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Sida Decentralised Evaluation

Jups Kluyskens

Review of Sweden's Support to the ONE UN Programme in Rwanda

Final Report

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**Final Report
May 2015**

Jups Kluyskens

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

BoS	Business Operations Strategy
CSO	Civil Society Organisation
DaO	Delivering as One
DPM	Development Partner's Meeting
DRG	Development Results Group
EoS	Embassy of Sweden
EDPRS	Economic Development and Poverty Reduction Strategy
GBV	Gender Based Violence
GMO	Gender Monitoring Office
GRB	Gender Responsive Budgeting
M&E	Monitoring and Evaluation
MIDIMAR	Minister of Disaster Management and Refugee Affairs
MIGEPROF	Ministry of Gender and Family Promotion
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINIRENA	Ministry of Natural Resources
NCBS	National Capacity Building Secretariat
NGM	National Gender Machinery
NWC	National Women's Council
NGO	Non-Governmental Organisation
OMT	Operations Management Team
ONE UN	One United Nations
PPOC	Programme Planning and Oversight Committee
RBM	Result Based Management
RGB	Rwanda Governance Board
RNRA	Rwanda National Resources Authority
SEK	Swedish Kroner
Sida	Swedish International Development Cooperation Agency
UNCT	United Nations Country Team
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
ToR	Terms of Reference

Preface

The Embassy in Sweden in Rwanda commissioned this “Review of Sweden’s Support to the ONE UN Programme in Rwanda” through Sida’s framework agreement for re-views and evaluations. The study was undertaken by Indevelop between March and May 2015.

The review was undertaken by Jups Kluyskens. Quality Assurance was conducted by Ian Christoplos, Indevelop’s Project Director for the framework agreement for re-views and evaluations. The project manager at Indevelop, Sarah Gharbi was responsible for ensuring compliance with Indevelop’s QA system throughout the process, as well as providing backstopping and coordination.

The team would like to thank all those who made time available for this review and in particular the Resident Coordinator and his staff, the Embassy of Sweden and its staff. The work has benefitted in particular from discussions and guidance from Mr. Lennart Jemt from the Embassy of Sweden.

Executive Summary

Background

Sweden has been assisting Rwanda since the genocide in 1994 and its latest country strategy for the period 2011 – 2013 has the overarching objective to support Rwanda in reducing poverty and improving conditions for sustainable peace and reconciliation, as well as greater respect for human rights.

During the support period, July 2013 – July 2015, the Swedish funding has given priority to gender equality, environment, returning refugees and freedom of expression. The support was provided through the ONE UN Fund and is based on an agreement between the UN and Sweden that the resources would be soft earmarked despite the fact that the ONE UN Fund in principle is un-earmarked.

The Fund is an instrument that supports the ONE UN approach in Rwanda. The Fund has been established as a vehicle to pool new resources provided by development partners to support the unfunded portions of the United Nations Development Assistance Programme (UNDAP). The UNDAP embodies the One Programme principle and is funded through a combination of existing and to be mobilized core and non-core resources of participating organisations and the Rwanda ONE UN Fund.

Previously Sweden funded Rwanda through bilateral support, but the aid suspension in late 2012 provided Sweden with the opportunity to continue its funding through the UN since it was not affected by such political decisions. By doing so, Sweden also complied with its national policy that ONE UN Funds should be supported. Moreover, some of the priority areas that previously received bilateral funding would be able to enjoy uninterrupted support. Working through the ONE UN Fund is new and Sweden is the largest contributor to the fund after the Netherlands and the UN itself.

Assignment

The overall objective of the assignment was:

- i) to make an overall assessment of whether the UNDAP is implemented in accordance with plans, and
- ii) to undertake a review of the effectiveness of the four UN programmes that receive Swedish funding.

The work was undertaken in two stages: a document review and preparatory phase and a field visit to collect additional information notably through interviews. The Swedish Embassy underlined that this review was to be 'light touch' and help the staff in getting a better understanding of the state of affairs.

The UNDAP and the four areas

The UNDAP covers the period 2013 – 2018 and the Swedish support targets only the first two years of the UNDAP implementation. The ONE UN joint programmes took some time to become fully operational. This has in turn affected the implementation of the UNDAP. In some cases, it took more time to prepare programme documents and coordinate their implementation and this was also the case in the four priority areas. Nevertheless, there is progress in the areas that the UNDAP supports, including Inclusive Economic Transformation, Accountable Governance and Human Development. Progress is also dependent on how well the ONE UN approach works and interviewees differed in opinion about this. Overall there is great support for the ONE UN approach and the UNDAP which is fully aligned to Rwanda's Economic Development and Poverty Reduction Strategy II (EDPRS II). In practice, however, challenges remain, of which funding for the implementation of the entire UNDAP period is critical and in particular if the ONE UN Fund is not replenished.

Both for the UNDAP and the four priority areas funding is also dependent on other resources that the UN can mobilise at the global level, including core and vertical funds. Mobilising these funds has become more challenging in an environment where donor resources are declining. Moreover, UN agencies have different policies and practices with regards to mobilising resources which can impact planning and implementation of programmes at country level.

Some feel that soft earmarking can work as an incentive for some UN agencies while others feel such earmarking favours particular agencies and that some agencies can therefore not access the ONE UN Fund. The latter often do not match the sector area for which the funds are earmarked or can contribute only in a minor fashion to the programme and as such they are not considered. This unintended effect can either stimulate some UN agencies in working together thereby adhering to the principle of ONE UN while others feel excluded and not having access to the ONE UN Fund resources.

The Swedish four priority areas show different levels of progress towards the outputs of the UNDAP results framework. Good progress has been made in areas where few UN agencies need to cooperate, where a programme approach has reduced fragmentation, and where there has been a clear division of labour and effective collaboration with government and other implementing partners. These priority areas also used most of the available resources and those were used according to plan. Those areas that made less progress were characterised by delays in programme preparation, prolonged coordination challenges with many partners, and changing priorities in government as well as high staff turnover in government. In some cases, the planned resources were therefore not spent.

Amongst the challenges in all four areas is the high dependency on national and in-

ternational technical assistance, which may undermine the sustainability of the programs. It is unlikely that government – with a large public sector and an unsustainable wage bill - is in a position to continue such funding for technical assistance. Combined with the funding unpredictability for the UNDAP, the ONE UN approach and the implementation of the UNDAP are at risk.

The way forward

The Swedish support will come to an end by mid-2015 and its future support to Rwanda will decline considerably, which implies that strategic choices will have to be made with regard to programme extensions for the current support and targeting the new support. In order to do so, it is recommended that the final consolidated reporting is considerably improved, including more analysis with regard to the progress towards the outputs and an underpinning financial narrative and analysis. Moreover, linking the report to the UNDAP 2014 annual report will help in understanding how the ONE UN Fund and the Swedish contribution assisted with the implementation of the UNDAP. Such analysis will enable the Embassy of Sweden to base its funding decisions on strong evidence combined with government and Swedish priorities.

1 Introduction

1.1 INTRODUCTION

Sweden entered into an agreement with the ONE UN in Rwanda in July 2013 with a two year contribution of 140 Million SEK to the ONE UN Fund for Rwanda. The ONE UN Fund is one of the sources of financing for the United Nations Development Assistance Plan (UNDAP) for Rwanda 2013-2018.

Sweden has been assisting Rwanda since the genocide in 1994 and its latest country strategy for the period 2011 – 2013 has the overarching objective to support Rwanda in reducing poverty and improving conditions for sustainable peace and reconciliation, as well as greater respect for human rights. The strategy asserts that Sweden's development cooperation will focus on the sectors of democracy and human rights, the environment and natural resources, and market development.

A critical contribution in achieving the above is the Swedish contribution to the implementation of the UNDAP through the ONE UN in Rwanda.

In consultation with the Embassy of Sweden and with the approval of the ONE UN Steering Committee, the Swedish funding gave priority to gender equality, environment, returning refugees and freedom of expression. The support is therefore allocated to four programmes under the UNDAP:

1. Sustainable Return and Reintegration of Rwandan Refugees (coordinated by UNHCR),
2. Support to Rwandan Natural Resources Management Institutions and System Support to Transformational Capacity (coordinated by UNDP),
3. Deepening Democracy through Strengthening Citizens' Participation and Accountable Governance (coordinated by UNDP),
4. Advancing and Sustaining Gender Equality Gains in Rwanda (coordinated by UN Women).

Sweden's contribution - which covers a shorter period than the UNDAP period - supports the above four areas through the Rwanda ONE UN Fund, a basket fund which in principle is not earmarked. The other donors to the ONE UN Fund are the Netherlands and the UN itself. Sweden's contribution is, however, soft earmarked and to be spent on actions in the above areas.

1.2 METHODOLOGY

1.2.1 A stock taking exercise

The overall objective of the assignment as described in the Terms of Reference (ToR) was clear:

- i) to make an overall assessment of whether the UNDAP is implemented in accordance with plans, and
- ii) to undertake a review of the effectiveness of the four UN programmes that receive Swedish funding.

From the beginning, it was clear that this was not an evaluation but an assessment that takes stock of the implementation status of both the UNDAP and the four prioritised areas which are supported by Swedish funding. Moreover, the Embassy of Sweden emphasised that the assignment should be ‘light-touch’ meaning that the Embassy would like to get an impression of the state of affairs and understand how the resources have been used, how much progress is made and what worked well and what has been more challenging. In order to do so the consultant, however, needed to get a better understanding of how the ONE UN principle is working in Rwanda and what the role of the ONE UN Fund is as a funding instrument. Given that the UNDAP effectively started July 2013, it was expected that due to preparatory activities implementation may have been slow at first instance. We also assumed that preparing for the implementation of the UNDAP also effected the implementation of the four areas that Sweden prioritised. For the ToR, please see Annex 1.

1.2.2 How the work was undertaken

The methodology used consisted of two parts – firstly, a *desk study* assessing the various strategies and reports, including:

- The Rwanda United Nations Development Assistance Plan 2013 - 2018
- United Nations Rwanda, Delivering as One, Annual Report 2013
- ONE UN Rwanda, Business Operations Strategy
- Rwanda: UNDAP 2013-2018 Results Framework
- Strategy for Development Cooperation for Rwanda 2010 – 2013
- Standard Administrative Arrangement with ONE UN Rwanda, 27-05-2013
- Economic Development And Poverty Reduction Strategy II, 2013-2018, Government of Rwanda
- Consolidated Annual Progress Report, ONE UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 30 September 2014
- Consolidated Annual Progress Report, ONE UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 31 December 2014
- Financial Reports from the UNDAP gateway about the contributions and expenditures of the ONE UN Fund.

Based on the desk study, an Inception Report was prepared and approved. The Inception Report included an introduction to the work, reflections and details about the state of affairs of the ONE UN and the ONE UN Fund, a methodology and matrix with assessment questions and list of people to be interviewed. Please see Annex 2 for the Inception Report.

Secondly, a *field visit* was conducted during which the evaluator received additional material in order to better understand the implementation status of both the UNDAP and the four priority areas. The field visit started with a briefing by representatives of the Embassy of Sweden and ended with a debriefing at the Embassy which included UN representation. In the course of the field visit, the consultant met with about 20 people from the Government of Rwanda (GoR), the UN, including the Resident Coordinator, the Country Director of UNDP and all the Programme Officers in charge of the four programmes. For an overview of people met, please see Annex 3

1.3 SWEDEN'S PRESENCE IN RWANDA AND CONTRIBUTION TO ONE UN AND UNDAP

Sweden's strategy covers the period 2011 - 2013 and identifies sector objectives for the three areas:

Democracy and Human Rights

- a) Increased transparency in public institutions and enhanced accountability;
- b) Strengthened rule of law in society and increased respect for and adherence to human rights; and
- c) Sustainable peace and improved security.

Environment and natural resources

- a) Improved efficiency and sustainable use of natural resources; and
- b) Strengthened land rights for poor people.

Market development

- a) Improved living conditions for poor people in rural areas.

