



Department  
for International  
Development

# Operational Plan 2011-2015

## DFID Rwanda

Updated August 2013

*This plan will be refreshed annually*

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# Introduction

The UK Government is determined to help end extreme poverty around the world. We believe that international development is not just the right thing to do, but the smart thing to do. Britain has never stood on the sidelines, and it is in all our interests for countries around the world to be stable and secure, to have educated and healthy populations and to have growing economies. DFID aims to end aid dependency through jobs – building the economies of developing countries so that they can stand on their own feet.

No country can develop with only half of the population involved, that is why DFID is scaling up its support for women and girls across all of our country programmes, including an increased emphasis on girls education and preventing violence against women and girls.

We are also focussing on what works, investing in research and taking advantage of new technology to ensure that UK development support has the greatest impact.

DFID is committed to being a global leader on transparency, and in 2012 was ranked the top aid organisation in the world for transparency. Transparency is fundamental to improving accountability both to UK citizens and to citizens in the countries where we work. Transparency also helps us achieve greater value for money and improves the effectiveness of aid. As part of our commitment to transparency we publish Operational Plans for each area of our work setting out what we will achieve and how we will achieve it. In June 2013 DFID launched a new online tool, Development Tracker, to provide an easy way to access information and data about DFID programmes.

With less than 1000 days to go, we will continue to focus our efforts on delivering the Millennium Development Goals, creating wealth in poor countries, strengthening their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.



# 1) Context

By 2020 Rwanda aims to complete its transformation from a poor, post-conflict nation to a thriving, middle income, regional trade and investment hub. But Rwanda's progress will stall without transformative changes that: create wealth and investment and invigorate the private sector, improve basic services, increase the accountability of the state to its people, and address potential causes of conflict and fragility, especially regional instability.

The Government of Rwanda must deliver visible development and poverty reduction to the largely rural poor population to maintain its credibility and to complete the post-genocide social and political reconciliation required for lasting stability. Inequality is reducing, but it is still high and is constraining sustainable growth and poverty reduction. Girls' attendance at primary and secondary schools exceeds that of boys, and women are well-represented in government institutions (Parliament has 56% female members), but only 10% of local mayors are women, one in three women report forced marital sex and women are more likely to be extremely poor than men, and to have less access to means to raise their standard of living.

Rwanda is on track to meet many of the Millennium Development Goal targets, although a few indicators (including maternal mortality, HIV prevalence, tuberculosis deaths, and use of an improved water source) are off track. The Rwandan government is confident that it will meet them all, and – given its record of achievement – could do so. Poverty has significantly declined, by 12 percentage points, over the past five years, and Rwanda's Gross Domestic Product per capita has risen to \$540, from \$200 in 2000 driven by growth of 8.4% per year from 1998 to 2008. Yet huge challenges remain, with 45% of Rwanda's 10.8 million people living below Rwanda's poverty line, and 24.1% extremely poor, mostly in rural areas.

Low levels of international investment and a less-than-vibrant private sector raise questions about how much wealth growth will deliver to a fast growing and largely unskilled population - Rwanda needs to forge a competitive niche that depends on a more highly skilled workforce. The country is still heavily dependant on foreign aid (38% of current expenditure in 2012) – the majority from seven donors (World Bank, European Union, African Development Bank, US, Germany, Belgium and the UK). In an economy where 72.6% of the population relies on agriculture for a living increasing agricultural productivity is the first step needed for Rwanda to develop, and buffer the effects of future food price rises. Thus far, because most poor Rwandans grow what they eat, and because Rwandan Government initiatives have increased food production, rises in international food prices have not had a significant impact. Rwanda remains vulnerable to rising global oil prices such that a 10% rise in the price of oil costs Rwanda 1.5% of Gross Domestic Product. As a landlocked country and small economy, Rwanda recognises the critical need to further promote regional trade and integration in the East African Community, on which its economic growth depends.

Rwanda uses development finance well, both in terms of results achieved and accountability for its use. Transparency International judges Rwanda among Africa's least corrupt countries, while the 2010 Public Expenditure and Financial Accountability assessment documents an impressive and fast-improving public financial management system. But the exemplary developmental environment for aid co-exists with constraints on political rights and freedom of expression. And the long term stability of the Great Lakes region remains in question following the recent militia activity in eastern DRC and evidence of Rwandan involvement. The constraints on rights and freedoms are to some degree understandable given Rwanda's post-genocide context. But there is mounting concern that power is overly centralised, with unpredictable consequences for long term political stability, economic development and human rights. President Kagame is due to stand down at the conclusion of his constitutional mandate in 2017.

During this four year period, therefore, the levels of UK aid to Rwanda, the way it is delivered, DFID's influence with other donors, and the UK's ability candidly to raise and resolve issues of concern with the government, will be of high importance to both the Government of Rwanda and other donor partners.



