It has contributed to individual capacity development in national departments as well as decentralized services but has no overarching vision to integrate these initiatives into an overall strategy for institutional development.

These issues are addressed in the recommendations that follow.

### 5.3 Recommendations

**Recommendation 1:** The coming UNDAP programme areas should articulate a clear theory of change for the next country program and define its role within the change process to maximize its comparative advantage and resources in Rwanda.

In Rwanda, UN has confounded its ability to claim ownership for hard won successes and its ability to learn from its experience in delivering programmes. Two issues are important going forward – clarifying its program theory of change and its role and relative contribution to that change.

While policy support was one of the common themes of the UNDAF result areas, there remained a number of areas left for interpretation within the overarching plans. There was fluctuation in the focus between national and local levels, pilots versus large-scale programmes and between a multi-sectoral and a sectoral approach. This was problematic in achieving its goal of broad societal change – which required a sustained, long term approach.

Articulating a theory of change for each DRG would allow the program to more precisely define causal links between what program implementers will do and the impacts the program will have, including the interim results (outputs and outcomes) that would help the program measure progress. A well-defined theory of change and simplified framework of results would help program managers decide what projects or components to pursue and where to invest scarce resources, and also how to assess progress and identify
needed changes. It would also provide UN and its stakeholders with greater clarity about its direction in Rwanda.

In planning for UNDAF, and with the benefit of an articulated theory of change and comparative advantage study, the UN should consider where it can have the most impact given its expertise and resources in Rwanda. This will require a reflection on the comparative advantages of the UN roles identified in this and other evaluations.

**Recommendation 2:** In its upcoming programming in Rwanda, the UN RCO and the PPOC should define sustainability strategies. These should include exit strategies, identification of risks and mitigation strategies to achieve sustainable results, and more sustainable approaches to capacity development.

The evaluation found insufficient attention to sustainability in UNDAF program documents and in interim stock taking reviews. Sustainability should be considered in the design of new programs and monitored throughout the life of the program. This will require UN to be considerably more proactive in identifying potential sustainability issues and developing sustainability and exit strategies during the planning stage, increasing attention to sustainability of results throughout implementation by requiring project and section heads to monitor and report on progress and challenges encountered and to identify mitigating strategies to support sustainability of results.

UN should clarify, develop and foster a common understanding, approach, and strategy to capacity development that fosters sustainable institutional development. The UN’s capacity development efforts have accounted for a significant portion of its investments over the past five years, but much of this has been aimed at individuals without a clear measurement of the skills which have been acquired and the way in which those skills have furthered the delivery of services in the country. Future capacity development support should consider how capacity development initiatives will benefit institutions, where longer term benefits can be realized.

**Recommendation 3:** The UN should develop a simplified results framework and a monitoring system to track and report on its performance in realizing planned objectives.

The problems identified in this evaluation regarding both monitoring and evaluation of results cannot be overstated. After five years of programming, the lack of attention to results measurement is extremely problematic in some programme areas. While some programmes had been evaluated, the Evaluation Team would have liked to have had more evaluations and data to analyze causality and determine whether the UNDAF outputs led to improved service delivery of services. This might have included the following:

- Improved delivery of health services due to support through training;
- Heightened budgetary outlays and government commitment due to advocacy efforts;
- Decisions in favour of international norms and standards due to research and evidence gathering;
- Government prioritization towards vulnerable groups due to survey data and other evidence.

These examples provide some useful immediate results for which indicators can be developed and tracked. Going forward, the UN RCO should develop a single simplified results framework that is shared by all and that has a specified number of results and agreed indicators that could be tracked, measured and analyzed with more frequency, particularly with regard to capacity development and policy development.

Articulating its desired results in such a framework would resonate with program management and deliverers, and make ongoing measurement a meaningful exercise that, in combination with reviews and evaluations, could be used to adjust and improve the program throughout its lifespan. Having fewer selective results and indicators will make data and information more accessible, easier to collect, and expressed in units of measurement that can be analyzed and compared. This will lead to greater use and
usefulness. While the Evaluation Team recognizes the difficulties imposed through other accountability mechanisms (within UN corporately and across the UN system), the primary driver of results-based management for Rwanda program needs to be the RCO and UNCT. This should include issues such as better communication of results through the communications group, and an updated website containing all studies, evaluations and surveys produced with support of UN agencies. Finally, while the intention to produce joint evaluations was noted by some TGs, few actually carried out this commitment. Some attention to joint evaluations will do much to demonstrate effectiveness of the One UN in these efforts.