Swedish development cooperation through the One UN Rwanda supports the implementation of the country's EDPRS2 via the three sectors: democracy, human rights and gender equality; environment and natural resources; and market development. Sweden's support to Rwanda is fully aligned to the GoR's second strategy, the EDPRS2 (2013 – 2018) and covers the period 2013 – 2015 and this is pursued in a limited time frame.

1.3.1 ONE UN in Rwanda

Rwanda is one of eight countries—Albania, Cape Verde, Mozambique, Pakistan,

Rwanda, Tanzania, Uruguay, and Viet Nam—that volunteered to be “Delivering as One” (DaO) pilot countries. The countries agreed to work with the UN system, capitalising on the strengths and comparative advantages of the different agencies of the UN family. Collectively, the countries are experimenting with ways to increase the UN system’s impact through more coherent programmes, reduced transaction costs for governments, and lower overhead costs for the UN system.

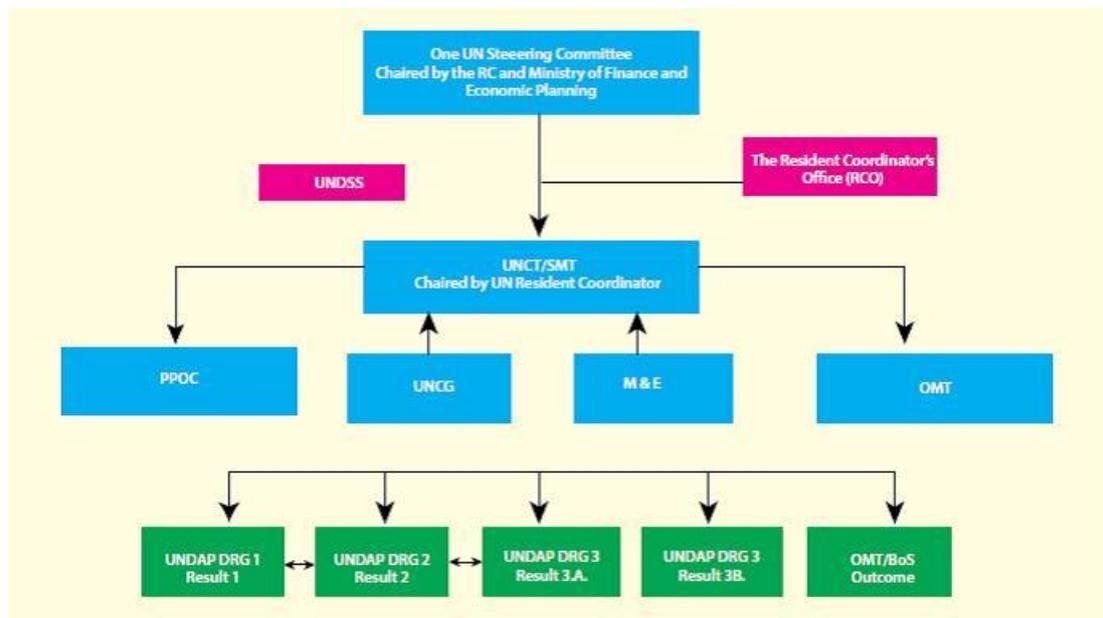
The eight pilot countries are making UN reforms based on five principles: One Programme, Common Budgetary framework (and One fund), One Leader, operating as One, Communicating as One. These changes were made to improve responses to varied needs by drawing on all parts of the UN system, whether based in-country or abroad. In Rwanda, the exercise has already helped to align UN programmes and funding more closely to national priorities. It has strengthened government leadership and ownership and has ensured access to the experience and expertise of a wider range of UN agencies. The piloting phase ended in 2012. Rwanda is in a second phase of DaO since 2013.

For the period 2013-2018, the ONE UN Rwanda has budgeted around US\$ 411 million to assist the country in its development. The overall division of resources for UNDP’s three strategic areas is as follows:

• Inclusive Economic Transformation	US \$ 87,000,000
• Accountable Governance	US \$ 42,000,000
• Human Development	US \$ 280,000,000

As mentioned above, the UNDP has three strategic areas, but is implemented through four Development Results Groups (DRGs).

In Rwanda, in the context of the UNDP 2013-2018 cycle, the decision-making and coordination mechanisms have been defined. The implementing UN agencies are responsible for ensuring the implementation of the activities funded through the UN ONE Fund. Agencies are also dependent on core and vertical funds to achieve the UNDP outputs. The implementing UN agencies carry both programmatic and financial accountability for their activities. Currently sixteen resident and eight non-resident agencies work in Rwanda. UN agencies are members of the Development Results Groups (DRGs), which serve as coordination mechanisms to ensure the development, implementation, quality, coherence and consistency of the UNDP Results as well as monitoring and reporting on programme implementation.



Box 1: organogram of the ONE UN

The UN Resident Coordinator (RC), in his role as chair of the UN Country Team (UNCT), is the leader and the coordinator of the UNDAP and oversees its implementation, monitoring, evaluation and reporting. Various UN entities and Working Groups such as the RCO, the Programme Planning and Oversight Committee (PPOC), the Development Results Groups (DRGs), the Operations Management Team (OMT) and the M&E Working Group are critical sources in preparing annual recommendations to the UNCT with suggested adjustments in programme and budget required for the achievements of the UNDAP results.

The PPOC, M&E Group and the RCO provide reporting guidelines to the DRGs. The latter provide the needed primary information to be included in the reports. The DRGs have their own co-chairs:

- UNDP and UNECA for DRG1,
- UNDP and UNWOMEN for DRG2,
- UNICEF and WHO for DRG3,
- UNHCR and WFP for DRG4.

In addition to the RC and the UN Country Team, an Operations Management Team (OMT) has developed a Business Operations Strategy (BoS) to support the delivery of the UNDAP. The BoS focuses primarily on efficiency gains and reduction of costs. The BoS will reduce internal transaction costs and provide cost savings on externally sourced goods and services. It will do so by building on the lessons learned on how to improve the Operating as One management mechanisms, and by systematically implementing already established good practices on high impact transactions across One

UN Rwanda. The BoS objective is to save US\$ 13.67 million through efficiency gains by 2018. The BoS is based on five pillars; One House, Finance Management, ICT, Procurement and Human Resources. The UNCT has the overall responsibility for BoS and is accountable for the delivery of the BoS Outcome.

2 Implementation status of the UNDAP

2.1 THE UNDAP

The 2013 United Nations Rwanda Delivering as One Annual Report covers the transition from the UNDAF (last 6 months) to the UNDAP (first six months). The reported results are therefore not related to the UNDAP only. The overall reporting against the three areas provides for a mixed picture of results. Moreover, the aid shortfall in 2012 as a result of suspension of aid affected the entire economy and the existing large public sector. Progress has been made in all three areas, but the 2013 reporting provides mostly a narrative with some examples rather than a progress report against the results framework. Instead of repeating the details of the report¹, the following sections will discuss briefly the ONE UN approach and the ONE UN Fund since these affect both the implementation of the UNDAP and the four priority areas. The interviews as well as some additional documents served as the background for these sections and this analysis was also presented at the debriefing session.

2.2 ONE UN APPROACH

In general, there is broad support for the ONE UN approach and many interviewees see the value added of the UN working in such fashion. In principle, the UN agencies, the government and other stakeholders subscribe to the ONE UN approach but the practice is more challenging. Some of these issues are also reflected upon in the specific priority areas in the next chapter. Based on the interviews, the overall strengths and weaknesses are summarised below:

Strengths of the ONE UN:

1. The set up and mandate is clear, including the role of the Resident Coordinator.
2. Coordination works well through the PPOC, DRGs, M&E and OMT working Groups. Those UN agencies that participate in a chair or co-chair capacity ap-

¹ United Nations Rwanda, Delivering as One, Annual Report 2013

pear to understand better how the different coordination mechanisms and processes work and receive more information.

3. All UN Heads of Agencies participate in the UN Country Team (UNCT), which gives each a voice but not all UN agencies have the same strengths in terms of budget and capacity which can sometimes create divisions.
4. One budget works in principle based on the idea that 1/3 should come from core UN resources, 1/3 from vertical funds² and 1/3 from the ONE UN Fund. The UNDAP, however, is underfunded for the remaining period (see also ONE UN Fund section below) and the UN agencies are dependent on core resources from their respective headquarters. The annual core funding of the UN agencies can differ per year and therefore the entire funding gap for the remaining UNDAP period is difficult to identify.
5. Dialogue with GoR takes places at various levels. The UN Steering Committee is strategic (chaired by the Minister of Finance and Economic Planning) while the others at lower levels focus on UN coordination, DRGs and the PPOC. In addition, sector discussions take place in so called sector working groups. For the four priority areas, technical discussion take place directly with the UN agencies concerned, the beneficiaries and the thematic and sector working groups. Some of these are co-chaired by Sweden, which provides the Embassy with a good position to oversee the sector area to which it contributes. In general, Sweden's active participation and guidance has been much appreciated at these technical levels, including support to joint field visits, workshops and briefings.

Positive aspects of the UNDAP:

- The ONE UN had a consultative process to elaborate the UNDAP: it helped in bringing UN agencies together as well as the UN and the Government of Rwanda. Without exception this has been very positive and contributed to the UNDAP being fully aligned to Rwanda's strategic plan, the EDPRS 2.
- In some instances the above also meant that UN agencies had a clear picture of where they could possibly contribute and where their value added could be.

² "Vertical funds" are development financing mechanisms confined to single development domains with mixed funding sources. These are earmarked/ non-core extra budgetary resources and are not very predictable since they depend on resource mobilisation efforts globally and at country level.

This led to informal discussions among UN agencies.

- UN agencies bundle their expertise, which is beneficial to the recipient and reduces fragmentation.

Weaknesses/ Challenges of the ONE UN:

1. Many interviewees pointed out that it takes time to make the approach work and ensure that all actors understand the implications of this approach and adhere to the rules of the game.
2. Some underline that not all elements of the ONE UN are fully operational such as the Business Operations Strategy (BoS).
3. Coordination appears adequate and is still improving, but planning and execution are sometimes delayed due to late arrival of resources, budget cuts and lengthy procurement processes. This has in some instances undermined a swift start of a programme.
4. In some cases, it was pointed out that GoR changed its requests which meant that programme documents needed to be amended as well as the planning and implementation.
5. Some experience the ONE UN as more cumbersome in terms of administration and procedures instead of working one to one (one agency and one beneficiary). From the perspective of some government agencies, they perceive it as more cumbersome since more actors are involved and they were used to direct bilateral support.
6. Reporting and communication are slow. Reporting does not use the M&E framework yet, though the annual report does include tables which demonstrate to what extent progress has been made towards the objectives using baselines.
7. The RC has no influence over core funding from UN agencies' headquarters, which makes the ONE UN system very dependent on financial commitments from headquarters level.
8. Some believe that the ONE UN increases transaction costs since more time is needed to coordinate among UN agencies and between UN agencies and GoR.
9. Some believe that despite the ONE UN, business is as usual and UN agencies share a budget but implement activities as they did before.
10. Although all UN agencies are members of the UNCT, some thought that consultation processes are not always transparent, including decisions on budget allocations for UN agencies from the ONE UN Fund.

UNDAP challenges:

1. The majority of interviewees find the UNDAP too ambitious and that it has created high expectations in an environment where donor resources are limited and declining.
2. There is no resource mobilising strategy yet to ensure adequate funding while the expectation is that UN agencies will receive reduced annual budgets (core and vertical funding) in the coming years.
3. Planning and execution is at times slow.

2.3 THE ONE UN FUND

The objective of the Rwanda ONE UN Fund is to support the coherent resource mobilisation, allocation and disbursement of development partner resources for the implementation of the UNDAP under the direction of the UN Resident Coordinator as leader of the UN Country Team in Rwanda.

