



REPUBLIC OF RWANDA



United Nations
RWANDA
Unity in Diversity

**INCLUSIVE DIALOGUE ON THE POST 2015 DEVELOPMENT
AGENDA –“*HELPING TO STRENGTHEN CAPACITIES AND BUILD
EFFECTIVE INSTITUTIONS*”**

Rwanda - Country Report

October 2014

TABLE OF CONTENTS

LIST OF ABBREVIATIONS	3
EXECUTIVE SUMMARY	6
INTRODUCTION AND BACKGROUND.....	8
Objective of the National Consultations.....	9
Methodology of the Country Consultations.....	10
COUNTRY CONTEXT	11
MDGs - Rwanda’s Progress at a Glance	14
OUTCOME OF COUNTRY CONSULTATIONS	15
CONCLUSION AND RECOMMENDATIONS FROM RWANDA ON THE POST 2015	
AGENDA.....	35
ANNEXES	39
Annex A: Radio Talk-show (Kubaza Bitera Kumenya).....	39
Annex B: Radio Talk-show (Dusangire Ijambo)	41
Annex C: Newspaper Supplement in The New Times (a daily newspaper) announcing a National Radio Talk-show	42
Annex D: Detailed Press Release.....	44
Annex E: List of Participants, National Dialogue Meeting, 24th September 2014.....	45
Annex F: Pictorial of the National Consultations.....	49
REFERENCES.....	51

LIST OF ABBREVIATIONS

AAP	Annual Action Plan
AfDB	African Development Bank
CB	Capacity Building
CPAF	Common Performance Assessment Framework
CPC	Child Protection Commission
CPD	Continuous Professional Development
CSOs	Civil Society Organisations
DBS	Direct Budget Support
DDPs	District Development Plans
DPAF	Development Partners Assessment Framework
DPCG	Development Partners Coordination Group
DPs	Development Partners
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Enquête Intégrale des Conditions de vie des Ménages/Integrated Household Living Conditions Survey
FAO	Food and Agriculture Organization
FBO	Faith Based Organisation
FFRP	Rwanda Forum for Female Parliamentarians
FONERWA	Fund for Environment and Climate Change
GACU	Government Action Coordination Unit
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HEC	Higher Education Council

HIDA	Human & Institutional Development Agency
ICT	Information and Communication Technology
IPAR	Institute of Policy Analysis and Research
IT	Information Technology
JADFs	Joint Action Development Forums
JSR	Joint Sector Review
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MIGEPROF	Ministry of Family and Gender Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government and Social Affairs
MINECOFIN	Ministry of Finance and Economic Planning
MTEF	Medium Term Expenditure Framework
NCBS	National Capacity Building Secretariat
NCC	National Child Commission
NGOs	Non-Government Organisations
NISR	National Institute of Statistics of Rwanda
NYC	National Youth Commission
OAG	Office of the Auditor General
ODA	Official Development Assistance
PAC	Public Accounts Committee
PEFA	Public Expenditure and Financial Accountability Assessment
PFM	Public Financial Management
PPD	Public Private Dialogue
PRSP	Poverty Reduction Strategy Paper
PSF	Private Sector Federation
PSCBS	Public Sector Capacity Building Secretariat

PwD	Persons with Disabilities
RAB	Rwanda Agriculture Board
RBC	Rwanda Biomedical Center
REB	Rwanda Education Board
REMA	Rwanda Environmental Management Authority
RWF	Rwandan Franc
SBS	Sector Budget Support
SPU	Strategic Policy Unit
SSPs	Sector Strategic Plans
SWAp	Sector-Wide Approach
SWGs	Sector Working Groups
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCT	United Nations Country Team
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Organisation Fund
VUP	Vision 2020 Umurenge Programme
WDA	Workforce Development Authority

EXECUTIVE SUMMARY

As the target date of the MDGs 2015, is approaching, a debate on the framework of international development beyond 2015 has started. In this vein, 192 UN member states agreed at the Rio+20 summit to start a process of designing sustainable development goals, which are “action-oriented, concise and easy to communicate, limited in number, aspirational, global in nature and universally applicable to all countries while taking into account different national realities, capacities and levels of development and respecting national policies and priorities”

Rwanda has been privileged to be included in the pilot countries where exploration, evidence and analysis in form of consultation and dialogue are being conducted to inform the key priorities for post 2015 agenda,- such as the theme on “*Helping to Strengthen Capacities and Build Effective Institutions*”.

This Report presents the lessons learned by Rwanda during the implementation of MDGs and captures the outcome of national consultations and relevant literature review to feed into a UN High Level Panel report that will be the basis for intergovernmental negotiations on the Post 2015 Development Agenda.

Lessons learned from the MDGs

1. A Strong and committed leadership is a powerful driver of performance in shaping the national development agenda: Rwanda has demonstrated to the whole world that it is possible to rise from a “failed state” devastated by the Genocide into a “role model state” with sustained growth and socio-economic development.
2. Planning needs to be driven by national commonly understood goals and objectives. The capacity to focus on joint planning and cross sectoral coordination has been reiterated consistently.
3. An adequate institutional and legal framework for implementation, but with flexibility to change or adapt has proven effective for sustainable economic development-
4. The question of accountability needs to be addressed through institutionalised public accountability systems, increased transparency and established effective monitoring mechanisms
5. Economic and social empowerment of special groups is an imperative for inclusive and sustainable development and transformation
6. South-South cooperation, as one of the modes of engagement, is a strategic imperative form Rwanda to achieve the new development goals
7. Measuring strengthened capacities and effective institutions for sustainable development at national and sub-national levels is required to track the outcomes and impact of capacity building investments

Recommendations for the Post 2015 Development Agenda - *Strengthening Capacities and Building Effective Institutions*

SDGs must have content that is universally relevant, but depending on national circumstances, the national emphasis on different aspects should be differentiated on country specific development dynamics and priorities as proposed below:

- In terms of eradicating extreme poverty and hunger, the target should not just be focused poverty eradication but also have orientation on having effective national institutions to provide food security and mitigate hunger; then strengthen or put in place institutions that can provide economic empowerment.
- Every country should promote the wellbeing and capabilities of all their citizens, enabling all citizens to reach their potential, irrespective of class, gender, ethnic origin, religion, or race.
- Access to knowledge, information and technology is a prerequisite for innovation and will play an important role in leveling the economic playing field for developing countries and breaking the cycle of poverty.
- Ensuring access to basic infrastructure that is essential for economic development and well-being of the population. Institutions and human capacities to be enhanced to facilitate access to water, electricity, sanitation and transport facilities to support urbanization and strengthening of urban – rural linkages to transform from an agrarian economy to a service led economy.
- Job creation: with a growing youth population linking employment to skills development initiatives will continue to remain significant. Developing labor market linkages (supply and demand) is a key component of this. Attract sufficient investment in the private sector to create the necessary numbers of non-farm decent jobs.
- Inclusive Green economy is an important tool for achieving sustainable development, which can be implemented in a number of different ways by countries in accordance with national priorities. The Green economy can contribute to sustainable growth, help create employment and decent work, contribute to eradicating poverty, while maintain a healthy environment. Integrating these efforts with policy tools to address issues of climate change adaptation, disaster management, mainstreaming of environmental planning issues in development is a key element.
- South-South cooperation should opportunities to connect Sustainable Development Goals (SDGs) to mechanisms of climate change adaptation and mitigation.
- The SDGs should focus on building capacity for countries to take ownership and increase their ability to mobilize resources to finance their own development. There must be some efforts towards strengthening the institutions and mechanisms for increased domestic resource mobilization including the development of a dynamic private sector.

- The post 2015 goals should be molded towards ensuring a better environment for trade and investment to prosper.
- Economic Growth should be inclusive and sustainable. The SDGs should support country Policy choices and development paths.
- Address needs of special groups – Inclusive, representative and responsive institutions should be put in place or strengthened to cater for the special needs of women, children, people living with disabilities and the elderly.
- Institutional capacities should be enhanced to facilitate commitment to the rule of law, human rights, transparency, participation, inclusion, and sound economic institutions that support the private, public, and civil-society sectors in a productive and balanced manner.
- Citizen empowerment – This requires the development of appropriate mechanisms to build community capacity, to allow them to identify, assess and assert their priorities in local development planning, and to hold their leaders to account.

INTRODUCTION AND BACKGROUND

At the Millennium Summit held in September 2000, 189 countries adopted the Millennium Declaration, including Rwanda. It contains the global shared values which are considered to be essential to international relations in the twenty-first century. These include freedom, equality, solidarity, tolerance, respect for nature, and shared responsibility. Special significance were assigned to: (i) Peace, security and disarmament; (ii) Development and poverty eradication; (iii) Protection of our environment; (iv) Human rights, democracy and good governance; (v) Protecting the vulnerable; (vi) Meeting the special needs of Africa; and (vii) Strengthening the United Nations.

On development and poverty eradication, it has been declared by the Millennium Declaration: “We will spare no efforts to free our fellow men, women and children from the abject and dehumanizing conditions of extreme poverty, to which more than a billion of them are currently subjected. We are committed to making the right to development a reality for everyone and to freeing the entire human race from want”.

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

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

The first phase of the consultations in 2013 focused on the potential issues and areas to be included in a post-2015 development agenda. Rwanda also participated in this consultation process and highlighted the key priorities for post 2015 Agenda. The so-called ‘means of implementation’ surfaced as an issue during the process and have become central to the debate going forward, hence, the focus on strengthening national capacities and building effective institutions.

Also, there has been a clear expression of demand from Member States for pragmatic proposals on how to make the new development agenda work, but there have not been adequately robust avenues for consultation outside of the UN system or among Member States.

Thus, the second phase of consultations in 2014 which Rwanda has participated on focuses on common implementation challenges that countries are expected to face when putting a new agenda for more sustainable and inclusive development into effect.

Objective of the National Consultations

The country consultations are one of the opportunities provided by the UN to ensure open and inclusive dialogue that captures the views of the policy-makers, actors, the wider population in promoting global ownership of a “beyond 2015” development framework. This is a way of addressing one of the shortcomings of the MDGs i.e. lack of open consultation at all levels of society, allowing individuals to express their viewpoints. The UN system therefore encouraged discussions on the Post-2015 development agenda in a more open and inclusive manner using the means possible.

Thus, the overall objective of the inclusive dialogue is to provide additional information to policymakers, by drawing upon the lessons learned and the collective wisdom of the people of Rwanda, that an ambitious post-2015 agenda can be implemented and foster a broad sense of ownership, inclusive planning structures and multi-stakeholder partnerships to support its delivery. The specific objectives of the inclusive dialogue on “Helping to Strengthen Capacities and Build Effective Institutions” are the following:

- i) Identify, share and discuss existing and innovative approaches to addressing the various institutional and policy challenges to successful implementation of the future agenda. The scopes of the discussion will strongly be based on the lessons learned from the MDGs implementation era.
- ii) Raise awareness of the importance of strong capacities and effective institutions to deliver on the new framework.
- iii) Gather evidence and formulate perspectives to i) inform the ongoing national and international post-2015 discussions and ii) help prepare national and international actors for implementation of the post-2015 next development agenda, and the UN to be “fit for purpose”.

Methodology of the Country Consultations

The National Consultations were jointly organized by the UN and the Government of Rwanda through the National Capacity Building Secretariat (NCBS) under supervision of the Ministry of Finance and Economic Planning (MINECOFIN). A Technical Task Team was formed, comprising representatives from NCBS, UNDP and other UN Agencies. The Technical Task Team shared outcomes of each consultative session to the leadership of MINECOFIN and UNDP.

