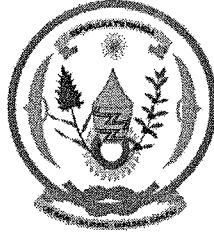


THE MINISTRY OF FINANCE AND ECONOMIC PLANNING



THE UNITED NATIONS



United Nations
RWANDA
Unity in Diversity

JOINT PROGRAMME DOCUMENT

RWANDA

Programme Title: Strengthening Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E

**Joint Programme Outcome(s): UNDAF Result 1. Good Governance Enhanced and Sustained:
Outcome 5. Evidence Based Policy Making**

<p>Programme Duration: 2 YEARS Anticipated start/end dates: October 2011-2012</p> <p>Fund Management Option(s): Pooled funding</p> <p>Managing or Administrative Agent: UNDP</p>	<p>Total estimated budget*: 2,213,830 Out of which:</p> <p>1. Funded Budget: 1, 9,069,791</p> <p>2. *Unfunded budget: 357,039</p> <p>* Total estimated budget includes both programme costs and indirect support costs</p>
	<p>Sources of funded budget:</p> <ul style="list-style-type: none"> • Government of Rwanda 100,000 • UNDP Trust 556,791 • UNDP TRAC- 1,000,000 • UNICEF 100,000 • UNFPA 100,000 • *Underfunded 357,039 <p>*Underfunded to be mobilized</p>

UN organizations	National Coordinating Authorities
<p>Aurelien Agbenonci Resident Coordinator</p> <p>Signature: _____</p>  <p>United Nations Rwanda Date & Seal (on behalf of UN Agencies) <i>12/11/2011</i></p>	<p>Minister John Rwangombwa Minister of Finance and Economic Planning KIGALI</p> <p>Signature: _____</p>  <p><i>17 OCT 2011</i></p> <p>Government of Rwanda Date & Seal (on behalf of the Government of Rwanda)</p>

1. EXECUTIVE SUMMARY

Rwanda has made remarkable economic and social progress during the last 15 years after the genocide. Its vision 2020 “seeks to fundamentally transform Rwanda into a middle-income country by the year 2020.”¹ In 2007, the Government (GoR) of Rwanda launched the second generation of poverty reduction strategy the “Economic Development and Poverty Reduction Strategy” (EDPRS) for the period 2008-2012 to ensure that social and economic development is more streamlined and harmonized. The EDPRS provides a medium term framework for achieving the country’s long term development aspirations as embodied in Rwanda Vision 2020. Both Vision 2020 and the EDPRS are consistent with the Millennium Development Goals (MDGs). Rwanda is committed to becoming a middle income economy by 2020 through implementing the priorities identified in Vision 2020.

The EDPRS 2008-2012 sets the country’s developmental objectives, priorities and policies for the period through three flagship programs i) Growth for Jobs and Exports; (ii) Governance; (iii) Vision 2020 *Umurenge* that aims to reduce inequality and poverty. The Government of Rwanda is cognizant of the importance of monitoring and evaluation in delivering on its long term development vision. Monitoring of the EDPRS is inbuilt in the form of an integrated monitoring and evaluation framework. The current framework needs to be operationalized by strengthening the existing national monitoring and evaluation system integrating both the central and local government processes, including planning, implementation and monitoring and evaluative function. The current M&E system has a number of gaps and weaknesses as highlighted by preliminary assessments conducted under the aegis of the Ministry of Finance and Economic Planning. These include but not limited to weakness of the evaluation function, weak results focus, insufficient expertise in results based management.

Under the Paris Declaration, the UN Delivering as One Programme for Rwanda (2008-2012) is premised on the national priorities as identified in Vision 2020 and the EDPRS. Under this framework the Government of Rwanda through the Ministry of Finance and Economic Planning (MINECOFIN) requested for UN support towards the establishment of a Monitoring and Evaluation Unit at the Ministry of Finance and Economic Planning; strengthening the national integrated M&E system; strengthening the evaluative function, and promoting results based management approaches in planning, monitoring and evaluation at the national and sub- national levels. Three United Nations Agencies in Rwanda (UNDP, UNICEF and UNFPA) committed to providing resources to support the project. The results and experiences gained in the implementation of the project are expected to contribute towards building the Government of Rwanda’s evaluative capacity and contribute to Rwanda’s development goals. The United Nations will support MINECOFIN in the implementation of the project and will utilize its rich and varied knowledge and resources to strengthen the government’s efforts in evaluation capacity building.

The project will contribute towards achieving UNDAF Result 1- “Good governance enhanced and sustained” and Outcome Five, i.e. **Evidence-based policy making**. The expected Outcome of the project is “**National Evidence-Based Policy Planning, Analysis and M&E strengthened in line with implementation of national and international goals and commitments**”. This will be achieved through the following outputs:

1. National Monitoring and Evaluation Coordination Function strengthened
2. National M&E Policy and Implementation Guidelines, Tools and M&E Communications Strategy/Plan developed
3. National Integrated Monitoring and Evaluation System operationalized.
4. Monitoring and Evaluative capacities (including capacities for the preparation of EDPRS II and the conduct of evaluations) developed.

¹Republic of Rwanda, Rwanda Vision 2020, page 13

2. SITUATION ANALYSIS

The Government of Rwanda is committed to steering the country into becoming a middle income economy by 2020. This is being done through implementing the priorities identified in Vision 2020 through different strategies like the Economic Development and Poverty Reduction Strategy (EDPRS I- 2008-2012) which started in 2008 after the Poverty Reduction Strategy paper.