The Rwanda ONE UN Fund has been established as a vehicle to pool new resources provided by development partners to support the unfunded portions of the UNDAP. The UNDAP embodies the One Programme principle and is funded through a combination of existing core and non-core resources of participating organisations and the Rwanda ONE UN Fund. The strong preference for the financing of the unfunded portion of the UNDAP is for resources to be allocated to the Rwanda ONE UN Fund. The Rwanda ONE UN Fund, under the guidance of the ONE UN Steering Committee and under the leadership of the Resident Coordinator and the UNCT, is intended to facilitate the realisation of the UNDAP outcomes by strengthening the planning and coordination processes, based on a number of One UN joint programmes, and channelling funds towards the highest priority needs.

In the past, multiple development partners have contributed to the ONE UN FUND for the previous UNDAF cycle (the previous UN Cycle to support Rwanda). The current ONE UN FUND supporting the UNDAP 2013-2018 has now only three contributors, of which Sweden is the largest contributor, followed by the Netherlands and UN's own contribution. The current situation is as follows:

Table 1: One UN Fund Contributor/Partner Covering Jan 2013 to Jan 2015 (Data as of 9 Mar 2015) in US \$

Contributor	Commitments	Deposits	Deposit rate
Delivering Results Together (UN)	800,000	800,000	100.0%
Government of NETHERLANDS	2,600,447	1,662,947	63.9%
Government of SWEDEN	20,245,600	20,245,600	100.0%

Source: UNDP gateway for MDTF's

It should be noted that The Netherlands has made a one-time multi-year contribution which lasts until the end of 2015 totalling US\$ 3,419,392 and which is earmarked for support to One-Stop Centres which provide holistic services to 4,714 survivors of Gender Based Violence (GBV). The Swedish instalments were made as agreed in the technical agreement between the UN and Sweden. Please see Annex 4 for an overview.

This means that in effect there are no other contributions yet after 2015, which is an alarming situation given that the UNDAP financing model is built on three financial building blocks: one third from core funds from the UN; one third from vertical funds; and one third from the ONE UN Fund.

In terms of implementing the four soft earmarked areas, it was critical that the first Swedish disbursement was made in time in July 2013 when the UNDAP was beginning its implementation. Programme managers in two of the four programme areas as well as their beneficiaries in GoR pointed out that receiving resources in time meant that the programme documents that were indeed finalised could start their implementation and planned activities at GoR level could take off. For example, the Swedish support arrived at the right moment and the right time for activities in the so-called Support to the National Gender Mechanisms and the support to the Media. This is demonstrated in Annex 4 where disbursements were made in 2013. The other areas experienced delays as will be discussed below. The current status of expenditures of Swedish support in the ONE UN Fund is:

Table 2: Overview of current situation (March 2015) of the Swedish expenditures

Total Received by Agencies 2013-2014	16.509,171.00
Total Spent 2013-2014	9,525,908.70 ³
Unspent	6,983,262.30
Allocations made in 2015	3.361,021.00

Source UNDP Fund Manager in Rwanda

For a complete overview of the expenditures to UN agencies, please see Annex 5. The unspent amount across the four areas is relatively high and both the support to

³ This expenditure figure is provisional, the final figure will be available after all agencies report to MPTF Office by 30 April 2015.

Natural Resources and Returnees priority areas experienced some delays.

The ONE UN standard administrative agreement provides for project extensions which may be necessary for two or three of the priority areas.⁴ There are other reasons for delays, which in turn affected the implementation status of the four supported areas, including:

1. The slow preparation of the Project Document and in particular when a high number of UN agencies are involved. Coordination and meetings require time. Several interviewees expressed concern that this adds to the transaction costs among UN agencies but also between UN agencies and implementing partners in GoR. Disbursements of the resources to the UN agencies will only take place once the Project Document or work plan is approved.⁵
2. In instances where it was known beforehand how high the Swedish contribution would be to a joint programme or UNDAP outcome, some agencies felt that they had a contribution to make to the desired output based on their role and mandate but were not considered not even in a minor role. Given that the soft earmarking can put a UN agency in the lead as well as the nature of the joint programming, extensive time and negotiations were required to complete the programme documents. Other agencies' representatives felt that they were not sufficiently consulted while they could make a contribution to the joint programme based on their mandate and expertise. This would also mean that they would receive additional resources from the ONE UN Fund. For some of the smaller UN agencies with low annual budgets, a small contribution from the ONE UN Fund can increase their operations and visibility significantly and thus they tried to obtain a share of the pie. From their perspective being included is thus worth the investment in time and resources. At the same time, having so many agencies within a specific support programme also causes fragmentation and increases coordination and management efforts. It can also slow down implementation and create issues with sequencing of activities which are often interdependent on each other following a particular logical pattern. If one agency fails to deliver in time, others will be affected by it and

⁴ According to the ONE UN standard administrative arrangement, June 2013, page 9 this is an option.

⁵ According to the ONE UN standard administrative arrangement, June 2013, page 4.

progress towards the output may be at risk. In such situations effective coordination is critical as well as collegial cooperation among all involved.

3. In some cases GoR response was slow; in some ministries and agencies staff turnover is high or the management changed its priorities. Procurement through government can also be slow which adds to the delays.

Positive situations for a swift implementation also occurred.

In both cases of the support to the National Gender Machineries and the Media Support, the programme managers took a holistic, comprehensive approach addressing different needs in close cooperation with different GoR beneficiaries. This comprehensive approach was intended from the start, including undertaking various actions simultaneously, to reach an output. Having a small team and few agencies to work with made work easier and meant that it would be quite likely that planned activities would be implemented according to plan.

By creating a foundation for free speech and media, for example, support was provided through organisations that were new and a programmatic approach based on the different comparative advantages of UN agencies worked well and made government and non-government actors work together. The interdependency of actions and therefore the appropriate sequencing of actions increased good cooperation among the UN agencies as well as beneficiaries. It was brought forward at several occasions that working with a limited number of UN agencies increased working effectively and efficiently.

2.4 SOFT EARMARKING

The Swedish support to the ONE UN Fund was subject to discussion during the fieldwork. It was not always understood what the “soft” part of the earmarking meant and to what extent the choice of the four areas was not simply earmarking resources in Swedish priority areas. Moreover, Sweden had supported some of the organisations in the priority areas before so why go through the ONE UN Fund and not continue bilateral support?

As mentioned above, the selection of priority areas reflected Sweden’s bilateral support before the suspension of aid and responds to Sweden’s country strategy priorities for Rwanda while also supporting specific outcomes of the UNDAP.

The opinions about the appropriateness and effectiveness of soft earmarking varied among the interviewees, including the UN and GoR. Those who were in favour of soft earmarking pointed out that:

- Beneficiaries could continue their programmes and projects that were implemented with Swedish support before the UNDAP and the ONE UN Fund came into working. Some were aware that aid suspension played a role.
- It mitigates spreading resources thinly over many programmes. With soft earmarking the advantage is also that the contribution is used in an agreed upon strategic way.
- Partnerships between GoR and Sweden could continue despite the different financing modality. This was considered positive, including the continued joint work with representatives of the Embassy of Sweden such as workshops, joint field visits, briefings, launching activities or presenting reports.

Those who thought soft earmarking was inappropriate brought forward that:

- The targeted priorities will put a particular UN agency in the lead, which further increases divisions among the UN agencies instead of bringing these together in ONE UN. Some felt that therefore they had no access to the ONE UN Fund resources.
- Soft earmarking in areas with several UN agencies creates divisions and competition over shares of support before the programme document has been properly elaborated. In some cases – given the administrative and financial requirements – smaller UN agencies doubt in retrospect the effectiveness of their contribution since their share was so small.
- Soft earmarking undermines the ONE UN principle.
- The ONE UN Fund should analyse underfunded areas and prioritise those to make the ONE UN and its funding modalities work. This would require more analysis.

3 The four priority areas

3.1 THE CURRENT STATUS

The four priority areas are in some cases a continuation of previous Swedish bilateral support and interviewees underlined the importance of the partnerships that were built between Sweden and beneficiaries before the UNDAP became effective. Using the ONE UN Fund as a financing instrument, however, was new to both Sweden and the beneficiaries. The support to the ONE UN Fund is a direct result of Sweden deciding to suspend its aid to Rwanda in late 2012 as many other bilateral development partners did. The suspension would have meant that all operations would have come to a halt if other modalities had not been found. The ONE UN Fund, after all, is an important financing modality for the implementation of the UNDAP. The ONE UN Fund existed since 2008 and the new programming cycle, the UNDAP 2013 – 2018 provided Sweden with the opportunity to:

- continue supporting the four priorities through the ONE-UN fund which was not affected by the political situation, and
- comply with Swedish cooperation policy that Swedish support in countries where ONE UN operates should be channelled through the ONE-UN Fund.

The ONE UN Fund had few contributors at the start of the UNDAP (see Table 1 above) and now UN agencies were in a good position to respond to the UNDAP and the ONE UN approach. Moreover, the Fund provided considerable resources in a period when core UN resources were already declining.

Another important point is that the Swedish contribution for 2013-2015 to the ONE UN Fund now meant that a considerable amount was secured for the first two years of implementing the UNDAP. This provided a positive contribution for year one (2013-2014) implementation of the UNDAP, at a time when not many other bilateral development partners joined the Fund. It is beyond the ToR to investigate why so few other bilateral partners have supported the ONE UN Fund, but with only one other small contribution from the Dutch Embassy which is fully earmarked and no contributions in sight for the remaining years of the UNDAP, the ONE UN Fund is at a critical juncture.

Another critical element to the implementation of both the UNDAP and the four priority areas is that the Project Documents are developed based on contributions from core or – in some cases – vertical and core funds. UN agencies in general suffer from

declining contributions at headquarters, which in turn affects the annual UN agency's core budget allocations. In all cases, the predictability of annual budget allocations is low and undermines the secured financing of a Project Document for the entire UN-DAP period (5 years). This also explains the unpredictability of the funding gap for the remaining years of the UNDAP.

UN agencies also differ in how they can secure core funding. UNHCR is an atypical example where headquarters provides a country an advanced resource envelop based on voluntary contributions that are expected at headquarters. This may alter in the course of the year and budgets may need to be adjusted. In principle, the agency has a bi-annual planning process but given its mandate and the above insecurities in practice, it operates on an annual planning process which makes it challenging to identify how it can contribute to the implementation of the UNDAP and find common ground on how to operate effectively for a medium term period. In addition, UNHCR can mobilise other resources from vertical funds or the ONE UN fund but these resources – since they are not provided for emergencies – are then considered voluntary contributions by headquarters and are deducted from the original UNHCR country allocation. This means in practice that the ONE UN Fund contributions are not additional. This contributes to the perception that UNHCR gains nothing but additional administrative and financial burdens by receiving ONE UN Fund contributions.

Finally, most of UNHCR's operational work is in close cooperation with other UN agencies and limited funds means in most cases that activities are jointly financed, which makes reporting on the use of and results achieved by ONE UN Funds complex. In such cases, it can only be indicative what the Swedish resources have contributed to. In the best case, agencies can provide consolidated reporting and ensure that the Swedish resources supplement or contribute to activities undertaken using other sources of funds.

Another example is UNIDO which is highly dependent on vertical funds from the region while specific projects responding to the UNDAP are developed at headquarters. ONE UN Funds could make a considerable contribution in such case and thus increase its overall annual budget as a small agency. Ensuring that it is consulted at the beginning of elaborating a Project Document that will be financed by ONE UN Funds means that it needs to demonstrate its value added and that it has capacity to implement planned activities.

The above examples show that planning and financing differs with each UN agency and therefore different interests and incentives may prevail for heads of agencies to access the ONE UN Fund. This can create division or cooperation depending on the case. The best-case scenario is that ONE UN Funds are supplementing high core and vertical contributions, while the worst-case scenario is that a small UN agency would increase its presence and relevance based on a small ONE UN Fund contribution. Soft earmarking in such context can be interpreted as an opportunity or a loss.

Finally, those UN agencies and programmes that have little core or vertical funding and are highly dependent on the Swedish earmarked funds and are at risk in terms of having no predictability of forthcoming core or other resources that will enable them to implement and finalise the activities for the remainder of the UNDAP. This can seriously affect the effectiveness and impact of the programme, though in some cases no cost extensions may be granted or priorities could be rescheduled in order to keep the programmes going. The ONE UN Fund contributions have therefore been expended during the first two years of the five year UNDAP period.