A range of consultative activities were aimed at creating the necessary awareness and stimulating participation as well as contribution to the Post 2015 development agenda. To this end, a number of consultations were carried out:

- The first round of national consultations in Rwanda on the Post 2015 development agenda were held in February 2013 and a report prepared in May 2013.
- A National Dialogue on “*Helping to Strengthen Capacities and Build Effective Institutions*” was launched in Kigali on the 24th September 2014.
- A Radio Rwanda live interactive talk show widened the scope targeting a wide range of Rwandans:
 - (*Kubaza Bitera Kumenya*¹) was held on Sunday, 19th Oct. 2014 (*Radio Rwanda and Five community radios*), supported by inputs from listeners on face book and twitter.
 - (*Dusangire Ijambo*²) was held on 23rd October 2014 (*Radio Rwanda and Five community radios*) supported by inputs from listeners on Facebook and twitter.
- The draft Country Report was shared with the Forum for Permanent Secretaries on 20th October 2014
- The draft Country Report also benefited from the inputs and guidance from the leadership of MINECOFIN and UNDP. The draft report was formally reviewed by the top leadership of MINECOFIN on 28th October 2014. The final review of the draft report was done on 30th October 2014, chaired by the Hon. Minister of Finance and Economic Planning with the attendance of Cabinet Ministers from Education, Health, Cabinet Affairs, Local Government; also in attendance was Rwanda Governance Board; and Strategy and Policy Unit, Office of the President.
- In order to widen the scope of seeking inputs, Questionnaires were also circulated to a sampled group that included institutions of higher learning; the private sector chamber of young entrepreneurs; Institute of Policy Analysis and Research (IPAR), an independent think tank and the civil society fraternity to obtain their views

¹ *Kubaza Bitera Kumenya* – a popular Radio Rwanda program meaning, ‘Ask, get to know’

² *Dusangire Ijambo* – a popular Radio Rwanda program meaning ‘let’s discuss, share the message’

All consultations were guided by the following thematic questions provided by the UN which informed the inputs gathered from a range of stakeholders.

- Q1. What did Rwanda learn from the implementation of the MDGs? Did the MDG global agenda have a significant impact in changing national development planning structures and implementation mechanisms? Was it necessary to set in place new capacities and institutions or existing ones were simply reinforced? Which areas were the most critical?*
- Q2. What kind of institutions and leadership are needed to manage the complexity of inter-dependent social, economic and environmental issues facing Rwanda or those that can help achieve the "triple wins" of sustainable human development? What are some of the key elements of these institutions? What kind of capacities will they require? How are these capacities and institutions different from those of other SSA countries?*
- Q3. How is Rwanda fostering inclusivity and managing the demand from an increasing diversity of actors to be engaged in the sustainable development process? What challenges does she face in managing diverse interests and perspectives? How is citizen participation being used to create ownership of the next development agenda? How is Rwanda developing accountability mechanisms and enhancing trust in the state? How are the voices of women, marginalized groups and the youth being heard? With women and men not equally represented in many institutions, what specific strategies can be adopted to ensure that both sexes needs and interests are represented in sustainable decision-making at all levels?*
- Q4. How is Rwanda ensuring integrated and coherent planning, across all levels of government and in the short, medium and longer term? What kinds of coordination and collaborative mechanisms in the development process -including planning, implementation, monitoring and evaluation- is Rwanda putting in place to support constructive interaction across boundaries of organization, sector and jurisdiction, in particular with civil society and private sector actors?*
- Q5. How can Rwanda benefit from increasing momentum on South-South cooperation, as one of the modes of engagement, to achieve the new development goals?*
- Q6. How is Rwanda measuring strengthened capacities and effective institutions for sustainable development at national and sub-national levels?*

COUNTRY CONTEXT

The state of institutions and capacity in Rwanda is an outcome of historical developments in the post-colonial period, genocide against the Tutsi in 1994 and developments in the post-1994 period.

The genocide against the Tutsi in 1994 destroyed the country's social fabric and further weakened the state apparatus and institutional capacity. For instance, up to 1 million people were killed and about 3 million fled into exile. Shelter and capital stock were reduced both in the household and small business sectors. Parts of the country faced a serious lack of

infrastructure as a result of destruction during the war and the movement of people into areas that were previously sparsely populated. Networks of social links, in rural and urban areas, have been damaged, impeding internal commerce. Human resources were drastically reduced. In 1995, 79% of core civil servants had not completed secondary education; this proportion fell to 51% by 1998.

Therefore specific problems that had to be addressed by Rwanda included: re-construction of the economic and social infrastructure, catering for the multiplied number of affected people; weakened institutions, a weakened human resource base; increased numbers of women headed households and minor headed households; high incidence of traumatization; high prison population; large numbers of internally displaced persons who lack shelter; increased incidence of poverty due to widespread loss of capital stock and labour; weakened social networks.

In order to tackle the formidable task of reconstructing and rebuilding a shattered nation, as a post-conflict country, Rwanda had to confront the challenges of a sound trade-off between short-term emergency measures necessary for rehabilitation, reconstruction of destroyed social and physical infrastructure, and key to the national reconciliation process and political stability needed for growth, and the medium- to long-term measures, in its path and progress towards its long term vision. To account for the difference in the nature of these challenges which all call for good arbitrage between short and long terms, the policy recommendations and development actions formulated were classified into three broad categories: short-term emergency measures, medium-term policy measures, and longer term ones.

In this regard, the achievements of Rwanda have been catalysed by sustained leadership commitment and pragmatism; having a flexible, adaptive and innovative approach in policy making, planning and strategy development. Traditional Rwandan mechanisms have been redesigned to provide solutions to development challenges.

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

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

Decentralization has been a key policy of the Government since it was first adopted in May 2000 and second phase in June 2012. These Policies were formulated after a series of dialogue sessions with citizens and consultations with experts. The main thrust of the policy was, and is, to ensure equitable political, economic, and social development throughout the country, and to be a cornerstone of the fight against poverty by increasing people's participation in the planning and management of the development process.

The National Vision 2020 and all these strategies aforementioned demonstrated that the country had already articulated its national vision and preparedness to undertake the development actions which had a strong emphasis on poverty reduction and was in tandem with the Millennium Development Goals (MDGs) that provided the global development framework.

In the context of the global development framework enshrined in the MDGs, the achievements of Rwanda have been possible given the dynamic policy and strategic environment that underpins coherent action; an aspirational vision combined with effective leadership and management that has enabled effective reforms; pragmatic efforts to build on Rwandan strengths and drawing intelligently on global knowledge has proven catalytic; a zero tolerance to corruption has improved transparency and accountability across the public and private sector; consistent and coherent decision making and implementation has ensured delivery at national and local government levels; a focus on market based solutions and pragmatic international relations have transformed the economic opportunities for the country.

The GoR has been engaged in a sustained program to strengthen state institutions and to reform the public sector for better service delivery. There has been much progress in implementing sound economic policies, initiating reforms in the civil service and public administration as well as establishing and re-structuring institutions. However, the implementation of the reform and development agenda though successful still requires enhanced capacities to deliver quality services and improve welfare of the population.

The ability of Rwanda as shall be detailed out in this Report to identify and adapt local traditions that can contribute to modern progress is remarkable. Therefore Rwanda as a country represents a pragmatic problem solving and entrepreneurial approach to strategy and management that has focused collective energies on solutions to shared problems rather accepting conventional wisdom and external practices that are not responsive to the context in the country.

MDGs - Rwanda's Progress at a Glance

MDG	Progress
MDG 1: Eradicate Extreme Poverty and Hunger	From 2005/6 to 2010/11: Poverty reduced from 56.7% to 44.9%. Extreme poverty reduced from 37% to 24% Poverty reduced more in rural (13.2%) than urban (6.4%) => Inequality reduced from 0.52 to 0.49.
MDG 2: Education for All	Enrolment has increased with introduction of fee-free 9 year basic education. Net primary enrolment has increased from 86,6% to 96.5 %. Completion rate in primary school has increased from 51.7% to 78.6%.
MDG3: Promote Gender Equality and Empower Women	<p>Women participation in Parliament increased from 25% in 2000 to 56% until 2012. The recently concluded parliamentary elections handed women an overwhelming majority in Rwanda's Parliament, with 51 out of 80 seats in the Chamber of Deputies – that is 64% - now occupied by women. Rwanda already led the world with the highest number of women in Parliament at 56% in the last parliamentary term (2008-2013). There are 40% female Cabinet Ministers. 40% female representation in the Judiciary; 38% female representation in the District Councils. Equal property rights between husbands and wives; Equal inheritance rights – including the same rights for both girls and boys to inherit land; equal land ownership rights between men and women; The National Police and Army both have a gender desk in every station and free Gender based Violence hotline; 'Isange' One Stop Centres provide free multi-disciplinary support and services to victims of Gender based violence – 9 One Stop Centres established with a plan to scale nationally; Girls enrolled in primary education 98%; female higher education students 44%.</p> <p>Business Development Centres throughout the country have a special focus on supporting female entrepreneurs.</p> <p><i>Hanga Umurimo</i> Programme (HUP)³– 46% beneficiaries to generate non-farming jobs are women; <i>Umurenge SACCO</i> ⁴– 46% female enrolment; women access to formal and micro financial services has improved – bank savings increased from 29% in 2008 to 47% in 2012; savings in micro finance institutions increased from 24% in 2008 to 42% in 2012; land ownership – 26% (only by women); 18% (only by men); 54% (both spouses); 2% (others); women's access to credits stands at 38%.</p>
MDG 4: Reduce Child Mortality	Under 5 mortality rate has reduced from 152/1000 in 2005/06 to 76/1000 live births in 2010/11. Infant mortality rate has decreased from 86/1000 live births in 2005/6 to 50/1000 live births in 2010/11.

³ Hanga Umurimo – Job Creation

⁴ Umurenge SACCO – Savings and Credit Cooperatives based at community level across the country

	Children fully vaccinated rate has increased from 75% to 95% during the same period.
<i>MDG 5: Improve Maternal Health</i>	Maternal mortality ratio dropped from 750/100.000 in 2005/6 to 476/100.000 in 2010/11. Use of modern contraceptive methods has increased from 10.3% in 2005/6 to 49% in 2010/11 while antenatal care coverage at least 4 visits has increased from 13.3% to 35.4% during the same period.
<i>MDG 6: Combat HIV/AIDS, Malaria and Other Diseases</i>	HIV prevalence in population aged 15-24 stable to 3 % from 2005/6 to 2010/11. Malaria related deaths decreased from 26/1000 to 13/1000 between 2005/6 and 2010/11.
<i>MDG 7: Ensure Environmental Sustainability -</i>	Land area covered by forest increased from 20% in 2005/6 to 24.5% in 2010/11. Terrestrial area protected increased from 8% in 2005/6 to 10.1% in 2010/11. Access to improved water source increased from 70.3% in 2005/6 to 74.2% in 2010/11 while access to improved sanitation has increased from 58.5% in 2005/6 to 74.5% in 2010/11.
<i>MDG 8: Develop a Global Partnership for Development</i>	Building the partnership for development between the government and the development partners has been effective so there is mutual accountability and more ODA is committed to the SWAp; Rwanda has identified regional and international economic integration as a key element to improve Rwanda's opportunities to achieve faster growth and poverty reduction; Rwanda is a member of key regional and international arrangements: the EAC, COMESA, CEPGL and Commonwealth. Rwanda is also a member of the AU and has international trade agreements such as those with the EU and USA.

OUTCOME OF COUNTRY CONSULTATIONS

Lessons Learned from MDG implementation

In line with the Theme “*Helping to Strengthen Capacities and Build Effective Institutions*” for the Post 2015 country consultations and scope of this Report, the following lessons have been captured from the consultations as well as related literature review:

1. A Strong and committed leadership is a powerful driver of performance in shaping the national development agenda: Rwanda has demonstrated to the whole world that it is possible to rise from a “failed state” devastated by the Genocide into a “role model state” with sustained growth and socio-economic development.

“The MDGs are a floor, not a ceiling. Being “on-track” does not mean that a problem is solved, far from it. Even in the face of setbacks, which will always be there, it is useful to see them as opportunities to strengthen institutions and improve service delivery.” President Kagame, high level United Nations Millennium Development Goals advocates meeting in New York on 24th September 2014, an event aimed at showcasing the progress in achieving MDGs across the globe.

For instance, Rwanda has been ranked number one among 48 African countries that have registered significant progress in achieving Millennium Development Goals (MDGs). According to a continental data report released by ONE, a campaign and advocacy organization of more than 3 million people taking action to end extreme poverty and preventable diseases, Rwanda ranks top with 6.0 MDGs progress score.

