

September 2016

RWANDA:

MID TERM REVIEW (MTR)

UNITED NATIONS

DEVELOPMENT ASSISTANCE

PLAN (UNDAF)



A new development vision
www.cessinstitute.org



This report has been prepared by a team of CESS Institute including Dr. Gaston GOHOU, team leader, Mrs. Aimée USANASE, legal and Governance expert, and Mrs. Marjorie KOFFIBIE, statistician.

Contact: Dr Gaston GOHOU | ggohou@cessinstitute.org | phone: +1 418 264 1970 | +1 418 204 2120 |
CESS Institute at 3055 Blvd Wilfrid-Hamel, suite 225, Quebec city, G1P 4C6, Quebec, Canada |
cessinstitute@cessinstitute.org | tel +1418 914 2120 | Fax: + 1 418 914 3530

TABLE OF CONTENT

1.0. INTRODUCTION	3
1.1. Objectives of the MTR:.....	3
2.0. COUNTRY OVERVIEW	4
2.1. Rwanda National Development priorities: EDPRS2	4
2.2. Macroeconomic performance.	5
2.3. Recent development performance.....	5
2.4. Rwanda and the MDGs.	6
3.0. United Nations System in Rwanda and the UNDAF.....	7
4.0. Summary of key findings, recommendations and achievements.	11
4.1. Relevance.....	11
4.2. Effectiveness	14
4.3. Efficiency	18
4.4. Sustainability.....	20
5.0. Conclusion	20
Annex.1. Achievement per DRG.....	23
DRG 1:.....	23
DRG 2.....	25
DRG 3.....	26
Annex 2: List of Documents	29
Annex 3. UNDAF Revised Framework.	31
Annex 4. UNDAF Updated Funding	Error! Bookmark not defined.

1.0. Introduction

1. This report provides a summary of the findings and recommendations of the mid-term review (MTR) of the United Nations Development Assistance Framework (UNDAF) in Rwanda that was carried out from October 2015 to February 2016. The recommendations were complimented by internal UNCT reviews, particularly with respect to the results framework and the funding status.
2. While the UNDAF runs from July 2013 to June 2018 with a budget of \$411,000,000, the current MTR covers the period from July 2013 until March 2015. The UNDAF has three results areas: (i) Inclusive economic growth; (ii) Accountable governance; and (iii) Human development including humanitarian response. In addition to these results areas, the UNDAF has also a Business Operations Strategy (BOS) designed to support the implementation of measures aimed at reducing transactions costs and realization of efficiency gains by the UN Country Team (UNCT).

1.1. Objectives of the MTR:

- a) To validate the continued relevance, effectiveness, efficiency, coherence, and sustainability of UNDAF in delivering on agreed outcomes and their contribution to national development efforts in view of the emerging sustainable development agenda;
- b) To capture and assess results achieved within the first two years of UNDAF implementation and identify major constraints faced by the UN and implementing partners, document lessons learned, and make recommendations for overcoming implementation challenges and supporting results achievement during the remaining period of the UNDAF;
- c) To determine the adequacy of the existing systems, structures and business processes for implementing the UNDAF programme (the working groups, the resource framework, the joint programmes, and BOS,) with a view of improving the functioning of the One UN machinery and “fitness for purpose” to realize the UNDAF goals; and to assess funding gaps and resource constraints for UNDAF implementation and review the UNDAF resources framework as needed; and
- d) Finally to ensure that the UNDAF is gender responsive and adheres to Human Rights principles in its programming and implementation arrangements.

2.0. Country Overview

3. In 1998, the Government of Rwanda defined its development path after consulting widely on broad ideas in order to have a shared development agenda for the country. The state-driven Banyarwanda (“We are All Rwandans”) message was repeatedly reiterated to generate national unity and create a shared vision for the future. Rwanda has a strong culture of engaging its population in its development discussions using indigenous fora and processes. This participatory and inclusive process led to a more concrete, long-term ‘Vision 2020’ for the future, based on the idea that Rwanda would become a middle-income country, which in turn would develop it into a knowledge-based, technology hub by the year 2020.

4. Vision 2020 was translated further through a roadmap delineating short and medium-term objectives into successive Poverty Reduction Strategies (PRSs) - Interim Poverty Reduction Strategy Paper (IPRSP), 2000 – 2002; Poverty Reduction Strategy Paper (PRSP), 2002 – 2005; Economic Development Poverty Reduction Strategy (EDPRS) I, 2008 – 2012; Economic Development Poverty Reduction Strategy (EDPRS) II, 2013 – 2018. These were further underpinned by the Seven Year Government Program and through the Sector Strategies and District Development Plans.

2.1. Rwanda National Development priorities: EDPRS2

5. The Second Economic Development and Poverty Reduction Strategy (EDPRS2) covers the years 2013-2018. Its elaboration process was inclusive and participatory, involving District and Sector Working Groups, as well as Development Partners working in Rwanda. Building on achievements and lessons learned during EDPRS1, EDPRS2 was developed around four thematic areas reflecting Rwanda’s emerging development priorities as follows:

- i. Economic transformation for rapid growth:** diversifying the economic base for exports; private sector development, competitiveness and service delivery; unlocking infrastructure requirements; urbanization;
- ii. Rural development:** human settlements; agriculture modernization; environment and natural resource management.
- iii. Productivity and youth employment creation:** education and skills development; ensuring a healthy workforce; job creation;

iv. Accountable governance: judiciary reforms and rule of law; citizen centered approach, including public accountability and; development communication.

6. The following crosscutting issues are incorporated in EDPRS2: gender and family, HIV/AIDS and non-communicable diseases, environment and climate change, social inclusion, disability, youth capacity building, regional integration and disaster management.

2.2. Macroeconomic performance.

7. Rwanda has developed at a fast pace in the last 2 decades. Its economy has continued to grow rapidly, because of the massive government reforms and investment promotion. Annual economic growth averaged more than 8% between 2000 and 2012, while per capita GDP growth averaged 5.0% during the same period, which reduced the level of poverty by at least 12%, taking a million people out of poverty, and produced a decline in income inequality.

8. The main driver of growth was services that grew at an average rate of 10.0% per year and produced around 52% of national output between 2008 and 2012. The industrial sector grew at an average rate of 9.8% per year during the same period. Despite high growth rates, structural transformation of the economy towards higher productivity industries and services was limited. Agriculture grew at 5.4% annually, sustained by higher than expected expansion of food production. The agriculture sector contributed 32.7% of GDP and 28% of total growth.