The table below provides an overview of:

- Where the four priority areas meet an outcome and output(s)
- Reports on two additional programmes
- The Swedish and other resources in a programme
- The UN agency leading
- The current status

Table 3 Overview of Outcomes and Outputs per priority areas, UN lead agency and re-sources in US \$

Programme	Lead UN Agencies	Corresponds to Outcome and Output in UNDAP	ONE UN Fund resources	Current Status.
Natural Resources	UNDP (Plus 5 other UN agencies)	Outcome 3 Output 1.3.2	5,000,000	5,000,000 UNDP (3,200,000 unfunded budget)
Accountable Governance	UNDP (Plus 3 others)	Outcome 2.1 Output 2.1.3 Output 2.1.4	2,000,000	7,000,000 UNDP. (unfunded budget \$4,244,800)
Gender Equality	UN Women	Outcome 2.2 Output 2.2.2 Output 2.2.3	5,000,000	1,000,000 UN Women secured
Returnees	UNHCR	Outcome 3.A.1 Output 3.A.3.3	1,109,000	
Contribution to NCBS and others	UNDP	Outcome 1.1 Output 1.1.2	500,000	4,500,000 UNDP Unfunded \$1,364,320
Contribution to MINECOFIN and others	UNDP	Outcome 1.1 Output 1.1.2	500,000	5,500,000 UNDP. unfunded budget of \$805,000.

Source: prepared by the consultant based on information received and with the assistance from the Management Support Unit.

The specific reporting per priority area is based on interviews with the UN agencies. In addition, the financial and narrative reports for the ONE UN, Delivering as One Annual Report 2013 and the ONE UN Fund have been consulted and in particular the consolidated Annual Progress Report July 2013 – September 30, 2014 and the consolidated Annual Progress Report July 2013 – December 31, 2014.

For both the Annual Progress Reports, the reporting of key achievements per programme area does not always reflect Swedish resources only. In some cases, the Swedish resources have been used jointly to support planned activities in the Project Document. For the following programmes the reporting is linked to Swedish resources only:

- Advancing and sustaining gender equality gains in Rwanda.
- Strengthening the institutional capacity of the Ministry of Natural Resources in Rwanda.

In addition, the annual ONE UN Fund report does not refer to results, but is rather a summary and a narrative of activities which does not support an understanding of the extent to which the activities have led to ‘key actions’⁶, what the results are and whether there is any progress in terms of the targets identified and – in case a baseline is provided - what level of progress has been made.

Given that this is a light touch stock-taking, the evaluator will provide a brief summary below of the key progress (or the lack thereof) that has been shared and recorded and other relevant observations, without repeating what has been reported in the consolidated Annual Reports.

3.2 SUSTAINABLE RETURN AND REINTEGRATION OF RWANDAN REFUGEES

Output 3.A.3.3 Strengthened National Capacity for Sustainable Reintegration of Rwandan Refugees.

The consolidated report⁷ activities are based on joint activities with other UN agencies. The UNHCR Rwanda, One UN Rwanda Contribution to UNHCR report 2013 – 2014 provides a further narrative on the achievements, including challenges. The latter includes a high influx of refugees in 2013, expanding the coverage of returnee’s present in districts and delaying implementation of planned activities with the Ministry of Disaster Management and Refugee Affairs (MIDIMAR), including education

⁶ This is the terminology used in the UNDAP results framework

⁷ Consolidated Annual Progress Report, One UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 31 December 2014, 15-17

activities. In addition, the UNHCR planning and budgeting process has been complicated as described above. Overall, UNHCR's efforts have been to complement activities of others such as WFP and UNICEF's programmes. The resources have provided UNHCR with the opportunity to focus on returnees and not on refugees as it usually does. It works in close cooperation with MIDIMAR. The latter was assisted with considerable logistical support in order to assist returnees, including providing human resources and vehicles. In addition, UNHCR assisted the returnees in existing and new transit points, responding to various needs as well as responding to new returnees who arrived from DRC in 2014.

In 2013, the UN supported the reintegration of 7,305 Rwandans who returned home. Between January and October 2014, 4,572 returnees have been repatriated to Rwanda. Between January and October 2014, the UN conducted 48 monitoring missions in 15 districts to monitor the level of reintegration of 1328 returnee households (approximately 6,700 individuals) and to report to MIDIMAR any problems faced by returnees for follow up.

Returnees are accommodated at Nkamira and Nyagatare Transit Centre, where registration is taking place, kits are distributed and medical services are made available. Returnees undergo a medical screening and have unrestricted access to the medical facility at the centre during their stay at the Transit Centre. Returnees are entitled to a food package, supposed to cover the essential needs during the first three months. All returnees who returned to Rwanda from DRC have been provided with adequate access to water, sanitation and hygiene facilities. The UN provides transportation from these Transit Centres to the district of origin.⁸

It also assisted in reintegration programmes for returnees with specific support to help them create a livelihood, as well as support to returnee children enrolling in schools. Activities included, monitoring registration, reception, data collection at transit centres, and providing for basic needs, including health support. The returnee statistics broken down by age, gender, home of origin and country of asylum was developed and is updated on a monthly basis.

With a logistical unit in place in MIDIMAR, the Ministry should be in a better position to respond to returnees but the number of returnees is difficult to estimate over time. Moreover, given the continuous security and political challenges at Rwanda's borders – and in particular with DRC- some returnees may in fact be refugees. Re-

⁸ Consolidated Annual Progress Report, One UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 31 December 2014, page 15

turnees could in fact also be ‘refugees’ as a result of insecurity in DRC. A critical question is to what extent the Ministry will be able to sustain its current capacity. There is limited progress towards the output.

3.3 SUPPORT TO RWANDAN NATURAL RESOURCES MANAGEMENT INSTITUTIONS

Output 1.3.2 Strengthened Capacity for Sustainable Environment, Natural Resources, Climate Change Mitigation and Adaptation.

The Ministry of Natural Resources (MINIRENA) has very weak capacity and the government requested support for capacity building. The programme aims at strengthening the Ministry’s planning and co-ordination capacity, improve operational management processes for better service delivery and enhance knowledge, experience and know-how across the technical and corporate services within the Ministry. Developing the Project Document took considerable time and some UN agencies felt that they were not sufficiently consulted. Due to a lack of expertise in the country, the focus is entirely on capacity building in the broadest sense of the word. The resources for this Project are considerable but it is unlikely that they can be expended in the time scheduled due to long time taken to recruit Consultants. However, the resources allocated to Technical Assistance commissioned to support Rwandan natural resources management institutions are likely to be absorbed, though it has taken unnecessarily long time to put it in place.

This programme has suffered considerable delays and the latest report⁹ indicates that the period is characterised by low implementation due to the Ministry facing some structural changes in positions which affected the recruitment process for the position of Corporate Services Expert, while the finance department and human resources department do not yet have the required staff. In addition, the procurement of a qualified company to work on Results Based Management (RBM) and Monitoring and Evaluation in the Ministry took a very long time. Moreover, there is no focal point for day to day issues, such as planning and management, which has slowed down coordi-

⁹ Consolidated Annual Progress Report, One UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 31 December 2014, page 28.

nation and planning. As a result the work is just about to start, which will mean that the resources for this programme will not be spent.

Given the weaknesses of the Ministry and the ambitious Project Document which has a strong focus on capacity building across the sector, it is questionable whether indeed the resources can be spent in this area alone. Among the key results are:

- The Sector Wide Approach Secretariat was equipped with a technical assistance team and is currently well functioning
- The thematic and sector working groups are working well
- A Strategic Advisor is in place who can closely follow up on the different policy studies and the mainstreaming of the green economy approach into other sector policies
- For the RBM /M&E System, its implementation will be executed by Technical Assistance currently being procured. The firm is expected to consume a considerable sum of the available resources
- Other international technical assistance was also recruited on a temporary basis, such as an international legal expert for the mining sector who will assist in developing the legal, regulatory and fiscal framework of the Rwanda National Resources Authority (RNRA).

Due to the delays, it appears that some of the considerable resources are now being spent at the last minute and the company which will do the RBM works across the sector. There is a danger that the absorptive capacity of the Ministry remains weak and that the work will remain dependent on international expertise, which might not be sustainable in the long term. MINIRENA, however, is enthusiastic that this work will now begin.

At this stage some of the interviewees assert that the Project Document was too ambitious and that the continued weaknesses at the Ministry will hamper the implementation of the planned activities. The Swedish resources will not be fully used at the end of the period and a no cost extension may be requested. Progress towards the output is low.

3.4 DEEPENING DEMOCRACY

Output 2.1.3 Capacity of National Oversight Institutions to Promote and Demand for Accountability and Transparency Strengthened and at all levels

Output 2.1.4 Strengthened capacity of Citizens, Communities and CSOs to demand accountability and Transparency at all levels.

This programme had a good start, including that the Project Document was developed before it was known what resources the programme would receive. The limited number of agencies that cooperated in developing the Project Document worked well together and the regular interaction with the Swedish Embassy is appreciated. The Project Document was developed based on the available expertise in country and UNDP was in a good position to lead, also since it had comparative advantage in the areas of governance and considerable core resources to add. A contribution from UN Women was expected but was unfortunately cancelled. In addition, some of the Project Document activities were 3rd generation activities financed at earlier stages by other bilateral development partners, which meant that there was a foundation to begin with.

The team applied a programmatic approach which reinforces cooperation among UN agencies and avoids fragmentation in terms of supporting specific institutions for a specific activity. This more comprehensive framework that was developed for the media, for example, was based on the assumption that if the framework were to be established and the different media related entities and mechanisms are functional and responding to the legal and regulatory requirements, that these entities would then be in a position to attract their own funding and be less dependent on the regular - and declining- UN resources. Media self-regulation efforts were supported and the Rwanda Media Commission (RMC) and the Association of Rwanda Journalists (ARJ) have well-established offices with skilled staff recruited. Amongst others, the Rwanda Media Policy Review was completed and the Rwanda Broadcasting Agency completed its internal human resources manual under its new mandate.

The support to the media is new terrain and focussed on capacity building where no other development partners have provided support before. This also means that the lead agency is on a steep learning curve and at times coping with the situation as given. In some cases, government entities such as the Rwanda Governance Board (RGB) are used as financial channels and this is considered awkward by some interviewees since it is a government institution. The Board, however, is pleased with the Swedish support and would like to see the support broaden in future, including funding other entities.

Considerable work has been done in preparing the election through efforts increasing citizen participation and inclusion in governance continued with enhanced civic and voter education as well as through mobile school of governance. The National Electoral Commission (NEC) was also supported with training in an effort to make NEC more professional and self-reliant when it comes to training. It is now no longer necessary to hire consultants from abroad, when trainings are for the purpose of accreditation.

Amongst the challenges that were identified from the UN perspective, gender mainstreaming was mentioned, but the biggest challenge is the continuation of the programme if indeed no other partners will provide funding. This would seriously undermine achieving the outputs.

The consolidated report¹⁰ lists multiple activities that were undertaken and good progress has been made in the media sector, electoral support and the citizen's report card. Overall the implementation process is going well with good working relations with the government, the UN agencies and support from the RC and his office. Progress towards the outputs is positive and promising. A key challenge will be to address the sustainability of the intervention.

3.5 ADVANCING AND SUSTAINING GENDER EQUALITY

Output 2.2.2 Strengthened Capacity of Institutions to Mainstream Gender Equality in Policies, Strategies and Budgets.

Output 2.2.3 Enhanced Capacity of National Gender Machinery for Oversight and Coordination of Gender Equality Commitments.