To get the country to where it is today, the leadership had to pave a transition from the effects of the 1994 genocide against the Tutsi, by establishing a Government of National Unity that had a shared vision and purpose; a National Vision 2020 was developed that demonstrated the country’s capacity to mobilize its population to own their long term development path and then integrate the global development framework detailed out in the MDGs into the national planning and implementation processes.

It should be noted that the ambitious targets of the Vision 2020 were nationally owned and were outcome oriented and impact driven as well as transcended the targets captured in the MDGs. This national ambition sustained the momentum of government performance in delivery and welfare of the population. This was possible through pragmatism of the leadership and having a flexible, adaptive and innovative approach in policy making, planning and strategy development.

The leadership also underscored a strong focus on accountability of performance and financial management as detailed out in the performance contracting (Imihigo⁵) across government and the sustained public financial management reforms.

An enabling environment and space for learning and innovation has been provided by the leadership. This is why home grown solutions as an aspect of capacity for national institutions combined with intelligent selection of global good practices have been the cornerstone to tackling development challenges and addressed the MDG targets.

The annual National Leadership Retreat (*umwiherero*)⁶ has been an important opportunity for the leadership of Rwanda at all levels (*central and local government*) to come together and agree on the steps that need to be taken to strengthen the development of Rwanda. In these

⁵ Imihigo – performance based approach in Rwanda

⁶ *Umwiherero* - best translated as “retreat”, refers to a tradition in Rwandan culture where leaders convene in a secluded place in order to reflect on issues affecting their communities. Upon return from these retreats, the objective is to have identified solutions.

Retreats, the issue of the required capacities and the institutions to drive implementation of identified annual priorities is discussed.⁷

2. Planning needs to be driven by national commonly understood goals and objectives. The capacity to focus on joint planning and cross sectoral coordination has been reiterated consistency.

MDGs are nothing but a tool for improving people's livelihoods: there is clearly a big difference between meeting MDGs targets and meeting the Goal itself. What matters here is looking beyond numbers as expressed by targets, and understand what they mean in real life and the extent to which these numbers are expressing the quality of life of the citizens, John Rwirahira, Researcher, Institute of Policy Analysis (IPAR).

Effectiveness and efficiency of institutions in Rwanda has been facilitated by national, sector and local government planning, monitoring, and delivery of services through promoting joint development planning between central and local governments.

Global goals in the MDGs have been monitored through targets that are set nationally or regionally and aligned with the country context in Rwanda. This is usually captured in reported generated by MINECOFIN, National Institute of Statistics, and UNDP.

Rwanda's long-term planning horizon started with the Vision 2020 whose overall objective has been to improve the livelihood of Rwandans such that by 2020 Rwanda will be ranked among the Middle-income countries.

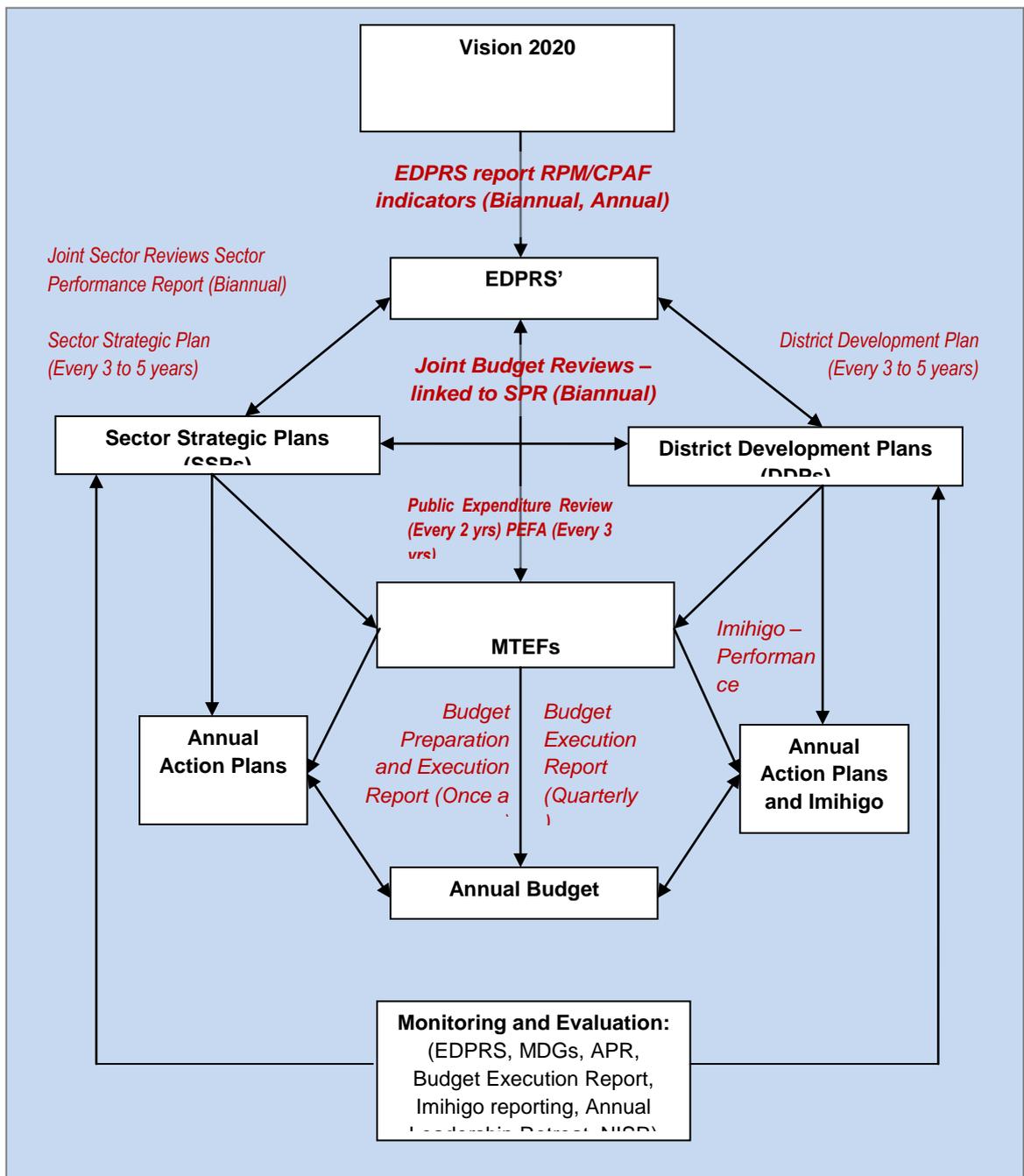
Following the lessons learned from IPRSP, 2000 – 2002; PRSP, 2002 – 2005; EDPRS I, 2008 – 2012; and currently EDPRS II, 2013 – 2018, Sector Strategic Plans and District Development Plans have been elaborated simultaneously to ensure coherence among the national planning documents. They have been developed with a common direction on how each shall contribute to meeting MDGs, 7YGP and Vision 2020.

In order to ensure coherence, synergy and harmonisation of implementation of the MDGs and national development strategies and programmes, the planning institutional arrangement included the following structures: (i) Sector Working Groups (SWGs); (ii) Joint Sector Review Groups (JSR); (iii) Technical Working Groups (TWG); (iv) Joint Action Development Forums (JADF); (v) Development Partners Coordination Group; and systems like (i) Common Assessment Performance Framework; (ii) Development Partners Assessment Framework (DPAF); and Institutional/ individual Annual Performance Contracts (imihigo). There has been inclusive and diverse representation and participation in these structures drawn from the public institutions; private sector; civil society and development partners.

⁷ <http://rwandapedia.rw/explore/umwihherero>

Rwandan planning framework and strategies' implementation mechanism

Figure in the next page gives an overview of how Rwanda's planning landscape in which the relationship between planning, budgeting, monitoring and implementation mechanisms is clearly articulated. The boxed text shows the planning documents and mechanisms and the red text lists the tools used to measure progress. As Ministry of Finance (MINECOFIN) was core to the design and continues to coordinate the planning process (Vision 2020 and EDPRS), this diagram highlights how it leads and manages the system to include the MDGs targets. Line ministries, districts and donors have been harmonized into the system.



Source: GoR, 2010

Line ministries: Each writes its own Sector Strategic Plan (SSP), which covers five years and is aligned with the EDPRS and MDGs. Annual Action Plans (AAPs) are written each year, for which biannual progress reports are required. These are based on the indicators in the sector-specific matrix. Resources for strategy implementation are set by the budget, for which a monthly execution report is required. The results of both the EDPRS progress and budget execution are discussed in the Joint Sector Reviews (JSRs) including Sectors and Development Partners and Joint Sector Budget Reviews (JSBRs). MINECOFIN coordinates and receives all reports.

Districts (Sub-national level): Districts are required to follow the same process as line ministries; i.e. DDPs cover five years and AAPs are written each year, aligned with the EDPRS, MDGs and line ministry SSPs, with resources dictated by the Medium Term Expenditure Framework (MTEF) and the annual budget. For Districts' performance, the *Imihigo* processes were introduced and have proved to be effective in motivating performance. Therefore, *Imihigo* contracts (see box 1) have been improved (standard of data and indicators) and aligned with the EDPRS and MDGs. *Imihigo* requires a quarterly progress report to be sent to the Prime Minister's Office each quarter, and annual reporting to go to the Office of the President, with improved reporting procedures: one report is required from districts to central government.

Understanding *Imihigo* contracts

The *Imihigo* (loosely defined as performance contracts) actually stimulate a competitive environment within local government, as they are signed between district mayors and the President and at the end of the year performance evaluation reports are presented to the President in a ceremony, which is a day open to the public for mayors to show accountability and hold national dialogue over key issues. This also opens up local authorities' activities to scrutiny by the public and central government. The ceremony ends with rewards for good performance and innovative local authorities.

Imihigo attracted attention and were used to accelerate the implementation of key programmes for poverty reduction (the MDGs and the EDPRS) at district level. The *Imihigo forms the* best choice for effective monitoring of performance. As a result, *Imihigo* indicators have become more comprehensive in capturing the EDPRS, the MDGs and sector- and district-specific priorities. This has been achieved via the central government's active involvement in the districts' setting of targets and deliverables, and close monitoring of the implementation of programmes through the *Imihigo*.

Collaborative Mechanisms:

At the National Level, the EDPRS is informed by and guides the development of Sector Strategic Plans (SSPs) and District Development Plans (DDPs), which are both five-year strategic plans. The SSPs and DDPs are detailed documents, which support implementation of national priority programs at sector and district levels. The SSPs contain sector level (national) priorities while DDPs contain district (local and grassroots) priorities. The DDP balances national with local development priorities. The SSPs help guide line ministries and agencies in elaborating their annual work plans while DDPs do the same for districts. Both SSPs and DDPs are developed through a participatory process engaging various stakeholders in Sector Working Groups (SWGs) and Joint Action Development Forums (JADFs). These platforms have been used regularly to discuss development issues and promote dialogue at central and district levels in implementation of PRSP and EDPRS. Thus, as illustrated in

Figure 1 above, through these links between the overall national strategy document and more operational entities at ministerial and district levels, EDPRS serves as a key mobilization and management tool for also achieving the MDGs.

Sector Working Groups (SWGs): The SWGs have been crucial in Rwanda because they coordinate meetings for sector stakeholders to discuss results and feed priority issues to the national level. These fora have been very effective in opening technical dialogue at the sector level while keeping higher-level forums for more strategic discussions. With technical discussions on performance carried out at the sector level, there is greater specialist debate to identify challenges and solutions at this level.

Joint Action Development Forum (JADF): was established in 2007 by the Ministerial Instructions No. 04/07 of 15/07/2007 to serve as a consultative forum for District Development Stakeholders (CSOs, NGOs, Development Partners, Private and Public Sectors and Local Government). JADF operates in all the 30 Districts. The ultimate goal of JADF program is to improve and create sustainable economic development; service delivery and domestic accountability in local communities.

