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Sida Decentralised Evaluation

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Completion Evaluation of Sida Support to Environment and Climate Change Component of NREP

Final Report

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**Final Report
March 2016**

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

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Abbreviations and Acronyms

| | |
|----------|---|
| AJSRM | Annual Joint Sector Review Meeting |
| CDM | Clean Development Mechanism |
| DAC | Development Assistance Committee |
| DDG | Deputy Director General |
| DDP | District Development Plan |
| DG | Director General |
| EDPRS | Economic Development and Poverty Reduction Strategy |
| EESD | Environmental Education for Sustainable Development |
| EIA | Environmental Impact Assessment |
| EICV | French acronym translation: Integrated Household Living Conditions Survey |
| ENR | Environment and Natural Resources |
| ERPC | Environmental Regulation and Pollution Control |
| ESD | Environment for Sustainable Development |
| FONERWA | French acronym: Rwanda Fund for Environment |
| GCF | Green Climate Fund |
| GDP | Gross Development Product |
| GGCRS | Green Growth and Climate Resilience Strategy |
| M&E | Monitoring and Evaluation |
| MEA | Multi-Lateral Environmental Agreements. |
| MINEDUC | Ministry of Education |
| MINELA | The Ministry of Environment and Lands |
| MINIRENA | The Ministry of Natural Resources |
| MOU | Memorandum of Understanding |
| MSEK | Million Swedish Krona |
| NAMA | National Appropriate Mitigation Actions |
| NAPA | National Adaptation Programme of Action to Climate Change |
| NDC | Nationally Determined Contributions |
| NPO | National Programme Officer |
| NREP | Natural Resources and Environment Programme |
| OECD | Organization for Economic Co-operation and Development |
| PD | Project Document |
| PEI | Poverty and Environment Initiative |
| PWC | Price Waterhouse Coopers |
| RAF | Result Assessment Framework |
| RBM | Results-based management |
| REMA | Rwanda Environment Management Authority |
| RMF | Results Management Framework |

ABBREVIATIONS AND ACRONYMS

| | |
|--------|--|
| RNP | Rwanda National Police |
| Rwf | Rwandan Francs |
| SDG | Sustainable Development Goals |
| SEA | Strategic Environmental Assessment |
| Sida | Swedish International Development Agency |
| SIPU | FCG SIPU International AB |
| SPIU | Single Project Implementation Unit |
| TOR | Terms of Reference |
| TVET | Technical Vocational Education and Training |
| UNDP | United Nations Development Programme |
| UNEP | United Nations Environment Programme |
| UNFCCC | United Nations Framework Convention on Climate Change |
| UNICEF | United Nations International Children's Emergency Fund |

Preface

This evaluation was contracted by Sida through the Framework Agreement for Evaluation Services and conducted by FCG SIPU International AB.

The evaluation team consisted of the Team Leader Leif Danielsson and key experts Denis Rugege and Richard Ngendahayo. Quality support was provided by Eva Lithman and the project manager was Christian Carlbaum within the Evaluation Unit at SIPU.

The findings of the report are entirely the responsibility of the team and cannot be taken as expression of official Sida policies or viewpoints.

Acknowledgements

In the course of this evaluation we have had the privilege of interacting with a number of persons who have generously given their time and interest. We wish to express our heartfelt thanks to all who contributed to this evaluation.

Executive Summary

This report presents the findings, conclusions and recommendations of the evaluation of the Environment and Climate Change component of the NREP, Rwanda, conducted during the period January – March 2017. The programme was started in 2011 and was completed in June 2016. The budget of the programme was 40 MSEK. This evaluation is the final completion report.

The implementation partner to Sida is the Rwanda Environmental Management Authority (REMA). The evaluation is structured around the OECD/DAC criteria by focussing on relevance, effectiveness, efficiency, sustainability impact and lessons learned. The evaluation draws on evidence from a review of relevant programme documents, interviews and data collected during a field mission during February 6 - 24, 2017 including key informant interviews, stakeholder consultation, beneficiary interviews and focus groups discussions. The data has been validated through different sources of information received.

Rwanda has had a notable progress in both economic and social development over a substantial period. The country's national development is guided by the long term Vision 2020. The Vision is elaborated into medium term actions in the Economic Development and Poverty Reduction Strategy (EPDRS) that are implemented through the respective Sector Strategic Plans nationally and District Development Plans at local level. However, the livelihood Rwanda's population is still highly depended on land and water resources from mainly subsistence agriculture. The country's high population density, the varied terrain and climatic conditions are to a large extent associated with inappropriate land use practices that includes cultivation on marginal semi-arid areas, steep hillsides and wetlands. National statistics show that close to 80% of the rural population in Rwanda depends on wood-based fuel for cooking, posing an increasing threat to forest cover, reduced carbon sequestration and degradation.

The overall development objective of the programme is *to strengthen the capacity of MINIRENA (Ministry of Natural Resources) and REMA to secure effective environment pollution control for sustainable development, mainstreaming environment in different sectors, strategies, programmes and policies, and to address climate change issues.*

To deliver towards this objective the capacity building programme has included three different project components; Effective Pollution Control, Environmental Mainstreaming, and Climate Change Preparedness.

During the five years that the programme has been running a number of activities has been implemented in the areas of training and workshops, development of 25 reports and guidelines in different areas of environment, studies and assessments, procurement of equipment for monitoring of air, soil, and water pollutions, greening of 127 schools, development of 3 green villages, rehabilitation of river banks and building of terraces, and attachment of 60 environmental interns to district offices to support environmental mainstreaming in the districts.

The implementation of these activities has produced outcomes in their respective areas. The production of the reports has made available a significant knowledge base within REMA, for the good of both the staff and other practitioners. River banks rehabilitation has ensured sustainability of the villages that live close to the rivers, the green village model and the greening of the schools have both provided approaches by which environmental mainstreaming and mitigation of climate change can be applied. The green villages have also drawn specific attention from districts in Rwanda as well as poverty reduction delegations from other countries. The main challenge in conducting the evaluation is that these interventions were not part of the programme document upon which the funding was based and this change in the programme was not specifically communicated and agreed upon with the donor. Even so, the evaluation has tried to evaluate the outcomes upon their own merits despite the absence of clear objectives on its contribution to the capacity building of REMA and MINRENA.

The overall purpose of the evaluation is to inform about the achievements of results on activities and on outcome level. The evaluation also assesses the effectiveness of the key activities in achieving the set targets of the sector and the efficient utilization of resources in attaining the intended objectives.

The ToR called for the evaluation to compare actual against planned results at both output and outcome levels. This proved to be difficult because of the weak definition of both outputs and outcomes within the programme's results framework and that in reality that systematic planning, monitoring and evaluation of intended outputs were weak. Bearing these limitations in mind, the evaluators found that:

- The activities carried out were by and large **relevant**. They aligned with meeting the priorities set out in Sida's strategy for the region and to the strategies of Rwanda in the Environment and Natural resources sector strategic plan, the Environment Strategic Plan, the implementation of the EDPRS and contributing to the realization of the Vision 2020.
- **The criterion Effectiveness** is concerned with the extent which a development intervention has achieved its objectives. The implemented activities did not have any specific objectives, however the team has evaluated the result in terms of the overall objectives and our overall judgement is that the support has been moderately effective.

- **Assessment Efficiency** is concerned with the extent to which a development intervention can be justified by its result, taking alternatives into account. The evaluation has assessed the results and compared it to the fulfilment of the expected output and its relative cost. The overall judgement is that the programme has been moderately efficient.
- The prospect for **sustainability** of the results is good for the majority of the activities due to their relevance. The programme did not feature a theory of change on how the various interventions would improve the institutional capacity. However, the programme adopted a tools and skills development and dissemination approach as well as demonstrations and pilots in developing capacity for REMA and mainstream stakeholders.

Environment and climate change considerations were effectively mainstreamed in district planning and operational instruments by interns. Mainstreaming requirements are dynamic and need continual input into district plans and operations. It therefore observed that this capacity is not sustainable in the absence of external support. The school greening guidelines were used by the Ministry of Education to integrate school greening as part of school health objectives within the national strategy for school education.

Local governance institutions through district structures have adopted the green village approach for the implementation of the national rural resettlement programme. No significant changes among REMA and MINIRENA staff capacity have been demonstrated although it is observed that some capacity could be strengthened at district level and could be sustainable if the interns programme could itself be mainstreamed in the REMA structure.