Recommendation 4: The UNCT should provide the resources so that the RCO may develop a more holistic approach to communication that complements the One-UN’s range of programming and ensures adequate provision for strategic needs.

In the views expressed in various findings in this evaluation, the value in harmonized leadership through the RCO far exceeds the loss in identity and flag waving of individual agencies. In fact, evidence suggests that the RCO and the communications group can bring a more strategic and targeted visibility of individual agencies through the auspices of One UN. The UNCT in Rwanda therefore needs to make a key decision with regard to the development of a strategic communications plan, and making funding arrangements so that the communications group can make timely interventions in such areas as:

- Posting regular communications and updates, and more rigorous use of social media
- Web based databases outlining key DaO interventions, innovations, pilots and programme results
- Press conferences and media engagements to highlight good practices of the GoR as well as reminders of the normative role of the government to meet its international obligations.

These engagements would reduce the perception, confirmed by the Focus study, of a lack of perceived transparency of the UN. Moreover, they would strengthen the normative role of the UN and the UNDAF to champion such issues as human rights, gender, or the environment.

Recommendation 5: The UNCT should determine a model whereby the RCO has greater support on M&E and policy leadership, thus bringing greater coherence to the One-UN in this area.

In addition to the communications specialist post, the evaluation highlighted some of the values in formalizing the organigramme of the RCO with M&E and policy expertise. Both of these staffing positions have been unfilled in recent years. This has been seen to hamstring the RCO from greater leveraging with key partners and demonstrating value for money and effectiveness in programming. As policy development becomes a more prominent role within the One UN in Rwanda, the RCO must be equipped to support the UNCT in critical and sensitive policy issues.

Recommendation 6: The UNCT and RCO should revisit early reflections on staff capacities with a view to enhancing its human resources mix to meet changing and emerging needs.

As the DaO programming moves upstream in focus, it must similarly pay closer attention to the skills and achievements of its personnel in meeting and contributing to the UNDAP results in favour of the EDPRS II. Some of the early reflections on capacity within the UN can be useful in better understanding how the UN will contribute at an upstream level: policy advice, technical assistance, advocacy and programme management are very different tasks with unique sets of results and indicators. Measuring advocacy, for example, may necessitate a number of complex intermediate results. As this evaluation has demonstrated, the complexity of contribution towards results becomes even more strained the more high-level and upstream the nature of the programming.
Recommendation 7: The UNCT in Rwanda should continue to prioritize transparency with the GoR in a number of key areas, particularly related to funding mechanisms.

DaO represents a new way of carrying out programming within the UN. As a result, we have noted a learning curve in the way in which the One UN functions operationally. The UNDAP beginning in 2013 provides the opportunity to renew a commitment towards greater transparency in a number of key areas. These include:

- A commitment from the UNCT and RCO to continue to support the Aid Effectiveness agenda and improve its DPAF results in a collective manner.
- A commitment from the RCO to renew the One UN Steering Committee in order to bring transparency to the government and donors on all One UN matters. This Steering Committee should be accompanied by selected key performance indicators from UNDG which can be tracked regularly.
- A commitment from the UNCT to share funding information with the GoR including the Ministry of Finance on a quarterly basis, so that all new funding (vertical and One UN) can be properly accounted for.
- A commitment from DRGs within the new UNDAP to carry out at least one joint evaluation over the course of the next five years.

5.4 Lessons Learned

This section identifies lessons from this evaluation of the UNDAF in Rwanda that may be of benefit to programming the next UNDAP:

An organization that operates in a complex, multi-stakeholder context needs a simplified results framework that speaks to all stakeholders.

While UN had a single results framework for its UNDAF, it lacked a clear, common, well understood and meaningful basis for analyzing its performance. Thus, while it respected corporate and donor reporting requirements, it missed the opportunity to learn from and make necessary adjustments to its programming approach so as to increase its effectiveness. Attempts at learning during the mid-term level were only partially successful, in spite of efforts by the M&E task force.

Organizational change requires strong leadership, commitment, as well as the necessary incentives, support mechanisms, and checks and balances.

While the UNDAF cross-cutting priorities include capacity development and monitoring and evaluation, these were not sufficiently supported and reinforced by the RCO and UNCT management in terms of allocating the necessary resources, developing the strategies, and/or allocating clear responsibilities that would help institutionalize such changes. The M&E specialist and Policy specialist staff at the RCO level were left unfilled/under-resourced.

Innovative programs that aim to realize societal change take time and require a long term vision, commitment, as well as mechanisms to support program learning and adaption.