The Donor Performance Assessment Framework (DPAF): The DPAF has been structured to assess donor performance. The Donor Performance Assessment Framework (DPAF) forms a part of a mutual review process designed to strengthen mutual accountability at the country level, drawn from international and national agreements on the quality of development assistance to Rwanda. The DPAF reviews the performance of bilateral and multilateral donors against a set of established indicators on the quality and volume of development assistance to Rwanda. The primary forum for dialogue around this is the Development Partners Coordination Group, recognising that the DPAF aims to be inclusive, bringing together all donors and all aid modalities.

A notable lesson learnt is the role of decentralisation in line with national planning and implementation as well as achievement of MDGs:

“MDG advocates should not allow progress made against absolute poverty to be lost to information poverty, as pockets of communities are left out because connectivity infrastructure is either absent, limited or too expensive. Over the last decade, we have observed that MDGs have been reached in countries with inclusive and accountable governance. They have however been delayed, where the MDGs were outside a domestic development agenda and not locally owned. And so the relevance and sustainability of development programmes can only be guaranteed by a nationally-driven process” President Kagame at a high level United Nations Millennium Development Goals advocates meeting in New York, 25th September 2014.

Community-based solutions, working closely with the population, have made it possible fast-track and cost effective implementation and increased demand for accountability, in education with the 9YBE⁸ construction of classrooms, the Crop Intensification Programme (CIP) in agriculture, and community based health care programmes.

⁸ 9YBE – Nine Year Basic Education

Functioning decentralised systems have provided a valid platform for citizen service delivery and participation. Rwanda has a well-functioning and detailed system that goes to community level (*Umudugudu*). This includes a lot of community level engagement in programmes like *Ubudehe*⁹ and *Umuganda* (community works). These existing home-grown systems are envisaged to be continuously strengthened and capacitated as institutional arrangements for real engagement with the community where community development and policy related issues can be discussed via appropriate feedback mechanisms

The capacity of government to successfully roll-out and operationalize pro-poor programs such as VUP (Vision 2020 *Umurenge*), One cow per poor family (*Girinka*), Cup of milk per child, School feeding program, Crop Intensification Program (CIP) has emphasized cereals and increased productivity (through land consolidation and use of modern inputs) has impacted positively on the population wellbeing and reduced poverty levels. From 2005/6 to 2010/11: Poverty reduced from 56.7% to 44.9%. Extreme poverty reduced from 37% to 24% Poverty reduced more in rural (13.2%) than urban (6.4%). Inequality reduced from 0.52 to 0.49.

One of the justifications for strengthening citizen and community participation has been the need for them to understand and develop the critical connections between participation, accountability and quality and sustainability of service delivery.

With experience overtime, Rwanda has been conscious of this fact and has demonstrated the need for increased participation through several policies and strategies. These have included the decentralisation policy itself, creation of the Citizen Report Card (CRC) system, existence of the annual national dialogue (*Umushikirano*), public accountability days, governance months, and district Joint Action Development Forums (JADFs).

The Ministry of Local Government (MINALOC) formulated a National Strategy for Community Development and Local Economic Development (LED) to contribute to the effective implementation of MDGs, Vision 2020, EDPRS II, DIP and the Community Development Policy by reinforcing coordination among actors, enhancing focus on Community Development and LED and putting communities and businesses at the forefront of addressing local issues.

Citizen participation in decentralisation has therefore included government consulting and listening to local people and being open to local innovation. It has also been about government letting citizens participate directly in decision-making at their local level. Citizen participation in the development agenda has generated better outcomes, because of increased ownership, and improved conceptualisation and implementation of projects. Accountability

⁹ *Ubudehe* - culture of collective action and mutual support to solve problems within a community

has overtime been reinforced because there is increased understanding of national/ local development programmes.

The current approach by Rwanda to Capacity Building (CB) is holistic and focuses on capacity creation, capacity utilisation and capacity retention. These are executed at three levels: the individual, the organisational and the institutional environment levels. From lessons learned from EDPRS 1, the level of coordination of CB across all sectors needs further improvement in terms of synergy and harmonisation in approach and practice. Under EPDRS 2, CB will be an integral component of the development plans of all sectors. The ultimate success of EDPRS 2 will depend on the capacity of sectors, delivery institutions and districts to deliver under each of the thematic areas of EDPRS 2.

For instance, experience has shown that capacities for monitoring, data collection, analysis, reporting, dissemination and the conduct of evaluations still need to be continuously and systematically developed at the national/Sector and sub-national/district levels to effectively track implementation of the national and global development agenda.

There is also need for capacity to mainstream development communication into the national planning system so as to ensure all citizens are continuously aware of the country's planning architecture, opportunities and calendar for citizens' engagement.

3. An adequate institutional and legal framework for implementation, but with flexibility to change or adapt has proven effective for sustainable economic development-

Based on functional reviews and institutional performance audits, government has undertaken restructuring of public institutions to reduce duplication of efforts, improve coordination and increase efficiency of public services.

Reform of the public sector has ensured that Rwanda has efficient and effective organisations fit to push forward the development agenda over the coming decades. Continuous review of organisational objectives and structures has facilitated the definition of the roles and responsibilities of civil servants in a way that meets Rwanda's current and future needs, rather than those of the past. The GoR has remains committed to pursuing policies of decentralisation, transferring powers, responsibilities and resources to decentralised entities and in doing so increasing local ownership of development activities.

Therefore the ability of government to foresee, change and adapt its central, sectoral and local government based institutional arrangements to cater for the realities arising from the global and national development agenda has been a demonstration of sustained attempts at building effective institutions and a capable state.

For example, one of the earliest steps taken by the GoR in the direction of public service reform was the reduction in 1997 of the number of Ministries from 22 to 17, subsequent reforms to respond to national development needs were undertaken, and to-date there are 21 Ministries with RDB having a head that has Cabinet status.

In 2006, local territorial administration of Rwanda was reorganized and so twelve provinces were replaced with five, and 106 districts were reduced to thirty, thus making the local government lean, manageable and capable of improved service delivery.

Government has also undertaken institutional reforms at agency level. For example, the Rwanda Development Board (RDB), Rwanda Governance Board (RGB); Rwanda Education Board (REB), Rwanda Energy Group (REG); the Workforce Development Authority (WDA), the Higher Education Council (HEC), the Rwanda Agriculture Board (RAB), the Rwanda Environmental Management Authority (REMA), the National Commission for Children, the Rwanda Gender Monitoring Office, the National Council of Persons with Disabilities, National Capacity Building Secretariat (NCBS); Rwanda Biomedical Centre (RBC); Rwanda Social Security Board (RSSB); Capital Markets Authority (CMA) etc. And by and large, these new institutions have facilitated delivery of the MDGs targets and they are responsible for reporting regularly on the progress they are making on achieving EDPRS and MDGs targets.

The Government merged seven public institutions of higher learning into the University of Rwanda (UoR). It is now a multi-campus; multi-disciplinary university designed to meet the high level specialized skills needs for the country's priorities.

At the level of Centre of Government to provide strong strategic leadership and implementation oversight of government programmes including those in line with the MDGs, the Government established a Strategy and Policy Unit (Office of the President); Government Action Coordination Unit (GACU) at the Office of the Prime Minister and mandated the Ministry of Finance and Economic Planning with the role of coordinating national planning, M&E and budgeting in line with global and national priorities.

Oversight functions of global and national programmes have continued to lie with the Parliament, Cabinet, PS' Forum¹⁰ and Development Partners' Coordination Group (DPCG) and the National Leadership Retreat.

The MDGs have been instrumental in mobilising global support including resources for development in many countries including Rwanda. In the interest of mutual accountability, the GoR has remained committed to developing contracts with development partners in which rights, mutual obligations and accountabilities are identified clearly. These contracts have taken the form of memoranda of understanding signed by the GoR and donor agencies.

The Development Partners Coordination Group (DPCG) is the highest level coordination structure in Rwanda. It is composed of GoR Permanent Secretaries, Heads of bilateral and multilateral donor agencies, as well as representatives of civil society and the private sector. The meetings of the Group are co-chaired by the Permanent Secretary and Secretary to the Treasury (MINECOFIN) and the UNRC / UNDP Resident Representative.¹¹

¹⁰ Forum of Permanent Secretaries of ministries

¹¹ <http://www.devpartners.gov.rw>

The primary objectives of the Group are to: Serve as a forum for dialogue in the coordination of development aid to Rwanda; Harmonize the Development Partners' programmes, projects, and budget support with the GoR; Monitor and assist authorities in the implementation of the PRSP, Foster alignment of Partners' interventions with GoR sector strategic and action plans, and Review progress made in the fulfillment of commitments undertaken by Development Partners in the 2003 Rome Declaration on Harmonization, the 2005 Paris Declaration on Aid Effectiveness, the 2008 Accra Agenda for Action, and the 2011 Busan Outcome Document.

The Rwanda Aid Policy acts as the guiding document for the GoR providing a clear intellectual basis on which to enter negotiations with Partners. Other supporting mechanism includes the Division of Labour.

The initial internal study of donor division of labour in 2008 noted that development partners were not equitably distributed across EDPRS sectors, with overcrowding in some sectors while some sectors with limited DP engagement. Un-equal distribution of donor support not only distorted equitable development of sectors, but it undermined national leadership of the development agenda.

The concept of the Division of Labour in Rwanda was therefore first discussed in the Development Partners Retreat (DPR) in February 2010, which was followed up by bilateral consultation and negotiation between the MINECOFIN and individual donors. The sector allocation of DPs (DoL) – the outcomes of bilateral negotiation of DP sector engagement – was presented and endorsed at the DPCG meeting in July 2010.

The government-led streamlining of aid delivery (Division of Labour) in Rwanda aims to bring about the following benefits to both the Government of Rwanda and its Development Partners through reducing transaction costs for GoR through more streamlined donor relations, reduced missions and better coordinated policy dialogue; Increased use of delegated cooperation/silent partnership; providing access to dedicated expertise of donors, improving policy dialogue and reducing further the risks involved in the delivery of assistance in sectors in which the donor does not have a comparative advantage of significant expertise; continued improvement of fund management and reporting as multiple requirements is reduced; Quality of programme management; and Reduced risk of duplication of efforts.

Given the dynamic nature of development, the Government has remained committed and conscious that delivery of global and national development actions requires effective institutional arrangements and therefore keeps the momentum of institutional building that is informed through assessments and reforms undertaken in the past, ongoing and those that are planned.

4. The question of accountability needs to be addressed through institutionalised public accountability systems, increased transparency and established effective monitoring mechanisms

Integrity is a key attribute of well-functioning public institutions. In this regard, the strengthened capacity of the Rwanda's public finance management system has been the platform for the efficient management of the nation's resources. Its reporting, audit and oversight functions have been essential elements in providing effective Accountable Governance.

A number of significant improvements in PFM have taken place in the last five years. This has been evidenced by improved scores in the Public Expenditure and Financial Accountability (PEFA), sector public expenditure review reports, public expenditure tracking survey reports and independent mid-term and end term evaluations of the Public Financial Management Strategy (2008-2012).

This has resulted in increased usage of GoR procurement and financial management systems even from programmes/ projects funded through increased budget support. Notable improvements have been recorded in the entire PFM cycle through economic planning and budgeting, resource mobilization, procurement and budget execution, accounting and financial reporting, audit and legislative oversight. In addition, the cross cutting issues in PFM which include training and capacity building, implementation of an integrated financial management system, and fiscal decentralization have been strengthened.

Through sustained efforts in training and capacity building and development of financial systems, public entities including districts have been able to prepare and execute annual budgets and submit financial reports within the prescribed statutory deadlines. In addition, the audit scope and legislative scrutiny of public finances has increased. The combined effect of these efforts has been increased efficiency, transparency and accountability in the use of public resources.

Institutional arrangements that have been put in place to ensure strong oversight and accountability of public funds and property in terms of PFM include the Parliament Public Accounts Committee that probes government institutions annually based on the Report from the Auditor General; the Ombudsman who requires all leaders and those directly involved in financial management operations in government entities to annually declare their assets; Rwanda Public Procurement Authority has also been conducting spot procurement audits and produces a report for action by the audited entities.