- **Impact** is the total of the effects of an intervention. The overall objective of the programme is capacity building and even though it has been difficult to assess the extent capacity has been developed inside REMA or MINIRENA, it is clear that capacity has been developed on the district level. The National Police has been trained to enforce environmental laws and regulations in addition to controlling the gas emissions from vehicles. Although there was no formal sanctioning, the programme demonstrated flexibility that made it possible to achieve priority objectives. In general therefore we can say that in totality the impact of the programme has been positive.

The evaluation examined the effectiveness of the programme monitoring and management. The programme management responsibility rests with the management of REMA as there was no Steering Committee assigned for oversight. During the evaluation it was noted that there were several weaknesses in reporting on the implementation of activities and in progress monitoring against indicators in the results framework and focus on results reporting. There was also a lack of updated programme documents based on the significant changes in the implementation plans among other project instruments. This indicates a programme that has room for

improvements in using standard project planning, monitoring and evaluation approaches expected in development cooperation projects.

The evaluation has been asked to provide recommendations for how the sustainability of the achievements can be assured. Therefore, the evaluation recommends:

- It is recommended that future capacity development support be based on an appropriate theory of change that would take into consideration among others capacity assets and needs, capacity development planning and implementation as well as monitoring and evaluation.
- It is recommended that REMA takes steps to establish the database and to develop the necessary capacity to monitor levels of environmental pollution at an appropriate timeline. A monitoring system will allow REMA to determine the effectiveness of control measures in place and to make changes as necessary.
- It is recommended that possibilities to mainstream the internship programme as a permanent structure within REMA to be explored and if possible instituted.
- REMA should take steps to raise the issue of schools with very large numbers of learners that makes school health objective impossible to achieve with negative impact on learner development and eventually national development.
- It is standard good project management practice for development projects to have a provision for a Steering Committee in the project document with stipulated responsibilities including project oversight. Without a Steering Committee, it is likely that a project will divert from the guiding framework of the project document and not achieve the expected results. A Steering Committee could enhance relevance and effectiveness. It is recommended that future support requires each project to have project document featuring a project management framework that also includes a Steering Committee with defined oversight responsibilities.

1 Introduction

1.1 BACKGROUND

Rwanda's progress in economic and social development over a substantial period has been notable. The country's national development is guided by the long term Vision 2020. The Vision is elaborated into medium term actions in the Economic Development and Poverty Reduction Strategy (EPDRS) that are implemented through the respective Sector Strategic Plans nationally and District Development Plans at local level. The EICV4¹ reports that the country sustained GDP of 8% for over a decade, mainly driven by agriculture (33% of GDP) and services (47% of GDP); 1 million people lifted out of poverty; poverty reduced from 59 percent to 39 percent and; inequality reduced from 0.507 to 0.448. The report also shows that all MDGs were achieved at goal level except for the poverty goal which was partially met, falling short on stunting and poverty targets.

However, Rwanda's population still highly depends on land and water resources for livelihoods mainly from subsistence agriculture. National statistics show that close to 80% of rural population of Rwanda depends on wood-based fuel for cooking, posing an increasing threat to forest cover, reduced carbon sequestration and degradation. Statistics also indicate that over 20% of rural households are at risk of respiratory diseases due to indoor cooking with firewood, consistent with national figures for highest cause of morbidity in health centres (22 percent) and major cause of death in all health facilities (over 3 percent); that 75 percent of women responsible for household cooking are most exposed to smoke inhalation along with children under 5 years of age normally in their close care and; that close to 12 hours a week are spent in firewood collection especially by rural women and children.

Decline in ecosystem health from land and water degradation leads to loss of capacity to regulate effects of extreme weather and associated disasters characterised by floods, landslides and droughts. Rural communities are most vulnerable to these natural disasters that cause loss of human life, loss of livestock and large scale damage of homestead structures, roads and infrastructures, land, water sources and crops and other livelihood support.

¹ French translation for the country's 4th Integrated Household Living Conditions Survey (2013/14)

In late 2011, the Government of Rwanda approved and operationalized the Green Growth and Climate Resilience Strategy (GGCRS). The long-term cross-cutting strategy aims for the country to be a developed climate-resilient, low-carbon economy by 2050. It is driven by objectives to achieve sustainable land and water utilization for food security, urban development and biodiversity and ecosystem preservation, social protection, improved health and disaster risk reduction.

A Green Fund for Rwanda, FONERWA² was established by statute in 2012 for the sustainable financing of innovation in home-grown green technologies and production approaches that ensure resilience to climate change effects including the implementation of the GGCRS programmes of action. FONERWA uses the innovation grant and line of credit financing mechanisms to facilitate access to funds for entrepreneur innovators as well as for public and private institutions. Additional green financing leverage has been acquired by the Ministry of Natural Resources (MINIRENA) which has been accredited by the Green Climate Fund to finance projects of magnitude up to USD 50 million. Rwanda has also previously benefited from the different climate financing mechanisms under the UNFCCC framework including the Adaptation Fund.

It is also noted that Rwanda recently ratified the Paris Agreement on climate change under the UNFCCC³ that requires all “Parties” to put forward their best efforts through “nationally determined contributions” (NDCs) as a basis for country-level climate financing and implementation. Rwanda’s NDCs as submitted to the UNFCCC were founded on the GGCRS and will be translated into financeable programmes that may be funded by climate finance mechanisms under the Paris Agreement as well as attract public and private investments. At the same time, Rwanda has been chosen to host the Sustainable Development Goals (SDGs) Centre of Excellence for Africa and is currently updating national development indicators and other monitoring and evaluation framework in a “domestication” process.

Going forward, Vision 2020 was updated with the GGCRS strategic objectives to include a focus on green growth and EDPRS 2 with Green Economy priorities. The country is currently implementing its second 5-year phase of EDPRS 2 (2013-2018) with targets to achieve an even higher growth rate of 11.5 percent by 2018, reduced poverty to 30% and to create 200,000 off-farm jobs annually while maintaining high standards of Accountable Governance.

² Original French acronym for “Fund for Environment”

³ United Nations Framework Convention on Climate Change

The Government of Sweden through Sida provided support for the Environment and Climate Change component of the Natural Resources and Environment Programme (NREP) by investing in capacity strengthening support to MINIRENA and REMA for the efficient and effective execution of their respective mandates including ecosystem rehabilitation, protection and conservation interventions that address the decline in ecosystem health. This programme component was also expected to address issues affecting gender and youth as prioritized in EDPRS 2, noting the country's youth are increasingly involved in occupations that are primarily reliant on natural resources. The immediate objective of the environment component was to strengthen the *capacity of MINIRENA and REMA to secure effective environment pollution control for sustainable development, mainstreaming environment in different sectors, strategies, programmes and policies, and to address climate change issues.*

The Government of Sweden supported the implementation and monitoring of the program with an amount of forty million Swedish Kronor (SEK 40,000,000) over an initial period of four years (2011 to 2015) but later granted a no cost extension of six months that brought the effective end date of the programme component to June 2016. Sida/the Swedish Embassy commissioned FCG SIPU International AB (SIPU) to conduct a final evaluation following the end of the Environment and Climate Change component of the NREP.

2 Purpose and Objectives of the Evaluation

The overall purpose of the evaluation is to inform the Embassy of Sweden and key stakeholders about the achievements of results on activity and on outcome level. The evaluation shall also be used to inform the broader Sector Working Group of the Environment and Natural Resources Sector of the effectiveness of the key activities in achieving the set targets of the sector and how efficient the utilization of resources was in attaining the intended objectives. The evaluation will assess the performance of interventions and perceptions of beneficiaries towards the component including relevant government agencies, technical and public institutions and well as target communities and collate suggestions for better results in similar programmes in the future.⁴

2.1 SPECIFIC OBJECTIVES OF THE EVALUATION

The **first overall objective** of the evaluation is to find out which results have been delivered and what challenges have been encountered during the whole 2011-2016 period. The evaluation assesses the effectiveness of the key activities in achieving the set targets and the efficient utilization of resources in attaining the intended objectives. The findings and recommendations establish to what extent the capacities of the institutions have improved and how it will guide resource allocation in the future.

The **second overall objective** is to assess the performance of the intervention and the perception of beneficiaries towards the component and collate suggestions for better results in similar programs in the future.

The main users of the evaluation results and recommendations are according to the ToRs the Embassy of Sweden, REMA, key stakeholders and development partners

⁴ Completion Evaluation of Sida Support to Environment and Climate Change Component of Natural resources and Environment Program (NREP) from 1st April 2011 to 31st June 2016 Implemented by Rwanda Environment management Authority (REMA), Terms of Reference 2016, The Embassy Of Sweden, Kigali

and the broader sector working group of the environmental and natural resources sector.