9. Economic growth continues to be robust in 2015 as real GDP grew by 7.3% compared to 4.7% in 2013. Inflation was contained to around 4% in 2015 and the fiscal deficit was 5.2%, while revenue was 1.1 percentage points of GDP. This financed an increase in spending of 1.3 percentage points of GDP. About half of the higher revenues and spending were for self-financed peacekeeping operations. Collection of direct taxes and VAT was also higher than expected, continuing a gradual trend upwards of domestic revenue collection. Services continues to contribute more to the GDP.

2.3. Recent development performance.

10. The effectiveness of development cooperation that support national priorities is important to the Government of Rwanda (GoR) and its Development Partners. The GoR has taken a strong lead

in promoting effective use of aid along the lines of the broad parameters enshrined in international agreements. These international agreements include the Rome Declaration on Harmonization, the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action and recently the Busan Partnership agreement.

11. Rwanda has made extraordinary progress in recent years. It is one of the few countries, which managed a “triple crown” of fast economic growth, robust reductions in poverty, and a lessening of inequality. Rwanda’s latest household survey showed a strong improvement in poverty reduction indicators over the past 3 years. Survey results, released in August, showed that poverty reduction, health/education, and living standards indicators improved considerably. Poverty incidences were reduced from 56.7% in 2005/06 to 39.1% in 2013/14.

Table 1: Selected Rwanda Household Survey Indicators (in %)

	2005/6	2010/11	2013/14
Poverty Rate (1)	56.7	44.9	39.1
Extreme Poverty Rate ¹	35.8	24.1	16.3
GINI coefficient	0.522	0.49	0.448
Literacy Rate 15-24	76.9	83.1	86.2
Secondary school attendance	10.4	17.8	23.0
Households with metal roof	43.7	54.4	61.1
Electricity for lighting	4.3	10.8	19.8
Households with savings account	18.9	36.1	54.1

Source: EICV4 household survey

(1) There was a change in methodology in the 2013/14 survey; comparability is being assessed.

2.4. Rwanda and the MDGs.

12. The Millennium Development Goals (MDGs) were established to operationalize the shared values indicated in the Millennium Declaration. There are eight goals derived from the Millennium Declaration and associated targets and indicators. All the member states of the United Nations and 23 international organizations agreed to achieve these goals by 2015.

13. The Millennium Development Goals in Rwanda have been translated into the Economic Development and Poverty Reduction Strategies (EDPRS I & II) that provide the framework for the

budget allocation of vital sectors and activities observed to ensure that the MDG targets are met. The priority sectors are also reflected in the national framework – Vision 2020 – that specifies the country’s long-term development goals.

14. Rwanda is among the few African countries leading in the achievement of the MDGs. The country has made remarkable progress on several MDGs, especially in gender equality, women empowerment, universal primary education, child and maternal mortality, HIV prevalence, and environmental sustainability.

15. Many measures have been taken in efforts to bridge gender gaps through economic empowerment programs for women. These include a women’s entrepreneurship program, a women’s guarantee fund, and by providing rights to property and inheritance. The constitution has also been changed to guarantee 30 percent leadership positions in parliament for women.

16. Free education has been extended from 9 years to 12 years of basic schooling, thereby including the entire primary and secondary cycle. Collaboration among public, private, and non-governmental organizations (NGOs) has remained solid, helping to bring about positive advancement in economic growth, governance, inclusive growth, and the knowledge-based economy. Farmers are also benefiting from the CIP – Crop Intensification Program – that has enabled increased agricultural productivity and greater household revenues.

17. Although the MDGs have in many ways been successful, they have also had their limitations in terms of width and depth of consultations at the time they were formulated. A new global framework for development shall therefore build on evidence and learning that has taken place. Thus, the Post 2015 Development Agenda will be informed by a comprehensive global consultation, reaching large numbers of people, as well as policymakers, academics, experts, business people and interested citizens including young people and children.

3.0. United Nations System in Rwanda and the UNDAF

18. The United Nations supports Rwanda’s economic transformation agenda based on the pillars of pro-poor economic growth, social inclusion and pro-poor environmental sustainability. This agenda aims, not only at broadening the productive base of the economy, but also at making it more inclusive and pro-poor, expanding job creation, raising productivity, improving competitiveness and promoting the greening of growth and consumption patterns.

19. One UN assists the Government in creating a more educated and better skilled workforce, introducing new technologies and innovation, and expanding trade with national, regional and global markets. One UN explores policy options for pro-poor green growth to promote sustainable poverty reduction and transformative development.

20. In its resolution 67/226, the General Assembly, in the section on “Delivering as One” of the Quadrennial Comprehensive Policy Review in December 2012 (QCPR) 3, requested “the United Nations system to build on the best practices and lessons learned in implementing “Delivering as One” by a number of countries.

21. With the renewed political drive, and taking advantage of the new programming cycle from July 2013 to June 2018, Rwanda and with the active encouragement from the Government of Rwanda, the One UN Rwanda Team agreed to adopt fully all the 15 core elements of the Standard Operating Procedures (SOPs) of the second generation of DaO. Amongst other things, this is underscored by the putting in place of the single business plan the UN Development Assistance Plan (UNDAF) and more concerted efforts at Joint Programming and implementation.

22. According to a survey published by United Nations Development Operations Coordination Office in 2015 , Rwanda UNCT is the only country team globally that has adopted all the 15 core elements of Standard Operating Procedures (SOPs) formally agreed in 2014, and signed by 18 Executive Directors to inform the second generation of DaO. Overall implementation is very encouraging, however we also note challenges in areas of funding, annual reporting and implementation of some Joint Programmes.

Table 1: Implementation status SOP for the 2nd generation of DAO

Key Elements	Strengths	Areas for improvement
1. Joint National / UN Steering Committee	The Committee was reactivated with new TOR prepared, and re-established in early 2013. It is co- chaired by the RC and the Minister for Finance. Line ministries, DPs, NGOs participate in the meetings. The TOR includes periodicity of meetings and roles and responsibilities.	There is need for consistent scheduled meetings. Each UN Steering Committee Meeting must endorse Joint Annual Work Plan each year by June after reviewing progress made in the previous year.