The Vision 2020 and the EDPRS both contain thematic priorities consistent with the Millennium Development Goals (MDGs). They are as follows:

- 1) Reconstruction of the nation and its social capital, anchored on good governance (and) underpinned by a capable state
- 2) Transformation of agriculture into a productive, high value, market oriented sector, with forward linkages to other sectors
- 3) Development of an efficient private sector spearheaded by competitiveness and entrepreneurship
- 4) Comprehensive human resources development, encompassing education, health, and ICT skills aimed at public sector, private sector and civil society. To be integrated with demographic, health and gender issues
- 5) Infrastructural development, entailing improved transport links, energy and water supplies and ICT networks
- 6) Promotion of regional economic integration and cooperation

The Vision is implemented through a series of medium-term plans and their financing strategies. The medium-term plan is further operationalized through national medium-term sector strategies that themselves further inform decentralized plans at the provincial and district levels. Concrete actions of the national and sector and decentralized plans are costed and implemented through the Medium-Term Expenditure Framework (MTEF) and annual action plans.

The Ministry of Finance and Economic Planning (MINECOFIN) is responsible for implementing the Vision 2020 and its medium-term plans. The second medium-term plan- the Economic Development and Poverty Reduction Strategy 2008-2012 is under implementation. To achieve goals stated in EDPRS, MINECOFIN has undertaken several initiatives towards the establishment of a monitoring and evaluation (M&E) framework to track development progress made through the implementation of the EDPRS.

In this regard, it established a Department of National Development Planning and Research (NDPR). In addition, MINECOFIN prepared an institutional framework for monitoring and developed tools, such as the EDPRS Matrix and the Country Programme Action Plan (CPAF). Monitoring reports on the indicators contained in the EDPRS Matrix and the CPAF are already integrated into the planning and budgeting cycle.

A key modality for the implementation of the EDPRS has been the establishment of Sector Working Groups (SWGs). The latter are responsible for determining sector strategies in relation to the Vision and EDPRS and, for monitoring the implementation of these strategies. Other structures include the National Evaluation Committee established to oversee the conduct of evaluations and research identified by the Sector Working Groups.

At the decentralized level, there are structures at the Provincial, District, Sector, Cell and Village levels, responsible for preparing monitoring reports. In addition to MINECOFIN, the Office of the Prime Minister and the Ministry of Local Government (MINALOC) play a key role in monitoring and evaluation of the EDPRS at national and decentralised levels. They are responsible for developing the policy framework, monitoring and evaluation standards and guidelines, as well as implementation decisions at the decentralised levels.

Plans are also in place to utilize the results of the EDPRS monitoring reports to provide more evidenced-based planning and policy making through in-depth policy research and evaluations. The NDPR works with sectors to carry out policy research themes and conduct evaluations at all stages of the programme cycle.

Despite the progress made in building institutions and capacities for monitoring and evaluation, the EDPRS monitoring and evaluation system has many gaps and weaknesses. Some of these gaps identified by MINECOFIN in its own assessment and in collaboration with its development partners include:

- Lack of a national M&E policy
- Weakness in the evaluative function, with greater emphasis placed on monitoring
- Insufficient focus on results-based planning and budgeting, monitoring and reporting
- Limited expertise in results based management
- Inadequate skills in conduct of evaluation and in statistical techniques (data collection and analysis)
- Limited capacities at decentralized levels in understanding the application of RBM and M&E.

Further, there are deeper capacity challenges that have resulted in: mis-alignment between the monitoring tools, i.e. the EDPRS Matrix and CPAF; use of monitoring indicators that are not verifiable or that have no baseline information and therefore no annual targets could be predicted.

The current national monitoring and evaluation system integrating the national and sub-national systems and related processes including planning, implementation and monitoring and evaluation therefore requires strengthening. There is need for evaluation capacity building to strengthen the country based Monitoring and Evaluation system to increase the relevance of Monitoring and evaluation for policy development and promote the sustainability of the M&E system and the institutional arrangements.

Evaluation Capacity Building will ensure that knowledge from M&E is applied as part of sound public governance within the Government of Rwanda and will encompass a range of evaluative tools and approaches that include going beyond programme evaluation. Evaluation Capacity building will involve strengthening Rwanda's national based M&E systems, so that M/E is regularly conducted and used by the government. The evaluation capacity building strategies will result in: increased relevance of M/E information for policy development and timely decision making; improve the quality and quantity of ME products; promote sustainability of M/E systems and institutional arrangements within government. A strong M&E system and strong evaluative function will strengthen accountability and support public expenditure management for optimal resource use: promote continuing learning and the achievement of targeted results in the stated in the EDPRS, Vision 2020 and the MDGs.

The GoR and key stakeholders require that evaluation capacity building results in a fully operational monitoring and evaluation system that ensures not only quality tracking of progress, but also increases the relevance of M/E information for policy makers, where evaluation findings and recommendations will be used by government to make better decisions, demonstrate performance and act on performance information and ensure that programmes are relevant and performing.

In its quest for strengthening its capacity for evidenced-based planning, the GoR through the Ministry of Finance and Economic Planning requested support from the United Nations in Rwanda for the establishment of a national integrated M&E system. The One United Nations has given its commitment to support the Project. The Planned project **"Strengthening Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E"** through MINECOFIN will help to establish a platform for results-based management including planning, monitoring and evaluation at both the central and decentralized levels.