The final evaluation is carried out with the following specific objectives according to the TORs:

1. Review the programme management data and reports;
2. Discuss with the programme management team, authorities in REMA, Embassy of Sweden in Kigali, and other knowledgeable officials and partners and;
3. Conduct visits to the relevant sites to physically inspect activities undertaken and discuss directly with the beneficiaries.

The evaluation includes both a summative and a formative element.

The summative component aims to assess and provide a comprehensive account of the achievements of the programme outcomes of the environment component of the NREP in accordance with four of the OECD/DAC standard criteria; effectiveness, relevance, efficiency and sustainability.

The formative part of the evaluation provides evidence-based learning and advice – lessons learned and recommendations – as guidance to the Government of Rwanda and Sida on future resource allocation.

2.2 EVALUATION OBJECT AND SCOPE

The evaluation object is the second component of the Natural Resources and Environmental Program (NREP) being defined as the Environment and Climate Change component. The governments of Rwanda and Sweden agreed in 2011 to implement the NREP in Rwanda. Initially the program consisted of four components but by the time it was agreed and ready to implement it consisted of two components namely (i) Land Reform and Land Tenure Regularization and (ii) Environment and Climate Change. The latter being the evaluation object is referred to as the environment component designed to strengthen the capacity of MINIRENA and its key institutions.

The overall development objective of the environment component is ***to strengthen the capacity of MINIRENA and REMA to secure effective environment pollution***

control for sustainable development, mainstreaming environment in different sectors, strategies, programmes and policies, and to address climate change issues.

The component is thus first and foremost designed as a capacity building programme for MINIRENA and more specifically for the Rwanda Environmental Management Authority (REMA), as the analysis prepared during the formulation process clearly stressed this as the key factor for contributing to achieve the development objective. In the strategic plan for the ENR⁵ sector in 2009 it was noted that the structures and institutions were evolving and lacked human and technical capacity. Thus it was recognized that it was essential to build capacity within the institutions to effectively contribute to sustainable ENR management. Thus, in addition to the capacity building programme itself as the evaluation object, the evaluation also includes the Ministry of Natural Resources (MINIRENA) as well as REMA. The main barriers in achieving the ENR sector objectives include; insufficient capacity, a weak Monitoring and Evaluation system, coordination with civil society and private sector as well as mainstreaming climate and environment issues into national plans. Limited ownership of environmental sustainability and climate change issues particularly in productive sectors reduces national ability to adopt and implement the green growth strategy.⁶

The Ministry of Natural Resources (MINIRENA, previously MINELA)⁷ shall ensure the protection and conservation of the environment and ensure optimal and rational utilization of natural resources for sustainable national development. REMA was established in 2006 and is an independent authority under the Ministry of Natural Resources (MINIRENA) responsible for the execution of environment-related policies and laws. Its mandate is to supervise, follow-up and ensure that issues relating to environment receive attention in all development plans. This includes among other things integration of environmental concerns, national oversight of environmental management, documentation and dissemination, compliance and enforcement, awareness and public participation, and coordination and implementation of multilateral environmental agreements.

The implementation of the programme started in 2011 and was planned to be completed in 2015. But due to external circumstances the support was temporarily

⁵ Environment and Natural Resources

⁶ Environment and climate change policy brief- Rwanda, final draft May 22 2013, Olof Drakenberg and Emelie Cesar, Sida Helpdesk for Environment and Climate Change

⁷ The name was changed in May 2011. MINIRENA is an accredited institution with the Green Climate Fund (GCF) GCF is the financial mechanism under the UNFCCC and in the Paris Agreement invests in low-emission, climate-resilient development.

suspended by the Swedish Government for 10 months in 2012/2013. Due to the suspension a no-cost extension was granted which extended the programme up to June 2016 instead of December 2015.

The evaluation which is described as a completion evaluation will cover the entire programme period from 2011 to June 2016, as set out in the Terms of Reference. It will focus on the core activities under three principal outcomes, expected to lead to achieving the immediate objective, and essentially designed to strengthen capacity (human, institutional and technical):⁸

- Outcome 1: The capacity of REMA is strengthened to enable it to effectively monitor, regulate and control environmental pollution;
- Outcome 2: The capacity of REMA is strengthened to mainstream environmental and natural resources issues in relevant sector policies, strategies, programmes and plans, and to enhance public awareness and education;
- Outcome 3: The capacity of MINIRENA and REMA is strengthened for climate change preparedness including: preparing national adaptation and mitigation plans and initiating appropriate activities at national and sub-national levels.⁹

The EPDRS and Vision 2020 have as some of their objectives economic growth and a satisfactory state of health for urban and rural population and protection from pollution. To reach the objectives in an environmentally sustainable way it is important that the environmental authorities are competent and skilled to address and deal with the threats of further environmental degradation and pollution control.

Promote awareness and mainstreaming of environmental issues in institutions and key sectors is the mandate and one of the responsibilities of REMA. REMA has been engaged by this since its formation and its knowledge on key environmental concerns is well-known by many stakeholders. The programme document notes however that the knowledge on longer term pollution aspects such as pesticides, ground water pollution, air pollution, and climate change was limited. In addition coordination, communication and mainstreaming could be improved.

⁸ The programme terms the three activity areas as outputs while a more appropriate term would be outcomes following the logic of the result chain; activities, outputs, outcomes, impacts. The term outcomes will be used in this report.

⁹ Details of the activities for each outcome is presented in annex 5.

It is envisaged that REMA would take an increased stake and clear role in mainstreaming of environmental and natural resources in the Sida support programme. This would be achieved through public awareness as well as institutional practices and approaches at both national and sub-national levels.

The programme document indicated that scientific based knowledge on climate variations was limited, but Rwanda was considered one of the most *vulnerable* nations in the world in regard to climate change. Rwanda is strongly dependent on sustaining and improving its environment and natural resources as these form the basis of livelihood for a majority of the population. Many of the specific resources (e.g. water, land, soils) and the ecosystems (e.g. the natural forests, the marshlands and lakes and the highlands) are overused, very fragile and extensively fragmented. Climate change preparedness for Rwanda was noted to be essential both in a local, national and international context.

However, during the Inception phase it became clear that the programme had been reformulated when it was initiated, but the extent of it was not obvious until some of the progress reports were received. Though elaborated as a capacity building programme targeted mainly towards REMA and its parent Ministry MINIRENA, it soon became clear that the implementation had focused on other activities than what was described in the programme document and that the results management framework had not been applied while reporting. Since the programme was still structured according to the three main outcome areas above, corresponding to the three operation units at REMA, the approach for data collection was initially focussed on these three units.

2.3 EVALUATION QUESTIONS

The ToRs identify evaluation questions and criteria to be applied within the framework of the evaluation objective:

- provide an objective external assessment of the Environment and Climate Change component of Natural Resources and Environment Programme (NREP) after its completion
- highlight the main achievement and challenges encountered during implementation of the Programme
- provide recommendations for sustainability of the achievements
- suggest how the challenges could be avoided in similar programmes in the future.
- assessing the results of environment and climate change component and the underlying cause–effect relationship,
- assess to what extent the programme has taken in consideration the gender and youth aspects

Specifically, and on the basis of the programme:

- (i) assess whether the main objective(s) of the programme were achieved and targeted results attained in relation to time and budgetary resources,
- (ii) assess the quality of implemented programme activities on site(s) and their technical sustainability for local circumstances,
- (iii) identify problems/constraints, which might have impacted the successful implementation of the programme activities and suggest ways to avoid them in future,
- (iv) survey beneficiary perceptions of the programme and collate suggestions towards better ways in the future,
- (v) survey perceptions of partners including among others; relevant government agencies, donors and technical institutions and collate suggestions for better results in similar programmes in the future.

3 Methodology

3.1 METHODOLOGY

The evaluation team was made up of three team members, the Team Leader (being a core member of the SIPU evaluation team) and two national team members both very experienced and familiar with the environmental sector in Rwanda REMA. The roles and the responsibilities of the evaluation were divided between the team leader (institutional capacity building) and the environmental experts (environment and climate change capacity building). However, the team has been working together in accomplishing the tasks simultaneously. We believe this approach strengthens the analysis of the linkages between the outputs in the capacity building programme. The evaluation was divided into three evaluation phases; an inception phase, a data collection and field visits, and analysis and reporting. This is further elaborated below.