In the case of UN, several changes in direction of the PPOC over the period reduced its ability to test and learn from its joint intervention approaches. Despite significant investments in joint interventions, the organization missed valuable opportunities to analyze, document and share lessons learned with others about this innovative approach and what made it different or unique in its programming.

To be perceived as credible and trustworthy partners, organizations must demonstrate, communicate and account for their performance to stakeholders or risk reputational and/or financial risks.

In the case of UNDAF, additional attention and resources need to be invested in communicating, tracking and reporting on its performance and lessons to avoid the considerable difficulties encountered in assessing its organizational effectiveness and demonstrating its added value.
The results of a capacity development initiative are more likely to be sustained if exit strategies are defined and used, if sustainability issues are identified and addressed in timely ways, and if individual capacities are supported in tandem with (as opposed to in isolation of) institutional capacity development.

In the case of UN RCO, the absence of a clear strategy for sustainable capacity development contributed to mixed sustainability of its capacity development results. Corporate definitions and parameters for capacity development within UN would support national strategies in this regard.
Appendix I  List of Findings

Finding 1: The priority areas as defined by the UNDAF and the One UN in Rwanda have been closely aligned with EDPRS, Vision 2020 and strategic sectors.

Finding 2: Core UNDAF cross-cutting priorities, Human Rights, capacity development, RBM, Gender and the Environment feature prominently in One UN programming and are relevant to the EDPRS priorities in Rwanda.

Finding 3: The relevance of the UNDAF was most visible in organizing and planning broad UN intervention areas, harmonizing efforts and reducing duplication. Broad theories of change for thematic groups were reviewed during the mid-term stocktaking exercise to ensure ongoing relevance.

Finding 4: UNDAF planning over the period did not provide sufficient transparency between completed activities and resource expenditures by agency.

Finding 5: The One UN in Rwanda was a relevant and reliable partner for the GoR due to the collective influence it exerted and its role in focusing on marginalized and vulnerable populations.

Finding 6: One UN support has led to important changes in the way that the National Human Rights Commission performs its duties, which has led to improvements in meeting human rights obligations in Rwanda.

Finding 7: One UN support of the Universal Periodic Review (UPR) has been a catalyst for rights issues in Rwanda.

Finding 8: One UN’s support of the Justice Sector has been highlighted by the work of the “Maisons d’Accès à la Justice” (MAJ); a full assessment of their effect on access to justice at the district level is underway.

Finding 9: The UN’s support to peace consolidation has furthered its normative role in this important area. However, there is a lack of clear information on the extent to which it has achieved important changes in the perceptions and behaviours in Rwanda necessary for a lasting peace.

Finding 10: The UN’s support to the aid effectiveness and Public Financial Management has been notable and appreciated by the Ministry of Finance.

Finding 11: The One UN has shown important contributions to the development of high quality data, which is the basis for improved government policy decisions.

Finding 12: The UN has had a multi-faceted role in support of the decentralization process. However, its support has been too diffuse to recognize the achievement of specific outcomes.

Finding 13: The UN continues to be seen as an important player in gender equality which is widely recognized, and there is some early evidence that activities are leading to a change in gender systems and structures in Rwanda.

Finding 14: UNDAF support to the National Strategic Plan was a catalyst for expanding government policy on HIV as well as the mobilization of resources towards HIV.
Finding 15: The UN has contributed to the knowledge generation on HIV in Rwanda through publications and disseminations of research and studies. Much of this information has added to the advocacy toolkit to prevent HIV in Rwanda.

Finding 16: UN support to HIV Prevention has helped to bring new innovations to the fore in Rwanda as well as attention to vulnerable populations. However, the UN’s contribution in this area has not been well documented.

Finding 17: The UN’s support in building capacity of health services to provide care, treatment and support for people living with HIV responds to clear needs of vulnerable populations. However, the extent to which the UN’s contribution has improved the government’s delivery of service in this area is unclear.

Finding 18: The UN has made a valued and recognizable contribution to health policy and planning in Rwanda thanks to its international expertise and dialogue.

Finding 19: Capacity development at central and decentralized levels is key to the UN’s support in the HPN thematic group, but the absence of a common understanding, clear strategy, and systematic approach to capacity development within the UN contributed to its mixed performance.

Finding 20: The UN agencies provide substantive and important downstream support on health, nutrition, water and sanitation in Rwanda, with adequate attention on vulnerable populations.

Finding 21: The UN, alongside the government and other development partners, has succeeded in improving enrollment and retention in Rwanda.

Finding 22: Inclusive education is a critical mandate for the UN and is setting the stage for an improvement in the enrolment of vulnerable children.