## 2) Vision

### Overview

The Government of Rwanda is pushing for, and achieving, exceptionally fast development. A post-genocide emphasis on reconstruction, state-building and basic services is now shifting to one of economic transformation and growth, requiring a vigorous private sector attracting strong investment and generating revenues to replace high levels of aid. DFID will fully and increasingly support these longer-term ambitions around economic development. DFID sees the need for four fundamental transformations to underpin Rwanda's continued transition: i) from an agricultural economy to private sector-led growth; ii) significantly improved services that deliver the Millennium Development Goals; iii) increased accountability of the state to citizens and empowerment of women, girls and the extreme poor; and iv) transition to more open and inclusive politics and enhanced human rights. The UK development programme in Rwanda is designed to catalyse these transformations.

Rwanda's development progress is impressive, but it is also fragile. The tightly-controlled political system, coupled with fast-paced improvement of services and creation of wealth, are fundamental aspects of Rwanda's state-building strategy. The UK's political discussions with the Rwandan Government focus on ensuring this process becomes increasingly inclusive, so that Rwanda's development success can be sustained through the political transitions of 2017. The events in eastern DRC in late 2012, have also precipitated high level dialogue with the Government of Rwanda around its role in securing long term, sustainable peace and security in the region.

### Alignment to DFID and wider UK Government priorities

In close partnership with the Foreign and Commonwealth Office (FCO) in Rwanda, DFID is:

- Providing a significant proportion of the UK's support through the Government of Rwanda because aid is spent well and accountably; delivers measurable results; and maintains the UK's influence over development expenditure and results and ability to engage in debate on governance/political issues.
- Increasing governance analysis and dialogue working with the FCO and other partners to ensure a more robust, constructive, evidence-based dialogue with the government which helps open political and economic space. Regular assessments against the Partnership Principles will be used as a basis for this dialogue, and will include Rwanda's contribution to regional stability.
- Increasing citizens' ability to hold government to account, working with non governmental organisations and government to improve accountability.
- Stepping up UK support to the private sector, including boosting regional trade, reflecting the need to harness the private sector for growth and address constraints to private-sector led growth, consistent with the UK's Africa Free Trade Initiative, and working cooperatively with the FCO on commercial diplomacy.
- Supporting the Government of Rwanda to protect the poorest people and the economy from the effects of a changing climate, given Rwanda's particular vulnerability to its effects.
- Targeting the poor, working through government systems in education and agriculture, and social protection for the most vulnerable.
- Contributing to all four areas of DFID's strategic vision in support of girls and women: delay first pregnancy; direct assets for girls and women; get girls through secondary school and prevent violence against girls and women. This will include a new programme around violence prevention from 2014.
- Supporting the Government of Rwanda further to cement its commitment to poverty reduction in the next Economic Development and Poverty Reduction Strategy (2013-17), drawing on lessons from the DFID programme in Rwanda, and DFID's technical skills in social, political and economic analysis.
- Clearly describing the results DFID aims to achieve, and progress in doing so, emphasising value for money and transparency.
- Continuing to work in closely with development partners in Rwanda to achieve greater aid effectiveness.



## 3) Results

### Headline results of the UK's development programme in Rwanda, all figures attributed to DFID

Pillar/ Strategic Priority	Indicator	Baseline	Expected Results
Poverty, Hunger, Vulnerability and Gender	Number of people directly assisted by DFID-funded social assistance programmes	65,300 in 2010/11	173,200 (2014 /15)
Poverty, Hunger, Vulnerability	Number of food insecure households/ individuals	21% in 2012/13	14,800 fewer individuals (or 3,080 households) food insecure (2014/15)
Wealth creation	Average time to clear a container of goods through customs	3,249 minutes (for all medium risk transactions)	2,800 minutes/ 14% reduction (2014/15)
Education and Gender	Number of children passing basic education leaving exam after grade 9	3,600 children, of which 2,000 boys and 1,600 girls in 2009/10	45,300 children, of which half will be girls by 2014/15 (cumulative 11/12 to 14/15)
Education and Gender	Number of girls and boys enrolled in lower secondary school at Grades 7-9	20,700 children, of which 10,700 boys and 10,000 girls in 2009/10	66,300 children, of which half will be girls in 2014/15
Governance	Public expenditure and financial accountability (PEFA) scores	9As, 9Bs, 4Cs, 6Ds	At least 5 improved indicators (2014/15)
Wealth Creation	Number of land parcels registered and titles issued	40,000 plots in 2009/10	4.16 million plots (cumulative 2011/12 to 2014/15)
Governance	Number of people supported to have choice and control over their own development and to hold decision-makers to account	26,800 in 2010/11	1,245,000 by 2014/15 (cumulative 11/12 to 14/15)



## 3) Results (continued)

### Evidence supporting results

**Overall:** Economic modelling shows that increased aid to Rwanda raises the growth rate of Gross Domestic Product, reduces poverty and that the most positive growth and poverty reduction occur if spending increases are allocated to agriculture and education.