2. Annual UN Country Report	There are published 2012, 2013 and 2014 annual reports. The reports include financial delivery and results attained, and are endorsed by the Minister of Finance and Economic Planning. Preparations for the 2015 report will start soon.	There is a need to ensure full alignment to the GoR fiscal year cycles and timely reporting.
3. Signed UNDAF Document with Legal Annex	UNDAF was signed in July 2013 after a very good participatory process and is fully aligned to national priorities. UN System participation in it is comprehensive and all embracing, including all the NRAs. There is agreed 15 outcomes, measurable indicators, targets and baselines with clear implementation arrangements and annual reviews. Signed by GoR and Agencies and under steady implementation.	No action.
4. Joint Work Plan (Results Group)	There are 19 JPs under implementation and regular annual and bi-annual work plans are prepared and implemented. Each has clear outcomes, outputs, activities and resource targets.	Future development of JPs must consider agencies financial and human resource contributions throughout the life cycle of the UNDAF. For the next UNDAF, focus must be placed on Annual Joint Work plans with clear annual targets and resources. RCO to submit quarterly progress reports of each JP to the UNCT.
5. Results Groups Established	4 DRGs established, all chaired by HoAs. They are responsible for the development and oversight of the JPs,	Performance varies across DRGs and this requires continued leadership for some of them. UNCT to discuss on quarterly basis the functioning of each DRG. Accountability of the DRGs can be improved by regular updates of their work to the UNCT. Each DRG must have functional secretariat and undertake annual reviews that must be endorsed by the UNSC for validation.
6. Medium Term CBF Established	The UNDAF includes CBF covering Programs, Operations, and Communications at the outcome and output level.	The UNDAF CBF needs to be updated.

	This UNDAF funding modality includes 3 sources: One Fund; Vertical Fund and Agency Core funds.	
7. Annual CBF established	The annual budgets are set in the JPs.	Each JP must have a clear annual budget and reviewed at least once a year.
8. Joint Resource Mobilization Strategy	A joint RM for 2013- 2018 was developed and it was updated in October 2015.	The draft strategy to be revised.
9. Management Accountability & UNCT Code of Conduct Working Arrangement	<p>The UNDAF includes management accountability framework with TORs and Work Plans developed for each Working Group.</p> <p>UNCT leadership is inclusive and shared to guide the UNDAF implementation.</p> <p>UNCT/RC 360 assessment is implemented. The RC contributes to the performance appraisal of some UN agencies.</p> <p>The institutional setup for the UNCT is working relatively well.</p> <p>Code of conduct exist but it is not being adhered to systematically.</p> <p>UNDAF structure caters for shared leadership and accountability.</p>	The Code of Conduct to be reviewed to and implementation monitored. .
10. Joint Decision Taking by UNCT	Decision-making is collegial and minuted and kept by RCO mainly through the UNCT meetings.	No action
11. BOS endorsed by UNCT	<p>The BOS was developed and endorsed by UNCT.</p> <p>BOS has clear outcomes, outputs, actions and targets on savings to be achieved by 2015.</p> <p>Implementation is proceeding relatively well and the initial US\$ 15m target is likely to be achieved.</p>	<p>There is a need to develop an on line monitoring and reporting system for the BOS.</p> <p>The savings achieved need to be communicated widely outside the UNCT.</p>
12. OMT is chaired by HoA	<p>At the start of the DaO process, HoA chaired this.</p> <p>Currently, in principle, HoA chairs the OMT, but functionally this is delegated to the DCD O, UNDP. This arrangement has been accepted by UNDOCO as pragmatic.</p>	No further Action

	The chair participates in UNCT meetings and provides updates on monthly basis.	
13. Operations Cost /budget included in medium term CBF	The BOS budget is included in the UNDAF.	The OMT to review the budget as part of the MTR process.
14. Joint communication strategy approved UNCT	There UNCT communication strategy in place. The group is chaired and by HoA accountable to the UNCT. We have 2 annual reports. We have functional UN Communication Group in place. We have a website, but we need to improve its functioning especially in terms of telling the One UN story better.	The UNCG to develop a revised Work Plan from 2016 to 2018 for implementation.
15. Country Communications Group	This is established and functional.	Continued RCO coordination and support is required.

4.0. Summary of key findings, recommendations and achievements.

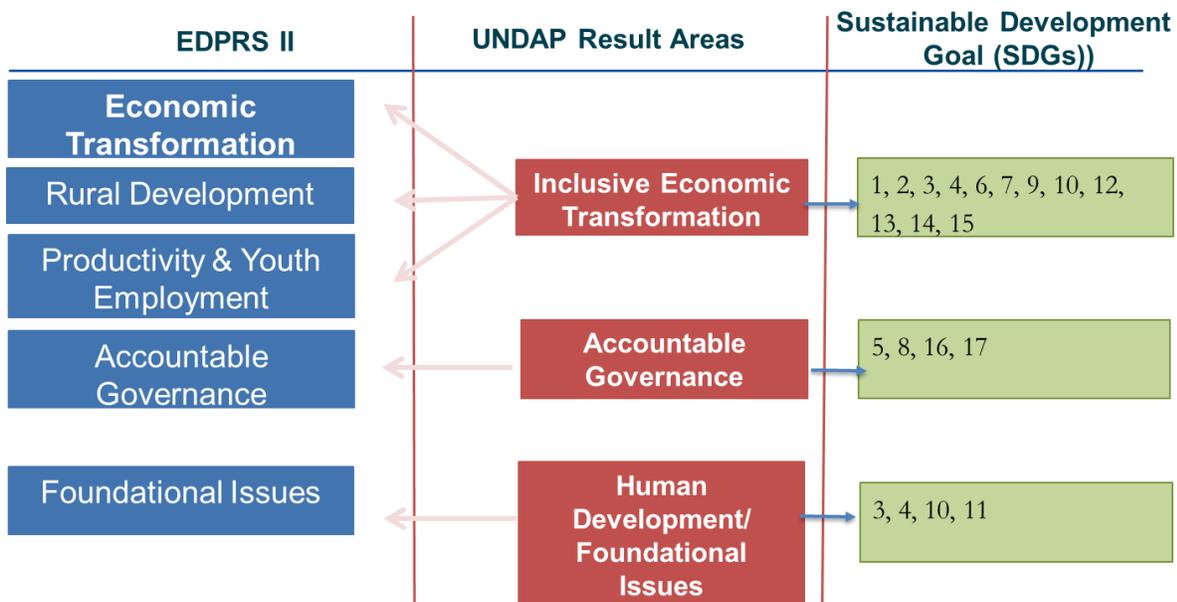
4.1. Relevance

23. **UNDAF AND EDPRS 2:** Generally, from the interactions with key stakeholders, the UN is seen as a relevant and trusted partner by the Government of Rwanda, and it is appreciated for provision of technical assistance, policy development, and support on service delivery as well as some high impact downstream interventions. Importantly also its support to the countries response various humanitarian crisis has been found to be generally effective. There is evidence of continued high degree of alignment between the UNDAF and the Economic Development Poverty Reduction Strategy 2 (EDPRS 2), implying that the UNDAF key results areas, and associated Joint Programmes are still relevant to the development and transformational aspirations of the Government of Rwanda.