The 2010 World Bank Governance Indicators show that Rwanda was ranked the fourth (4th) least corrupt country out of 53 countries in Africa with 70.7%. This figure clearly indicated that Rwanda is the most improved compared to other countries ranked from 2006 and 2010¹².

We must foster new working relationships, and possess values that are informed by home-grown priorities and owned by local leaders; empower our citizens and enable communities to work productively; and balance our history and cultural heritage with innovation and social progress, Speech by President Kagame at the Millennium Development Goals Summit - Tuesday, 21 September, 2010

¹² <http://ombudsman.gov.rw/Documents/press%20release.pdf>

The first pillar of Vision 2020 is good governance and a capable state. GoR has been committed to strengthening public accountability, transparency and efficiency in deploying resources and delivering services. Over the period of EDPRS 1 and the PRSP, promoting good governance has been central to Rwanda's development strategies. Accountable governance in EDPRS 2 is even more central than in the past because of its ability to facilitate citizens' participation and empowerment whereby local communities are enabled to participate meaningfully in making decisions on issues/projects that affect them most, and thereby help ensure that development is sustainable and poverty is reduced.

Rwandan citizens have been empowered by engaging them in formulating, executing, monitoring and evaluating policies and strategies for accelerated growth and poverty reduction. This has also implied raising their awareness of development policies and allowing citizens to be dynamic drivers in a really participatory way of the development agenda. Accountable governance in the EDPRS 2 underpins all the other themes since citizen participation is an essential ingredient of sustainability of development programmes.

Public accountability for Rwanda that ensured that citizens and communities and stakeholders (CSOs, donors), monitor and track government actions and question their impact on development through various fora. Public accountability has also meant participatory monitoring and evaluation of EDPRS 2 and of other national development programmes (such as the Government 7 Year Plan 2010-2017) and the MDGs from the community level.

One of the justifications for strengthening citizen and community participation has been the need to understand and develop the critical connections between participation, accountability and quality and sustainability of service delivery. Rwanda has been conscious of this fact and has demonstrated the need for increased participation through several policies and strategies. These have included the decentralisation policy itself, creation of the Citizen Report Card (CRC) system, performance contracts (Imihigo) for all public institutions and districts; establishment of the Office of the Ombudsman and OAG, existence of the Annual National Dialogue (Umushyikirano) that is broadcast live on TV and Radio as well as social media, public accountability days, and district Joint Action Development Forums (JADFs). Another equally important initiative fronted by Government is that all public servants are obliged to have their full contact details posted on their doors, this has enabled the citizens to be able to easily access services as required.

ICT capacities have also been harnessed by Government to improve free access to important information on national issues by citizens, for example all the following documents are posted online: Cabinet Minutes¹³; the OAG annual audit report¹⁴; all Official Gazettes¹⁵; speeches and statements by His Excellency the President¹⁶; and Rwandan Home-grown Initiatives.¹⁷

¹³ www.primature.gov.rw

¹⁴ www.oag.gov.rw

¹⁵ Idem

¹⁶ www.presidency.gov.rw

¹⁷ www.rwandapedia.rw

In terms of enforcement of the accountability mechanisms put in place by Government, there are stringent punitive measures at institutional and individual level for non-compliance with the public financial management legal provisions stipulated in the Organic Budget Law; Rwanda public procurement law; requirement to annually declare assets; and outcomes of the institutional performance contracts (*there is a minimum acceptable standard of performance*), this includes individual staff whose services could be terminated if their cumulative annual performance is below 60%. These mechanisms have inculcated a sense of accountability and responsibility in government institutions.

The Government also promulgated a Presidential Order on Recruitment N°46/01 of 29/07/2011 governing modalities for the recruitment, appointment and nomination of public servants. The Public Service Commission was established by Law N° 39/2012 of 24/12/2012 determining the responsibilities, organisation and functioning of the PSC to provide independent oversight public service recruitment and appeals over grievances, to ensure public servants are selected and supported to act on the highest principles of equity, transparency, good governance and integrity. This legal provision and institutional arrangement has ensured transparency in the recruitment of human resource with the right profiles and capacities in the public service institutions.

5. Economic and social empowerment of special groups is an imperative for inclusive and sustainable development and transformation

Both the Vision 2020 and EDPRS highlight gender as one of the crosscutting issues along with HIV/AIDS, environment, youth and social inclusion. Important attention has been given to MDG 3.

Inclusiveness is the core of governance in Rwanda in which the voices of all Rwandans are heard in the sustainable development agenda.

Rwanda has put in place several institutional arrangements to take care of the interests of women, children and people living with disabilities. These include:

Rwanda Forum for Female Parliamentarians (FFRP): The Forum is to contribute to and strengthen the capacities of Rwandan female parliamentarians in their role as defenders of gender.

- **National Council of Persons with Disabilities (NCPD):** has been institutionalized and is a forum for advocacy and social mobilization on issues affecting persons with disabilities in order to build their capacity and ensure their participation in national development. The Council also assists the Government to implement programs and policies that benefit persons with disabilities.

- **National Commission for Children (NCC):** is established to enhancing child rights by coordinating, implementing, overseeing and monitoring the child protection system to give Rwanda's children the opportunity to develop into productive and responsible citizens.

The government has established a new family law which stipulates the rights of a child in family. Through the gender desk, Rwanda national police among the security bodies has been at the fore front of handling child abuse cases, treatment and creating awareness to end child abuse, through Police week campaigns.

- **National Youth Council (NYC):** was established to facilitate and encourage youth to participate in socio-economic development and transformation to a peaceful, prosperous and sustainable society.
- **The National Women's Council (NWC):** is a social forum where girls and women pool their ideas in order to solve their own problems and to participate in the development of the country. It also compiles views of all Rwandan women without discrimination, train women to analyze and solve their own problems together and encourage women to participate in the development of the country.
- Rwanda strongly views the empowerment of women from both a human rights approach and economic development approach. This was the pivotal rationale in establishing the **Gender Monitoring Office (GMO):** is established to effectively monitor gender mainstreaming and the fight against gender based Violence (GBV) in public, private, civil society and religious institutions to achieve gender equality in Rwanda.
- The **Ministry in charge of Gender and Family Promotion (MIGEPROF):** Placed with the Prime Minister's Office, MIGEPROF aims at promoting equality and equity for both men and women and ensure empowerment of women through the national development processes. The Ministry further promotes the family, as a natural and cultural basis of the Rwandan society and provides a conducive environment for the overall development of the nation's children according to internationally agreed standards and principles.

Specific Strategies to ensure that gender issues and interests are mainstreamed in decision-making at all levels: Rwanda has moved fast in responding to gender mainstreaming and has embraced most of the conventions to do with gender and equality. Gender responsive budgeting is a good practice across government institutions. The following strategies have ensured ensure equal representation:

- Ensuring gender balance in all levels of government, including the local government,
- Gender mainstreaming at all levels and sectors, especially using gender based budgeting,

- Building a data base to inform strategies and policies pertaining gender balance, i.e. to aid gender profiling, and building the capacity of institutions like the Gender Monitoring Office (GMO) to use data.
- Women participation in parliament increased from 25% in 2000 to 56% until 2012. The recently concluded parliamentary elections handed women an overwhelming majority in Rwanda's Parliament, with 51 out 80 seats in the Chamber of Deputies – that is 64% - now occupied by women. Rwanda already led the world with the highest number of women in Parliament at 56% in the last parliamentary term (2008-2013). With an increase of 8%, Rwanda breaks its own world record.
- Gender equality in primary education improved as girls represented 44.4% in 2000 and increased to 51% in 2012. Gender equality in secondary education also improved with girls representing 48.7% in 2000 and increased to 51.1% in 2012.
- *Key drivers under this MDG included* - In 2003, new Constitution giving at least 30% of seats to women; Laws discriminating against women have been abolished; Programs for women's economic empowerment (Women guarantee fund, Women entrepreneurship program, ...); Women forums such National Women Council, Women parliamentarian's Network; Gender Monitoring office and Specific focus given to girls education (emphasizing also quality of learning)

The Government remains steadfast in its commitment to fighting violence against women and has established various institutional mechanisms to address GBV and cater for GBV survivors. Examples include, but not limited to, community policing, gender desks, free telephone hotlines and a one stop centre "Isange" (which translates as "feel at home").

Land is Rwanda's most important asset for production and livelihoods, and is the foundation of the country's economy. In 2007 the Government of Rwanda (GoR) introduced the Land Tenure Regularization Programme (LTRP). The implementation of LTRP was viewed as a breakthrough answer to the existing land rights inequality between women and men. Until 1999 when the inheritance law introduced equal inheritance for women and men, girls had no right to right at all over land. The LTRP has provided for full equal rights between women and men as a couple and children in a family.

The LTRP process is developed on the premise of decentralisation, transparency and equality to guide the rights to acquire land and property, with land administration system that will guarantee security of tenure. Of most importance in the history of Rwanda is the practical recognition of a 'woman', whereby, when a couple is registering land today in Rwanda, both husband and wife have full equal rights, and the names of both wife and husband appears on the registration certificate and the title deed with no conditions in terms of equality.

A married man cannot sell land without the consent of his wife and requiring equitable division of land in the event of divorce.

Recent evaluations have found a sense of increased security of tenure even among poorer households and an increased understanding among households about rights to land, women's rights and the workings of the land reform process and the land reform process.

Rwanda developed a National Gender Policy and its implementation strategy that were effective from 2004. Two approaches characterize the National Gender Policy: gender mainstreaming and empowerment of women. The strategic plan for the implementation of the National Gender Policy highlights key areas of intervention and policy actions for each development sector and suggests milestones for each year. Gender Focal Points and Gender Monitoring Office were put in place as mechanisms to ensure monitoring and to hold and accountability by implementers. The Ministry of Gender and Family Promotion was established as a coordination mechanism for the implementation of the national gender policy.

Implementation of economic empowerment program and related projects has translated among other things into establishment of women's guarantee fund, greater access for middle class business women to credits availed both by banks and other financing institutions including women's savings and credits cooperatives in Southern and Western Provinces, opening and funding a women's credit fund at each district to help granting small loans to rural women for their self-promotion. Capacity building for women entrepreneurs on business plans development.

'Gender equality is not just women's business. It is everybody's business. Gender equality and women's empowerment are critical to sustainable socio-economic development.' H.E. Paul Kagame, President of the Republic of Rwanda.¹⁸

Specifically under MDG 5, introduction of Community Health Workers has been instrumental in getting mothers treated; increased access to reproductive health services Quality of health care in general; Community health based Insurance; Distribution of Mosquito net to pregnant women and indoor residual spraying; Free antenatal care services; Delivery assisted by skilled health personnel (increased from 52% in 2005 to 69% in 2010); Family planning and Rapid diagnostic test and conduct of systematic maternal death audit.

6. South-South cooperation, as one of the modes of engagement, is a strategic imperative form Rwanda to achieve the new development goals

Rwanda considers regional economic integration as one of the crucial elements of achieving the National Vision 2020.

Thus Rwanda has identified regional and international economic integration as a key element to improve Rwanda's opportunities to achieve faster growth and poverty reduction. Rwanda is a member of key regional and international arrangements: the EAC, COMESA, CEPGL and Commonwealth. Rwanda is also a member of the AU and has international trade agreements such as those with the EU and USA.