The evaluation methodology is based on the interpretation of the ToRs for the evaluation and the team's expertise in various evaluation methods and approaches as well as their in-depth understanding of institutional capacity building and strengthening processes, environmental management with focus on climate change and the Rwandan context.

As indicated above, the evaluation is structured around the OECD/DAC standard evaluation criteria, relevance, effectiveness, efficiency, sustainability and organizational learning.

The overall methodological approach includes collection of both secondary and primary data. Although the evaluation is primarily based on qualitative data, review of previously collected quantitative data and collection of primary quantitative data during the evaluation are carried out wherever possible. In general, the depth of analysis was determined based on the nature of the indicators and targets established in the programme results frameworks and the availability of independently verifiable information. As has been indicated previously the initial log-frame and results monitoring framework is not completely congruent with the implemented activities. The programme is foremost a programme to build human, institutional and technical capacity. Yet direct capacity building activities such as training and short courses for REMA staff appear limited in the implementation. While a cause and effect analysis was used to guide the assessment of the capacity building, the evaluation assessed the activities that have been implemented, the participation of REMA staff and if any theory of change was applied to achieve capacity building.

Gender and youth considerations are cross-cutting issues but are not specifically included in the activities or covered by indicators in the log-frame. However, these aspects have been kept in focus during our data collection and data have been disaggregated whenever possible.

Our assessments are based on a variety of data sources such as desk research, key informant interviews, stakeholder consultation, beneficiary interviews, and focus groups. These different sources have complemented each other particularly in assessing progress towards the objectives and triangulation of information.

3.1.1 Desk Review

The desk review is an integral part of the evaluation and has continued during the implementation and data collection phase. The team has conducted a desk review of the documents obtained from the Embassy and REMA, including program documents, programme log-frame, progress and financial reports, and other relevant documents. The consultant team has continued to request and collect additional documentation as needed but it has been difficult in some cases to receive reports and other data in an expedient manner.

The documents that have been collected and reviewed have had an effect on the evaluation methodology and the application of evaluations questions. Some of the documents needed for the evaluation were still pending during the report writing, however the evaluators believe that the perception of the programme and the results would most likely not have changed had these documents been available-.

A list of the documentation collected and reviewed is included in annex 2 in this report. The documents include project reporting (financial and narrative), various internal REMA documents describing the projects and agreements with stakeholders and partners. The documents from the Embassy (Sida) include agreements, financial audits and Sida strategies, also sector strategies are included. The list of project reports appears relatively complete, however there are several weaknesses. The narrative reports are very general and do not include details of challenges, deviations from plan and inclusion of new un-planned activities. The performance reporting does not include any follow-up on progress indicators making it difficult to assess the results. Also the period 2013-2014 was not compiled. A general problem is that the reports are not dated and the date of submission cannot be established as there were no documentation available indicating acknowledgements of receipt by the Embassy (Sida) or dispatch from REMA.

3.1.2 Interviews and focus group discussions

The team has had semi-structured interviews with staff of REMA that has participated in the implementation of the programme as well as stakeholders and beneficiaries.

Key informants have included relevant managers and staff of the Embassy of Sweden, REMA, MINIRENA, beneficiaries and others as determined during the inception phase and some have been added during the data collection. A mapping of relevant stakeholders and staff was conducted during the inception phase and a list of key informants and beneficiaries interviewed is included as Annex 3. The main stakeholders and key informants include the management and department staff of REMA, officials of the MINIRENA, the Rwanda National Police, Ministry of Education, Ministry of Local Governments and facilitators and interns working in the districts. Beneficiaries in the districts, the schools and the villages have also been interviewed. The evaluation team has also interviewed two representatives from the Cooperative Bandedereho Ndaro in Ngororero District.

The total number of beneficiaries is large, 30 districts, 127 schools, and three villages. The challenge for the evaluation has been to determine an effective size of the sample to interview. Since the districts and the schools are spread all over the country the samples had to take into consideration the representativity and the limited time that was available for the field visits, and optimizing the travel time. The districts were chosen to maximize the opportunity to visit both schools and villages. The approach was to select eight districts plus the city of Kigali, where there has also been activities in schools. The districts were selected from all of the four provinces in addition to Kigali city for representativity reasons and all three villages will be targeted.¹⁰ The selection of the specific districts and schools was done during the preparation between the inception and the data collection in cooperation with REMA. The team visited schools in seven of the 25 districts that were included in the greening of schools, representing all four periods from 2011 to 2015 to be able to assess the sustainability of the outcomes.

The interviews were semi-structured and interview guides with specific questions was elaborated as part of the preparation setting out the areas to be covered when meeting different stakeholders. The primary function of the interviews was to expand qualitatively on the issues identified during the desk review to find out the causes of and possible solutions to any problems encountered and the basis for successful results, and stakeholders' overall perception of the programmes.

Certain parts of the implementation involve activities where the beneficiaries are numerous, e.g. "greening" of schools and the "Green Villages". In these cases we believed that focus groups would help the evaluators to collect multi-dimensional perceptions of the outcome of the intervention, its sustainability, and effects as

¹⁰ Muyebe, Tweru, and Gashaki

opposed to one-on-one interviews. Focus group discussions were also held with the interns/environmental facilitators as well as district leaders.

During the inception phase there was an idea of using web based surveys to reach out to as many beneficiaries and key informants as possible. During the first week of data collection the team discussed the feasibility and it was soon realized that such a scoping exercise would not render any tangible results and the surveys were cancelled.

3.1.3 Evaluation of programme design and implementation

In general for the understanding of large projects they have to be broken down and divided into comprehensible subgroups. There are four elements that are central in how to evaluate the performance of an organization or system¹¹:

- well-defined objectives – to know where to go to;
- clear strategy – to know how to get there;
- outcomes and monitorable indicators – to know if on track;
- Evaluation of results – to gain input for improvements.

The evaluation mission will collect necessary information and evidence to find out how the programme was organized and if all the elements above were covered at the stage of the programme's design and implementation.

3.1.4 Gender and youth focus of this evaluation

A mapping of Sida's assistance categorizes the human rights and gender/youth related environmental interventions in the following way:

- Initiatives with subordinate human rights or gender components
- Initiatives with a primary focus on human rights or gender components
- Human rights or gender initiatives with a subordinate environment component.

The E&CC component is part of the first group, as the program does not seem to have any primary objectives relating to gender. Gender/youth mainstreaming should be based on a structured approach with practical initiatives with measurable outputs and outcomes. The focus of the evaluation explored the extent to which this is happening:

¹¹ World Bank seminar about "Public Sector Performance – The Critical Role of Evaluation", Baird (1998)

- Was there any targeted measures? E.g. specific measures targeted at women? Are targeted measures based on target group analysis (including but not limited to gender analysis)?
- Were there integrated measures? E.g. is gender concerns integrated into overall project goals?
- Did measures focus on women's practical needs and/or long-term strategic interests?
- Were there identified measurable indicators in relation to these measures? Are there baselines, are there targets?
- What results can be observed for these measurable indicators?
- Is there policy dialogue conducted by Sida and/or the partner in relation to gender as part of these initiatives?

3.2 PHASES OF THE EVALUATION

Taking into account the requirements set out in the ToR and the methodological considerations outlined above, the evaluation was divided into three phases as illustrated below. This section describes the content and activities of each of the three phases.

3.2.1 Phase 1 Inception

The first part of the inception period was implemented on-site in Rwanda with the whole team, which in retrospect provided an unusual opportunity to get a better insight and understanding of the implementation of the programme and also forging of the evaluation team. There are many benefits from this approach not least that it gives the team a head start to data collection. The evaluation approach and methods are likely to be better suited to the task and situation at hand. This approach is strongly recommended also for other evaluations.

During the inception phase the assessment methodology and a detailed work plan was elaborated and discussed with both the Embassy and REMA. Quality assurance procedures for the purpose of ensuring consistent quality and conformance to OECD/DAC's Evaluation Quality Standards were developed. A stakeholder mapping was done to guide the Team in determining key informants outside the organisations to be selected for interviews. The Evaluation Team discussed the objects for the field visits, the implementation schedule, and the methodology in close consultation with REMA.

The finalised methodology, including the stakeholder mapping, work plan and quality assurance system, was presented to the Swedish Embassy and REMA in de-briefing meetings and presented in an Inception Report.

3.2.2 Phase 2 - Data Collection and Analysis

The assessment phase including data collection and analysis took place in Rwanda February 6th – 17th and included continued desk study, key informant and stakeholder interviews, field visits and focus groups.