**Poverty & Vulnerability:** There is good and growing international evidence that investing in social protection can significantly improve the well-being of poor people. In the short term, DFID's support to direct assistance and public works programmes will provide incomes for the poorest, thus directly reducing both income and expenditure poverty. Over the longer term, cash transfers have been found to increase access of children to educational and primary health care facilities. Evolving evidence also demonstrates that cash transfers contribute to poverty-reducing and inclusive economic growth.

**Education:** The evidence base is moderate to strong. A focus on improving quality is built on global evidence that inequality in learning achievement impacts on income levels. Teacher proficiency, particularly in English, is critical to improved education quality, as is access to quality educational materials and the pupil: teacher ratio. At the post-basic level, lack of skills and career guidance has been identified as having significant impact on employability.

**Wealth Creation:** The evidence base is medium but improving. Economic modelling in Rwanda has shown that agricultural growth is the greatest driver of poverty reduction and broad based economic growth. Trade and financial reforms also drive growth in Rwanda. Reductions in transport costs of around 10% have been shown to increase trade volumes by 25% and in Rwanda to reduce poverty rates for rural farmers. Access to financial services and security of land tenure have both been shown to reduce poverty and increase economic growth and when combined, to have a stronger poverty reduction effect.

**Climate Change:** The evidence base is weak but improving. Rwanda is vulnerable to the effects of climate change, particularly in the agriculture sector. It is also vulnerable to oil price changes with recent modelling finding that a 10% increase in the price of oil will lead to a reduction in GDP by 1.5%. Rwanda needs to reduce its reliance on imported oil and find ways to adapt to the changing environment that will support the majority of its people.

**Governance:** The evidence base is medium but improving. There is emerging evidence that countries receiving more Public Finance Management-related technical assistance have stronger public financial systems. Using more recent data and focusing on low income countries only, the share of total aid provided as budget support is also positively and significantly associated with better PFM quality.

### Value for Money (VfM) rationale for DFID's programme

- Maintaining a high proportion of DFID's programme that uses Government systems. This has proven to be an effective and high results yielding approach, and it is underpinned by an exceptionally strong Government commitment to transparently monitoring national and sector results through the Common Performance Assessment Framework and Joint Sector Reviews.
- Prioritising work in areas expected to yield high returns or additional donor funding. DFID's support to education will continue to leverage additional funding from other donors and the 'Global Partnership for Education'.
- Placing girls and women at the centre of DFID's work to take advantage of the higher returns to investments in girls and women across the sectors.
- Improving the accountability and effectiveness of service delivery: interventions including improving the monitoring of government expenditure by citizens and selected accountability institutions are expected to improve performance in health, education, agriculture and social protection.



## 4) Delivery and Resources

### Instruments of Delivery

Budget support and financial aid through Government is an important component of DFID's programme in Rwanda because it: i) improves delivery of key services, ii) reduces transaction costs for the Government of Rwanda and donors; iii) improves UK influence over key budgetary and policy issues in Rwanda. The UK currently provides sector budget support in education and agriculture, tied to measurable results and actions in both those sectors. Based on a decade of experience, these forms of aid are appropriate for Rwanda because of its:

- **Strong macroeconomic stability**

Rwanda has had a decade of macroeconomic stability and strong economic growth.

- **Relatively low fiduciary risk**

Fiduciary risk is decreasing and the government remains committed to fighting corruption. Investments in multi-donor technical assistance programmes to improve public financial and statistical systems are crucial complementary investments which further underpin budget support.

An assessment against the Partnership Principles is used to inform decisions on the use of delivery instruments, including the balance between general budget support, sector budget support and other forms of financial aid. Such assessments were used between July 2012 and July 2013 in withholding and re-programming general budget support.

### Other Delivery Mechanisms and Partners

DFID's approach over the four years represents a shift from an almost exclusive support to government towards increased support to private sector and civil society. For instance, we are strengthening a focus on accountability by increasing our support to Parliament and non-government organisations (NGOs). We will also increasingly engage the Private Sector to promote economic development, regional trade and integration.

DFID is working innovatively with new partners to deliver the UK's programmes: including the Nike Girl Hub, not-for-profit companies such as Trade Mark East Africa and Access to Finance, and other private companies. DFID is using a range of funding tools – depending on the value for money and effectiveness in each context – including partnerships with other donors, trust funds, contracted-out management, and pooled funds. DFID is encouraging other donors towards greater innovation in their global policies to increase the effectiveness of their finance.