The United Nations support towards the Project **"Strengthening Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E"** will therefore contribute towards evidence based planning and policy making and promote the use of monitoring and evaluation information for sound public governance and policy formulation.

In implementing this project, the UN will adopt a joint and harmonized approach that is intended to institutionalize the M&E function within the Government of Rwanda. This will be done through strengthening and enabling sustainable capacities within MINECOFIN, thus reducing reliance on external expertise.

The United Nations, under its One Programme, will utilize its repository of knowledge, access to knowledge resources and experience in monitoring and evaluation to support the Government of Rwanda in building its own evaluation capacities. This approach will be taken with full counterpart collaboration with the Government of Rwanda, which will contribute its own financial, human and technical resources towards the intervention as a mechanism for sustainability beyond UN funding in the future.

3. METHODOLOGY

The Project will be implemented by the Government of Rwanda through the Ministry of Finance and Economic Planning (MINECOFIN), in partnership with the UN Agencies UNDP, UNICEF and UNFPA. The Government of Rwanda will set up a National Monitoring and Evaluation Steering Committee - to be chaired by the Director-General of the NDPR/MINECOFIN to provide policy direction to the implementation process.

The UN technical team for Monitoring and Evaluation will also provide support. The UN will assist the GoR in sourcing national and international expertise as appropriate, while ensuring effective knowledge transfer for sustainability within the Government of Rwanda.

The active participation of key stakeholders from Ministries, development partners, civil society organisations during the development of the monitoring and evaluation system and policy will ensure inclusiveness and build ownership of the proposed monitoring and evaluation system by all.

Evaluation capacity development will be an integral part of the project so as to ensure sustainability, as well as sound public governance. The project will complement and integrate all ongoing monitoring and evaluation efforts in the Government of Rwanda and will build evaluative capacity and promote continuous learning.

4. LESSONS LEARNED

Government of Rwanda: The Government of Rwanda has been implementing a system of monitoring for the EDPRS and therefore has been able to assess its situation with regard to its adequacy in providing information for future planning and policy making. Some of the emerging lessons revolve around weaknesses in the planning framework and the absence of consistent and harmonized tools for decision making; and incoherence in the planning, monitoring and evaluative functions at the national and decentralized levels.

For example, there is no national M&E Policy; there are weaknesses in the evaluative function with more emphasis on monitoring; the planning function is results based; there is insufficient expertise in result-based management; limited skills in statistical techniques (in data collection and analysis); inadequate capacity at decentralized levels and; weak inter-linkages between the different information/M&E sub-systems.

United Nations: The UN system agencies have also benefitted from lessons learned in prior project implementation with the Government of Rwanda. These lessons include: support for project approaches that did not yield substantial and sustainable results; uncoordinated technical support towards different components of the Monitoring and Evaluation system, resulting in duplicated efforts and increased transaction costs; lack of a clear strategy for sustainability and; incoherence in its approach to the roll out of results based management.

5. STRATEGY

The Government of Rwanda is taking the opportunity of the preparation of the second EDPRS for the period 2013-2018 to institutionalize a strong national planning and monitoring and evaluation System. Complementary to the system will be a plan for building sustainable evaluative capacities.

A long-term evaluation capacity development plan will therefore be developed so as to ensure management sustainability of the M&E System. Directors of Planning, Planning and Budgeting Officers, and other representatives of Sector Working Groups (SWGs) will be trained to facilitate the preparatory activities for the development of the second EDPRS and monitoring framework and evaluation plan.

6. PROPOSED JOINT STRENGTHENING OF GOVERNMENT OF RWANDA'S NATIONAL EVIDENCE-BASED POLICY PLANNING, ANALYSIS AND M&E PROJECT

The joint UN project is part of the UN's overarching programme of capacity support to the Government of Rwanda. This project is intended to strengthening evidence-based policy planning, analysis, M&E and reporting system, including development of a national M&E policy and implementation guidelines, as well as building capacity at both central and local levels of government to undertake the monitoring and evaluation. This will provide the environment for the GoR to demand for results from all players in the public arena on hand as well as provide enabling environment the districts and line ministries to respond to effectively these demands. Special emphasis will be placed on strengthening capacities for analysis and reporting on the EDPRS and also the MDGs and for evaluations.

The objective of building evaluative capacities is that these capacities are key to contributing towards the evidence base for policy development and socio-economic Planning. The collection, analysis and use of data will be strengthened. Emphasis on data quality and disaggregation will facilitate analysis on gender and other cross-cutting issues.

The project also aims to strengthen institutional capacity for coordination of a robust EDPRS monitoring and evaluation framework at central and decentralized levels through specific capacity development activities for the NDP. Project goals will be achieved through the following outputs:

a) National Monitoring and Evaluation Function Strengthened

Institutionalizing the M&E function within the Government of Rwanda will ensure sustainability of the system. The NDP also has the mandate for monitoring the EDPRS, conducting policy research and evaluation and also acts as the public investment project clearing house. (It is proposed also to include the Public Investment. Other M&E activities are carried out by sectors and also by the Office of the Prime Minister. MINECOFIN however has lead responsibility for defining development outcomes and ensuring strategies and frameworks are put in place for their achievement and is therefore best placed to house the national M&E system.

A dedicated office is however important for coordination of the implementation of a national monitoring and evaluation system. The role of this office will be to provide direction and act as an enabler. Actual implementation will happen at the Ministry/Sector and programme levels.