During the first week of the field visit, the team was in Kigali and had meetings with the staff and management of REMA involved in the implementation as well as being beneficiaries of the programme. The identification of interviewees was coordinated with REMA. Field visits were initiated towards the end of the first week and continued into the second week.

The schedule for the meetings and fieldtrips are attached as Annex 4

The evaluation team has applied a solid systems approach for data collection combined with well proven methods for project and organisational assessments. Data was retrieved from the review of documentation, interviews, and focus group discussions as described above.

During the latter part of the second week and beginning of the third week, the team consolidated the information from the data collection, interviews, field visits, and desk studies. Complementary meetings were held during the third week.

3.2.3 Phase 3 Analysis and Reporting

The analysis and summary of findings as well as the elaboration of the draft final report started in Kigali immediately after the data collection phase on February 20th – 24th.

During this final phase of the evaluation process, the evaluation team compiled and aggregated the information that had been gathered. This information formed the basis for the first draft of findings and preliminary conclusions presented to the Swedish Embassy in a debriefing for discussion and input by the Embassy staff.

Based on the feedback from the de-briefing, a draft final report was elaborated. A validation workshop of the draft final report was conducted in Kigali hosted at the Swedish Embassy on March 15th 2017. The workshop was attended by representatives from REMA, the Swedish Embassy, the Ministry of Education, the Ministry of Local Governments, the former desk officer at the Swedish Embassy, and the evaluation team. The outcome of that meeting and comments provided prior to and after the workshop have been incorporated in this report.¹²

¹² The attendance list is included in annex 3.

3.3 SELECTION AND APPLICATION OF EVALUATION CRITERIA

The evaluation applies the agreed DAC criteria for evaluating development assistance: relevance, efficiency, effectiveness, and sustainability. The application of these and any additional criteria depends on the evaluation questions and the objectives of the evaluation.

The DAC Evaluation Quality Standards, which Sida has adopted, are incorporated as an integral part of the evaluation. The quality of our data will be assessed and described, limitations in our study design explained and possible data gaps will be highlighted. Key findings and conclusions are to be evidence based, either by objective evidence or by corroborated evidence from several sources, preferably three to allow triangulation, although this may not always be possible.

| Environment and climate change component of NREP | | |
|--|--|--|
| Criteria | Questions | Data sources |
| Relevance The extent to which a development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors. | <ul style="list-style-type: none"> Was the project relevant vis-à-vis the needs and priorities of environment and climate change in Rwanda and the result strategy of Sida. Were the right program activities carried out to bring about the desired outcomes? | <ul style="list-style-type: none"> Identify the needs and priorities through document reviews (project reports, evaluations, and other reports), Vision 2020 and Sida strategies. Assess how the project has addressed those priorities and the outcome. Primary data collection and triangulation through interviews with KIIs, stakeholders and beneficiaries on the relevance of the project. |
| Effectiveness The extent to which a development intervention has achieved it objectives, taking their relative importance into account. | <ul style="list-style-type: none"> Has the intervention achieved its overall and specific objectives, its planned results and annual targets and to what extent? Were the main objectives of the programme achieved and the targeted results attained in relation to time and budgetary resources? What was the effectiveness of the key activities in achieving the set targets of the sector and efficiency utilization of resources in attaining the intended objectives? Are there any targeted measures in regards to gender and youth aspects? | <ul style="list-style-type: none"> Review project documents to identify the projected objectives and results. Compare with project annual reports and reviews the results achieved in relation to projected outputs and outcomes. Comparison of progress indicators against the target indicators Validation of achievement of indicators through interviews and focus groups with project staff, implementers and users. Compare annual plans with actual implementation in regards to output and outcomes. |
| Efficiency | <ul style="list-style-type: none"> What are the performance of | <ul style="list-style-type: none"> Data review of annual reports, work plans and budgets and compare with |

| | | |
|--|--|--|
| <p>The extent to which the costs of a development intervention can be justified by its results, taking alternatives into account.</p> | <p>interventions and the perception of beneficiaries towards the components?</p> <ul style="list-style-type: none"> • Could the same results be produced with smaller amounts of inputs/resources or could the same input/resources produce larger outputs? • Were the budget and timelines realistic? | <p>actual results and progress.</p> <ul style="list-style-type: none"> • Primary data collection and triangulation through interviews with KIIs, stakeholders and beneficiaries on the perception of the project. • Identify the components and approach for capacity development to describe the capacity building model and assess output and outcome. • Discuss with stakeholders and beneficiaries the extent of capacity building at REMA. |
| <p>Impact</p> <p>The totality of the effects of a development intervention, positive and negative, intended and unintended.</p> | <ul style="list-style-type: none"> • How are the planned and unplanned long-term effects of the program on society –as a whole? • To what extent the capacities of institutions have improved. | <ul style="list-style-type: none"> • Discuss with stakeholders and beneficiaries how the project has affected their operation and to what extent. • Capacity building activities towards REMA staff, Discuss the extent of capacity building inside REMA • Expansion of staff and competencies as a result of the programme. |
| <p>Sustainability</p> <p>The continuation or longevity of benefits from a development intervention after the cessation of development assistance.</p> | <ul style="list-style-type: none"> • What is the quality of implemented programme activities on site(s) and their technical sustainability for local circumstances • What is needed for sustainability of the achievements • How the challenges could be avoided in similar programmes in the future. • Are the programme outcomes likely to continue after the program has finished? • Assess to what extent the achievement are a result of institutional change in organisational structure, management, standard operational procedure. | <ul style="list-style-type: none"> • Beneficiaries perception of the interventions • Data on staff retainment in REMA • Data on budget allocated to sustain impacts over a longer period • Interviews with key informants, stakeholders and beneficiaries. • Interviews with management and staff of REMA |
| <p>Lessons learned</p> | <ul style="list-style-type: none"> • What are the problems/constraints, which might have impacted the successful implementation of the programme activities and are there ways to avoid them in future, • What was the capacity development 'model' underlying the project implementation logic and the intended knowledge transfer put in place? | <ul style="list-style-type: none"> • Survey beneficiary perceptions of the programme and collate suggestions towards better ways in the future, • Survey perceptions of partners including among others; relevant government agencies, donors and technical institutions and collate suggestions for better results in similar programmes in the future, • Collate suggestions for better results in similar programmes in the future. • Review project documents to identify if risks and risk mitigation |

- | | | |
|--|---|--|
| | <ul style="list-style-type: none"> • What lessons could be learned for the current and future programs? • What were the main risks and what efforts have been made to minimize the effect of unforeseen risks that have arisen during implementation? | <p>has been addressed. Discuss with project partners how unforeseen risks have been handled.</p> |
|--|---|--|

The review looks at the programme results-based matrices and compare planned with actual results. The actual programme outputs and outcomes have been evaluated against the planned outputs and desired outcomes in the original programme document.

3.4 LIMITATIONS

The evaluation has faced a number of challenges both in terms of collecting relevant documents for a timely desk review, cancellation of meetings and having adequate time to visit a sufficient number of beneficiaries for a representative sample on which to base findings and conclusions.

A complicating factor has been the divergence between the initial programme document and the nature of the program as implemented. The main limitation is that there is no documentation describing the process of reformulating the program with new activities. No new log frame, new result management framework or new budget allocation.

To some extent this could have been alleviated if there had been a final (completion) report which aggregated the implementation in terms of resources used, activities implemented, fulfilment of indicators and an account of achieved outcomes. Monitoring and evaluation reports have not been made available and not all requested documents have been received at the time of report writing.

There have been difficulties in arranging meetings with key informants where there have been last minute changes and cancellations. This pertains to both inside REMA as well as for district officials and other stakeholders.

In the program there are beneficiaries in 127 schools, internship in 30 districts involving about 60 interns and about 90 district officials, three “green” resettlement villages with about 200 beneficiaries, support to 10 cooperatives in river banks rehabilitation and construction terraces, development of 25 larger environmental studies and guidelines, and a number of smaller activities. Conducting field visits to collect the perception of a representative sample of beneficiaries under a short period of 7 days has been a challenge for the evaluation. The field visits were selected to review all three green villages, seven greened schools in seven districts covering all four periods of greening, visits to 8 districts and four district offices (during the visit to Muhanga district the officials were not available), and discussions with one

cooperative in Ngororero. The team believe that this is a relatively good representative sample when adding the focus group discussion with 10 interns from the internship.

A limitation to keep in mind is that the management of the field visit – given the short notice, the short time allowed and the various difficulties on the ground in having meetings – affected the depth of the review and main conclusions. This review is based on the reports made available to the evaluators, the timely provision of all the information concerning participation, content and format of programme activities. Not all the information was provided to the evaluators in a timely and complete fashion, which is a strong limitation for a thorough review of the implementation of the programme and its results.