¹⁸ *Rwanda's Gender Dividend*, Government of Rwanda, Kigali, Rwanda, 2014

Under these cooperation frameworks, some key projects have been developed and are under implementation these included the following:

- **The Tripartite** – is a regional integration initiative among the three countries, Rwanda, Kenya and Uganda, and is aimed at implementing various projects, including the infrastructure. Currently, Rwanda has no railway network. However, the country is working in partnership with other countries of the region to find a railway network like the Standard Gauge Railway.
- The tripartite will also see establishment of center of excellence among member countries in order to address capacity issues. Rwanda, Kenya and Uganda have, over the past one year, pursued several tripartite projects, dubbed '*Northern Corridor Integration Projects*'
- In the 3rd Infrastructure Summit held on 28 October 2013 that was hosted by Rwanda and attended by Kenya, Uganda and South Sudan, the following was agreed upon:
 - The use of national identity cards, voter and student cards as travel documents, was implemented starting from 1st January 2014.
 - The use of a single tourist visa between Rwanda, Kenya and Uganda to starting from 1st January 2014.
 - Additionally, the three countries agreed to set up a one stop boarder post and modalities for revenue sharing.
 - During the summit, the Heads of State launched the Single Customs Territory. Kigali.
- Rusumo Falls Hydroelectric Power Plant, is a regional project shared by Tanzania, Rwanda and Burundi, is expected to generate 80 megawatts of power that will be equitably shared among the three countries, each with an even share of 26.6 MW.
- Other regional projects underway are Rusizi (Rusizi III of 145 MW and Rusizi IV of 205 MW) that would be able to supply energy to DRC, Rwanda and Tanzania.
- **Public Private Partnerships** (PPPs /private sector led development) – in collaboration with the regional initiatives, the Public Private Projects are being encouraged. Institutions such as the African Development Bank (AfDB) are ready to support such initiatives which are cross-border in nature and with huge potential to create jobs. Rwanda Development Board is coordinating this initiative on behalf of Government.
- **Informal cross border trade** – is increasingly reorganized and evidence show that this kind of trade is a source of improving livelihood, especially to the communities living around the borders. For that matter, under the Tripartite arrangement, the citizen of the three countries have been around to cross borders in and out using their national Identity Cards, just to facilitate exchange and trade.

- **Peace and Security** – Rwanda’s commitment to contributing to the maintenance of international peace and security is based on the firm belief that the international community has a responsibility to prevent conflict and to act when confronted with challenges to peace and security.
 - Rwanda deployed its first peacekeepers to the African Union Mission in Sudan (AMIS) in 2004. Since then, Rwanda has emerged as one of the largest and most effective peacekeepers in the world, contributing the highest percentage of troops per national capita to UN peacekeeping missions.
 - Today, Rwanda is the sixth Major Troop and Police Contributing Country (T/PCC) in the UN, with over 4,000 troops, over 400 Police, and 13 Military Observers in seven UN Missions, including: the African Union-United Nations Hybrid Operation in Darfur (UNAMID); the UN Mission in South Sudan (UNMISS); the UN Stabilization Mission in Haiti (MINUSTAH); the UN Mission in Liberia (UNMIL); the UN Interim Security Force in Abyei (UNISFA); the UN Operation in Côte d’Ivoire (UNOCI); and, the UN Integrated Peace-building Office in Guinea-Bissau (UNIOGBIS). Recently, due to the deteriorating situation in the Central African Republic (CAR), Rwanda committed to send 850 troops, to reinforce the International Support Mission to the Central African Republic (MISCA).
- **Sharing of expertise** – this also been the best way to implement programmes and countries has learnt from each other for better public service delivery. Over the past about five years, a number of delegations have visited Rwanda coming from countries including: Uganda, Kenya, Burundi, Nigeria, Somalia, Liberia, Sierra Leone, South Sudan, Bangladesh, Haiti, Lesotho,... This has enabled sharing of knowledge and experiences between Rwanda and the visiting countries.
 - Delegations from Rwanda have also visited countries like Ghana, Botswana, India, and some of the aforementioned countries also to learn good practices in service delivery, modern agriculture, science and appropriate technologies.
- **Twinning arrangement with reputable training providers** – can also be the best option for transfer of skills/ knowledge in priority sectors and Rwanda has benefited from this arrangement. For example, the National School of Government (NSG), which was originally Public Administration Leadership and Management Academy (PALAMA) from South Africa has twinned with Rwanda Management Institute (former RIAM) to conduct post graduate programs for senior government officials.

7. Measuring strengthened capacities and effective institutions for sustainable development at national and sub-national levels is required to track the outcomes and impact of capacity building investments

Measuring institutional performance is an important process for encouraging change. In terms of measuring Impact at national, this entails looking at change in people’s well-being. It can

only happen if there is change in institutional performance, and when services provided are of high quality as a result of institutional/ organizational performance. It also requires that strategic planning at institutional level is aligned with national priorities.

Capable and effective institutions is a top priority of Rwanda and is captured in the first Pillar of Vision 2020, *Good Governance and a Capable State* and supported by the second Pillar *Human Resource Development and a Knowledge-based economy*.

In Rwanda capacity building is a key ingredient to the national development agenda. In this regard, capacity building has been closely aligned to the national planning; M&E and the budget cycle. For example, with effect from 2011/2012 budget, capacity building planning was mainstreamed in the national planning and budgeting process.

The monitoring and evaluation of capacity building at both national, sector and local government levels is led by the National Capacity Building Secretariat (NCBS) that is under the supervision of MINECOFIN coordinates capacity building across the public sector, private sector and civil society.

To enable NCBS carry out this role, a Capacity Building Toolkit that was initially developed in 2011 was updated in 2013/ 2014. The development of this Toolkit was informed by a review of global practices and customised to fit in the context of the needs of Rwanda.

A key component of this Toolkit is the M&E tool to measure the impact of capacity building investments. Capacity building is measured in terms of capacity creation, utilisation and retention at the level of individuals, organisation and institutions.

Capacities at the institutional, organisation and individual level are also evaluated based on current performance and required performance against delivery of targets. Some government initiatives in this regard, include:

- Annual Leadership Retreat reports – annual assessment of government’s performance against planned targets at a national high level forum
- National Dialogue reports – also track performance of annual recommendations
- Joint Sector Reviews – track progress of implementation of sector targets
- JADF (District level) – track progress of district planned targets
- DP fora – track progress of national and global development targets
- Imihigo (Performance contracts) – track performance of the institutional and the individual
- Functional reviews and institutional audit – track performance of government institutions in line with reform agenda
- Government through NCBS produces an Annual Report on the State of Capacity Building in Priority Sectors. This report serves as an accountability tool; and provides an update on the progress of matching capacity building investments with national priorities. Specifically, the report provides information on achievements, best practices, country trends, challenges and investments being made in the development of capacity in the public sector, and provides an overall country outlook in terms of capacity building.

The major outcome of the multiple initiatives government uses to assess performance and capacities, is that subsequent capacity interventions shall be informed and guided with

empirical evidence and ensures a return on investment of the capacity resources earmarked for national priorities.

From Millennium Development Goals to Sustainable Development Goals – setting the stage

The Millennium Development Goals (MDGs) have marked a historic and effective method of global mobilisation to achieve a set of important social priorities worldwide and at national level like the case of Rwanda. They have enabled resources to be mobilised and channelled to tackle widespread challenges of poverty, hunger, disease, unmet schooling, gender inequality, and environmental degradation. By packaging these priorities into an easily understandable set of eight goals, and by establishing measurable and time-bound objectives, the MDGs helped to promote global and national awareness, political accountability, improved metrics, social feedback, and public accountability.

The MDGs have been instrumental in mobilising global support including resources for development in many countries including Rwanda. The intention and vision behind the MDGs remains relevant. The outcome of the national dialogue sessions in Rwanda is that the upcoming development framework (SDGs) should build on these efforts. The scale and urgency of the challenges and opportunities facing developing countries like Rwanda also provide a strong rationale for a Post 2015 development agenda.

Rwanda has made substantial progress towards achievement of the MDGs, although the progress has been impeded by some limited capacities that are being enhanced overtime. For instance enrolment of students in school has increased, so the emerging challenge is quality education, in terms of qualified teachers, fully stocked science and technology labs and enabling school learning environments. Another emerging national and also global challenge is the rate of employment of the critical mass of graduates at different levels of education.

The home grown initiatives as an aspect of capacity for national institutions have enabled the implementation of the national programmes in Rwanda as well as the MDGs and which been underscored throughout the report need to be strengthened with enhanced M&E systems that can generate and analyse reliable administrative data that can better inform policy setting and national planning. The Rwanda Governance Board (RGB) is a public institution that was established by the Law N° 41/2011 of 30/09/2011. Among other responsibilities, the mission of RGB is to document home grown solutions and provide policy advocacy to Government for achieving good service delivery, sustainable development and prosperity.

The effects of climate change globally and in Rwanda need to be addressed further alongside poverty reduction objectives, so that there is capacity in the country to rapidly response to climate change; and mitigate the vulnerability of the agriculture sector that is a major employer of the population of Rwanda.

At this juncture the SDGs have become a strategic imperative, and could help guide countries including Rwanda to move to a sustainable economic development trajectory. There is also growing urgency of sustainable development for the entire world. This sustainable development embraces the so-called triple bottom line approach that aims for a combination of economic development, environmental sustainability, and social inclusion.

Although there is no ‘one size fit all’ a shared focus on economic, environmental, and social goals is a hallmark of sustainable development and shall represent a broad consensus on which the world can build on Post 2015.

The current and emerging global challenges of climate change; rising population coupled with the fragility of unemployment; the increasing demands for social inclusion; and rapid technological advancement; there is need for reconfiguring the global development framework to respond to current and future realities and demands.

It should be noted that weak institutions can undermine countries’ prospects for sustainable economic and social development. As deadline for the 2015 deadline for the Millennium Development Goals is approaching, there are growing calls for the new post-2015 framework to include goals for more effective, accountable, and inclusive institutions for all.

It is important to acknowledge the universal character of the SDGs. They must simultaneously respond to the need to have global goals for all countries and the need for a specific development focus.

The SDGs will only be implemented effectively if they are embedded into national and local processes and actions. National and local ownership and commitment will thus determine their success. Therefore, the challenge in defining the SDGs will be entrenching them in national and sub-national strategies, plans and policies and ensuring bottom up processes to identify national targets and indicators.

CONCLUSION AND RECOMMENDATIONS FROM RWANDA ON THE POST 2015 AGENDA

Based on the aforementioned Chapters and the theme on *strengthening capacities and building effective institutions*, it is important to explain that ‘Effective Institutions’ can take many forms: robust legal frameworks and representative parliaments with strong capacity for oversight; adept civil services and the timely and quality delivery of public services; efficient judiciaries that uphold the rule of law; vibrant and actively engaged civil societies; and free and independent media. These institutions depend on the development of decentralised, democratic decision-making processes based on country contexts.

Linking effective institutions, sustainable economic development and the well-being of the population are numerous: (i) inclusive political processes which actively engage citizens and other stakeholders build trust in government and help create more responsive and equitable policies and public services that are better suited to diverse needs; (ii) Government organisations which uphold principles of integrity and disclosure, and are subject to objective and thorough oversight processes, are more accountable to the public and less susceptible to corruption and the mismanagement of funds which can divert precious resources away from governments’ goals. The implications of weak integrity and anti-corruption mechanisms are serious, (iii) Capable and adequately-resourced public organisations are key to the delivery of public services and form an essential part of the enabling environment for attracting investment and supporting private sector development and (iv) strong tax administrations and sound public financial management help maximise the domestic resources that are necessary

for government to function, to sustain social safety nets, to maintain long-term fiscal sustainability, and to free up fiscal space for pursuing socio-economic objectives.

Given that strengthening institutions is not an easy or quick affair, there is need for government leadership and ownership of the reform initiatives; application of approaches that are tailored to countries' legal, administrative, and cultural contexts; addressing the complex political-economy challenges to implementation inherent to the nature of reforms as well as proper sequencing and frequent changes in management strategies, as well as streamlining of management approaches that allow room for innovation or adaptation to country needs or changing circumstances.

In this regard, based on In line with the Theme "*Helping to Strengthen Capacities and Build Effective Institutions*" for the Post 2015 country consultations and scope of this Report, the following recommendations have been elaborated drawn from the consultations as well as related literature review.

SDGs must be crafted in a way that is universally relevant, but depending on national circumstances, the national emphasis on different aspects should be differentiated on country specific development dynamics and priorities as proposed below:

- In terms of eradicating extreme poverty and hunger, Rwanda is on the path to achieve this but it remains a relevant objective and this should be considered as a basic minimum, that people will no longer be struggling to have basic necessities.

The target should not just be focused poverty eradication but also have orientation on having effective national institutions to provide food security and mitigate hunger; then strengthen or put in place institutions that can provide economic empowerment e.g. SACCOs; BDFs; National Employment Programmes; MFIs; and incentives for off-farm jobs to reduce on extreme poverty or income inequality levels.