This priority area has received support from Sweden and other bilateral development partners prior to the contribution from the ONE UN Fund. In fact, support from other bilateral donors was given prior to the development of the new programme supporting the gender machineries. Support to gender equality and the different entities, however, was much more fragmented and issues of duplication of efforts and support arose. In fact, the fragmentation and overlapping of roles was there prior to the inception of the project. As a result the priority area focussed on supporting the so-called National Gender Machinery (NGM), consisting of four different entities, including the Ministry of Gender and Family Promotion, the Gender Monitoring Office, the Rwanda Women Parliamentary Forum and the National Women's Council. The very reason the project was initiated was to address these overlaps and coordination challenges. The focus was on building the capacities of these organisations so that they would be able to advance gender equality and women empowerment in Rwanda by themselves, including the further strengthening of the legal framework, policies and procedures

¹⁰ Consolidated Annual Progress Report, One UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 31 December 2014, page 8-11

and responding to specific needs as they evolve in Rwanda. A more programmatic and holistic approach was developed, not dissimilar from the governance priority area. Training was provided, reports produced (also to meet international agreements) and meetings held with an extensive overview in the consolidated report (page 12-14). Currently the female parliamentarians receive training to assist them in becoming fully functional as members of the Parliament.

The Gender Monitoring Office (GMO) has received considerable support, including technical assistance to collect gender related data and publish reports. Representatives of the GMO support the idea of the overall NGM framework and that the joint approach has reinforced the NGM, but the dependency of the GMO budget on the ONE UN Fund contribution is high and the critical question is how to sustain this.

The Ministry of Gender and Family Promotion has received considerable capacity building support and stresses that the support for the NGM was very demand driven and that considerable knowledge transfer takes place. Various groups have received training, including 45 Members of Parliament, 700 female police officers, 14 chief budget managers, 200 budget officers and planners in gender analysis and mainstreaming as well as on gender responsive planning. The Member of Parliament can now analyse gender sensitive bills and budgets. Knowledge acquired from induction course also contributed to familiarize the parliamentarians with international, regional and national gender equality commitments application.¹¹

The National Gender Machinery also demonstrated greater coordination and collaboration in the preparation of the 58th Annual meeting of the Commission on the Status of Women (CSW) and the National Report on the implementation of the Beijing Declaration and Platform for Action +20. As result, a Country Position Paper was prepared and Rwanda's best experiences shared during the CSW 58th Annual Meeting (Addis Ababa and New York). The National Report on the implementation of the Beijing Declaration and Platform for Action +20 was produced and submitted to UNCEA on June 30, 2014.

The effective functioning of FFRP statutory organs has continued to give strategic direction on the implementation of planned priorities and contributed to increased influence of female parliamentarians at national, regional and international levels. For instance, Rwanda Women Parliamentarians actively participated in the Women in

¹¹ Consolidated Annual Progress Report, One UN Fund Contributions from the Sweden Embassy. Reporting period: 1 July 2013 – 31 December 2014, pages 14,15.

Parliament (WIP) Global Forum Summit held in Rwanda from 1-4 July 2014. The Forum equally provided avenues for learning good practices from other Parliamentarians, which inspired FFRP members on how to address the remaining challenges that still stand on the road to full gender equality and women's empowerment in Rwanda¹².

It was suggested that more could be done to measure what capacities have been built in the NGM and how these can be sustained. Expectations are high and the available government resources to sustain the NGM are low.

The Ministry of Finance and Economic Planning (MINECOFIN) has now fully integrated gender sensitive budgeting, which is a critical step forward and to which the NGM contributed. The challenges lie now in making sure that the districts are capable of introducing the policies and tools that have been developed at national level.

Overall, good progress is being made towards the outputs, but with some interviewees reporting that funds were received later than envisaged. It is unlikely that all resources will be spent and a no-cost extension may be requested.

3.6 OTHER SMALL CONTRIBUTIONS

Both contributions to the Ministry of Finance and Economic Planning (MINECOFIN) and the National Capacity Building Secretariat (NCBS) are very small and constitute a fraction of the overall UNDAP programme. These fell outside the scope of the TOR for this evaluation but activities have been reported upon on in the annual progress report 2013.

¹² Consolidated Annual Progress Report, One UN Fund Contributions from the Embassy of Sweden. Reporting period: 1 July 2013 – 31 December 2014, page 13

4 Conclusion

The Swedish contribution to the implementation of the UNDAP and to Sweden's four priority areas show mixed results. In two of the four areas, considerable progress has been made towards achieving the outputs while the other two suffered delays and other unexpected challenges. Working with a smaller number of agencies and having a clear understanding of the value added of each agency has assisted in elaborating a programme document clearly reflecting the role and contribution of each agency. In those cases, the cooperation with government has been effective and taking a programme approach has avoided fragmentation. Moreover, the UN team's assumption that the beneficiaries should in future be able to function independently and collaborate amongst each other has proven positive. Moreover, Sweden's staff support and guidance has also assisted in ensuring that progress towards the outputs could be made.

Priority areas that have made less progress towards the outputs have suffered from considerable delays for various reasons and often beyond their control. In addition, having a large number of UN agencies can cause coordination problems and can slow down implementation.

The progress towards the outputs was also possible since Sweden decided to channel its resources through the ONE UN Fund and soft earmark its priority areas. In some cases in these priority areas, beneficiaries received bilateral aid before 2011, partnerships were already formed and a good basis for follow up work existed. The progress towards the outputs is also dependent on how well the ONE UN approach is working and although all subscribe to the principles in theory, more work needs to be done to make the ONE UN fully operational.

Finally, the financial resources for implementing the UNDAP are not secured which could undermine reaching the outputs and ultimately achieving the outcomes.

5 Recommendations

Given the above discussion and the limited time that remains before the support period comes to an end, some actions could be undertaken that will help both the UN and Sweden to better understand what the situation is by mid-2015.

1. The consolidated reporting for the ONE UN is weak and provides mostly a narrative of activities undertaken per priority area. Improving the reporting will enable the Embassy of Sweden to examine results more closely and determine the way forward. It appears that new formal guidelines have been issued for ONE UN Funds by the UN but given that the Swedish support was soft earmarked and a separate report prepared, the reporting could include:
 - a. where the activities are situated in the UNDAP results framework, including which outputs and outcomes.
 - b. whether the priority reporting is based on Swedish funding only or joint funding
 - c. discussing progress based on the actions and baselines (if applicable) of the UNDAP results framework
 - d. lists of what has been achieved or not and why
 - e. a narrative to accompany the financial overviews, including explanations for high or low expenditures and what will remain unspent.
 - f. estimates of the need for project extensions and available resources

Once the new reporting format becomes available it may help to link results of the ONE UN Fund to the overall UNDAP reporting for year 2014 and distil brief information on where the Fund has contributed to the UNDAP areas. Adequate reporting is in the interest of Sweden, the UN and the GoR, but could also provide good insight into how the ONE UN Fund has worked and possibly motivate others to channel resources through the Fund. In addition, a midterm review of the UNDAP is planned for the end of 2015 to which such report will make an important contribution.

2. A disconcerting issue is that considerable resources are spent on hiring international and local technical assistance. In some cases, this assistance is in effect substituting for or adding on additional posts. In some cases, such assistance is costly. Temporary posts paid for by the donor means that the person leaves the organisation once the support comes to an end or the post is abol-

ished. In some cases, local staff have been hired who will not be taken over by the organisation once the support stops. Their salaries are often higher and the GoR already has an unsustainable wage bill. Some programmes report that knowledge transfer takes place effectively, while in other situations this may be limited. This issue needs to be discussed and in particular in view of overall declining resources, including Sweden's next support to the ONE UN Fund. GoR which will be substantially lower than the current support.

3. Additional analysis of the expenditures should help in understanding how much was spent on technical assistance and capital goods and who the beneficiaries were. This may help in assessing where particular weaknesses or strengths lie and these could be taken into consideration for future funding decisions.
4. In some of the programmes it is already clear that the resources will not be used (even if they are transferred, the resources may not be exhausted). It may be useful to assess this now since a no-cost extension may be helpful. If it is expected that resources remain unused there may also be an option to support the other priority areas which have limited resources. Annex 5 provides a first insight into the state of affairs. The standard agreement between Sweden and the UN asserts that remaining sources will stay with the UN, but if resources are fungible then Sweden could at the end of the support - including project extensions - expect a higher level of progress in meeting the outputs based on the soft earmarking.
5. High expectations have been created with GoR and alternative plans may be necessary for the remainder of the UNDAP period in the prioritised areas and in particular if implementation slows down and activities may be suspended because of limited resources. Reprioritisation will be necessary based on expected shortfalls. The suggested analysis under the previous point may help to get a clearer picture.
6. There are remaining issues about the effective coordination and administrative issues in ONE UN, including effective reporting, M&E tracking and operationalising the BoS. These need the attention of the UN Steering Committee.

Annex 1 – Terms of reference

Terms of Reference for a Review of Sweden's Support to the ONE UN Programme in Rwanda

Background

Sweden entered into an agreement with the ONE UN in Rwanda in July 2013 on a two year contribution of 140 Million SEK to the ONE UN Fund for Rwanda. The ONE UN Fund is one of the sources of financing for the United Nations Development Assistance Plan (UNDAP) for Rwanda 2013-2018.

In accordance with the Swedish Strategy for Multilateral Development Cooperation, the Swedish contribution to the ONE UN in Rwanda is not earmarked. However, the Embassy of Sweden in Kigali has agreed with the UN that funding to programs on gender equality, environment, returning refugees and freedom of expression should be prioritized. Subsequently, in consultation with the Embassy of Sweden and with the approval of the ONE UN Steering Committee, the Swedish funding was allocated to four programs under the UNDAP: (i) Sustainable Return and Reintegration of Rwandan Refugees (coordinated by UNHCR), (ii) Support to Rwandan Natural Resources Management Institutions and System Support to Transformational Capacity (coordinated by UNDP), (iii) Deepening Democracy through Strengthening Citizens' Participation and Accountable Governance (coordinated by UNDP), (iv) Advancing and Sustaining Gender Equality Gains in Rwanda (coordinated by UN Women). The Embassy of Sweden in Kigali (hereafter the Embassy) actively follows these four programs and participates in the relevant working groups.

Review Purpose and Objective

The overall objective of the assignment is to make an overall assessment of whether the UNDAP is implemented in accordance with plans and to undertake a review of the effectiveness of the four UN programs that receive Swedish funding.

The purpose of the review is to provide the Embassy with data which will feed into an appraisal of potential future funding to the ONE UN Fund in Rwanda.

Scope and Delimitations

The overall assessment of whether the UNDAP is implemented in accordance with plans shall be based on a desk study of the 2013-2014 narrative and financial reports of the different programs under the UNDAP. As the four prioritized programs have recently started, the review shall analyse if activities are implemented and outputs delivered in accordance with plans.

The review shall not include field visits to assess outcomes. However, the review may, based on the information available in reports and from interviews, assess to what extent the outputs generates the intended outcomes.

Organisation, Management and Stakeholders

The Embassy will manage the evaluation and is the main recipient of the evaluation report. The UN Resident Coordinator Office (the RC Office) has had the opportunity to comment on these Terms of References. The RC Office, the Programme Managers and government representatives of the four programs under review shall have one week to comment on the draft report. The final report is to be approved by the Embassy and shall be shared with all informants.

A joint briefing meeting and a de-briefing meeting will be held with the Embassy and the RC Office during the field visit in Kigali. The Programme Managers at the UN of the four programs under review may participate in these meetings.

Questions and Criteria

This assignment is not an in-depth evaluation. The main task of the evaluator is to make an overall assessment on whether the UNDAP is implemented in accordance with plans and to assess to what extent the four programs under review are implemented effectively. The main questions that should be answered in this review are:

- What is the status of the implementation of the UNDAP as whole in terms of inputs and outputs? Are some areas/sub programs lagging behind? If so, why?
- Are the four programs subjected to more in-depth analysis implemented in accordance with plans? (I.e. are programme inputs and outputs delivered as expected?) What are the reasons for possible delays? Are the programme partners on the government side satisfied with the programs? How do they assess their effectiveness? To what extent are the outputs generating the desired outcomes?

Methodology and Approach

In addition to a desk study of financial and narrative reports, the evaluator is expected to interview the programme coordinators in the UN agencies and Government of Rwanda representatives for each of the four programs under in-depth review. Interviews with the concerned staff at the Embassy of Sweden and with the Resident Coordinator of the UN are also required.