The office will set the broad vision and provide leadership in facilitating a culture of results. It will also be responsible for developing a communications strategy for disseminating monitoring and evaluation results.

b) National M&E Policy and Implementation Guidelines, Tools and M&E Communications Strategy/Plan developed

While there are several examples of countries where national M&E systems are implemented without the guidance of an overarching legal framework, in many others, the existence of such a framework has proven to be helpful in providing guidance on rule governing its application and tools. As such, a national M&E Policy will be developed.

The National M&E Policy will provide the overarching framework for coordinated actions by all relevant agencies of government including the Office of the Prime Minister, MINECOFIN, ministries, the National Institute of Statistics of Rwanda (NISR), districts and donors. The Policy will include arrangements for data gathering, analysis and feedback from data sources to policy makers and vice-versa. The Policy will include guidelines for implementation of the national M&E system. These guidelines will facilitate harmonization all of the M&E subsystems that exist at the central level and integrate central and decentralized reporting. Additionally, the policy guidelines will include examples of standardized monitoring tools.

There will be some 'testing' of the policy in that many of the components will be implemented – even as the policy and its operational guidelines are being prepared. Similarly, tools developed to facilitate harmonized reporting throughout the system will be implemented, first on a pilot basis and later universalized.

Accompanying the policy will be a communications strategy. This strategy will support the implementation of the national M&E system in that it will among its components seek to build a culture of accountability and results throughout Rwanda. Under the activities of the national dialogue forum and other policy forums, high level conferences and sensitisation seminars (including for Cabinet and Parliament) will be used to increase awareness on evaluation results and their utilisation as well as build an evaluation culture among the leadership at all levels. This will help build an evaluation culture within the public service as well as develop champions to lead the M&E process.

c) National Integrated Monitoring and Evaluation System Built

The GoR has developed an institutional framework for monitoring & evaluation of the EDSPR II. Implementation has begun using that framework. Closer scrutiny of the framework however shows that the institutional coordination and implementation arrangements have not been clearly and comprehensively defined. Some of the gaps noted are:

- Absence of the conceptual and operational linkage between the planning function and that of M&E. The result has been intense focus on monitoring to the exclusion of the planning and evaluation functions.
- Lack of standards and tools for operationalizing and 'systematizing' M&E within Government. As a result, there are differentials in the quality of monitoring reports, particularly those received from the decentralized decision making levels.
- Evaluations and policy research are not being conducted.

Sector Working Groups have been institutionalized under the framework to lead monitoring arrangements and develop and implement research and evaluation programmes within their sectors. This is done through the conduct of Sector Reviews, largely of the EDPRS matrix and the Common Performance Assessment Framework (CPAF). Sector reviews are perhaps the most successful tool used in the M&E process, but they are largely a monitoring exercise. Sector Reviews take place at fixed intervals during the financial year as mandated. Coverage of progress made under the EDPRS is tracked by the Review reports. These reports are however limited in scope and do not provide in-depth analysis of the determinants or consequences of the actions observed.

Further, these reports do not inform budget and there is no legal requirement that they are presented to the Cabinet. This means that policy makers may be unaware of vital information that could influence their decisions. Sector review reports and EDPRS monitoring reports are also the main reporting instruments used for dissemination of information. There are no other monitoring or evaluation instruments on which policy advice can be based.

The Common Performance Assessment Framework (CPAF), the EDPRS matrix are the main processes and tools under the current M&E arrangements. The CPAF consists of a set of indicators and associated policy actions intended to influence change in those indicators. A technical review of these monitoring tools shows inadequate capacity for constructing indicators and defining their targets.

In sum, development tracking modalities are fragmented. The national integrated M&E system will therefore be built as harmonizing mechanism to bring all sub-systems together and provide all actors with a set of standards, a policy and tools to guide the process. The Policy with its implementation Guidelines and tools will be the guiding framework for building the M&E System.

d) Monitoring and Evaluation Capacities Developed

Capacity development is central to development and progress. The Accra Agenda for Action has committed all development actors to strengthening capacities in support of ownership of development processes. While there has been some investment in capacity development for monitoring and evaluation by the Government of Rwanda, this project aims to foster a coordinated and systematic approach. Capacity development under this project will also be embraced in all its facets, i.e. individual training, coaching and mentoring, institutional development, knowledge management and provision of an enabling environment for building a culture of results. Necessary equipment will also be provided.

Training conducted will be a catalyst for the implementation of results based M&E system. First of all, opportunities for 'learning by doing' will be afforded so as to reinforce and build capacities. Active involvement of all ministries' staff in the implementation of the M&E system will reinforce the knowhow within government and ensure the system's sustainability. The staff involved in the process of implementing the system will serve as a pool of resources for other programs within the ministry as well as for the development of the national M&E system being designed and implemented.

The plan to pilot tools and even the implementation of the system, even as the policy's operational guidelines under preparation will also be a means of learning by experience. Training of a critical mass of civil servants will offer advantages such as dealing with staff turnover and attrition. It will create a common approach among participants who share the same vision, language and tools and can better communicate among themselves within communities of practice.

A pedagogical strategy will be adapted to the Government of Rwanda context, the participants and the intended objectives. It is proposed that in order to cascade training to the decentralized levels in as short a time as possible, the Rapid Sequential Training Model and the Training of Trainers modalities will be adopted.