### Multilateral Organisations

DFID is working closely in Rwanda with multilateral organisations – particularly the World Bank – on a wide range of programmes across the sectors, through a range of funding tools, including co-funding, pooled funds and trust funds. In all these relationships we continue to look for improved value for money from our investments. DFID is also closely aligning policy dialogue with multilateral partners where possible – particularly the European Union. Rwanda is a UN Delivering As One (DaO) pilot country and we support their efforts to achieve greater efficiencies within the UN system.



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## 4) Delivery and Resources (continued)

### Planned Programme Spend

Pillar/Strategic priority	2010/11		2011/12		2012/13		2013/14		2014/15		TOTAL	
	Resource £'000	Capital £'000										
Wealth Creation	30,706	0	27,358	0	13,560	600	30,000	1,500	30,000	1,000	131,624	3,100
Climate Change	1,099	0	1,341	0	2,160	0	14,500	0	12,000	0	31,100	0
Governance and Security	13,078	0	10,988	0	6,240	0	9,000	0	13,000	0	52,306	0
Education	15,073	0	22,906		19,140	0	30,000	0	25,000	0	112,119	0
Other Health	7,862	0	6,680	0	960	0	0	0	0	0	15,502	0
Water and Sanitation	0	0	0	0	300	0	0	0	0	0	300	0
Poverty and Vulnerability	5,642	0	6,685	0	13,080	0	10,000	0	10,000	0	45,407	0
Humanitarian	0	0	0	0	0	0	0	0	0	0	0	0
Other MDGs	0	0	0	0	0	0	0	0	0	0	0	0
Global Partnerships	0	0	0	0	4,560	0	0	0	0	0	4,560	0
<b>TOTAL</b>	<b>73,460</b>	<b>0</b>	<b>75,958</b>	<b>0</b>	<b>60,000</b>	<b>600</b>	<b>93,500</b>	<b>1,500</b>	<b>90,000</b>	<b>1,000</b>	<b>392,918</b>	<b>3,100</b>

Note: the sizeable increase in allocations from 2013/14 onwards, reflects a recently approved International Climate Fund programme.



## 4) Delivery and Resources (continued)

### Planned Operational Costs

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	711	1,144	1,297	1,860	1,970	6,982
Frontline staff costs - Non Pay	580	735	970	1,145	1,165	4,595
Administrative Costs - Pay	318	300	266	284	304	1,472
Administrative Costs - Non Pay	174	193	124	151	146	788
<b>Total</b>	<b>1,783</b>	<b>2,372</b>	<b>2,657</b>	<b>3,440</b>	<b>3,585</b>	<b>13,837</b>

### Initiatives to reduce operating costs

- Reducing training costs by focusing learning and development (L&D) strategy on core skills and cross office provision. Three levels of approval (Line Manager > L&D Committee > Senior Management Team) will ensure all L&D expenditure delivers results; and DFID's human resources managers network will be used to co-ordinate in-house and regional training activity.
- Reducing transport costs by sharing fleet and drivers with the Foreign and Commonwealth Office (FCO).
- Replacing the post of UK-based Head of Administration post with a National Staff Head of Corporate Services role covering DFID and the FCO.
- Sharing services with the FCO reduce duplication and number of administrative staff for back office functions and fleet efficiencies (e.g. reduction of fleet; replacement of fuel-inefficient vehicles by smaller, more fuel-efficient vehicle). Continue to seek cost-sharing arrangements with DFID's Policy Division, where resource sharing is appropriate and practical.
- Carefully consider duration of new staff contracts (e.g. up to two years unless confident of longer term requirement), to ensure flexible resourcing according to future needs.



## 4) Delivery and Resources (continued)

### Planned Efficiency Savings

Category	Details	Residual cost
<b>Strategic Reprioritisation</b>	a) Ceased block funding to the One UN fund in Rwanda, as results reporting was weak and auditing insufficient. This has saved £1m against a £7.5 commitment, of which £6.5m is spent. b) Sought alternate delivery to support the Government of Rwanda's oversight agencies, as UNDP Programme of Support to Good Governance, ending April 2011, has proved costly and inefficient. This saved £693,769 of the £5.4m commitment.	Savings of £1.7m in 2011/12
<b>Further Programme efficiencies</b>	We will continue to negotiate hard on procurement, which last year saved us £120,000 (contract value compared with initial bids); and we will make greater use of advisors for monitoring and programme development, rather than consultants. Each of these should save us £100,000.	Savings estimated at £200,000 in 2011/12