24. Regarding the humanitarian agenda, with about 160,000 Refugees in Rwanda from Burundi and Democratic Republic of Congo, the review noted effective humanitarian response and coordination, which brought together the collective capacities of key UN agencies and funding to ensure optimization of the results. The UNDAF results framework has an Output 3.B.1.2 for refugee response. However, given the scaling up with humanitarian work following the influx of Burundi refugees starting from April 2015, and the need to ensure a more sustainable livelihood agenda, there is need to ensure that a revised results framework provides the space for a more comprehensive reporting.

25. Furthermore, in the light of the magnitude and the changing nature of the refugees needs, the meaningful inclusion of refugee response into UNDAF requires a substantive re-thinking, including how reporting on a refugee operation can be made meaningful. The focus of the inclusion into UNDAF should be to promote and enable long-staying refugees’ inclusion into existing development programmes, emphasising the development needs of refugees i.e. refugees’ ability to become self-reliant by means of improved livelihoods. The meaningful inclusion of refugees’ development needs in the UNDAF should also be used as an advantage for integrating the requirements of long-staying refugees into national development plans like EDPRS2.

Table 2: UNDAF alignment to EDPRS2 and SDGs



Source: Authors and UNDAF document

26. **Division of Labor in National dialogue** – Regarding the division of labor within the context of donor coordination, according to the ODA report of 2014 produced by the Ministry of Finance and Economic Planning, the UN in Rwanda is the only development partner that is fully aligned with the division of labor as defined by the GoR and the Donors. However, the review noted that the UN’s engagement with the sector working groups is uneven, and there is a need to strengthen internal coordination, and communication to ensure that the UN consistently prepare and presents a common position on key development and humanitarian issues.

27. **Sustainable Development Goals (SDGs):** The UN is already preparing the grounds for supporting the effective implementation of the SDGs, including strong advocacy and sensitization campaigns. An initial gap analysis on the SDGs alignment with national priority areas have been completed. This assessment shows a relatively high degree of alignment of the UNDAF result areas with the SDGs. It also shows that 2/3 of the indicators are already covered in national and sector development plans.

28. The SDGs have been translated into Kinyarwanda and a national campaign is underway. Two separate SDGs awareness raising and brainstorming sessions have been held with parliamentarians, and the UN hosted SDG goal 16 regional workshop in Kigali after a successful pilot phase by the Government of Rwanda of that same governance and effective institutional building related goal. Importantly also the UNCT supported an initial SGS sensitization campaign by NGOs. However, for a guaranteed robust support by the UNCT to the implementation of the SDGs, it is important to have a clear division of responsibility among the UN agencies regarding each SDG.

Recommendations for relevance

- a) **Emerging issues that were not initially included in the UNDAF should be incorporated after the MTR process with corresponding indicators. These include, but are not limited to, youth empowerment and leadership, notably the Youth Advisory Panel, sustainable financing for health, with a focus on family planning, HIV/Aids and comprehensive sexuality education, and more focus on data for development in the context of the SDGs and humanitarian agenda.**
- b) **To strengthen UNCT coordination for effective support to the implementation of the SDGs.**

- c) **The UNCT should enhance sensitization of UN staff to the SDG agenda and reinforce their capacities and skills for supporting SDG domestications.**
- d) **The UNCT should also contribute to the SDG sensitization and capacity building agenda of various development partners notably, the NGOs.**
- e) **The UNCT should agree a clear support strategy for the country's data production, management and reporting on the SDGs.**
- f) **It is important to ensure that agencies engagement with the sector working groups is effectively coordinated and harmonized positions agreed before various sector working group meetings.**

4.2. Effectiveness

29. UNDAF Results Framework - The UNDAF results framework consists of 3 results areas, 15 outcomes and 154 indicators, a budget of USD 411, 000,000 for 5 years. The MTR noted relatively high degree of logic in the results framework, however in order to ensure effective review of results at the end of UNDAF implementation in 2018, about 30% of the existing indicators need to be reformulated, revised or dropped if they cannot be implemented by 2018 for reasons agreed with the agencies and implementing partners. Some of the indicators or targets used in the UNDAF RF were achieved before the JPs were formulated. Whilst all of the agencies are engaged in the UNDAF implementation, the MTR observed that a few agencies have disengaged, and are not reporting regularly on their UNDAF commitments.

30. Joint Programmes: Joint Programming is an innovative way to operationalize the UNDAF and Rwanda is one of the few countries that has demonstrated a high degree of commitment to putting in place truly integrated Joint Programmes as a key UNDAF implementation mechanism. Overall, nineteen Joint Programmes have so far been put in place covering the key outcomes areas of the UNDAF. Out of the nineteen Joint Programmes, two of them (Nutrition and Social Protection) have not been fully signed. However, their activities are being implemented.

31. Additionally, as part of the UNDAF, there are also agency specific interventions, which also contribute to the overall UNDAF results. The MTR concludes that about 40% of the planned results have been achieved with most deliveries in DRG 2 and the Humanitarian response. Currently whilst there is no signed Joint Programme for the refugee response, in terms of practical response, this has

been a joint response with other agencies making important contributions. Regarding the achievement of the results at midterm of the implementation of the UNDAF, according to the 2014 One UN Annual Report highlighting the main achievements, notable progress was noticed in terms of humanitarian response.

32. **Gender:** Partnerships and synergies among the National Gender Machinery (NGM) and key stakeholders such as the academia, CSOs, government agencies and the UN have been strengthened for improved coordination and implementation of national gender equality commitments. Local authorities were engaged, and are demonstrating increased accountability for inclusive social protection, service delivery and budget allocation for Gender Equality and Women's Empowerment (GEWE). There has been commendable increase in women leaders' networking and leadership skills. The One UN's effective support for women's participation in electoral processes as both voters and candidates at all levels have resulted into significant increase of women representation in leadership positions. Gender sensitive budgeting is increasingly taking root at both local and central government levels as Gender Budget Statements (GBS) are becoming mandatory for all Government Ministries and District Administration Organs.

33. **Human Rights:** the MTR noted a commendable commitment of UNCT to promotion of Human Rights in terms of both advocacy and mainstreaming of the principles within its programming processes. A handbook on Human Rights Based Approach was developed in early 2014 and titled "Applying human rights based approach to development work in Rwanda". The handbook, which serves as a practical guide for UN agencies and their implementing partners, was prepared by One UN to ensure that there was a uniform approach to the mainstreaming and application of human rights concepts in the implementation of the UNDAF. It also emphasizes on the fact that a human rights - based approach to development is an integral part of the Delivering as One in Rwanda. The One UN continued to support the process of engaging international human rights mechanisms by supporting the Government and other players in their engagement with the Universal Periodic Review (UPR) process.