The evaluator may propose other approaches to generate the required information in the bid.

Time Schedule and Reporting

The assignment should take place in March-April 2015 and would comprise of maximum of 20 working days. A draft report is to be delivered no later than 27 April 2015. The final report is to be delivered no later than 18 May 2015.

Annex 2 – Inception report

1. Assessment of Scope of the Evaluation

1.1 BACKGROUND

Sweden entered into an agreement with the One UN in Rwanda in July 2013 with a two year contribution of 140 Million SEK to the One UN Fund for Rwanda. The One UN Fund is one of the sources of financing for the United Nations Development Assistance Plan (UNDAP) for Rwanda 2013-2018.

Sweden has been assisting Rwanda since the genocide in 1994 and its latest country strategy for the period 2011 – 2013 has the overarching objective to support Rwanda in reducing poverty and improving conditions for sustainable peace and reconciliation, as well as greater respect for human rights. The strategy asserts that Sweden's development cooperation will focus on the sectors of democracy and human rights, the environment and natural resources, and market development.

A critical contribution in achieving the above is the Swedish contribution to the implementation of the UNDAP and One UN in Rwanda.

The UNDAP is an ambitious undertaking and covers a substantial period fully aligned to Rwanda's second Economic Development and Poverty Reduction Strategy (EDPRS2), 2013 – 2018. This second EDPRS supports Rwanda's long term vision expressed in Vision 2020. Its main objective is to implement Rwanda's medium-term strategy in order to put Rwanda on a higher growth trajectory to ensure that the country achieves middle-income status by 2020.

In consultation with the Embassy of Sweden and with the approval of the One UN Steering Committee, the Swedish funding was allocated to four programmes under the UNDAP:

- (i) Sustainable Return and Reintegration of Rwandan Refugees (coordinated by UN-HCR),
- (ii) Support to Rwandan Natural Resources Management Institutions and System Support to Transformational Capacity (coordinated by UNDP),
- (iii) Deepening Democracy through Strengthening Citizens' Participation and Accountable Governance (coordinated by UNDP),
- (iv) Advancing and Sustaining Gender Equality Gains in Rwanda (coordinated by UN Women).

Sweden's contribution - which covers a shorter period - supports the above four areas through the Rwanda One UN Fund, a basket fund which in principle is not ear-marked. The other donors to the One UN Fund are the Netherlands and the UN itself. The Embassy of Sweden in Kigali, however, has agreed with the UN that funding to programmes on gender equality, environment, returning refugees and freedom of expression should be prioritized.

1.2 THE ASSIGNMENT

The overall objective of the assignment is clear: to make an overall assessment of whether the UNDAP is implemented in accordance with plans and to undertake a review of the effectiveness of the four UN programmes that receive Swedish funding. In other words, the overall objective includes two specific objectives; one related to the implementation status of UNDAP and the second to a subset: *whether the four UN programmes receiving Swedish funding are effectively implemented.*

It is important to underline that this is not an evaluation but an assessment that takes stock of the implementation status of both the UNDAP and the four prioritised areas which are supported by Swedish funding. In doing so, it is also important to realise that the implementation start-up phase may have taken extra time and preparatory activities may have taken place prior to actually implementing activities. In particular, getting the One UN bodies to fully function and coordinate with government, donors and sector working groups may have taken time. Moreover, a glance at the results framework for the UNDAP show that many activities are focussed on organisational, capacity building and policy issues which may have required dialogue and coordination to begin with.

Given that the preparation and implementation of UNDAP has only recently started, it is important to assess what its current status is since this will in turn most likely affect the specific priority areas that Sweden is supporting in the UNDAP. We assume that therefore assessing the current implementation status of the UNDAP will provide a good basis for understanding the status of the four areas. An important issue to note is that the UNDAP is not fully financed, which may affect the overall implementation of the UNDAP as well as the four areas. During the desk study, we will need to get a better picture of this issue and in particular whether this affects the four areas. The latter is of particular importance since the One UN Fund resources may not be the key financial source for an activity to take place and contribute to an output.

The assessment, therefore, fall into two sections:

- A desk study which will assess the implementation status based on the UNDAP, its narrative and financial reports 2013-2014. This should lead to a better understanding of how Sweden's support fits into the UNDAP and meets its objectives. This will be the point of departure for the following work:

- An assessment of the implementation status of the four programmes supported by Sweden.

Both the above will be supplemented by a field visit to collect additional information and gather evidence in support of findings from the desk work.

2. Relevance and context for this assessment

2.1 SWEDEN'S COUNTRY STRATEGY

Sweden's support to Rwanda is fully aligned to the EDPRS2 and covers the period 2013 – 2015 and is thus pursued in a limited time frame. In order to achieve the overarching objective, Swedish development cooperation with Rwanda supports the implementation of the country's EDPRS2 via the three sectors: democracy, human rights and gender equality; environment and natural resources; and market development.

In terms of Sweden's objective for its support, it corresponds largely with the objectives of Rwanda's EDPRS programme for 'governance' as the Swedish strategy states.

Sweden's strategy identifies sector objectives for the three areas as summarised below, but it is not clear yet how a subset of these sector objectives can be met through the four programmes of the UNDAF. The following objectives were identified in Sweden's strategy:

Democracy and Human Rights

Sector objectives:

- Increased transparency in public institutions and enhanced accountability;
- Strengthened rule of law in society and increased respect for and adherence to human rights; and
- Sustainable peace and improved security.

Environment and natural resources

Sector objectives:

- Improved efficiency and sustainable use of natural resources; and
- Strengthened land rights for poor people.

Market development

Sector objective:

- Improved living conditions for poor people in rural areas.

2.2 ONE UN IN RWANDA

Rwanda is one of eight countries—Albania, Cape Verde, Mozambique, Pakistan, Rwanda,

Tanzania, Uruguay, and Viet Nam—that volunteered to be “Delivering as One” (DaO) pilot countries. The countries agreed to work with the UN system, capitalizing on the strengths and comparative advantages of the different agencies of the UN family. Collectively, the countries are experimenting with ways to increase the UN system’s impact through more coherent programmes, reduced transaction costs for governments, and lower overhead costs for the UN system.

The eight pilot countries are making UN reforms based on five principles: One Programme, Common Budgetary framework (and One fund), One Leader, operating as One, Communicating as One. These changes were made to improve responses to varied needs by drawing on all parts of the UN system, whether based in-country or abroad. In Rwanda, the exercise has already helped to align UN programmes and funding more closely to national priorities. It has strengthened government leadership and ownership and has ensured access to the experience and expertise of a wider range of UN agencies.

In Rwanda, in the context of the new UNDP 2013-2018 cycle, the decision making and coordination mechanisms have been defined. The Implementing UN agencies are responsible for ensuring the implementation of the activities funded through the UN which are required to achieve the UNDP outputs. The implementing UN agencies carry both programmatic and financial accountability for their activities. Currently 16 resident and eight non-resident agencies work in Rwanda. UN agencies are members of the Development Results Groups (DRGs), which serve as coordination mechanisms to ensure the development, implementation, quality, coherence and consistency of the UNDP Results as well as monitoring and reporting on programme implementation.

The UN Resident Coordinator (RC), in his role as chair of the UN Country Team (UNCT), is the leader and the coordinator of the UNDP and oversees its implementation, monitoring, evaluation and reporting. Various UN entities and Working Groups such as the RC, the Programme Planning and Oversight Committee (PPOC) and the M&E Working Group are critical sources in preparing annual recommendations to the UNCT with suggested adjustments in programme and budget required for the achievements of the UNDP results. The RC and his office could provide additional information with respect to the formal reporting as well as the DRGs, the programme coordinators of the UN agencies which handle the four areas and government ministries and agencies. The Terms of Reference for this assignment refer to four coordinating UN agencies for the four programmes, UNHCR, UNDP (for 2 programmes) and UN Women. In addition, the Development Results Groups (DRG) have their own co-chairs: UNDP and UNECA for DRG1, UNDP and UNWOMEN for DRG2, UNICEF and WHO for DRG3, UNHCR and WFP for DRG4

In addition to the RC and the UN Country Team, an Operations Management Team (OMT) has developed a Business Operations Strategy (BoS) to support the delivery of the UNDP. The BoS focuses primarily on efficiency gains and reduction of costs. The BoS will reduce

internal transaction costs and provide cost savings on externally sourced goods and services. It will do so by building on the lessons learned on how to improve the Operating as One management mechanisms, and by systematically implementing already established good practices on high impact transactions across the One UN Rwanda. The BoS objective is to save US\$ 13.67 million through efficiency gains by 2018.

The BoS is based on five pillars; One House, Finance Management, ICT, Procurement and Human Resources.

The UNCT has the overall responsibility for BoS and is accountable for the delivery of the BoS Outcome. For the period 2013-2018, the One UN Rwanda has budgeted around US\$ 411 million to assist the country in its development.

The overall division of resources for UNDP's three strategic areas is as follows:

Economic Growth and Environment	US \$ 87.000,000
Governance	US \$ 42.000,000
Human Development	US \$ 280.000,000

The UNDP has three strategic areas as mentioned above but is implemented through 4 DRGs.

2.3 THE ONE UN FUND

The objective of the Rwanda One UN Fund is to support the coherent resource mobilization, allocation and disbursement of development partner resources for the implementation of the UNDP under the direction of the UN Resident Coordinator as leader of the UN Country Team in Rwanda.

The Rwanda One UN Fund has been established as a vehicle to pool new resources provided by development partners to support the unfunded portions of the UNDP. The UNDP embodies the One Programme principle and is funded through a combination of existing core and non-core resources of participating organizations and the Rwanda One UN Fund. The strong preference for the financing of the unfunded portion of the UNDP is for resources to be allocated to the Rwanda One UN Fund.

The Rwanda One UN Fund, under the guidance of the One UN Steering Committee and under the leadership of the Resident Coordinator and UNCT, is intended to facilitate the realization of the UNDP outcomes by strengthening the planning and coordination process, based on a number of One UN joint flagship programmes, and channelling funds towards the highest priority needs.

In the past, multiple development partners have contributed to the One UN FUND for the previous UNDAF cycle. The current One UN FUND supporting the UNDAF 2013-2018 has now only three contributors of which Sweden is next to the Netherlands and UN's own contribution the largest contributor. Below are the totals for the MDTF since its beginning when the UN itself was the largest contributor and Sweden the second largest of the five bilateral contributors.

Table 1. Contributors' Deposits, as of 31 December 2013 (in US Dollars)

Contributors	Prior Years as of 31-Dec-2012	Current Year Jan-Dec-2013	Total
Department For International Development (DFID)	10,499,650	-	10,499,650
Expanded DaO Funding Window	41,075,000	-	41,075,000
NETHERLANDS	6,149,550	725,447	6,874,997
NORWAY	3,661,542	-	3,661,542
SPAIN	6,000,000	-	6,000,000
SWEDEN	-	10,564,800	10,564,800
Swedish International Development Cooperation	4,189,020	-	4,189,020
Grand Total	71,574,762	11,290,247	82,865,009

The above table provides information on cumulative contributions received from all contributors to this Fund as of 31 December 2013. Please note that The Netherlands has made a multi-year contribution until 2015 totalling US\$ 3,419,392.

As mentioned above, it is important to note that the other three bilateral contributors did not continue their support to the One UN Fund and this may be related to the UNDAF performance or donors changing priorities. The Netherlands also reduced its contribution as is shown in the second table. The current situation is as follows:

Table 2. One UN Fund One UN Contributor/Partner Covering from Jan 2013 to Jan 2015 (Data as of 9 Mar 2015) in US \$

Contributor	Commitments	Deposits	Deposit rate
Delivering Results Together (UN)	800,000	800,000	100%

Government of NETHERLANDS	2,600,447	1,662,947	63,90%
Government of SWEDEN	20,245,600,	20,245,600	100.00%

Sweden's most significant contribution was in 2013.