	2011/12			2012/13			2013/14			2014/15			Total		
	PAY £'000	Non Pay £'000	Total £'000												
Administrative Cost Savings Initiative															
Reduction in Consultancy	6	0	6	0	0	0	0	0	0	0	0	0	6	0	6
Reduction in Travel	0	5.4	5.4	0	0	0	0	0	0	0	0	0	0	5.4	5.4
Reduction in Training	0	0	0	0	4	4	0	2	2	0	2	2	0	8	8
Reduction in Estates &	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Reduction due to Restructuring	0	83.9	83.9	0	0	0	0	0	0	0	0	0	0	83.9	83.9
Other Reductions	0	59.6	59.6	0	36	36	0	34	34	0	32	32	0	162	162
<b>Total</b>	<b>6</b>	<b>149</b>	<b>155</b>	<b>0</b>	<b>40</b>	<b>40</b>	<b>0</b>	<b>36</b>	<b>36</b>	<b>0</b>	<b>34</b>	<b>34</b>	<b>6</b>	<b>259</b>	<b>265</b>



## 5) Delivering Value for Money

### Ensuring Value for Money in Delivery

DFID Rwanda's VfM vision is: *'that DFID Rwanda is able to show that it is achieving maximum possible value for British tax payers. This will mean that: our programmes and corporate services are as cost effective as possible; that we can demonstrate and are learning from the results that we are achieving; and that we are getting sufficient returns on our investments'*. This vision is articulated in DFID Rwanda's VfM strategy, which was finalised in 2013. From 2013 onwards, all members of staff in DFID Rwanda will have an objective in their performance management framework in relation to the implementation of the strategy.

In order to improve the cost effectiveness of our programmes, DFID Rwanda will focus on developing a better understanding of the unit costs of our interventions, and of making better use of these data. Unit costs will be identified in Business Cases and monitored in Annual Reviews and Project Completion Reports. We will keep a central repository of the unit costs across the programme in order that we can better compare relative performance of different projects and to facilitate regional benchmarking. We will work with other country offices in the region to ensure that we share this information to our mutual benefit.

DFID Rwanda carries out annual reviews of all of its projects. In order to make the best use of this information, we have put in place a system for following up on the recommendations that are made in those reviews, ensuring that they contribute to improved project performance. We are also starting a process of twice annual cross-office meetings on results, so that all staff are able to get an overview of programme performance across the different portfolios and can share lessons.

In order to ensure that we are getting sufficient returns from our investments, we will calculate rates of returns for our projects and include this information in Business Cases, monitoring it through the annual review process. Where it is not appropriate to calculate rates of return, we will seek to develop more innovative ways of assessing value. We are keen to build on the level of innovation in our portfolio, including through a number of innovative funds (such as the innovation for education fund and support to the Government of Rwanda's climate change fund) as well as through novel projects (such as the Land Tenure Regularisation project, whose approach and scope makes it unique in the region). In order to ensure that we are learning from this innovation, evaluations will be mandatory for all innovative projects and we will routinely analyse data on unit costs, results, risk and levels of innovation, to ensure that we maintain the right balance across the programme.

DFID Rwanda is also seeking to improve the VfM that we achieve through our corporate services. We have increased the VfM delivered by DFID's office administration, by sharing services with the FCO, and continue to seek cost-savings measures.

We are increasing VfM obtained through procurement: DFID's Procurement Officer works with programme and resource teams to negotiate for maximum VfM through all contracts awarded by DFID (savings in 2010/11 were £120,000). DFID is scrutinising the administration costs proposed by any implementing partners to ensure they are austere. We are also in the process of implementing the recommendations of a commercial capability review which was undertaken in early 2013 and as part of this are likely to recruit a share of a commercial adviser to help us to continue to improve the VfM that we achieve through procurement.



## 6) Monitoring and Evaluation

### Monitoring

**How:** For every programme approved under DFID Rwanda's new Operational Plan, key performance indicators and targets are identified and monitored rigorously. DFID ensures annual reviews for all programmes, involving independent perspective where possible. Where progress is slow or off-track, remedial actions are agreed and implemented. For most programmes, results are monitored through national systems which are already of moderate to strong quality, and improving with support from DFID and others. The National Institute of Statistics for Rwanda (NISR) is conducting a streamlined set of national surveys to ensure priority data is captured, analysed and published to high standards, including the 2013/14 national household survey (EICV), the household census and Demographic Health Survey. To complement this at output level DFID is using national data from sector Ministries where available and of sufficient quality; and where necessary DFID will complement national systems by developing dedicated Monitoring systems, particularly for innovative programmes. The next national census will improve data quality across sectors.

**Who:** DFID continues to work closely with NISR, which has overall responsibility for providing data and evidence for monitoring progress towards MDGs, national development targets as agreed in the Common Performance Assessment Framework (CPAF), and also with sector Ministries and separate programme units. DFID programme staff liaise directly with these partners to ensure data meets national and programme monitoring needs, and use this to monitor progress against agreed targets in annual reviews and in DFID Rwanda's six monthly reporting against its overall Operational Plan Results Framework.