The latter approach will build on the UN efforts in training Trainer of Trainers. Participants for the evaluation capacity building activity will be selected to ensure that the training meets their objectives. A critical mass of civil servants will be trained in M/E through a pedagogical strategy and hands on training. Trainer of Trainers will be selected after this and their capacities to be trainers built. International agencies with expertise in proving this kind of training will be utilized for this purpose.

The revision of the first and preparation of the second medium-term plan (EDPRS 2 developed) will form the backdrop for much of the immediate capacity development within the Government of Rwanda Capacity building activities will centre on identified weaknesses in the performance monitoring framework of EDPRS

1; the planning framework and lack of tools. Sector workshops to review the EDPRS will be held and the Sectors supported on the preparation of the sector results matrices. This will be done at the national, sector and decentralised levels.

A key component of the project will be knowledge management, through the development of capacities and competencies in the conduct of policy research and evaluations. As such there will be emphasis on the promotion and training of evaluation expertise. Already NDPR/MINECOFIN has established a dedicated unit for Policy Research. This Unit will facilitate the dissemination of a culture of good practices of evaluation and will provide functional leadership for evaluation across the national and sub-national levels of government through advice, guidance, use and advancement of evaluation practices.

The Unit will also be responsible for developing guidance material and tools to support policy implementation in Ministries and agencies and to advance the evaluation practice. It will be ultimately be the responsible agency for improvements in the capacity and competence of evaluation units across the government, thus supporting the Government of Rwanda's need to develop internal capacity and help civil servants integrate and evaluation culture. Eventually, it is expected that through this initiative an Evaluation Centre for Excellence will be established in Rwanda.

The project, through the Policy Research Unit within MINECOFIN/NDPR will also support the establishment of a national professional evaluation association in Rwanda.

6. RESULTS FRAMEWORK

JP Outputs	Participating UN organization-specific Outputs	Participating UN organization ²	Participating UN organization corporate priority	Implementing Partner	Indicative activities for each Output	Resource allocation and indicative time frame*			
						Y1	Y2	Y3	TOTAL
1. National M&E Coordination Function Strengthened Indicators: Recommended Institutional arrangements for coordination of the national M&E system implemented Baseline Situation: Institutional arrangements for Coordination of the national M&E system developed, but not yet implemented.		UNDP		MINECOFIN	Recruit international technical expert on Planning and M&E	250,000	250,000	-	500,000
		UNICEF			Recruit National UNV Statistician	11,000	11,000	-	22,000
		UNFPA			Recruit Communications Officer	30,000	30,000	-	60,000
					Travel	15,000	15,000	-	30,000
					Elaborate institutional arrangements for coordination function (covering both central and decentralized levels) for management approval and action	-	-	-	-
					Implement institutional arrangements for coordination function (covering both central and decentralized levels)	15,000	15,000	-	30,000
					Convene monthly follow-up meetings of the technical advisory groups and quarterly meetings of the oversight committee to allow for continued technical input and policy direction	15,000	15,000	-	30,000
					Carry out capacity assessment of NDPR and implement recommendations	-	-	-	-
					Review current M&E sub-systems, tools and instruments	12,000	-	-	12,000
2. National M&E Policy and Implementation				MINECOFIN					

² in cases of joint programmes using pooled fund management modalities, the Managing Agent is responsible/accountable for achieving all shared joint programme outputs. However, those participating UN organizations that have specific direct interest in a given joint programme output, and may be associated with the Managing Agent during the implementation, for example in reviews and agreed technical inputs, will also be indicated in this column.

Guidelines, Tools and M&E Communications Strategy/Plan Developed Indicators: National M&E Policy and Implementation Guidelines gazetted Baseline Situation: National M&E Policy and Guidelines for Implementation not yet prepared. No standardized tools for preparation of harmonized monitoring reports at the central and decentralized levels	UNDP UNICEF	Governance	Draft national M&E Policy and Guidelines and communication strategy	5,000	5,000	-	10,000
			Convene central (including the technical oversight committee) and provincial level consultations on the Policy, Guidelines and tools and utilize comments to finalize	15,000	-	-	15,000
			Finalize policy document and submit to the PS' Forum for final approval and on-forwarding to Cabinet.	-	-	-	-
			Conduct technical assessment and revision of tools so as to harmonize reporting at the	20,000	-	-	20,000
			Publish and disseminate the national M&E Policy	15,000	10,000	-	25,000
3.National Integrated Monitoring and Evaluation System Operationalized							
Indicators: Reports from integrated reporting system in accordance with the legislative framework (Policy and Guidelines) on the budget calendar. Published evaluation reports, including report of the evaluation of the	UNDP UNICEF UNFPA	MINECOFIN	Sensitize NDPR/M&E staff on the Policy and use of M&E tools	20,000	10,000	-	30,000
			Sensitize Central/Sector and Provincial M&E officers on use of Policy, Guidelines and Tools	30,000	-	-	30,000
			Cascade training on Policy, Guidelines and tools to the District and lower geographic decision making levels	100,000	-	-	100,000
			Sensitize senior level policy makers and legislators on the Policy and Guidelines	15,000	-	-	15,000
			Train sectors and provinces on analytic report writing and Prepare monitoring reports using tools	40,000	-	-	40,000