Focus should also be on up-scaling the capacities of countries to provide primary health care including expanding the coverage to reduce on avoidable disease and deaths.

- Every country should promote the wellbeing and capabilities of all their citizens, enabling all citizens to reach their potential, irrespective of class, gender, ethnic origin, religion, or race. Every country should monitor the wellbeing of its citizenry with improved measurements and reporting of life satisfaction. Special attention should be given to early childhood, youth, and elderly people, addressing the vulnerabilities and needs of each age cohort.
- Access to knowledge, information and technology is a prerequisite for innovation and will play an important role in leveling the economic playing field for developing countries and breaking the cycle of poverty. The emerging nature of global employment opportunities is no longer limited by geographical or racial or even gender considerations. Access to information technologies should form a part of the SDGs. The world will need improved capacities to cope with the new technologies and new mechanisms to organise institutional and human activity around sustainable development challenges like living

standards and climate change. For instance, capacities in IT solutions like online networks for collaboration, crowdsourcing, group problem solving, and open-source solutions/ applications such as for software and applications. Bridging the digital divide geared towards the SDGs should be a strategic imperative.

- Ensuring access to basic infrastructure that is essential for economic development and well-being of the population. Institutions and human capacities to be enhanced to facilitate access to water, electricity, sanitation and transport facilities to support urbanization and strengthening of urban – rural linkages to transform from an agrarian economy to a service led economy.

For example, under energy, a complementary set of enabling four layers is proposed to include: capacity & knowledge, governance & institutions, public policy, and investment & finance. Policy instruments, strategic frameworks and institutional arrangements should target: basic energy access, energy for economic development, sufficiency, renewable supply, efficiency, infrastructure, greenhouse gas emissions and security. These target areas are relevant for energy for all countries, but depending on national circumstances such as levels of development, the relative emphasis will be different between countries, and over time.

- Job creation: with a growing youth population linking employment to skills development initiatives will continue to remain significant. Developing labor market linkages (supply and demand) is a key component of this. Attract sufficient investment in the private sector to create the necessary numbers of non-farm decent jobs.
- Green economy and green growth; inclusive Green economy is an important tool for achieving sustainable development, that can be implemented in a number of different ways by countries in accordance with national priorities. The Green economy can contribute to sustainable growth, help create employment and decent work, contribute to eradicating poverty, while maintain a healthy environment. Integrating these efforts with policy tools to address issues of climate change adaptation, disaster management, mainstreaming of environmental planning issues in development is a key element.
- South-South cooperation should opportunities to connect Sustainable Development Goals (SDGs) to mechanisms of climate change adaptation and mitigation.
- Financing of development. The SDGs should focus on building capacity for countries to take ownership and increase their ability to mobilize resources to finance their own development. There must be some efforts towards strengthening the institutions and mechanisms for increased domestic resource mobilization including the development of a dynamic private sector.

- The post 2015 goals should be molded towards ensuring a better environment for trade and investment to prosper. This requires legal and policy frameworks for the removal of trade barriers, increased facilitation for mobility of investment and capital in productive infrastructure including supporting regional and cross-country linkages.
- Economic Growth should be inclusive and sustainable. The SDGs should support country Policy choices and development paths. The SDGs should translate global goals into national applicable targets. Global goals should be monitored through targets that are set nationally or regionally in order to be better aligned with specific country context. This would contribute to strengthening country ownership
- Address needs of special groups – Inclusive, representative and responsive institutions should be put in place or strengthened to cater for the special needs of women, children, people living with disabilities and the elderly.

SDGs, must be underpinned by clearly laid out means of implementation which are gender-responsive

Ensuring gender equality in all aspects of life: should not just a ‘stand-alone goals’, but also mainstreamed in the other goals. gender inequalities in terms of women economic empowerment (this would include aspects of gender equality from education, access to productive infrastructure, technology, assets and work) is key for improved productivity and a basic human right in itself. It has proved to have a significant impact on all other aspects of development (child health and education, households’ wellbeing, productivity of the society as a whole, etc.). Increase access to education that especially enables disabled people and whose skills for employability may be different.

Scale up measures to improve mechanisms and systems that improve on financing gender equality and access to productive resources for women and girls

Diversify and create new employment opportunities for women in non-traditional and high productivity sectors.

- Governments at all levels should promote sustainable economic and social development. Institutional capacities should be enhanced to facilitate commitment to the rule of law, human rights, transparency, participation, inclusion, and sound economic institutions that support the private, public, and civil-society sectors in a productive and balanced manner.
- Citizen empowerment – entails more frequent and interactive engagement between local level leadership and citizens at all levels supported by key players (NGOs, CSOs, CBOs, development partners and communities). This requires the development of appropriate mechanisms to build community capacity, to allow them to identify, assess and assert their priorities in local development planning, and to hold their leaders to account.

ANNEXES

Annex A: Radio Talk-show (Kubaza Bitera Kumenya)

Summary of the live talk show conducted at Radio Rwanda and 5 Radio Communities on the Inclusive dialogue on the post 2015 development Agenda on this October 19, 2014

Introduction

The show was introduced by the Panel Led by the Journalist Ngoga Mukama François and Kamili Athanase. Members of the Panel was composed of the Executive Secretary of NCBS, Ms Antonia MUTORO, Schadrack Dusabe from UNDP, Sendege Norbert, Director General of Crop Production in Ministry of Agriculture MINAGRI, Gasana Janvier Deputy Director General in charge of Education Quality and Standards department, Dr Ngabo Fidele, Maternal Child Health Director, and Godfrey Kabera the Director General of National Development Planning and Research (MINECOFIN), there was also a support staff in the background Peter Malinga, SPIU Coordinator at NCBS, MUNYAMPUNDU Janvier PR & Communications Officer at NCBS and Charles GASANA who is Consultant.

The panel discussed the achievements of the Country towards the Millennium Development Agenda. The panel reported on what the country has done in the past in different fields towards achieving the Millennium Development Goals. To achieve the MDGs, the panel explained that the country has set its own vision which is the vision 2020 and other policy papers like the EDPRS that will help the country to achieve the MDGs.

1. In Reducing the Poverty, the Country has endeavoured to put strategies and policies in place for Rwandan population to be uplifted from poverty. For example, the introduction of VUP, cooperatives, improving crops and helping farmers to improve their agricultural systems.
2. In Health, the Country has put in place different strategies such as the Health Insurance (*metuel de santé*) for every Rwandan to be able to access health services without difficulties.
3. The country also tried to fight malaria, Tuberculosis, Maternal and Infantile deaths. There have been also the initiation of mechanisms helping to fight the increase of the HIV/AIDS infections

The panel together with the journalists requested the listeners to provide their ideas on what should be improved with the post 2015 development agenda, and through the existing national policies. To this effect, the listeners raised the following questions and suggestions.

The Questions

1. What are you planning to do for the students who finish their secondary schools without scholarships and capacities to continue their higher education? From **Hakuzimana Philbert Apr Fc**
2. What level are we on in spreading electricity in rural areas, what are you planning to do for helping the rural population to get electricity? **Mawazo Emmy Twahirwa**
3. In the previous years, we used to cultivate what we wanted and got an interesting harvest. However nowadays, agronomists oblige us to cultivate similar crops in a region and we don't get any interesting harvest, hence hunger and poverty, then how are you planning to help us? From **Bikabyo Orginal**
4. What are you planning to improve the discipline of pupils in different schools? What do you think will be improved by distributing condoms in schools? We need to enhance even discipline conditions among our schools rather than enhancing only knowledge without discipline. from **Jean Claude Barayata**

Suggestions from the Listeners

1. Ordinary citizen need to take care of the established infrastructures because in some areas we meet destroyed infrastructures while they have been costing. Without the policy of protecting our infrastructures we risk to work without improvement. **Théoneste Nsengimana**
2. Citizen have to be more educated to raise up their understanding on health issues. From **Hyacinthe Iyamuremye I Rusizi**
3. There is a need of building roads connecting rural areas and studying many projects that should help rural population to develop after 2015 from **Idrissa Ndolimana**
4. **Godfrey Kalisa** every thing is going on well but the problem is high rate of nepotism. if the government fights that am telling you Rwanda will be the best country in Africa otherwise more efforts in technology.
5. There is a need to establish funds for those who have finished their schools and who don't have any job so as to enable them create their own jobs for a self-reliance of the country **Jean Pierre Uwiringiyimana** and
6. There is a need to improve quality of education in Rwanda so as to enable our country to reach far through well trained students. We need also to sensitize the role of technical education among our youth and provide the support for those who have finished their schools to begin their projects that will help them to improve their lives. **Théoneste Nsengimana** and **Bikabyo Orginal** and **Uwifasheneza Japhet**

Annex B: Radio Talk-show (Dusangire Ijambo)

On October 23, 2014 NCBS & UNDP held a Live talk show on Radio Rwanda on the Post 2015 development Agenda Consultations and the following is a summary of the ideas from the audience

1. Considering the increasing number of youth finishing their schools, there is also an increasing of the joblessness specifically among the youth. So, there is a need for the government to set up new strategies of fighting the increasing number of joblessness by setting up new projects to help the youth. From Higiro Dolphin and Nzabarinda Paul, Yoronimo Nhieron Jerome, Uwimpuhwe Ephrem, John Maniriho, Nelson Francois Junior, Nzabarinda Paul
2. When you talk about creating jobs for the youth, don't forget those who have not even attended the primary school for they are also important in our society. It could help when the government try to teach them technical courses. From Hakizimana Janvier
3. The Government must enhance the development of the TVET and PSF. Further, the youth has to be sensitised and encouraged to create new jobs and innovation for the better of their future. Uwimana Jean de Dieu, RUBAVU,
4. There is a need to reduce joblessness, fighting violence among Rwandan families, sustaining and creating new roads in the Country either in rural or urban areas, increasing the number of people fetching potable water and getting electricity, initiating technical courses in 12 YBE and increase the production from Agriculture specifically by encouraging mechanised agriculture. John K Marvin, Nzabanita Théogène and Peter Bikorimana, Habamungu Janvier, Uwayisenga Edouard, Dominique Ndahiro Iradukunda
5. There is a need to sensitise the population to implement family planning programs, increase the number of financial institutions, encourage the population to live in villages, and sustain the environment Peter Bikorimana Eugene Nkundimana, and Ruham Johny
6. There is a need to rework on the gender equality law, this law has turned into violation of men rather than women. The gender equality law has been misunderstood and it is causing harm rather than good in our society Nzabanita Théogène, Gitwa/Ngororero
7. There is a need to fight the increase of prices, Increase the number of investors, setting up new infrastructures in rural areas and the enhancement of medical services in the country. Nayituriki Omar
8. There is a need to set up new strategies in fighting the disasters and helping the affected population. Uwifasheneza Japhet, Abimana Donatien ngororero
9. One Laptop per child should also be introduced even in secondary schools to enhance the use of technology in the country, and setting up laboratories in schools with scientific options because students do practical exams without even laboratories in their schools. Niyonzima Patrick Desire and Hagenimana Prosper
10. You say the education has been enhanced, How is it developed while we have schools with scientific options like maths, computer, chemistry, and biology without laboratories even without machine? There is a need to redo the system and enhance quality in our education. Usanimfura Rogatien

Annex C: Newspaper Supplement in The New Times (a daily newspaper) announcing a National Radio Talk-show

INCLUSIVE DIALOGUE ON THE POST 2015 DEVELOPMENT AGENDA

Helping to Strengthen Capacities and Build Effective Institutions

INTRODUCTION

As the twilight sets in on the Millennium Development Goals (MDGs), with their 2015 deadline fast approaching, efforts are now underway to usher in another dawn for a global impact for tackling the persisting and emerging development challenges facing the global community being stepped up. These are being carried out in the context of what is now dubbed as ‘the Post 2015 Consultations’ aimed at shaping the new development agenda for the world and its implementation and monitoring mechanisms for another 15 years after the expiry of the MDGs.

Given the remarkable progress that Rwanda has registered towards the MDGs, the country through a range of fora is therefore playing a key role in shaping this new global development agenda.