**When:** Government and partners already undertake an annual joint review of progress against key national development targets in the CPAF in October each year. These assessments directly inform DFID Rwanda's mid year review of its Results Framework in November, and are supplemented by additional programme monitoring information and latest data released by Government at an end year review in April. Programme annual reviews take place according to agreed timings.

**What:** Annual reviews of each programme capture progress against agreed key performance targets outlined in logframes and will highlight areas where programmes are under or over performing. Selected programme targets and high level national development targets from the CPAF are included in DFID's detailed Results Framework in Rwanda to ensure mid and end year reviews provide programme teams and management with an overview of progress in delivering the Operational Plan. Where delivery of results is below the expected level, remedial actions are designed through consultation with programme partners.

### Evaluation

DFID has developed a full evaluation plan for the programme in Rwanda following recruitment of a new full time Results and Evaluation Adviser. DFID is training to equip all programme team members to contribute to commissioning of evaluations, and advisers to interpret & use evaluation findings. DFID is prioritising for evaluation those programmes which are innovative and others where the evidence base is relatively weak, nationally or internationally. DFID will consider ways of using the education innovation fund for evaluations where evidence in the education sector is weak. Impact and Process evaluations are already planned, underway or completed in the programme to raise the capacity of civil society (PPIMA), the Public Financial Management programme, in Results Based Aid in Education, social protection support for the most vulnerable (VUP) and the Land Tenure Reform programme. The latter is also part of a World Bank multi-country research programme on land tenure regularisation, designed to improve the national and international evidence base on how economic and social behaviour changes as a result of gaining legal land title. DFID's work on climate change will also strongly emphasise monitoring and evaluation in order to contribute to the national and global evidence base. All evaluations will include a strong focus on gender.

### Building the skills of partners

DFID continues to lead support to the NISR to improve the quality and accessibility of statistical information in Rwanda, and improve NISR's ability to coordinate and provide quality assurance across the national statistical system. DFID is also helping to mobilise additional funding to improve statistical tools and skills, including through the World Bank Statistics for Results Fund. Further investments will be made through sector programmes to support government to improve the quality of data in education and governance sectors; and this will be an important component of DFID's new work on agriculture and climate change. DFID has also commissioned a study to review and strengthen the capacity of local evaluation service providers.



## 7) Transparency

### The UK aid transparency guarantee

Transparency is one of the top priorities for the UK Government. We will ensure that we continue to meet our commitments under the UK Aid Transparency Guarantee including publishing detailed information about DFID projects, including programme documents and all spend above £500. We will continue to ensure that information is accessible, comparable, accurate, timely and in a common standard with other donors and that we provide opportunities for those directly affected by our projects to provide feedback.

In order to support this, [DFID in Rwanda](#) is:

#### **Ensuring that the data on Rwanda in DFID's central project database, ARIES, is accurate and clear. To do this, DFID in Rwanda will**

- Develop standard conventions for project titling, description and objectives, where these have not been set by DFID centrally, and including the elimination of acronyms and jargon.
- Ensure project officers apply these conventions, and that Team Leaders quality assure them;
- Periodically spot check DFID's own compliance with these conventions.

**Using DFID's website and the British High Commission's webpage** to publish combined English, French and Kinyarwanda summaries of DFID's live projects, and make key public documents easily available. DFID ensured that this Operational Plan is published in all three languages both on these webpages and in hard-copy.

**Proactively disseminating information to civil society partners in-country** to ensure they are aware of DFID's transparency guarantee, and encourage them to challenge DFID's internal procedures to ensure they deliver according to the International Aid Transparency Initiative.

#### **Discussing with the Government of Rwanda how the UK can help encourage greater public awareness of:**

- Aid funding given by DFID to the Government sector in Rwanda
- The ministries responsible for implementation of DFID support
- All other aspects of transparency as monitored by the global 'Open Budget Index'

#### **Periodically placing small advertisements and/or interviews in key local newspapers** noting:

- Sum of grants disbursed (against plan); noting recipient sectors and key related activities
- Projects funded by DFID (including where and when, and the real impact on the population)
- Project spending
- Projected data for the same for the next quarter
- Publicly available Government of Rwanda website where more details can be found