National M&E System informing further planning and policy making						Prepare a research plan for approval	-	-	-
						Prepare an evaluation plan for approval	-	-	-
Reports of sensitization workshops on M&E Policy, Guidelines and tools (reports will also show number and level of officers sensitized)						Support the conduct of policy research and policy seminars.	20,000	20,000	40,000
						Support the conduct of evaluations in accordance with the evaluation plan.		150,000	150,000
Published reports of policy seminars and research and evaluation findings						Evaluate the performance of the M&E system after 2 years of implementation.	-	40,000	40,000
Baseline Situation: M&E sub-systems incoherent.									
Differentials in quality and information base of monitoring reports.									
No Evaluations conducted to determine institutional learning.									
Inadequate communication of policy recommendations and options; insufficient feedback to citizens.									
						Implement the approved communication plan.	10,000	10,000	20,000

7. MANAGEMENT AND COORDINATION ARRANGEMENTS

a) Implementing Partner: The Ministry of Finance and Economic Planning is the designated government agency responsible for the management and coordination of the Monitoring and Evaluation Project. The Office of the Prime Minister and the Ministry of Local government are involved and will have key implementation roles at the national and decentralised level. MINECOFIN will be responsible for managing a project, including the monitoring and evaluation of project interventions, achieving project outputs, and for the effective use of the resources. MINECOFIN may enter into agreements with other organisations or entities to assist in successfully delivering project outputs.

The project will be implemented directly under the coordination of the Ministry of Finance and Economic Planning. An International Technical advisor will be responsible for providing overall guidance to the technical components of the project and will work closely with the implementing partner. The Technical Advisor will be responsible for ensuring timely delivery of the program outputs, and creating the linkage between the Ministry of Finance and Economy Planning, the United Nations and development partners. The Technical Advisor will report to the Director General, MINECOFIN, under the overall guidance of the UNDP Country Director. He/She will ensure timely delivery of project outputs.

b) The National Monitoring and Evaluation Steering Committee (Project Board). The National Steering committee will provide overall oversight for the implementation of the project. The Committee will comprise Directors General across the sectors and will be chaired by the Director General MINECOFIN/NDPR. The UN Resident Coordinator or his/her appointee will represent the UN at the Committee on the committee. The National Monitoring and Evaluation Steering Committee (Project Board) will be responsible for making management decisions when required and provide recommendations for the project plans and revisions. The Steering Committee decisions will ensure management for development results best value money, fairness, integrity, transparency and effective international competition. The board will also provide quality assurance for the project evaluations and will conduct project reviews at key decision points or when necessary, The Project Board may review and approve project quarterly plans when required and authorizes any major deviation from these agreed quarterly plans. The Steering Committee will sign off the completion of each quarterly plan as well as authorizes the start of the next quarterly plan. It will ensure that required resources are committed and arbitrate on any conflicts within the project or negotiates a solution to any problems between the projects and external bodies. In addition, it will approve the appointment and responsibilities of the Project Manager and any delegation of its Project Assurance responsibilities. Potential members of the Project Board are reviewed and recommended for

The Steering Committee will meet quarterly or as deemed necessary to review progress made, ensure that program implementation resonates with required procedures and work plans and will make recommendations for strengthening implementation. The Committee will report key milestones of progress to the PS' Forum. The National M&E Policy will also be presented to the PS' Forum for approval before going to the Cabinet.

c) National Monitoring and Evaluation Technical Committees: Three National Monitoring and Evaluation Technical Committee will be established to provide technical guidance for the implementation of project. Those Committees will be the Project Monitoring Committee, the Programme Monitoring Committee and the Research and Evaluation Oversight Committee. Monitoring Committees will comprise of Directors of Planning whereas membership of the Research and Evaluation Committee will be drawn from local academic and research institutions. The Ministry of Finance and Economic Planning, including the National Institute of Statistics, the Ministry of Local Government and the Office of the Prime Ministry will also be represented on this committee. Technical committees will elect their chairpersons on a rotational basis. MINECOFIN as the Project Manager will run the project under the guidance of the Project Board (Steering Committee). MINECOFIN SPIU will be responsible for the day-to-day management and decision-making for the project and will ensure the project results (outputs) are achieved in the required quality standards and within specific time and cost constraints. MINECOFIN will appoint the Project Manager,

d) Project Support: Project support i.e. project administration and management shall be a responsibility of MINECOFIN SPIU and technical or quality assurance keep Project Support and Project Assurance roles separate in order to maintain the independence support will be provided by the Technical Advisor or as required by the needs. It is necessary to keep Project Support and Project Assurance roles separate in order to maintain the independence.

e) Project Assurance: Project Assurance will be carried out by UNDP on behalf of the UN Technical Working Group. The UN Technical Working Group team comprising representatives of UNDP, UNFPA and UNICEF will ensure that all component activities of the joint initiative are agreed upon through a common work plan. The Working Group will ensure that appropriate programme management milestones are managed and completed The Working Group will meet regularly to effectively support and coordinate the respective agencies support for the project. The role and responsibilities for coordination of the various interventions of each participating UN agency along with the production a single consolidated report will be documented. UNDP, on behalf of the UN Agencies will interface with the government and will be responsible for coordinating the activities of the UNCT and will inter face with the government. The participating agencies will share the cost of coordination. The Terms of Reference for the committee will outline the details of their roles and responsibilities as well as the inter-relationship.