Impact is difficult to evaluate, considering all the programme phases, as it goes beyond the actual scope of the review. Thus a more conjectural potential impact was inferred from the partners' perception, the stakeholder opinions as well as focus groups discussions.

Limitations in understanding the programme logic and how the implemented programme was designed were mitigated by analyzing the way activities were implemented to achieve the desired outcomes. This was primarily based on the key informant interviews at REMA and beneficiaries perception during the field visits and with the interns, and triangulated using the narrative and performance reports.

Ideally, proper formulation of results, measures for baseline values for the indicators, definition of intermediate indicator values and tracking of progress by the programme management system is fundamental for a correct evaluation of how key output-to-outcome relationships were put in place. Lacking this, this review is based on feasible sampling and a triangulation approach to mitigate the mentioned limitations and to enable the evaluation team to formulate findings and draw conclusions.

4 The Programme and its Context

4.1 THE PROGRAMME

4.1.1 Institutional framework

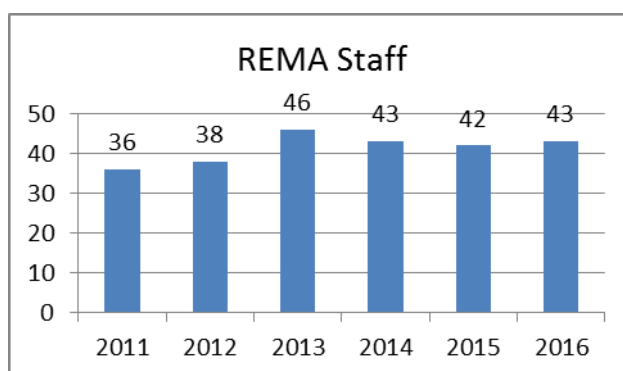
The overall objective of the programme has already been presented in section 2.2 as the evaluation object and is described according to the programme document which was finalized in February 2011 and is part of the specific agreement with Sida. During the Inception it became clear to the Evaluation Team that the programme had been reformulated when the programme started and being a capacity building programme targeted mainly towards REMA and its parent ministry MINIRENA it became clear that the implementation had different objectives than what was intended in the programme document. The programme was still structured according to the three main outcome areas which also are the same as the three operations units at REMA.

REMA is an independent agency reporting to the Ministry of Natural Resources. REMA is organized in four main units, an administrative unit and DGs Office.

| | |
|---|---------------------|
| DGs office | DG, DDG + 8 staff |
| Administration and Finance Unit | Director + 10 staff |
| Environmental Regulation and Pollution Control | Director + 7 staff |
| Research, Environmental Planning and Development Unit | Director + 6 staff |
| Environmental Education and Mainstreaming Unit | Director + 4 staff |
| Climate change & International Obligations unit | Director + 5 staff |

The authority is a fairly small unit, it has 21 people in management and administration, and 26 people in the operative units. In addition to this there is a larger unit, Single Project Implementation Unit (SPIU) with approximately 52 people. The SPIU is not formally part of REMA and the staff is on contract basis and is funded by small levies being imposed on the international development projects it handles.

REMA has had a fairly consistent staff level over the past six years and with the addition of the Sida sponsored programme most likely experienced some capacity constraints.



4.1.2 Programme design

The capacity building program is divided into three outcomes:

1. Effective environmental pollution control and management
2. Mainstreaming of national environmental priorities
3. Enhancing the capacity for climate change management

Inasmuch as there is no new programme document, no new log frame or Result management Framework we assume that the overarching objectives are still the same as presented in section 2.2 and annex 5, even though the interventions being implemented are not the same. During the latter part of the programme also the definition of the outcomes were altered and were defined as:

1. Pollution effectively controlled and managed
2. Environment protection owned by stakeholders and mainstreamed in sector programs
3. Vulnerability to climate change reduced

This signals a certain reorientation of the programme and also implies a certain change in priorities. However, this has not been possible to verify since there are no new programme documents and revised objectives. The narrative reports have not elaborated on this. For the sake of homogeneity the evaluation has assumed that the original overall objectives were still in force and that a shift in priority between the outcomes took place and other activities were carried out than those in the programme document. This is not necessarily a dramatic change in a programme as an assessment of the situation, when the programme is to be initiated, often results in an adjustment of priorities and activities, however this is usually also documented.

As discussed in section 3.1.3 there are four elements central to the performance of a project:

- well-defined objectives – to know where to go to;
- clear strategy – to know how to get there;
- outcomes and monitorable indicators – to know if on track;
- Evaluation of results – to gain input for improvements

The absence of an updated programme document describing the objectives, strategy, and indicators makes the evaluation of the results more difficult.

Further description of the original plan and details of planned activities in the programme document can be found in annex 5.

In short the activities that have been implemented within the three main outcome areas are:

- Training/seminars/workshops
- Development of reports/Guidelines
- Procurement of Pollution control equipment
- Attachment of environmental Interns to district offices
- Greening of Schools
- Development of Green Villages
- River banks rehabilitations
- Other activities

The details of these interventions are described in section 5.

4.2 OBJECTIVES AND GOALS

The objectives of the three outcomes are interpreted from the programme document as being:

Pollution Control: To secure an effective pollution control and strengthening the human capacity of REMA, and to some extent also the technical capacity in response to new emerging and significant issues of pollution.

Environmental mainstreaming: REMA is to take an increased stake and clear lead role in mainstreaming of environmental and natural resources issues through public awareness as well as institutional practices and approaches at both national and sub-national levels. Capacity building activities for key institutions to integrate environmental issues into their policies, plans, strategies and budgets

Capacity for climate change preparedness: Both human and technical capacity building for climate change adaptation and preparedness should form a significant component of the Sida supported programme.

REMA is charged with the responsibility for identifying, assessing, monitoring and controlling (regulating) pollution issues, promoting awareness and mainstreaming of environmental issues in institutions and key sectors, and to put in place measures designed to prevent effects of climate change and cope with its impacts. The programme document states that REMA staff needs support and further education and training within their working fields, and newly recruited staff need assistance and training to undertake their core functions and responsibilities.¹³ The programme was envisaged to include inputs in form of short term technical assistance, on-the-job training, short term formal training for key identified staff (and support areas), technical inputs and equipment, as well as engaging short term and hands on interactive training sessions for REMA staff with identified technical institutions abroad. A co-operation between the Swedish Environmental Protection Agency (SEPA) and REMA was pictured.¹⁴

On a note of institutional capacity building it was foreseen that REMA should conduct capacity building activities for key institutions (private and public) to enable them to integrate environmental issues into their policies, plans, strategies and budgets. This would include tools, techniques and human resources to undertake environmental integration. A special focus area was envisaged to be the decentralized offices under the local Government system. Considering the limitations on human capacity in REMA this could be supported by a long-term advisory expert. The intervention logic would also include short-term training for key staff, technical inputs and equipment.

4.3 MAIN STAKEHOLDERS

Main stakeholders and cooperating partners have been:

REMA, Ministry of Natural resources (MINIRENA), Ministry of Local Governments, Ministry of Education, Rwanda National Police, Local Districts Offices, UNDP, UNEP and FONERWA.

¹³ Environment and climate change component, Project document, Ministry of Natural Resources, February 2011

¹⁴ Scoping study on the possibility of developing a bilateral environmental co-operation between Swedish EPA and the Rwanda Environment Management Authority (REMA), SEPA, 2007

5 Findings

5.1 FINDINGS ON PROGRAMME FORMULATION

How the programme was formulated, how the management participated and how the different units contributed to the development of the programme document is not clear to the evaluators as the individuals are currently not with REMA and documentation was not available. Interviews indicate that each department provided information to be included in the programme document. The basis for the programme document is said to have been developed to support the REMA strategies underpinning the Five Year Strategic Plan for the ENR sector (2009). To what extent the programme document was elaborated in a participatory way has not been possible to determine.

The specific agreement was signed in March 2011 between Sweden, represented by Sida, and the Government of Rwanda, represented by the Ministry of Finance and Economic Planning (MINECOFIN). The cooperation partners appear to be the MINIRENA and MINECOFIN, being authorized to co-sign the disbursement requests. In article 12 it is specified that the NREP/Environmental component is an institutional support to Rwanda Environmental Management Authority.