One of the major fora that was organized was the National Dialogue which was held on September 24, 2014, at Lemigo Hotel that provided additional information to policy makers globally and in-country by drawing upon past experiences, lessons learned as well as good practices around the world that would allow the ambitious post 2015 agenda to be implemented and foster a broad sense of ownership, inclusive planning structures and multi-stakeholder partnerships to support its delivery.

Rwanda’s Experience on MDGs

The Government of Rwanda has ensured that there is sustained economic growth in the country over the last ten years in promoting pro-poor economic development. According to the third Integrated Household Living Conditions Survey, between 2006 and 2011, poverty dropped from 56.7% to 44.9% and extreme poverty dropped from 35.8% in 2006 to 24.1% in 2011. Urban poverty reduced from 28.5% in 2006 to 22.1% in 2011 while rural poverty declined from 61.9% to 48.7% over the same period. The result is that more than one million people were uplifted out of poverty in only five years.

The Government has ensured that there is harmony between its development aspirations and the Millennium Development Goals (MDG’s). Achieving MDGs has been fundamental to the Government in terms of its policy and strategic frameworks. Thus, Rwanda was recently ranked first among 48 African countries that have registered substantial progress in achieving the MDGs. This had been envisaged in the National Vision 2020 that programmed for a knowledge based Economy with fully strengthened Institutions and human capital in order to build an advanced economy.

The Poverty Reduction Strategy Paper of 2002-2005, the Economic Development and Poverty Reduction Strategy (EDPRS 1 of 2008-2012) and EDPRS 2 (2013-2018) have also

demonstrated Government's efforts towards realizing the development aspirations enshrined in the MDGs. The country envisages having an economic growth rate of 11.5 % by 2018 in a bid to move towards middle income country status. There is also a focus of reducing poverty from 44.9% to below 30% by then. The Government also aims to improve service delivery and ensure citizen satisfaction is above 80%.

Helping to Strengthen Capacities and Build Effective Institutions

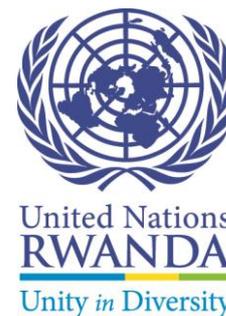
To achieve the development goals as enshrined in different policies, the Government of Rwanda has embarked in reconstructing and restructuring its institutions, systems, procedures, and processes, putting in place an enabling environment for all sectors to thrive. The recovery and development process involved major reform initiatives which included decentralization of public administration; improving the functions of the judiciary; implementing public financial management reforms; restructuring public institutions; right-sizing the civil service as well as building capacities to enhance their performance and strengthening institutions to ensure quality service delivery.

The aforementioned policy and strategic instruments demonstrate how the Government has to strengthen national institutions to deliver on all those development aspirations through strengthened institutions with qualified public servants. It has become evident that effective institutional capacities are very fundamental to the successful implementation and contextualization of the development aspirations and the achievements of the post 2015 development agenda.

According to national and global reports from international agencies including UNDP, Rwanda presents a unique case in development and is on course to achieve all the MDGs.

Post 2015 Consultations and Media Coverage

In a bid to widen 'Post 2015 consultations' nation-wide a live talk show shall be hosted by Radio Rwanda on Sunday, 19th October 2014, at 8.00 a.m., with a Panel drawn from UNDP; National Capacity Building Secretariat (NCBS); Ministry of Finance and Economic Planning (MINECOFIN); Ministry of Health (MINISANTE); Ministry of Education (MINEDUC); and Ministry of Agriculture (MINAGRI). Key areas of discussions with the audience shall include, what was learnt from the implementation of the MDGs; and what kind of effective institutions are needed to drive the Post 2015 sustainable development agenda. There shall also be a live tweeting interactive sessions done concurrently with the talk-show.



PRESS RELEASE

INCLUSIVE DIALOGUE ON THE POST 2015 DEVELOPMENT

AGENDA

Helping to Strengthen Capacities and Build Effective Institutions

Kigali, Rwanda:

The Government of Rwanda in close collaboration with the one UN will hold on this September 24, 2014, 8h00 at Lemigo Hotel a National Dialogue to provide an opportunity for various stakeholders in the country, to contribute through their ideas and proposed solutions, on ‘strengthening capacities and building effective institutions’ for the implementation and localization of both internationally agreed as well as national development plans, beyond 2015, in order for Rwanda to achieve its Vision 2020.

The Dialogue that will be attended by the central and local government, Private sector, development Partners, Civil Society organisation and media will generate the specific information on what is required to build Capacities and Strong Institutions for sustainable development goals, within the prospects of the Post 2015 development agenda.

The Government of Rwanda (GoR) recognises that the operationalization of the MDGs requires clearly articulated inputs to ensure sustainability of the global and national development agenda. In this regard, Rwanda was one of the countries that contributed to the first phase of consultations and is set to be actively involved in the second round of consultations.

The inclusive dialogue shall provide additional information to policy makers globally and in-country by drawing upon past experiences, lessons learned as well as good practices around the world that will allow the ambitious post 2015 agenda to be implemented and will foster a broad sense of ownership, inclusive planning structures and multi-stakeholder partnerships to support its delivery.

For further information on this inclusive dialogue you may contact:

Tel: 0788304908/0788301163

Email: Executive secretary@ncbs.gov.rw

Annex E: List of Participants, National Dialogue Meeting, 24th September 2014.

No.	Name	Institution	Position
1.	Marcia Musisi-Nkambwe	USAID	Deputy Mission Director
2.	JD Gakuba	Private Sector Federation	Head of Training & Development
3.	Yves Bernard Ningabire	Rwanda Association of Local Govt Authority	Deputy Secretary General
4.	Dr.Ibrahim Musobo	University of Rwanda - CBE	HoD HRM
5.	Rajiv RanJan	UNDP	Advisor
6.	Charles Gasana	UNDP	Consultant
7.	Vital Nsengimana	Rwanda Biomedical Centre	Planning Officer
8.	Bernardin Uzayusaba	UNDP	Programme Analyst
9.	Alexis Ndayisaba	JICA	Programme Coordinator
10.	Judith Mbabazi	RLRC	Commissioner Secretary
11.	Saber Azam	UNHCR	Representative
12.	Lucie Kabatesi	RDD	Specialist
13.	Shaphic Karenzi	Chamber of Deputies	Director of Planning
14.	Yves Ntabana	RMI	Head of Training
15.	Aime Tsinda	IPAR	Senior Research Fellow
16.	Edward Kadozi	NCBS	Economic Cluster Specialist
17.	Valentine Mukase	Karongi District	DP M&E
18.	Alfred Otara	University of Rwanda	Deputy Dean
19.	Sophie Nyirabakwiye	UNDP	Head of Poverty Reduction & Environment
20.	Brick Shirimpumu	ELPD	Director of Finance
21.	I. M. Shema	NCBS	Division Manager Sector

			Support
22.	Jean Claude Nyirimanzi	NISR	Principal
23.	Marc Mupenzi	NCBS	Programme Manager
24.	Bosco Muhinda	NCBS	ECS
25.	Sylvia Rutebuka	NCBS	SCS
26.	Godfrey Kabera	MINECOFIN	DG Planning
27.	Julie Kamukama	ILO	National Coordination Social Protection
28.	Anita Mutesi	NCBS	GCS
29.	Janvier Mukatwari	UNW	Programme Coordinator
30.	Emile Habimana	MINIRENA	SCBI Coordinator
31.	Emma Umurerwa	KHI Ltd	Repartu
32.	T. Christophe Kitoko	Inyarwanda	Photographer
33.	Photogene Mugisha	MHC	Planning M&E
34.	Emelang Letean	UNECA	SAO
35.	O. Tuyizere	NCPD	Director
36.	Felicien Mwumvaneza	MINIJUST	Coordinator JRLOS
37.	Lament Messiaen	GIZ-DGG	Comp. Leader
38.	Gerard karamutsa	WDA	Career Guidance
39.	Gerard Bimenyimana	WDA	ToT
40.	Noel Ntahobari	RALGA	Policy Analyst
41.	Josef Maerien	UNFPA	Representative
42.	Mari Hassinen-Agoya	WFP	Head of Prog Unit
43.	Collins Mwai	New Times	Writer

44.	John Mbanda	New Times	Journalist
45.	Peter Kamau	UNDP	Program Analyst
46.	Emmanuel Twagirumukiza	MoH	Head of Health Professionals
47.	Janet Nakato Bakunzi	MINEDUC	Ag. Director of Policy M&E
48.	Fred Mugisha	MINEDUC	Dir Policy & Planning
49.	Didacus Obunga	IOM	OIC
50.	Jean Michel Karangwa	UR-CAVM	Advisor
51.	J.Claude Nyirimanzi	NISR	Principal
52.	Andre Nkurikiye	Prime Minister's Office	Capacity Building Coordinator
53.	Denis Rugege	UNDP/REMA	EA Advisor
54.	Amadou Seck	UNICEF	Economic Analysis Specialist
55.	Kayitenkore Mugeni	EU	Programme Officer
56.	Evard Havugimana	UNDP	Research Assistant
57.	J. Nepo Muhizi	Rurindo District	Dir. Planning
58.	Happy Grace	GMO	DAF
59.	Adalbert Rukebanuka	Kicukiro District	Executive Secretary
60.	N. Esta Mukasine	REB/HESLD	Students Monitoring
61.	Augustine Rwabukayire	RDB	Skills Dev't Officer
62.	Lilian Mutoni	MINECOFIN	PR & Comm Officer
63.	Sullivanus Karemera	RDB/RTV	Senior Reporter
64.	Gerald Muzungu	ES Ngoma District	DES
65.	Schadrack Dusabe	UNDP	Project Manager
66.	Maria Gemma	UNDP	Technical Advisor

	Dalena		
67.	Gisele Umuhumuza	REMA	Research Officer
68.	Nicholas Muneza	NCBS	SCS
69.	Danila Boneva	UNDP	Aid Effectiveness Advisor
70.	Annonciata Kambayire	Ruhango District	DES
71.	Janvier Munyampundu	NCBS	PRO
72.	Gerald Butera	UR	Senior Planner
73.	Lebum Pierre	Belgium Embassy	Attache Coop
74.	Jean d'Arc M. Matuje	FAO	Prog Officer
75.	Peace Murungi	RCSP	ES
76.	Peter Malinga	NCBS	SPIU C

Annex F: Pictorial of the National Consultations



“Consultations and Participation in another break-away Group”, 24th September 2014



“Consultations and Participation in one of the break-away Groups”, 24th September 2014



“Members of the Panel at the National Radio Studio”, 19th Oct. 2014

REFERENCES

1. *Concept Note for an Inclusive Dialogue on the Post-2015 Development Agenda: “Helping To Strengthen Capacities and Build Effective Institutions”*, UNDG, March 2014.
2. *Background Note – Continuing Inclusive Dialogue on the Post-2015 Development Agenda (aka: ‘how-to consultations’)*, UNDG, 2014
3. *Innovation for Development: Mechanisms for Inclusive Dialogue on the Post-2015 Development Agenda*, UNDP’s Knowledge, Innovation and Capacity Group, March 2014.
3. *A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development Report*, The UN Secretary General’s High Level Panel of Eminent Persons on the Post-2015 Development Agenda, 2013.
4. *A Million Voices: The World We Want – A Sustainable Future with Dignity for All*, UNDG Millennium Development Goals Task Force, 2013.
5. European Report on Development 2013, *Post 2015: Global Action for an Inclusive and Sustainable Future*, Full Report, 2013.
5. Government EDPRS 2 <http://minecofin.gov.rw/fileadmin/General/EDPRS2MainDocument.pdf>
6. Government Vision 2020 <http://minecofin.gov.rw/fileadmin/General/Vision2020Booklet.pdf>
7. Sustainable Development Goals - <http://sustainabledevelopment.un.org/focussdgs.html>
8. http://www.oecd.org/dac/_POST-2015%20effective%20and%20accountable%20institutions.pdf
9. *Rwanda’s Gender Dividend*, Government of Rwanda, Kigali, Rwanda, 2014