## 8) UK Human Rights Assessment

### Human rights context:

- **Economic and social rights:** Rwanda is ranked 167th of 187 countries in the UN's Human Development Index (2012) but is in the top four of the world's fastest improvers since 2000 and is on track to achieve most of the MDGs. The poverty rate fell from 57% in 2005/6 to 45% in 2010/11 (Rwanda household survey data) and IMF data show that economic growth has averaged 8% per year over the past five years - thus significantly advancing the realisation of the right to an adequate standard of living. There is also strong progress on rights to health and education over the same period: primary school net enrolment rates are 92% (up from 87% in 2005/06); maternal mortality has reduced from 750 to 487 deaths per 100,000 live births; and under-5 mortality levels have decreased from 152 to 76 deaths per 1,000 live births (Rwanda household survey data).
- **Non-discrimination:** In the UN's Gender Inequality Index, Rwanda has the second most progressive score in sub-Saharan Africa and is ranked 76th globally out of 187 countries (Human Development Report, 2013). Women are strongly represented in many senior roles e.g. in Cabinet and in Parliament where Rwanda has the highest proportion of female parliamentarians in the world (HDR, 2013). At the same time, women's work dominates the poorly-paid agricultural sector and over half of women who are or have been married have experienced sexual or physical violence (UNIFEM survey, 2008). Social discrimination based on sexual orientation continues, but the legal framework remains non-discriminatory.
- **Civil and political rights:** Freedom House rates Rwanda as 'not free' - its lowest ratings category - in terms of political rights and civil liberties. Elections are generally well-run with high turn-out but the electoral process has transparency shortcomings (Commonwealth Observer Group, 2010). The Government has been criticised for its treatment of journalists and for restrictions on the media (submissions to UN Universal Periodic Review 2010; US State Department 2013). Concerns have also been raised about restrictions on the freedoms of human rights NGOs and opposition political parties and about some anti-genocide laws stifling legitimate dissent and debate (e.g. UN Human Rights Council 2010; US State Dept. 2013). Allegations of irregular detention and torture remain a serious concern (Amnesty, 2012; US State Dept. 2013). The death penalty was abolished in 2007. The judiciary operates in most cases without government interference (US State Dept. 2013). The Universal Periodic Review reported in March 2011 and overall the Government accepted 67 of the 73 recommendations, but rejected 6. Implementation of recommendations will be reviewed at the next UPR process in 2015.
- **Security and Rwanda's regional human rights role:** Rwanda's record of building national peace and security following the 1994 genocide has advanced the right to life, liberty and personal security. At the same time, at the regional level there was credible and compelling evidence in 2012 of Rwandan support for the M23 militia who have committed serious human rights abuses in eastern DRC (e.g. UN Group of Experts, 2012).

### Direction of travel in recent years:

- The overall trend for social and economic rights is strongly positive. Inequality remains high but has reduced since 2005/6 (Rwanda survey data). The trend on reducing gender inequality is positive (UN Gender Inequality Index). The overall trend for civil and political rights, shows no clear upwards or downwards trajectory. The trend regarding Rwanda's regional human rights role, specifically in relation to eastern DRC, was negative over 2012 and remains under continuous review in 2013.

### UK approach and focus:

- Areas of particular UK activity in Rwanda include: (a) Advancing social and economic rights through development programmes and approaches as outlined elsewhere in this Plan; (b) Continuing to review Rwanda's commitment to all of the UK Partnership Principles, including in relation to the eastern DRC crisis; (c) Pressing for human rights reform at the highest levels of the Rwandan government; (d) Promoting respect for human rights through work to strengthen domestic accountability institutions; (e) Promoting the rights of women and girls through targeted programmes; (f) Strengthening voice and accountability in service delivery so that Rwandan citizens can engage effectively with the state in pursuit of their rights; (g) Supporting local initiatives that build peace and promote opportunities for Rwandans to engage openly, constructively and critically in decisions that affect and concern them.



## Annex A: Revisions to Operational Plan 2012/13

- **Context and vision:** reflects recent regional instability and assessment of Partnership Principles.
- **Headlines results:** removed health related indicators. As a result of the division of labour between donors in Rwanda, DFID Rwanda is no longer engaged in the health sector. Health results have been replaced with 1) ease of cross border trade and 2) food insecurity. The access to finance headline result has also been replaced with a public financial management indicator (PEFA).
- **Delivery and resources:** reflects recent aid decisions, and strengthened focus on private sector and economic development. The financial tables are also updated to reflect actual and forecasted figures.
- **Delivering value for money:** updated to reflect new DFID Rwanda value for money strategy.
- **Human rights:** new slide.
- **Results progress:** updated results data.
- **Gender annex:** updated with new data and focus areas.