Finding 23: The UN has significantly taken steps in improving quality of education and lifelong learning in Rwanda. It remains to be seen whether these steps begin to bear fruit in future years.

Finding 24: Strengthening of the Ministry of Education is improving planning and coordination of the education system.

Finding 25: The UN has played a catalyst role in the development and establishment of coherent and effective environmental policies.

Finding 26: Enhancing national capacities for environment research and in the development of specific information systems has been. Their use in advocating for policy has not yet been measured.

Finding 27: The One UN has had an important role in building institutional capacity for environment management at central and decentralized levels.

Finding 28: The UN has contributed to the restoration of some degraded ecosystems and has been a key advocate of increased awareness of communities surrounding protected ecosystems. However much is still to be done in the sector.
Finding 29: The UN has provided technical support to the promotion of innovative practices for energy efficiency and has supported pilot projects using successfully improved farming/environmental techniques.

Finding 30: The unique contribution of One UN in economic sustainable growth has not been clearly demonstrated, despite accompanying the GoR in favour of policies and strategic plans as well as downstream projects to spur economic growth and productivity.

Finding 31: An effective national disaster management system has been established and is now operational. The DaO unique contribution and added value to this effort has not been clearly elucidated.

Finding 32: Effective safety nets for protection of the most vulnerable have been implemented and advocacy for social protection has led to real increases in budgetary outlays for this priority area.

Finding 33: The Isange One Stop Centers has been a model joint programme in the current UNDAF period. Evidence suggests that while results are positive, long term sustainability remains questionable.

Finding 34: One UN has led to improved internal cooperation among Theme Groups in Rwanda, despite changes in leadership. Improved cooperation of the Task Forces is mixed.

Finding 35: The UNDAF Results Matrix, while linked to EDPRS M&E Framework, has not been updated during the period under review and has, therefore, been largely irrelevant and ignored.

Finding 36: With some exceptions (such as its role as Co-Chair in the Donors Group meetings), the RCO and One-Leader pillar of the DaO has not been capacitated to reach the levels needed to lead external advocacy and broad policy direction for the UN in Rwanda. This is in part due to inadequate funding.

Finding 37: The “One-Voice” pillar of the DaO structure has been weakened through the lack of active engagement and under-utilization of a UN Communications Group.

Finding 38: The UN Delivering as One in Rwanda proved that a coordinated response brings added-value. Government partners witnessed progress in the One UN’s level of coordination in terms of saving time and resources.

Finding 39: The Operations Management Team (OMT) made real progress on reducing transaction costs in operational areas to the tune of roughly $378,000. Further cost reductions are limited due to agency HQ regulations.

Finding 40: One UN coordination mechanisms showed signs of improvements, although the measurement of efficiency improvements of the PPOC and use of One-Fund for joint interventions remains difficult.

Finding 41: The One UN joint intervention with the Ministry of Finance greatly improved the government’s tracking of financial systems; however, the UN’s own performance in improving its financial tracking was seen less positively.
Finding 42: Government partners shared mixed views on the speed and ease of cash transfer and coordination of funding under DaO, with an overall view that more can be done to improve operational aspects of cash transfers.

Finding 43: One UN provided government with concrete results in terms of developing national capacities across all result areas. However, more can be done to communicate this more broadly and show where One UN agencies have demonstrated clear ‘hand-over’ to government.

Finding 44: The UN’s poor use of national financial systems and lack of clarity on the long-term vision of One UN joint interventions and pilots were two constraints for greater long-term sustainability.
Appendix II  List of Recommendations

Recommendation 1: The coming UNDAP programme areas should articulate a clear theory of change for the next country program and define its role within the change process to maximize its comparative advantage and resources in Rwanda.

Recommendation 2: In its upcoming programming in Rwanda, the UN RCO and the PPOC should define sustainability strategies. These should include exit strategies, identification of risks and mitigation strategies to achieve sustainable results, and more sustainable approaches to capacity development.

Recommendation 3: The UN should develop a simplified results framework and a monitoring system to track and report on its performance in realizing planned objectives.

Recommendation 4: The UNCT should provide the resources so that the RCO may develop a more holistic approach to communication that complements the One-UN’s range of programming and ensures adequate provision for strategic needs.

Recommendation 5: The UNCT should determine a model whereby the RCO has greater support on M&E and policy leadership, thus bringing greater coherence to the One-UN in this area.

Recommendation 6: The UNCT and RCO should revisit early reflections on staff capacities with a view to enhancing its human resources mix to meet changing and emerging needs.

Recommendation 7: The UNCT in Rwanda should continue to prioritize transparency with the GoR in a number of key areas, particularly related to funding mechanisms.