34. The second review of Rwanda's UPR took place in November 2015 and subsequently Rwanda pledged to work on 50 new recommendations made by the Human Rights Council, aimed at improving the human rights situation in the country. In addition, One UN supported the development of a road map to assist in their implementation and UN will work with the Ministry of

Justice, the National Commission of Human rights and CSOs to aid implementation of the UPR commitments.

35. **Monitoring and Reporting:** The UNDAF stipulated annual reviews and reporting in collaboration with the implementing partners. At the MTR period, there has been one DRG review, and two annual reports for 2013 and 2014 have been published. It was noted that the One UN Steering Committee did not validate the DRG review whilst it was extensive. Nonetheless, some Joint Programmes, like the Access to Justice have undergone extensive reviews. Additionally, we noted there has been field visits for some JP's. The review and field visits practices are not yet institutionalized across all the DRGs.

36. **UNDAF Accountability:** The UNDAF Accountability Framework is informed from the provisions on the SOPs and is functioning relatively well, with regular meetings, and follow up actions. The review noted that despite steady turn over at the level of Heads of Agencies and personnel in key working groups the momentum is still very good, and in some cases excellent. The review also noted important concerns related to the duplication in processes and functions for some working groups involved and the extra burden on staff time. These need to be addressed by exploring priorities within the DaO agenda and with the introduction of simple processes such as annual reporting of the UNDAF and programming principles. The BOS also includes a very good results framework; however, this also need to be reviewed to ensure realistic projection and delivery by 2018.

37. **On the functionality of the UNDAF working groups,** (DRGs, UNCT, PPOC, OMT, UNCT, and M&E) they are all set up and functioning, but their level of performance varies. There are regular meetings in DRG 1 and DRG 2. There is evidence that DRG 3 has recently started regular meetings. DRG4 is essentially dealing with a different modality i.e. humanitarian response and disaster management; it is currently in the process of determining the need for dedicated DRG4 meetings. The PPOC and M&E Working Group terms of references need updating, and the DRGs work can underpin clear guidelines that ensure consistency across each DRG. Documentation from each of the groups can be strengthened to ensure improved and easy access for all UN staff and for audits.

38. **External Dialogue:** The UNCT, has a number of key Partnerships to ensure successful implementation of the UNDAF. On the Development Partner's angle, Sweden, UK, and

Netherlands, Switzerland, US, Korea, Japan, are among the most engaged donors in the UNDAF. The UN Resident Coordinator and some Heads of Agencies represent the UNCT in the internal Donor Coordination Group. The Development Partners Group meets on a monthly basis where key issues concerning Donors are discussed.

39. At a broader coordination level, a Development Partners coordination Group brings together the government agencies, the UN system, Donors, and NGOs, and it co-chaired by the UN Resident Coordinator. The MTR noted good relations between the UN and line Ministries including the Ministry of Finance and Economic Planning as well as with the Donors. A forum for regular technical dialogue on the SDGs, and UNDAF related issues between the UNCT and the MINECOFIN will be required going forward. The UN should also find ways to engage more regularly with the Ministry of Foreign Affairs on the DaO agenda.

Recommendations for effectiveness

- a) **The UNCT should review the UNDAF results framework to address the issues of measurability, indicators, and confirm and better track the UNDAF expenditures and resources to be mobilized.**
- b) **The UN Steering Committee to meet at least twice a year to help to guide effectively the implementation of the UNDAF.**
- c) **The UN Steering Committee will endorse the annual review recommendations from the preceding year, as well as the annual plan completed with budgets for the coming year.**
- d) **The UNCT to discuss the functioning of DRGs and Joint Programme implementation each quarter and address any resulting issues.**
- e) **Each DRG must establish a functioning secretariat with clear lines of responsibility and accountability to the DRG co-chairs. Such a secretariat will require at least one staff working full time on UNDAF who will coordinate and consolidate the reports from all the participating agencies and submit them on time.**
- f) **To further strengthen the mainstreaming and reporting of HRBA/Gender across the all areas of the UNDAF.**

4.3. Efficiency

40. **UNDAF BUDGET** - The UNDAF has a total budget of US\$ 411 million disaggregated into One UN Fund (US\$ 120 million), core (US\$ 100 million) and agency vertical (US\$ 192 million). At the MTR, an estimated US\$286 million has been disbursed. At the time of the MTR, it is projected that the UNDAF will deliver at least US\$465 million by 2018.

41. In 2013, the UNCT agreed to put in place a joint resource mobilization strategy. However, the strategy needs to be updated in the light of global and ODA funding challenges. The current resource mobilization approach should be adjusted to ensure relevant space for other means of resource mobilization. For instance, regarding the humanitarian response, some of the specificities in respect of resource mobilization for it. One illustration of this relates to the appeals for refugees operations that predominantly work by means of voluntary contributions and are not program based. Based on resources available and subject to new influx and/or cessations – budget figures are adjusted frequently. While kept separate, in accordance with the new UNDAF guidelines, humanitarian and emergency resource mobilization tools should ideally be linked with UNDAF resource mobilization to ensure synergies and sequencing of development and humanitarian activities for refugees.

42. Some of the challenges include the lack of agreed systematic tools for tracking the mobilized resources as well as agency hesitation to provide data to the coordination mechanism on funds they have mobilized, as agreed in the resource mobilization strategy. While agencies do communicate their results to their stakeholders, and there is a UNCT communication strategy, it has been a challenge to systematically communicate the UNDAF joint results and affect to key stakeholders. The UNDAF communication challenge can in part be explained by lack of dedicated monitoring, evaluation and communication resources within the coordinating team. The UNCT is now taking active and concrete steps to address the above issues including establishing Joint RM working groups to help drive RM agenda. The key objectives of the RMTF are:

- Enhance the One UN and individual agencies' RM abilities
- Exchange valuable information on funding opportunities
- Coordinate efforts, reduce counterproductive competition
- Drive resource mobilisation for Joint Programmes in collaboration with the Development Results Groups (DRGs) and agencies involved in the Joint Programmes.