8. FUND MANAGEMENT ARRANGEMENTS

The Ministry of Finance and Economic Planning through the Single Project Management Unit is the designated government agency responsible for the management and coordination of the Monitoring and Evaluation Project. The Office of the Prime Minister and the Ministry of Local government are involved and will have key implementation roles at the national and decentralised level. MINECOFIN SPIU will be responsible for managing a project, including the monitoring and evaluation of project interventions, achieving project outputs, and for the effective use of the resources. MINECOFIN may enter into agreements with other organisations or entities to assist in successfully delivering project outputs

Each UN agency will account for the funds received from the One Fund to fund it project output activities in accordance with its financial regulations and rules. A funds and activity monitoring tool will be developed to ensure accurate accountability of the funds raised and disbursed. Consistent with current practices, each agency will be responsible for auditing its own contribution to the program.

The UN Technical Committee will prepare a consolidated project budget showing the budget components of each participating UN agency. The consolidated budget will inform the National Steering Committee about the projected flow and utilization of funds as well as the potential shortfalls or funding gaps. In addition to allocation from the One Fund, participating agencies are also encouraged to fund specific outputs using agency core and/or vertical resources. In order to ensure smooth financial flows, all participating agencies will make their contributions for the following year known at least by October of the current and will make the funds available by February of the respective year.

An indicative budget has been prepared, amounting to **USD 2,213,830** over a period of two years. The UN budget/financing will be integrated into the GoR budget, but arrangements will be made to earmark the funds for the specific interventions to be supported by the UN. This will help ensure predictability to the GoR and ease accountability for results.

UNDP will be the lead agency and it will chair the UN Technical Working Group and represent participating agencies. UNDP will be responsible for consolidated reporting as agreed upon by the Steering Committee.

Transfer of cash to national Implementing Partners:

The project will be executed in line with UNDP's NIM (**National Implementation Modality**) procedures and guidelines. UNDP, in accordance with standard operational and financial guidelines and procedures will be

responsible for achieving the projects results and will remain accountable for the delivery of project outputs as per agreed project work plans, the financial management, and ensuring the overall cost-effectiveness of planned activities. The transfer of funds will be made through quarterly advances to the extent that the relevant IP has undertaken a HACT assessment.

10. MONITORING, EVALUATION AND REPORTING

The National Monitoring and Evaluation Committee and UN Technical Committee will jointly prepare briefs and submit both narrative and financial reports to the Steering Committee on a quarterly basis. The reports will detail financial expenditures, progress towards outputs and outcomes, challenges, risks and mitigation, and lessons learned. The financial reports will be submitted on an agreed upon format and will detail expenditure against agreed budget lines and future needs. An annual progress report will be submitted reflecting on the progress towards the outcomes for the year and will form the basis of the preparation of the work plan for the preceding year. The Technical Committee will facilitate a bi-annual review meeting with the project stakeholders to review the progress towards results, learning and feedback and looking forward. The UN Technical Committee will meet bi-monthly to review progress and recommend remedial actions where progress is deemed weak. The day to day management of the project is under the responsibility of MINECOFIN through its Single Project Implementation Unit.

There will be periodic joint field missions (and reports submitted based on an agreed upon format), during which the monitoring team will: conduct meetings with the key stakeholders including local government officials and have focus group discussions and interviews with them and other stakeholders. This will strengthen engagement at the decentralized levels whilst building capacities in both the coordination and M&E.

There will be asset management to ensure proper management and effective and efficient utilization of resources. The monitoring system will look at the accountability mechanism put in place to ensure that project inputs are managed following accepted standards.

A midterm and end line evaluation will be conducted using external consultants. Supporting Agencies will be encouraged to jointly recruit the external consultant. The Technical Committee will work closely with the Ministry of Finance and Economic Planning implementation team in the development of the evaluation Terms of Reference and recruitment of the consultant/s. The results of the evaluation will be shared with all participating Agencies, government and development partners in the form of workshop and reports.

Table Joint Programme Monitoring Framework (JPMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Outcome: National Evidence Based Policy Planning, Analysis and M&E strengthened in line with implementation of national and international goals and commitments					
1. National M&E Coordination Function Strengthened	<p>Indicators: Recommended Institutional arrangements for coordination of the national M&E system implemented</p> <p>Baseline Situation: Institutional arrangements for Coordination of the national M&E system developed, but not yet</p>	MINECOFIN reports	MINECOFIN reports	UNDP/ UNICEF/UNFP A	<p>Assumption: The National M&E Coordination function will remain with MINECOFIN/NDPR</p> <p>Risk: NDPR is not sufficiently staffed to carry out the necessary coordination and follow-up</p>
2. National M&E Policy and Implementation Guidelines, Tools and M&E Communications Strategy/Plan developed	<p>Indicators: National M&E Policy and Implementation Guidelines gazetted</p> <p>Baseline Situation: National M&E Policy and Guidelines for Implementation not yet prepared.</p> <p>No standardized tools for preparation of harmonized monitoring reports at the central and decentralized levels</p>	Ministry of Finance and Economic Planning Reports Cabinet papers	MINECOFIN reports	UNDP/ UNICEF/UNFP A	<p>Assumption: M&E sub-systems, particularly at the decentralized level will be able to implement the tools and carry out analysis of data and information at those levels</p> <p>Risk: Implementation of the Policy and its Guidelines will present an additional burden to the staff</p>
3. National Integrated Monitoring and Evaluation System Operationalized	<p>Indicators: Reports from integrated reporting system prepared in accordance with the legislative framework</p>	Ministry of Finance and Economic Planning Reports	MINECOFIN reports	UNDP/ UNICEF	<p>Assumption: Training delivered will be sufficiently internalized by participants and thereby make a difference in the quality of reporting and evaluations</p>