The programme's intervention logic is difficult to define and the theory of change for building capacity is not clear, mostly it appears to have been driven as an on-the-job training approach without technical assistance. The programme document is explicit in its assessment of the need for external strategic technical assistance. It further emphasizes that *"The analysis has also highlighted the anticipated need for more specialized training, analysis and inputs on the main activities of the component"*. Both the original programme document and the subsequent implementation plans could have been more strongly focussed on how internal capacity was going to be built inside REMA and MINIRENA on an institutional, individual and technical level. The programme document describes this as:

"The component¹⁵ is first and foremost designed as a capacity building programme for MINELA (MINIRENA) and more specifically for the Rwanda Environmental

¹⁵ i.e. the environment and climate change component

Management Authority (REMA), as the analysis prepared during the formulation process clearly stressed this as the key factor for contributing to achieve the development objective. The three principal outputs (outcomes) that shall lead to achieving the immediate objective are thus essentially designed to strengthen capacity (human, institutional and technical capacity) ”¹⁶

It was explained to the team that the programme document was not very precise in how the programme was to be implemented which also had the effect that the start-up was a bit slow and the implementation plan was not elaborated in detail. Although there are several references to an inception period, the programme document did not specifically call for an inception period in the beginning of the programme and no structured inception process seems to have been carried out. An inception process would probably have contributed to a more homogenous implementation plan, revising the result management framework and creating a more rigorous monitoring and evaluation framework with outcome based indicators to follow-up the results of the programme.

However, the programme established a collaborative relationship with a number of stakeholders which has strengthened the outputs and the outcomes of the programme, Stakeholders such as UNDP, UNICEF, UNEP, FONERWA, Ministry of Education, Ministry of Local Government and local district governance have contributed to the implementation of the programme under way. Some of the activities have also shared funding from other donors, e.g the rehabilitation of river banks and the “Green Villages” which was co-funded by UNDP and FONERWA.

5.2 FINDINGS ON PROGRAMME IMPLEMENTATION

This section presents the findings of the evaluation structured according to the three main outcomes in the programme document and begins with a summary of the observations and findings relating to the programme management and financial outcomes. The findings are presented in a more narrative and descriptive way than normal due to the absence of a current programme document, clear objectives and anticipated outcomes of each sub-project. The evaluation has aimed to present intended and un-intended effects of the implementation as a result of its observations and findings. This section is organized in five sub-sections:

¹⁶ The Environment and Climate Change component of the Sida supported Natural Resources and Environmental Programme (NREP) in Rwanda, Project Document, Ministry of Environment and Lands, February 2011.

- Management of the programme and financial outcomes
- Outcome 1: Secure an effective environmental pollution control and management
- Outcome 2: Secure mainstreaming of national environmental priorities
- Outcome 3: Enhancing the capacity for climate change management
- Cross-cutting interventions and issues

5.2.1 Management of the programme and financial outcomes

Project management

The Sida funded capacity building programme appears to have been suffering from a weak project management structure. The programme document describes that a Steering Committee should be established for managing the programme. It was described to the evaluation team that the day-to-day management was handled by a small group consisting of the Director of Administration and Finance, a programme coordinator and the REMA accountant. The activities within the programme were implemented by the three operative units of REMA, which also have the same thematic priorities as the three outcomes in the programme. In addition a large part of the programme was later assigned to be implemented by the SPIU and the PEI unit. Suggestions for activities were forwarded to the REMA management committee who decided on including the activity and the budget allocation in the programme. It has been described to the team that getting momentum was difficult with a number of challenges emerging such as the activity formulation, working with the districts, setting up MoU's, and formulating ToRs and contracting consultants to do studies and guidelines.

The programme lacked a Steering Committee capable of formulating the overall strategy of the programme with clear intervention logic, linkages between the different components with a holistic view and creating a rigorous and robust project management with budgetary control and a realistic work plan. It was obvious that this was not in place in the beginning of the programme.

It has been suggested to the evaluators that the Sida funding at times was used as budget support to fill in gaps when the government budget was not sufficient.¹⁷ The evaluation team did not find evidence of the existence of any detailed long-term activity plan. This might explain the seemingly erratic planning and budgeting.

¹⁷ This has been denied by REMA as a result of the discussions during the validation seminar.

During the first two years there were several planned activities that were not implemented whereas on the other hand, unplanned activities were implemented. The programme management did improve during the last two years of the programme which is demonstrated by a closer alignment between the annual plan, budget and financial outcomes as demonstrated below.

Furthermore, the absence of an understanding of the result chain makes the monitoring less effective. The activities appear to lack proper documentation outlining the scope and objectives to be achieved, beyond the output, providing a point of departure for assessing intended results. Activities seem to have been carried out without any terms of reference or concept note describing what the purpose was and how the effect of the implementation was going to be measured.

There are obvious breaches to the agreement with Sida, as was also noted by the Sida auditors in 2014. Progress reports and the completion report have not been filed with Sida according to the agreement and a Mid-Term review has not been performed. Annual review meetings have not been held which should be held every fall prior to the sector working group meeting documented with agreed minutes. None of the reports provided by REMA are dated making it difficult to determine if the report is a draft copy or if it is the final version or when the final version was submitted. Audited Annual Financial Reports for REMA incorporating the NREP/Environmental component should have been submitted to the Swedish Embassy every year and a Completion Report should have been submitted two weeks before the final backward looking AJSRM.

At the same time, it should be noted that there is little evidence of how vigorous the monitoring by Sida has been in following-up on the lack of reporting and the missing review meetings other than what has been explained to the evaluation team. The Mid-Term review is said to have been postponed due to a mutual agreement between REMA and the Swedish Embassy.

Financial outcome

According to the last financial statement reporting on outcome as of end of June 2016, there is a slight surplus in the budget of 2 593 133 Rwf. However, the financial statement does not seem to take into account interest received of 21 786 138 Rwf in 2012.¹⁸ REMA has been asked if additional interest has been received during the following years but no information has been received. There are also some

¹⁸ Summary of Performance and Financial Report up to 14th of November 2012. REMA explained during the validation workshop that this sum probably is exchange gains rather than interest. The evaluation recommends that the final audit verifies this.

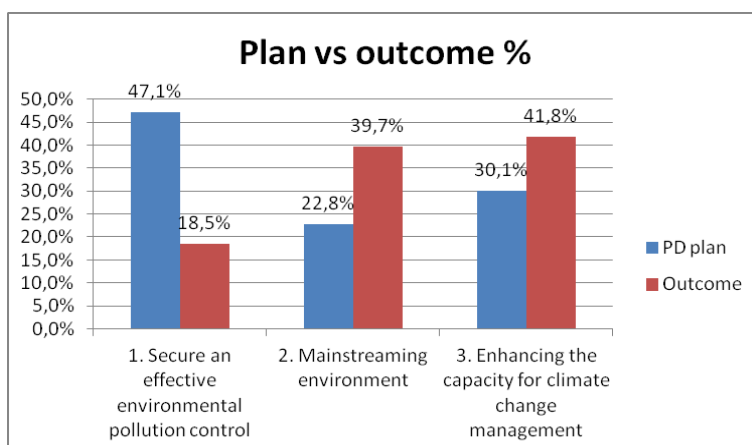
adjustments on the 2011-2013 and 2013 - 2014 financial sheets which need to be clarified when the final accounts are being audited. There is also an item of 43 185 697 Rwf for management and running costs which is not part of the budget in the programme document.¹⁹ The evaluation team has not found any minutes from meetings with Sida or any other correspondence verifying a mutual agreement for this appropriation. As mentioned above the evaluation team has also received information to the effect that funds may have been used as budget support when the government budget was not sufficient.

Some of the activities such as the “Green Villages” and river banks rehabilitations have been implemented by the districts and funds have been transferred from REMA to the districts under MoUs. This is a procedure which is acknowledged in the specific agreement with Sida and the use of funds should be accounted for in detail by the district. A similar arrangement appears to have taken place with the activities that have been implemented by the SPIU.

These issues of management of resources may merit further inquiry in a future audit.

The budget presented in the program document is fairly itemized for each particular year and output. It is reasonable to expect that this budget will be amended and updated once the programme start as invariably in any programme the work plan will be changed to some degree. In such case it is a normal procedure that an amended budget and work plan is provided to the donor, which apparently is not the case in this programme. The financial outcome of the program indicates significantly re-allocation of the funds between the outputs as compared to the original budget. As shown in the diagram below the planned budget for Pollution Control was 47 % of the total and the outcome is 18.5 %. This variation indicates a complete shift in priorities in relation to the programme document, which is the basis for the funding from Sweden, and the outcome where mainstreaming and climate change have been given more importance. This change should have been cleared with Sida prior to implementation.