Recommendations

- a. **To update resource mobilization strategy focussing on concrete actions including donor visibility, and the One UN branding.**
- b. **To organize two donor briefings each year to display the value added of the UNDAF.**
- c. **To put in place a system for tracking and reporting on UNDAF funding twice a year and explore opportunities to build capacity for the resource mobilisation task force members.**

Business Operations Strategy (BOS)

43. The MTR reviewed the progress made with BOS implementation. The Rwanda BOS was developed and run in parallel to and complement the UNDAF 2013 to 2018. Whilst, there is a separate BOS document, the UNDAF includes the BOS results framework, budget, and narratives on the roles and responsibilities of the operations management team (OMT). Consequently, the BOS annual review and reporting should run at the same time as the UNDAF. The UNCT receives monthly updates from the OMT on progress of the implementation of the BOS and challenges.

44. This has helped to increase synergies and coherence between programmes and operations at the country level with the support from the RC and the coordination team. The intended impact of the BOS is to reduce transaction costs for the One UN in Rwanda by nearly US\$ 15m by 2018 as well as achieve other qualitative benefits notably efficiency gains. The UNCT has begun to realize both qualitative and quantitative benefits from the BOS. The overall savings to date is estimated at US\$ 4.2m. Currently, there are no available tools for systematic tracking of the results achieved with BOS implementation, nonetheless at the MTR the Rwanda's BOS is broadly recognized to among the best globally. .

Recommendations for BOS

- a. **The OMT should adopt the online planning and reporting tool for the BOS.**

- d. Specifically, there is a need to speed up progress on the implementation of Closed User Group (CUG).**
- e. Regarding human resource there is a need to establish and continuously update a common database and IC Roster. It is also strongly recommended to strengthen the existing inter-agency panels, and complete the learning needs assessment as well as develop a joint learning plan.**
- f. Ensure regular salary surveys.**

4.4. Sustainability

45. Whilst it is still early, the MTR noted key examples for potential sustainability in various areas of the UN support. The DaO has provided a solid base for the presence in Rwanda; sustainability will depend on continued engagement with the Government, Development Partners and availability of resources in financial funding as well as effective tracking of results.

5.0. Conclusion

46. The UNDAF is aligned with national development priorities as described in the EDPRS2 document covering all the areas reflected in the UNDAF. It provides appropriate emphasis to the issues of women and youth economic empowerment, poverty reduction, and good governance as the top national development priorities.

47. The level of ownership by the government is excellent. The programmatic and management structure together with joint meetings and planning provided opportunity to the government to be part of the process of decision-making, therefore there is no evident resistance in the implementation rather there is good synergy.

48. There is an imbalance between the DRGs in terms of the number of participative agencies and the number of joint programs. For example, there is the contrast between DRG4, delivering on UNDAF outcomes through standalone programs and less joint programs and DRG 1, which has a large number of participating agencies compared to others.

49. The UN steering committee need to meet at least twice each year to provide strategic guidance to the UNDAF implementation. DRG 1 and DRG 2 have been functioning relatively well with regular meetings and follow up on actions.

50. The PPOC and M&E are also stable and the change in leadership provides an opportunity to formalise organisational changes including the terms of reference and accountability. The Communications Group is stable with agreed work plan but lacking resources for implementation. The UNDAP implementation process is managed by the steering committee.

51. The UNDAP architecture is based on results to be achieved (DRG), the comparative advantage of each UN agency and allows a large consultative process for UNDAP design and implementation. DRGs meet on a regular basis and involve IPs focal points when necessary.

52. UNDAP coordination has promoted coherence within the UN system in Rwanda and fostered collaboration among the agencies, at the leadership level, as well as in programmes and operations. The RCO played a big role of coordination and representation. The UNDAP is key to the success of the DaO concept in Rwanda and the transformational impact of the UN interventions

53. The UNDAP M&E framework did not track performance against the outcomes using available indicators and the financial reporting on the UNDAP was not clear. There is need to fix these gaps in order to comply with the result based management principals.

54. The joint programming approach offers potential for fostering UN coherence and Delivering as One on priority issues that are common to all UN agencies; therefore, it should be retained and improved. The UNDAP adopted an integrated multi-sectoral approach and made valued and recognizable contributions, however The UN system needs to increase its engagement with civil society organizations.

55. The UNDAP has accomplished more than 50% of its aims, even if the results are not reported accordingly, the facts in the field prove the existence of results.

56. The development partners are key for the sustainability of UN interventions and the One UN Fund, there is need to strengthen their participation in program design and increase transparency to attract non-earmarked funds.

57. The UNCT is key for the efficient One UN coordination in the country, it needs to follow up on the implementation of decisions taken during meetings and ensure coherence in the UN agencies' interventions

58. The BOS results framework need to be simplified by reducing the number of outcome and outputs and reviewing targets and redesign indicators. As a pillar document for the UN operations, there is need to report progress on a yearly basis in order that quick actions can be taken when necessary.

Annex.1. Achievement per DRG

DRG 1:

Outcome 1: Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction

- Policy dialogue with MINECOFIN has taken place and a Rwanda's Country Profile offering policy options for structural transformation has been developed.
- The national capacity for policy coordination and resource mobilization was strengthened.
- The One UN supported the development of an integrated national employment programme and the reinforcement of national capacity for mainstreaming youth and women employment in national and sector policies
- Financial inclusion: 13,749 new clients registered by microfinance institutions
- 7,938 new village saving group members were linked to and received support from financial service providers.
- 1,045,993 women in Rwanda accessed financial service.
- 4,520 people (including 3,204 women) have been trained to make proposal to financing agencies and get the loan to initiate new business.

Outcome 2: Diversified economic base allows Rwandans to tap into and benefit from expanded international, regional and local markets, and improved agriculture value-chains

- The Support for sensitization and public awareness on regional integration issues has been conducted through MINEAC.
- Agricultural innovation and value chains were strengthened.
- National regulatory frameworks for quality standards compliance were strengthened.
- 12 commodities have been upgraded through value-chain strategies

Outcome 3: Rwanda has in place improved systems for: sustainable management of the environment, natural resources and renewable energy resources, energy access and security, for environmental and climate change resilience, in line with Rio+20

- Technical support provided to MININFRA in the elaboration of the **National Energy Policy**, with consideration for regional dimensions of Energy Planning
- National capacity in renewable energy, energy efficiency, access and security was scaled up
- Appropriate technologies and skills for resource efficiency and cleaner production were strengthened
- Increased in access to electricity for lighting from 10.8% in 2010/2011 to 19.8% in 2013/2014
- Progress is noticed in ecosystem rehabilitation through One UN support
- 873 additional ha of fragile ecosystem were rehabilitated and 695,798 ha of forests were created (10.13% ecosystem rehabilitated as of 2015)
- Financial support to the rehabilitation of 700 ha of lake shores and river banks and 125 ha of lake ecosystems restoration