## Annex B: Results Progress

### Progress towards headline results

Pillar/ Strategic Priority	Indicator	Baseline (including year)	Progress towards results (including year)	Expected Results (including year)
<b>Poverty, Vulnerability, Nutrition and Hunger</b>	Number of people directly assisted by DFID-funded social assistance programmes	65,300 (2010/11)	112,000 people were supported in 2011-12. Project implementation is on track and annual achievement exceeds milestones.	173,200 (2014-15)
<b>Education</b>	Number of children passing basic education leaving exam after grade 9	3,600 (2009/10) of which 2,000 boys and 1,600 girls	6,200 children were supported in 2011 academic year. The 2014/15 target is on track to be delivered.	45,300 of which half will be girls. (cumulative 2014-15)
<b>Education</b>	Number of girls and boys enrolled in lower secondary school grade 7-9	20,700 (2009/10) of which 10,700 boys and 10,000 girls	51,000 children were supported in 2012 academic year, of which 24,750 were girls.	66,300 (2014-15) of which half will be girls
<b>Wealth Creation</b>	Number of land parcels registered and titles issued	40,000 (2009/10) of which 21,000 owned by men and 19,000 by women	451,000 land parcels were registered in 2013-14 (2,451,000 cumulative), representing good progress towards the 2014/15 target.	4.16 million plots (cumulative 11/12 to 14/15)
<b>Empowerment and accountability</b>	Number of people supported to have choice and control over their own development and to hold decision-makers to account	26,800 (2010/11)	734,000 people were supported in 2012/13, which is steady progress towards the 2014/15 target.	1,245,000 (2014-15)

\* These results may not directly aggregate with other country results due to different measurement methodologies.



## Annex C: Gender Annex

### Context

The Government of Rwanda has demonstrated strong commitment to women and girls:

- in its Constitution;
- through explicit consideration of gender issues in its development strategies and policies, the application of gender responsive budgeting and creation of the Gender Monitoring Office;
- in its political rhetoric and in ratification of the Convention of the Elimination of Discrimination against Women (CEDAW).
- 56% parliamentarians are women, the highest representation in the world.
- Rwanda ranks 82 of 146 countries in the Gender Inequality Index 2011, despite ranking 166 of 187 countries in the Human Development Index.

### But gender inequalities persist...

Where 45% of the population live in poverty, the inequalities underpinning the lives of **women** and **girls** restrict their opportunities to escape poverty.

- Women's work dominates the poorly paid agricultural sector; 82% of women work in agricultural occupations. This, along with their weaker asset base, makes women particularly vulnerable to climate change.

- Women have primary responsibility for domestic tasks; overall they work an additional 11 hours each week compared with men.
- Experiences of violence are widespread; over half of ever married women have experienced sexual or physical violence.
- Only 18% of women decide for themselves how their earnings are used.
- Political representation at decentralised levels does not yet reflect national progress; only 10% of mayors are women.
- Abortion continues to be illegal, resulting in missing critical care.

### And start early...

- From age 10 girls spend more time than boys on domestic duties; by 15 girls spend 6 hours more than boys of the same age on domestic work.
- 1 in 4 of all girls attend secondary school but only 1 in 10 of the poorest girls; only 1 in 20 women aged 20-24 have completed secondary school.
- Over half of 15-19 year old girls believe that a husband is justified in hitting or beating his wife.



## Annex C: Gender Annex

### Results We Will Deliver

In support of DFID's overall strategy, we will deliver results against the four pillars of the Vision for Women and Girls.

DFID Pillar	DFID Rwanda Results
Direct assets for girls and women	<ul style="list-style-type: none"> <li>• Provide loans to more than 38,350 women</li> <li>• Assist more than 26,345 of the poorest women and their families with cash transfers</li> <li>• Register and title the land parcels owned /co-owned by 2.13m women</li> </ul>
Delay first pregnancy	<ul style="list-style-type: none"> <li>• Provide training and information on their sexual and reproductive health and rights to 52,000 12 year old girls</li> </ul>
Get girls through secondary school	<ul style="list-style-type: none"> <li>• Enable 22,645 girls to pass the basic education leaving exam after grade 9</li> <li>• Enable 33,146 girls to enrol in lower secondary school at grades 7-9</li> </ul>
Prevent violence against girls and women	<ul style="list-style-type: none"> <li>• Create border crossings which are safe for women</li> <li>• Provide training and information on violence avoidance and sexual and reproductive health and rights, to 52,000 12 year old girls</li> <li>• Design of prevention programme in 2014</li> </ul>

### Our Approach

To realise our ambitions DFID Rwanda will:

- Strengthen gender analysis in the design, implementation, monitoring and evaluation of our programme work to ensure that individual programmes address the relevant needs, opportunities and barriers affecting girls and women
- Measure the impact of our work by collecting evidence on how women and girls have participated and benefited, disaggregating results by sex
- Work with partners to ensure a gendered analysis of poverty and vulnerability is undertaken and use this analysis to update our own programme focus
- Invest in our staff to ensure they have the skills, support and performance incentives to put women and girls at the centre of what we do
- Work with GirlHub Rwanda to bring a strategic focus on adolescent girls to help prevent the intergenerational transmission of poverty
- Communicate how women and girls are benefiting from our work to reduce poverty in Rwanda