The above contribution by Sweden is about 10 percent of the total Swedish contribution to Rwanda for the period 2011 – 2013 which is SEK 188,552,801 or roughly 22 million USD. In terms of its contribution to the UNDAP implementation for the entire UNDAP period this is about 5 percent. The UNDAP is not fully financed and we assume that additional sources to the One Budget come from direct donor funding. It is not clear whether such contributions are directly received by UN agencies. Further data analysis will be needed to get a better picture. It raises the question, however, what the added value is of this rather limited (softly earmarked) funding and whether this is the most effective way to achieve the desired results. In any case, such support is based on Swedish policy to support the One UN reforms by using systems as the One UN Fund.

An interesting point is that the reported expenditures of the Fund have been very high with an average delivery rate of 92 percent. The three coordinating agencies had high delivery rates as well, with UNHCR reaching 100 percent. This is encouraging but the One UN Fund does not provide any reporting so it will be important to understand what activities have been undertaken and to what extent this contributed to achieving outputs. In addition, the delivery rates per UNDAP outcome are also high and, of the five UNDAP outcomes, the two outcomes relevant to Swedish priority areas are significant with 96.65 percent for Environment and Natural Resources and 84.34 percent for Governance respectively. The desk work and interviews will need to further analyse and supplement the One UN Fund reporting.

There are no financial reports for 2014 yet but some data are available on the One UN Fund gateway web-site. A first glance at the numbers show that the Agencies expenditures remain high, again in relation to the annual disbursements of the Fund to UN agencies.

An additional issue is that Sweden contributes to the One UN Fund together with another bilateral donor, the Netherlands, and the Fund also receives funding from the UN's own resources. This will need to be considered in the above analysis.

3. Proposed Approach and Methodology

3.1 THE ASSESSMENT PROCESS

The assessment will be conducted in 5 steps:

Step 1 - The Inception Phase

- Start-up discussion with the Embassy
- Understanding of the background and ToR for the assessment
- Preparing the methodology, including questions for the desk review and field visit
- Confirmation of the field visit data
- Requesting relevant documentation for the desk review.

Step 2 - Desk study

The desk study will focus on an assessment of whether UNDAP is implemented in accordance with plans.

- Review the 2013-2014 narrative and financial reports of the different programmes under the UNDAP
- Annual reports of the UN coordinating agencies
- UNDP's Rwanda One UN Fund website page in the MPTF Office Gateway
- Mapping of the four areas in the results framework
- Analysis of the status of the One UN Fund

Step 3 - Field visit and continued desk study

- Collecting additional documents related to UNDAP, One UN, the four programmes, documents from the government of Rwanda, sector documents, and documents from the Embassy of Sweden in Kigali
- Interviews with different stakeholders, including the RC and his Office, representatives of the Rwandan government, UN programme managers, and representatives from the Swedish Embassy. For all we will use interview guides with open questions. We propose to use the questionnaire below for the interviews.
- Debriefing at the end of the field visit

Step 4 - Data analysis and synthesis

- Analysing the interview data and additional documents and triangulating these with the data collected during the desk study
- Additional conference calls or correspondence with the Embassy and the UN RC office if necessary to complete the data collection
- Synthesising the results and drafting the report, including findings, conclusions and recommendations. The latter will target the various users of the review, as confirmed at the start of the assignment. The report will not exceed 20-25 pages excluding annexes.

Step 5 - Submission of draft report and final report

- The draft report will be submitted for comments to the Embassy and the RC Office on April 17, 2015.
- The final report will be prepared and submitted no later than May 15th 2015.

3.2 METHODOLOGY

The UNDAP Results framework is ambitious and has many outputs and outcomes. There will be three data sets that will be used to collect information:

1. A desk review which will include generic UNDAP reporting, annual reports and financial information which will lead to a basic overview of the implementation status of UNDAP. This will include overall information on what the implementation status is of the UNDAP, the available inputs (human and financial) to achieve results and what the status of results is as per 31-12-2014. For each of the three areas a brief overview will be produced.
2. A second part of the desk review will be to map how the four priority programmes are situated in the UNDAP results framework. It is not clear whether the programmes respond to the UNDAP outcomes, specific outputs and/or the results framework. It is also not clear whether these are additional programmes. We suggest, however, taking the results framework as a reference point since these include key actions as a set of activities and outputs. We can then identify: i) which priority area is situated in which outcome and ii) which outputs receive Swedish support and which activities are planned and have been carried out until 31-12-2014. If reporting and information on the year 2014 is limited, we may need to suggest an earlier date in 2014 as a cut-off date for collecting information. If all the information not is available, then the interviews will be a critical source of information. Please find an example of a section of the framework below:

Output 2.3: Enhanced Capacity Of National Gender Machinery To Play Oversight And Coordination Role For Analysis, Mainstreaming And Implementation Of Gender Equality Commitments					
Output Indicator	1) Harmonized gender capacity building plan implemented; 2) Proportion of relevant treaty body and UPR recommendations (CEDAW, CRC, African Charter) implemented by	Baseline	1 NO 2) To be determined as part of the activity. (3) 50% GMO recommendations adopted	Targets	1) YES 2) 100% (3) 80%(GMO) GMO recommendations adopted

	the National Gender Machinery institutions. 3) % of Gender Monitoring Office (GMO) recommendations adopted.				
Assumptions	Continued Government commitment to implement ratified agreements and conventions; Financial support from development partners GMO has the financial and technical capacity to conduct gender audits at central and local level	Risks	Limited capacity of gender machineries to implement ratified treaties and conventions		
Mitigating Factors	Continued advocacy with government on sustained commitment	UN Agencies	UNW, UNDP, UNFPA		
Partners					
Key Actions	Agency	Partners	Budget		
2.3.1	TA to build capacities of National Gender Machineries on effective vertical and horizontal oversight	UNW, UNDP, UNFPA			

	and coordination	
2.3.2.	TA to generate and disseminate knowledge products to raise awareness on gender equality principles and international instruments at all levels.	UNW, UNDP, UNFPA
2.3.3	TA and FA to build capacity of the National Gender Machinery to coordinate the implementation and reporting on relevant Treaty Body and UPR obligations and recommendations	UNW, UNDP, UNFPA

The advantage of working using the results framework is that very quickly the actions as well as the partners can be identified. In most cases, the responsible Government ministry or agency is mentioned as well, which would contribute to selecting the relevant organisations for interviews. Most of the results framework outputs have no baseline, so it is very likely that quantitative and qualitative data obtained through the interviews will be important in order to obtain an idea of what the situation was at the start. The sector working group reports may help in getting a better understanding of the point of departure.

A third part of the data collection will be the field visit where additional documents can be obtained and interviews conducted with the different stakeholders. Once the mapping of the four priority areas has been concluded, it will be easier to identify a list of persons to be interviewed. A tentative list is presented below.

A questionnaire will guide the data collection. The questionnaire follows the key ToR questions expanded with sub questions. We added these sub questions to give more direction to the general ToR questions and maximize the opportunity to collect more specific data. Please see Annex A.

Based on the above data collection tools, the evaluator will be able to draft a debriefing note and share her first impressions at the debriefing. She will then further analyse the data, provide a synthesis with findings, conclusions and recommendations. The draft report could follow the outline based on the methodology above:

1. Executive Summary
2. Introduction
3. Methodology
4. Findings:
5. Implementation status of UNDAP
6. Implementation status of the four areas (one section for each)
7. Conclusions
8. Recommendations
9. Annexes

Below is a draft of the meetings schedule for the field visit.

	UN Agencies	Government Agencies	Donors/NGO/Others
UNDAP	RC and his Office; Chair of the Operations Management Team (OMT) Chair One UN Steering Committee (MINECOFIN)	Prime Minister's Office Rwanda Development Board	Representative of the Development Partner's Meeting (DPM) Other partner in the basket fund (Dutch Embassy)
Rwandan Refugees	UNHCR and programme coordinator, those UN agencies that implement	Ministry of Disaster Management and Refugee Affairs (MIDIMAR Permanent Secretary (PS) or other person	Sector working Group lead donor? NGO representative?
Natural Resources	UNDP and programme coordinator, those UN agencies	Ministry of Natural Resources (MINIRENA) SG or	Sector working Group lead donor? NGO representative?

	that implement	other person Rwanda Environmental Management Authority (REMA) Rwanda Natural Resources Authority (RNRA)	
Deepening Democracy	UNDP and programme coordinator, those UN agencies that implement	Ministry of Local Government (MINALOC) : Rwanda Governance Board	Sector working Group lead donor? NGO representative?
Gender Equality	UN Women and programme coordinator, those UN agencies that implement	Ministry of Gender and Family promotion (MIGEPROF) SG; Gender Monitoring Office	Sector working Group lead donor? NGO representative?

We expect that the Programme Coordinators of the 4 programmes can suggest more precisely which Government Agencies are relevant to meet as part of the field visit.

3.3 LIMITATIONS

From the initial work it is clear that reporting to date may be limited and that UNDAF reporting on the year 2014 may be ongoing and not yet complete. In such case, we are dependent on the information we can obtain through interviews and the availability of the right persons to be interviewed.

The consolidated annual progress report on One UN Fund Contributions from the Embassy of Sweden (1 July 2013 – 30 September 2014) provides a good basis for the work but it is not always clear what activities have been funded and conducted within an existing framework or UNDAF programme and how these contribute to the planned outputs of the UNDAF results framework. If the latest report covering the final quarter of 2014 is already available than this would be greatly appreciated. Given that some of the reporting may not be very specific in terms of the outputs and the time frame for UNDAF has been limited since implementation started, we will have restricted opportunity to triangulate and confirm the claims made in the UN reporting. The ToR questions are quite ambitious and the extent to which we can answer whether the outputs contribute to intended outcomes may therefore be limited as well.

3.4 PRELIMINARY PROGRAMME MARCH/APRIL/MAY 2015

In line with the proposal we suggest the following programme:

March 13	Submission of Inception Report
March 17	Approval of the Inception Report
March 18 forwards	Start of the desk work and interview with Project Officer Sida in Kigali
March 22	Consultant Arrives in Kigali. Arrival times and hotel details will follow.
March 27	Consultant gives debriefing to Swedish Embassy and UN and leaves Kigali
April 6 – 17	Drafting report and submitting the draft report April 17
April 30	Comments from feedback group received by consultant
May 15	Consultant submits final report to the Embassy in Kigali
June (tbc)	Publication

Annex A

Programme	Evaluation Questions	Data Source	Interviewee
UNDAP			
Key TOR question:			
What is the status of the implementation of the UNDAP as whole in terms of inputs and outputs? Are some areas/sub programmes lagging behind? If so, why?			
Programme	Evaluation Questions	Data Source	Interviewee
Additional sub questions from consultant:			
UNDAP General	What are the Strengths and Weaknesses of: One Leader, One Budget, One Programme, and One Office in achieving UNDAP outputs?	UNDAP reporting , annual reports Consolidated Annual Financial Report of the Administrative Agent of the Rwanda One UN Fund for the period 1-01-2013 / 31-12 2013, additional documents to be obtained in country. Report on the One UN fund 2014 (draft)	RC RC Office Government Sweden/Sida Donor representative Administrative Agent of the One UN Fund (UNDP Country Director)
UNDAP General	What is working well/ not working well and why in terms of: <ul style="list-style-type: none"> • The setup of One UN (organisation, mandate, results framework, and other issues) • Coordination (quality and frequency) • Human resources and finance (inputs) • Planning and execution • Funding issues, including coverage per area, procurement, role of the ONE UN FUND, underfunding of the UNDAP • Reporting and communication (government, donors, UN agencies) • M&E • Other 	Idem	RC RC Office Government Sweden Donor representative
	One UN assumes strong collaboration and coordination among many entities	UNDAP, BOS, UNDAP an-	RC