- Progress was made in operationalizing the Centre of Excellence on Biodiversity and Natural Resources Management
- The national capacity for sustainable environment, natural resources management, and climate change mitigation and adaptation was strengthened *e.g.* ENR Strategic Plan developed and updated Technical support has been provided to establish RBM and M&E system in MINIRENA
- Provided support in mainstreaming the Green Growth and Climate Resilient Strategy in all 15 sectors and the district development plans
- With support of One UN, MINIRENA was accredited by GCF which will allow the country to mobilize up to US\$ 50 million to implement its Green Growth and Climate Resilience Strategy (GGCRS)
- National capacities for planning and management of green villages and cities were strengthened
- Green Village Toolkit was developed and disseminated
- Supported 5 model green villages completed
- Supported 105 households accessing biogas and solar energy in green villages

Outcome 4: Sustainable urbanization process transforms the quality of livelihoods and promotes skills development and decent employment opportunities in both urban and rural areas, especially for youth and women

- Entrepreneurship capacity of youth and women was strengthened through *YouthConnect* and Miss Geek hangout
- Awareness of more than 6,000 youth on entrepreneurship and job creation was raised
- Though its business competition, capacity of more than 300 youth and women on entrepreneurial skills was enhanced.
- In 2015, 20,956 youth were provided with entrepreneurship skills at the national level.
- Provided multimedia studio equipment to Rubavu Youth Centre to train youth in ICT related business.
- Diagnostic of the National Urbanization Policy (NUP) has been reviewed and the Strategic Development Framework (SDF) to support urban and regional development was developed.
- Youth and women's access to finance was increased with Support of ONE UN
- 12,557 youth and 1,045,993 women got access to financial services and products and enhanced skills in managing their loans.
- 146,000 new non-farm jobs were created in 2015 achieving 73% of the national yearly target of 200,000 job creation.
- At the national level, 13,500 new Small and Medium enterprises were created in 2015

DRG 2

Outcome 1: Citizen Participation and empowerment: Accountability and citizen participation in sustainable development and decision-making processes at all levels improved

- Capacity of NISR strengthened in data collection and production for evidence based use: 2012 Population and Housing census, DHS5 and EICV 4 as well as their various thematic reports have been produced and disseminated
- Political parties have revived the women political parties' wing; Youth political leadership programme increased capacity of youth and their appetite for politics
- Capacity of central entities, decentralized entities and communities to promote community-driven development processes was strengthened
- Capacity of national oversight institutions to promote and demand accountability and transparency was strengthened; Supported self-assessment tools like RGSC, CRC , media and CS barometers,...
- Capacity of citizens, communities and civil society organizations to demand accountability and transparency was strengthened
- Participation increased in decision-making and democratic processes, especially of women and youth

Outcome 2: Human rights, justice and gender equality promoted and implemented at all levels

- Capacity of the justice sector to increase access to justice, including for women, children and the most vulnerable was strengthened through support to key structures like MAJ, Abunzi , legal aid support ,.... As well as the establishment of the Integrated Electronic case Management System for the Justice Sector for more efficiency ;
- Capacity of institutions to mainstream gender equality in policies, strategies and budgets was strengthened. Many Govt institutions (but not all!) adopted their gender strategies , a number of gender profiles and sector strategies have also been adopted;
- Capacity of the country to oversee and coordinate gender equality commitments was enhanced and the Government was able to implement and report to such key gender frameworks like CEDAW, Beijing PA , UNSCR 1325 and the Government &CS has been consistently and strongly represented to CSWs
- National capacities for promotion and mainstreaming of human rights and implementing Treaty Body and Universal Periodic Review recommendations were enhanced
- Mechanisms for sustainable peace consolidation, unity and reconciliation were enhanced

DRG 3

Outcome 1: All Rwandan children, youth and families, especially the most vulnerable, access quality early childhood development, nutrition, education, protection and HIV prevention and treatment services

- Multi-sectoral strategies for sustained reduction of child and maternal malnutrition were strengthened, coordinated and monitored
- A strategic shift from knowledge-based to competency-based national curriculum towards Vision 2020, becoming a knowledge-based middle-income country
- Comprehensive Sexuality Education (CSE) was integrated in the new curricula.
- Child Care Reform (phase II) focusing on institutions, children with disabilities, children without adequate parental care
- Equitable access to Early Childhood Development services
- Capacity of central entities, decentralized entities and communities to promote community-driven development processes was strengthened
- ECD Policy & Strategic Plan approved; coordination mechanisms at national and local levels established

Outcome 2: All people in Rwanda have improved and equitable access to and utilize high quality promotional, preventive, curative and rehabilitative health services

- National capacities for health governance (policies, tools, plans, strategies and standards), management, financing, human resource and management of information systems were strengthened
- Ensured a steady, reliable supply of quality reproductive health commodity including contraceptives and life-saving medicines for high quality provision of a continuum of care in reproductive health, FP, maternal, child and adolescents
- National and sub-national capacities to provide quality integrated health services were strengthened
- The technical and financial support to Community Based Health Insurance management was provided
- Community capacity to demand quality health services at all levels was strengthened
- Increased access to WASH services (communities & facilities)
- Capacity of national civil service providers, civil society and private sector to accelerate implementation of evidence-oriented integrated HIV/AIDS prevention, treatment, care and support programmes for key populations increased
- Signing of the declaration of HIV in the Cities
- High coverage of PMTCT (even regionally)

Outcome 3: Vulnerable Groups have reduced exposure to livelihood risk, inequalities and extreme poverty

- Capacity of national and sub-national institutions in targeting, delivery and monitoring and evaluation of equitable and holistic social protection services to vulnerable groups was strengthened (e.g., child-sensitive social protection)
- Capacity of national and sub-national institutions to increase access to social security services, especially for youth and women was strengthened
- Capacity of institutions responsible for sustainable reintegration of Rwandan refugees was strengthened
- Support data generation and dissemination of national surveys (DHS, EICV, etc.)
- Advocacy, public awareness and community mobilization on Violence against Women and Children

DRG 4

1) Emergency Humanitarian Assistance to Rwandan Expellees from Tanzania 2013

- 15,778 Tanzanian Expellees transported from border to reception center (2013)
- 719 Patients transported to dispensaries and/ or hospitals (242 male, 352 women and 125 children under 18)
- 1,700 Expellee families assisted with temporary shelter in areas of return or relocation

2) Provision of Post-arrival and predeparture medical screening of Burundian Refugees for project partners in Health 2015

- 29 AHA nurses and 3 AHA doctors trained in post-arrival and pre-departure medical screening of Burundian refugees

3) Provision of Critical Health and WASH Services in new Transit Centre (CERF UFE 2015)

- 5,000 returnees and 2,028 host community are safely accommodated in the new TCs and have access to good hygiene and sanitation facilities whilst being provided with safe drinking water and water for personal hygiene and other activities until they have returned to their area of origin;
- 5,000 returnees and 2,028 host community in the new TCs are provided with proper sanitation facilities including personal hygiene;
- 5,000 returnees 2,028 host community in the new TCs have access to basic health services.