<p>4. National M&E capacities (including capacities for the preparation of EDPRS 2) built</p>	<p>(Policy and Guidelines) on the budget calendar.</p> <p>Published evaluation reports, including report of the evaluation of the National M&E System informing further planning and policy making</p> <p>Reports of sensitization workshops on M&E Policy, Guidelines and tools (reports will also show number and level of officers sensitized)</p> <p>Published reports of policy seminars and research and evaluation findings</p> <p>Baseline Situation: M&E sub-systems incoherent.</p> <p>Differentials in quality and information base of monitoring reports.</p> <p>No Evaluations conducted to determine institutional learning.</p>	<p>Annual Reports</p>	<p>Training reports Training Evaluations</p>	<p>Risk: There is insufficient support at the policy level to enable the implementation of the system, particularly for the conduct of evaluations</p>
	<p>Indicators: Training courses in M&E offered by local academic institutions. NGO and local training institutions involved in providing training on M&E tools. Reports of policy consultation</p>	<p>Training Reports MINECOFIN Annual Reports</p>	<p>UNDP/ UNICEF</p>	<p>Assumption: Resources will be available for the conduct of research and evaluations Risk: Trainees will be lost from the system</p>

	<p>workshops held for GoR sector Experts</p> <p>Reports of training of trainers workshop</p> <p>Reports of workshops held at the decentralized level</p> <p>Quality EDPRS document approved by Cabinet</p> <p>Baseline Situation:</p> <p>Baseline: No National M&E Capacity Building Plan</p> <p>Training largely concentrated at the national level</p> <p>Little policy research and no evaluations taking place, therefore little institutional learning from the implementation of development programmes and projects</p> <p>Inadequate capacity for the conduct of evaluations</p>				
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9. LEGAL CONTEXT

Table 3: Basis of Relationship

Participating UN organization	Agreement: This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Rwanda and the United Nations Development Programme, signed by the parties on
UNDP	
UNICEF	
UNFPA	

***The Implementing Partners/Executing Agency³ agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). T**

³Executing Agency in case of UNDP in countries with no signed Country Programme Action Plans

Work Plan for Joint Project "Strengthening Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E" 2011- 2012⁴

JP Outcome											
UN organization-specific Annual targets	UN organization	Activities	TIME FRAME				Implementing Partner	PLANNED BUDGET			
			Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount	
JP Output 1: National M&E Coordination Function Strengthened											
	UNDP/ UNICEF	Recruit international technical expert on Planning and M&E	X					MINECOFIN	Trust	Emoluments	500,000
		Recruit National UNV Statistician		X						Emoluments	60,000
		Recruit UNV Communications Officer		X						Emoluments	60,000
		Travel	X	X	X	X					15,000
		Elaborate institutional arrangements for coordination function (covering both central and decentralized levels) for management approval and action	X							Adviser	-


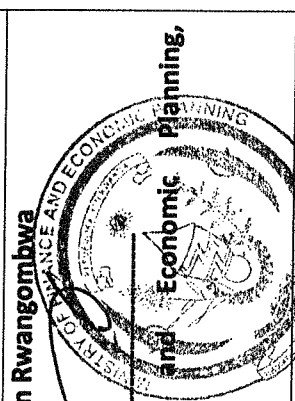
⁴Annual Work plans cover not more than a 12-month period. However, usually at the start-up of the programme, these may cover less than one year. In both cases, the corresponding period should be specified.

													3 rd year but budgeted for in second year		
	Evaluate the performance of the M&E system after 2 years of implementation.													-	
	Implement the approved communication plan					X	X						Communications activities	10,000	
JP Output 4: National M&E capacities (including capacities for the preparation of EDPRS 11) built															
	Conduct a national capacity assessment and develop capacity building plan for sustained institutionalized technical training for the conduct of evaluations; on tools for the M&E system, analysis and reporting (including the development of indicators)														
	Conduct with local academic institutions to design and deliver technical training programmes for M&E											MINECOFIN	Trust	2 nd yr	-
														2 nd yr Workshop/ Meeting with academic institutions	-

	Support study tours							X					Study tours abroad	25,000
	Support an M&E internship programme within the GoR											2 nd Year	Complement training programmes	-
	Support the establishment of a national network to strengthen the evaluation function							X					Establish Evaluation society of Rwanda	5,000
	Supply Equipment							X					Wkstations & Printers	10,000
Administrative Costs														144,830
Budget 2011 -12														1,052,000
UNDP														1,000,000
UNICEF														100,000
UNFPA														100,000
Government of Rwanda														100,000
Total Planned Budget														2,213830
	Total of UNDP: US\$ 1,000,000													
	Total of UNICEF: US\$ 100,000													
	Total of UNFPA: US\$ 100,000													

The Total Planned Budget by UN Organizations should include both programme cost and indirect support cost

Signatures⁵:

UN organization(Implementing Partner(s)
<p>Aurelien Agbenonci</p> <p>Signature: _____</p> <p>United Nations in Rwanda Kigali</p> <p>Date <i>02/10/2011</i></p> 	<p>Minister John Rwangombwa</p> <p>Signature: _____</p> <p>Ministry of Finance Government of Rwanda Kigali</p> <p>Date 10 OCT 2011</p> 

⁵When CSOs/NGOs are designated Implementing Partners, they do not sign this Work Plan. Each participating UN Organization will follow its own procedures in signing Work Plans with CSOs/NGOs.