	<p>internally as well as externally:</p> <ul style="list-style-type: none"> • How well do these coordinating mechanism work internally and how do the benefits of engaging with a coordination mechanism compare with transaction and opportunity costs? Are the planned activities and outputs positively or negatively affected? • How well do the coordinating mechanisms and the RC report to donors and government and does this positively affect Sweden's dialogue with Rwanda? • Has the RC and his Office adjusted the UNDAP outputs in relation to any of the above ? Why ? • ONE UN FUND: what factors contributed to the high delivery rates per UN agency? • Is the ONE UN FUND an effective mechanism to achieve results? What lessons can be drawn from other ways of funding the UNDAP? 	<p>nual reports 2013, draft 2014?</p>	<p>RC Office</p> <p>Coordinating UN agencies</p> <p>Programme coordinators</p> <p>Government</p>
<p>Key ToR questions:</p> <p>Are the four programmes subjected to more in-depth analysis implemented in accordance with plans? (i.e. are programme inputs and outputs delivered as expected?)</p> <p>What are the reasons for possible delays?</p> <p>Are the programme partners on the government side satisfied with the programmes? How do they assess their effectiveness?</p> <p>To what extent are the outputs generating the desired outcomes?</p>			
<p>Additional sub questions from consultant:</p>			
<p>Focus areas 1, 2, 3 and 4.</p>	<p>What kind of preparation and analysis has been undertaken to include the four programme areas within the UNDAP and how have resources (human and financial) ensured a swift start and implementation?</p>	<p>Additional documents from Sweden and UN, including agreements, minutes, steering committee notes, etc.</p> <p>Government documents, sector working group documents</p> <p>Consolidated annual report on the Swedish contribution to</p>	<p>RC</p> <p>RC Office</p> <p>Government</p> <p>Sweden</p> <p>Donor representative</p> <p>The programme coordinators or members from the DRGs to</p>

		the One UN fund. (July 2013 – December 2014)	which the programmes belong t
	What has been achieved to date and what explains the results, the delays and the challenges?	Idem	Idem
	How does the One UN system affect the implementation of activities of the four areas and what is the value added (speed, quality, beneficiary and government satisfaction)?	Idem	Idem
	Which areas and sub areas are lagging behind and why?	Idem	Idem
	What needs to be undertaken to improve the situation?	Idem	RC RC Office Government Programme Managers
	How do the areas respond to the government's EDPRS II and what are contributing or impeding factors from government, donors and others such as CSOs to achieving outputs?	Idem	RC RC Office Government Sweden Donor representative
	How do the interventions respond to and work in line with the sector working groups? What works well? What doesn't? Why?	Idem	RC RC Office Government Sweden Donor representative
	Is government ware of the Swedish prioritisation? Are they satisfied with the results thus far? Why or why not?	Idem	Government ministries and agencies Chair Steering Committee
	How effective is the implementation of each priority area in UNDAP? How effective have the actions and programme activities been undertaken and are they in line with, for example, annual work plans? Is there any evidence that the activities contribute to the outputs? To what extent is government satisfied?	Idem	Government ministries and agencies Chair Steering Committee Programme Managers UN agencies, UN coordinating agencies

	What needs to improve?		
	Are any of the planned outputs at a stage that they are timely contributing to achieving an outcome? What are the contributing or impeding factors?	Idem	RC RC Office Government Sweden Donor representative
	Given that Swedish support covers only a limited period of the UNDAP time frame, what is the impact of this on the activities and outputs as planned?	Idem	RC RC Office Government Sweden Donor representative

Annex 3 – List of people met

Name	Function	Organisation
Lamin Momodou Manneh	UN Resident Coordinator & UNDP Resident Coordinator	UN
Auke Lootsma	Country Director	UNDP
Nadine Rugwe	Head Governance Unit	UNDP
Judy Wakahiu	Programme Specialist	UNDP
Janvier Ntalindwa	Programme Analyst	UNDP
Marie Chantal Rwakazina	UN Coordination Analyst	UN RC Office
Matthew Crentsil	Deputy Representative	UNHCR
Francois Abiyngoma	National Programme Officer	UNHCR
Martina Pomeroy	External Relations Officer	UNHCR
Salma El Hag Yousif	Chief, Management Support Unit	UNDP
Andre Habimana	Head of UNIDO Operations	UNIDO
Peter Kamau	Programme Analyst	UNDP
Sam Kalinda	External Resource Mobilisation	MINECOFIN
Gerald Mugabe	External Finance Unit	MINECOFIN
Prof. Anastase Shyaka	Chief Executive Officer	RGB
Henriette Umulisa	Permanent Secretary	MINIPROF
Rose Mukankomeje	Director General	REMA
Rose Rwabuhiri	Chief Gender Monitor	GMO
Aquiline Niwemfura	Executive Secretary	GMO
Peter Katanisa	Advisor to the Minister	MINIRENA
Lennart Jemt	First Secretary	Embassy of Sweden
Joakim Molander	Head of Development Cooperation	Embassy of Sweden
Theobald Mashinga	Programme Manager	Embassy of Sweden
Clement Kirenga	Programme Manager	Embassy of Sweden
Caroline Vis	Second Secretary	Embassy of the Netherlands
Sarah Love	Climate expert	DFID

Annex 4 – Overview of instalments

Data as of 24 Mar 2015 10:00 AM GMT, All amounts in US\$					
Fund: Rwanda ONE UN Fund Contributor/Partner: SWEDEN, Government of					
Start date: June 2013 / End date: March 2015					
Contributor/Partner	Fund	Period	Commitment	Deposits	Deposit rate
SWEDEN, Government of	Rwanda ONE UN Fund	Jul 2013	6,075,599.90	6,075,599.90	100.00%
SWEDEN, Government of	Rwanda ONE UN Fund	Nov 2013	4,489,200.11	4,489,200.11	100.00%
SWEDEN, Government of	Rwanda ONE UN Fund	Aug 2014	5,719,600.04	5,719,600.04	100.00%
SWEDEN, Government of	Rwanda ONE UN Fund	Dec 2014	3,961,199.78	3,961,199.78	100.00%

Annex 5 – Swedish contribution

Swedish Contribution by Institution Status 24-03-2015

UNDAP Result	Agency managing One Fund	2013			2014			2015			Name of the flagship/joint programme	Institution	Budget	Expenditures
		Re-ceived Funds	Expend-itures	Unspent	Received Funds	Expendi-tures	Unspent	Re-ceived Funds	Expend-itures	Unspent				
DRG 1: Eco- nomic Transfor- mation	UNDP	0	0	0	2.000.000,00	756.427,10	1.243.572,90				Support to Rwanda Natural Resources Management Institutions and System and Support to Transformational Capacity	MINIRENA - 88970	2.000.000,00	756.427,10
	UNDP	0	0	0	1.000.000,00	1.000.000	0,00	550.000,00			Transformational Capacity Development for the implementation and coordination of GoR Policies and Programmes	NCBS - 88810	1.000.000,00	1.000.000,00
	UNDP	0	0	0	600.000,00	326.268,40	273.731,60	500.000,00			Support to the Effective Development Cooperation for the Results through MINECOFIN	MINECO-FIN - 88550	600.000,00	326.268,40
	UNDP				250.613,00	178.989	71.624,00	300.000,00			Youth Employment Programme	MINI-YOUTH - 89849	250.613,00	178.989,00
	ILO				400.000,00	388.460	11.540,00	97.021,00			Youth Employment Programme			
	UNWOM-EN				218.374,00	209.771,58	8.602,42	200.000,00			Youth Employment Programme			
	UNHABI-TAT				183.575,00	183.575	0,00				Youth Employment Programme			

ANNEX 5 SWEDISH CONTRIBUTION

	UNESCO				49.200,00	19.303	29.897,00				Youth Employment Programme			
	ITC				131.075,00	125.052,34	6.022,66				Youth Employment Programme			
	UNIDO				107.000,00	26.000	81.000,00				Youth Employment Programme			
	UNCTAD				110.500,00	110.500	0,00				Youth Employment Programme			
	UNV				13.375,00	12.500	875,00				Youth Employment Programme	MINI-YOUTH - 89849	13.375,00	12.500,00
	UNEP				80.000	-	80.000,00				Green Economy			
	UNCDF						124.000,00				Value Chain Joint Programme			
	FAO						120.000,00				Value Chain Joint Programme			
	WHO						20.000,00				Value Chain Joint Programme			
	UNECA						150.000,00				Value Chain Joint Programme			
	WFP						30.000,00				Value Chain Joint Programme			
	ITC						340.000,00				Value Chain Joint Programme			
	FAO						100.000,00				Youth Employment Programme			
	ILO						100.000,00				Value Chain Joint Programme			
	UNCTAD						130.000,00				Value Chain Joint Programme			
	UNWOM-EN						250.000,00				Value Chain Joint Programme			
	UNIDO						250.000,00				Value Chain Joint Programme			
	Total DRG1	0	0	0										

ANNEX 5 SWEDISH CONTRIBUTION

					5.143.712	3.336.846	1.806.866	3.261.021						
DRG 2: Accountable Governance	UNDP	2.478.556,00	193.497,96	2.285.058,04	0.00	1.511.679,51	773.378,53			Deepening democracy through strengthening citizens' participation and accountable governance	NEC - 87592	330.000,00	209.710,09	
											MHC - 87593	250.000,00	180.175,18	
											RGB - 87594	1.223.000,00	989.461,66	
											Proj Mgt - 87596	675.556,00	325.830,54	
	UN WOM-EN	3.787.724,00	265.141,00	3.522.583,00	-	1.821.520,81	1.701.062,19			Advancing and Sustaining Gender Equality Gains in Rwanda				
UNFPA			0,00	1.200.000,00	545.685	654.315			Support to Strengthening the Capacity of the National and Sub - National Institutions to Generate Data and Enhance Evidence-Based Policy Planning, Analysis and Monitoring and Evaluation					
Total DRG2		6.266.280,00	458.638,96	5.807.641,04	1.200.000,00	3.878.885,32	3.128.755,72							
DRG 3: Human Development	UNHCR	0	0	0	804.012,00	564.012	240.000			Sustainable Return and Reintegration of Rwandan Returnees				

ANNEX 5 SWEDISH CONTRIBUTION

	UN-Habitat	0	0	0	1.334.760,00	326.600	1.008.160				Sustainable Return and Reintegration of Rwandan Returnees			
	FAO	0	0	0	311.904,00	80.640	231.264				Sustainable Return and Reintegration of Rwandan Returnees			
	WFP			0	674.731,00	869.847	-195.116				Sustainable Return and Reintegration of Rwandan Returnees			
	UNDP				26.882,00	-	26.882,00				Sustainable Return and Reintegration of Rwandan Returnees	MIDIMAR - 87340	26.882,00	-
	UNICEF				129.083,00		129.083,00				Sustainable Return and Reintegration of Rwandan Returnees			
	IOM				617.807,00	10.439	607.368,00				Sustainable Return and Reintegration of Rwandan Returnees			
	WHO							50.000,00			Strengthening health, population and WASH systems			
	UNAIDS							50.000,00			Preventing new HIV infections and promoting sexual and reproductive health			
	Total DRG3	-	-	-	3.899.179	1.851.538	2.047.641	100.000						
	GRAND TOTAL	6.266.280,00	458.638,96	5.807.641,04	10.242.891,00	9.067.269,74	6.983.262,30	3.361.021,00						

Total Received by Agencies 2013-2014	16,509,171.00
Total Spent 2013-2014	9,525,908.70
Unspent	6,983,262.30
Allocations made in 2015	3,361,021.00
Total allocated	19,870,192.00
Total unspent	10,344,283.30



Review of Sweden's Support to the ONE UN Programme in Rwanda

Sweden has been assisting Rwanda since the genocide in 1994, its latest country strategy for the period 2011 – 2013 has the overarching objective to support Rwanda in reducing poverty and improving conditions for sustainable peace and reconciliation, as well as greater respect for human rights. During the support period, July 2013 – July 2015, the Swedish funding has given priority to gender equality, environment, returning refugees and freedom of expression. The support was provided through the ONE UN Fund as part of funding the United Nations Development Assistance Plan 2013- 2018. This report provides an assessment of whether the UNDAP is implemented in accordance with plans, and whether the Swedish funding for the four UN programmes has been used effectively and efficiently.