4. Disaster Management and Response

- A fully functional National Platform for Disaster Risk Reduction (NPDRR) has been established. The National Platform provides inter-agency and multi-sectorial technical support to MIDIMAR on disaster management, disaster risk management and risk reduction issues and concerns.

- Establishment of District Disaster Management Committees (DDMOs) and Sector Disaster Management Committees (SDMC) who are in charge of coordinating and implementing disaster management activities at the District and Sector levels.
- Strengthened disaster management capacities of 10 Districts through capacity building support and deployment of District Disaster Management Officers (DDMOs) in 10 most disaster risk prone Districts.
- Disaster management capacities of around 500+ officials, authorities, staff and professionals at national and District/Sector levels developed (these capacities include disaster risk management, early warning, preparedness and response, Post Disaster Needs Assessment).
- Developed and produced the Training Manual on Disaster Management for DDMCs and SDMCs
- Promoted and supported Rwanda's participation and visibility in global and regional platforms for disaster risk reduction including the most recently held Third World Conference on Disaster Risk Reduction held in Sendai, Japan where the new Sendai Framework for DRR was adopted and approved.
- Technical advisory and assistance provided in policy and strategy development i.e. DM Law, Contingency Plans and National Recovery and Response Strategy
- DRR mainstreamed in Annual Action Plans (AAPs) and policies of sectorial Ministries, and the District Development Plans (DDPs).
- 6 DDPs developed
- The National Risk Atlas of Rwanda, the first ever-comprehensive risk profile in Africa has been developed and launched on 10th September 2015. The Atlas includes hazard assessment and mapping of the 5 Major natural hazards prevailing in Rwanda namely droughts, floods, landslides, earthquakes and windstorms. It includes as well a detailed exposure and vulnerability assessment, estimating the potential loss/damages per hazard scenario
- Supported the disaster communication system of MIDIMAR, which feeds into the national disaster database – daily reports of disaster data are compiled and disseminated to decision makers and technical units appropriate, and corresponding actions. This enhanced the disaster response capacities of the government as demonstrated by provision of timely and more effective and appropriate response actions to disaster or emergency situations in different parts of the country.
- A sustained public awareness building on disasters (through TV, radio, schools clubs), DRM and DRR supported

Annex 2: List of Documents

1. Balogun, P., The relevance, effectiveness and efficiency of the United Nations Development Assistance Framework (UNDAF): A report prepared for the United Nations Department of Economic and Social Affairs, May 2012
2. Data NISR AWP, 2014-2015
3. Data NISR AWP, 2015-2016
4. Data UN joint support to NISR PRODOC “Support to strengthening capacity of the National and Sub-National Institutions to generate data and Enhance Evidence-based Policy Planning, Analysis and M&E”, 2013-2018,
5. DDAG, “Joint Program Document”, GoR & ONE UN-Rwanda, 2013-2018
6. DRG2 end of the Year summary report, period July 2013- July 2014
7. JPRODOC, “National scale up of Isange One stop Centre Model in Rwanda”, GoR & ONE UN Rwanda, 2013-2015
8. JPRODOC, “Promoting Access to Justice, Human and Peace consolidation in Rwanda”, GoR & ONE UN Rwanda, 2013-2018
9. JPRODOC, ” Sustainable Return and Reintegration of Rwandan Returnees”, GoR & ONE UN Rwanda, 2012-2014
10. JPRODOC, ”Advancing and Sustaining Gender Equality gains in Rwanda”, GoR & ONE UN Rwanda, 2013-2015
11. JPRODOC, ”Strengthening Civil Society Organizations for responsive and accountable Governance in Rwanda”, GoR & ONE UN Rwanda, 2013-2018
12. JPRODOC, ” Preventing new HIV infections and promoting sexual and reproductive health with special attention to women, Youth and key populations in Rwanda”, GoR & ONE UN Rwanda, 2014-2018
13. JPRODOC, ” Support to the Development and Implementation of a Green Growth and Economy to Rwanda’s Economic Transformation”, GoR & ONE UN Rwanda, 2014-2018
14. JPRODOC, ” Support to the Development and Implementation of value chains programme in Rwanda”, GoR & ONE UN Rwanda, 2014-2018
15. JPRODOC, ” Support to the Ministry of Disaster Management and Refugee Affairs to address Disaster Management”, GoR & ONE UN Rwanda, 2014-2018
16. Mission report, “joint field visit for monitoring implementation of the 5th demographic and health survey, 17/03/2015
17. One UN Rwanda Joint Program Document, “Strengthening Health, population and WASH Systems with Improved Governance, Analysis and Monitoring for results”, 2014-2018
18. PRODOC, “Strengthening the institutional capacity of the Ministry of Natural Resources in Rwanda”, UNDP
19. Report on the UNDAF Annual Review Meeting, “Development Results Group 3: Human Development”, 17th September 2014
20. Report on the UNDAF Annual Review Meeting, “Development Results Group 4: Humanitarian Response and Disaster Management” 23rd September 2014

21. Report on the UNDAF Annual Review Meeting, “Development Results Group 1: Inclusive Economic Transformation”, 22 October 2014 at UNDP, Kigali
22. REVISED Standard Joint PRODOC, “Support to strengthening capacity of the National and Sub-National Institutions to generate data and Enhance Evidence-based Policy Planning, Analysis and M&E”,2013-2018
23. Rwanda United Nations Business Operations Strategy (BOS), 2013-2018
24. Rwanda United Nations Development Assistance Plan (UNDAF), ONE UN Rwanda & the GoR 2013-2018
25. Rwanda Youth and Women Employment program, GoR & ONE UN-Rwanda, 2014-2018
26. UNDAF Annual Review - DRG 1 “Inclusive Economic Transformation” July 2013 - June 2014
22 October 2014 (ppt)
27. UNFPA-NISR work plan: 2015-2016
28. United Nations Development Group “RESULTS-BASED MANAGEMENT HANDBOOK” October 2011

Annex 3. UNDP Revised Framework.