¹⁹ REMA explained during the validation workshop that this was necessary for the smooth running of the programme. The validity of this expense is still in question as the Assessment Memo clearly state that all administrative and management costs is covered by REMA.



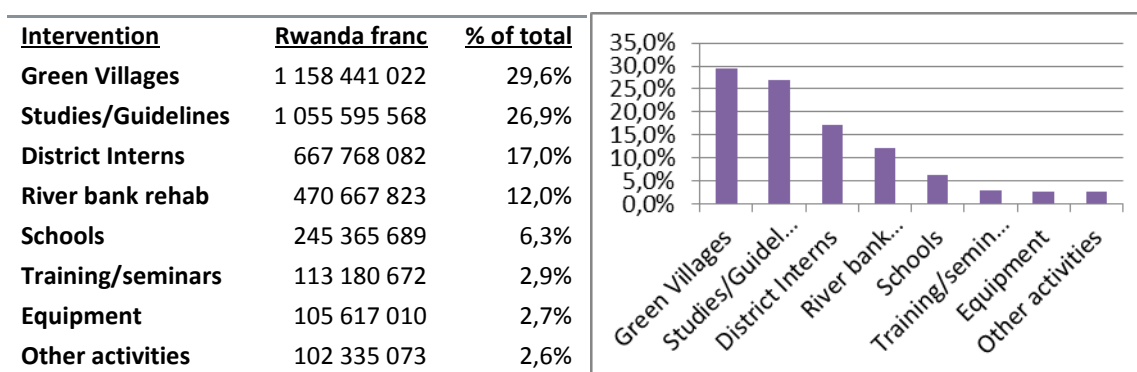
REMA has explained that the changes in the budget were based on a strong shift that occurred to accommodate and respond to challenges encountered in the early days of the Project.

For Outcome 1 (Output 1): activities necessitated strong partnership with key stakeholders that took long to be established as the outcome had to be sensitized first.

For Outcome 2 (Output 2): the increase is generally related to the strategic activity of expanding mainstreaming network and deploying interns/facilitators to all 30 Districts.

For Outcome 3 (Output 3): the deviation concerns the implementation of the green villages which were not considered when the project was developed. The rationale for these villages is linked to the flooding events that occurred in 2012.

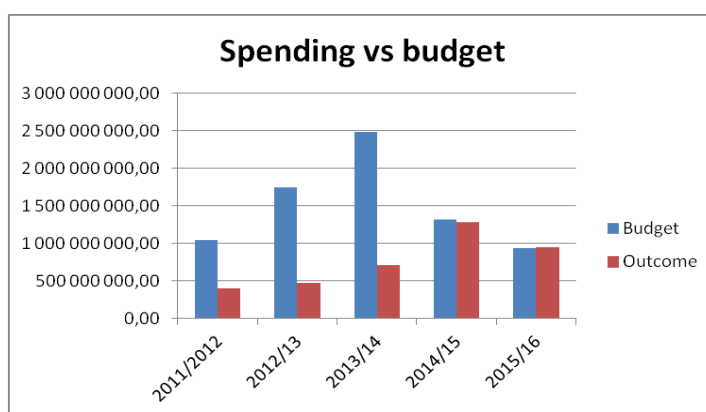
A comparison of how much of the funding that has been use in the different intervention modalities gives the following distribution:



The green villages and the development of studies, reports and guidelines are both on the top of the list together with more than 55 % of the total funds. Formal capacity building such as training/workshops/ seminars has used 3% of the funds. The

efficiency of the intervention is assessed according to the extent it has contributed to achieve the objectives. This assessment is provided later in this report.

The performance of the programme in terms of utilization of the budget can sometimes be used as an effectiveness/efficiency measurement; however this depends largely on the ability of the programme management to be realistic in its budgeting process. A comparison of the budgeting/outcome process in the programme reveals that the budgeting process and/or the implementation effectiveness were rather weak, but improved significantly during the last two years. In 2013/2014 the budget was almost 65 % of the total funding from Sida. The planning process improved significantly in 2014/2015.



5.2.2 Outcome 1: Secure an effective environmental pollution control and management

The objective of outcome 1 is described in the programme document as being “*The capacity of REMA is strengthened to enable it to effectively monitor, regulate and control environmental pollution*”.

The intended support foremost focused on strengthening the human capacity of REMA; and to some extent also the technical capacity in response to significant issues of pollution. The specific support was planned to include inputs in the form of short term technical assistance, on-the-job training, short term formal training for key identified staff (and support areas), technical inputs and equipment as well as engaging short term and hands on interactive training sessions for REMA staff with identified technical institutions abroad.²⁰

²⁰ Ministry of Environment and Lands, Project Document: Resources and Environment Programme (NREP) in Rwanda, Environment and Climate Change Component, February 2011

Pollution control was identified as the most crucial area of REMA in need of capacity building and for that purpose almost half (47 %) of the allocated budget²¹ was earmarked for these activities. In the final outcome of the programme only 18% was used for the pollution control. The reason or the underlying strategy for this deviation is not documented in any of the reports to Sida or any other internal report known to the evaluators. However, what the evaluation has observed is that the original plan has been implemented only to a limited degree and the indicators initially set in the result management framework has not been monitored and followed-up.²²

The main activities implemented for this focus area are:²³

- Procurement of equipment
- Direct capacity building through training (
- Development of Guidelines, reports
- Enforcement of law on non-biodegradable plastic materials (hiring of a private company)

Results

Procurement of equipment

a. Testing kits for pollution levels of air, water and soil (2011-2012)

Eight testing kits for pollution levels were procured for continuous air, water and soil quality monitoring. The kits are contained in a plastic box and completely mobile to enable the monitoring and testing of pollution in places where pollution is high. The testing is used both for monitoring and for environmental auditing. REAM also gets complaint from the public for pollution, mainly water pollution and in those cases the testing kits are being used to test for pollutions. The monitoring includes both point and non-point sources.

Seven REMA Staff were trained on the use of these kits (i.e.: 2 staff from the department of Climate Change and environmental international Obligations; 4 from the Environmental Regulations and Pollution Control Department and 1 staff from the Single Project Implementation Unit).

The testing kits are also used to track trends of pollution in Kigali centre. In a report from REMA²⁴ it was stated that 10 pollution hotspots was selected and monitored

²¹ Not including the 13% contingency appropriation

²² The planned activities for this outcome are presented in Annex 5

²³ We have chosen to group the activities in intervention modalities rather than the activities used in the project document for easier reference.

regularly. The data from monitoring is used to update a database inside REMA on a monthly basis.

However, during the interviews the evaluators were informed that this database has not been set-up and the monitoring of the pollutants is not being done. The testing kits are being used during Environmental Impact Assessments (EIA) and also to check for pollutants when REMA receives information regarding suspected pollutants. The benefits and the outcome of the use of the testing kits is to some extent verified by the use in EIA's and control missions but the total effectiveness is not substantiated by any qualitative or quantitative evidence and the lack of the database is a deviation from the programme expected result.

The purchase and installation of these kits were procured at a cost amounting 53,041,000 Rwandan francs (Rwf).

b. Emission gas testing equipment and training for RNP (2013-2014)

Three sets "Gas emissions tester machines" were purchased and installed for Rwanda National Police (RNP) and was put in service 24th of December 2014. This equipment is used by the Department of technical control of Vehicles in its testing centre in Kigali. The supplier installed the equipment and trained the RNP staff and two of the staff of the DERPC staff.

Collaboration was fostered between REMA, Rwanda Standards Board and the Rwanda National Police in developing and operationalize a vehicular emissions standard for Rwanda. The standard brought in from Europe was deemed to be too complex for Rwanda

Rwanda National Police has since acquired two additional emissions monitoring equipment from own sources and indicated a progressive up-scaling for meeting country traffic volumes and emissions control requirements. In addition to the five testing units installed and used in the testing centre in Kigali the RNP has one mobile unit which is being used country-wide to test vehicles.

It was observed by the evaluation team that although a pollutant database was set as one of the indicators, no activity was carried out for determining the impact of vehicular emissions testing on the levels of air pollution. A database has not been established and therefore pollutant monitoring is not possible thus not achieving the

²⁴ REMA Narrative report: Performance and financial report on Sida support to natural resources and environment program up to 14th November 2012. Not dated.

programme objective of having enabled REMA to strengthen its capacity to effectively monitor, regulate and control environmental pollution. Data is being supplied on a regular basis to REMA but no monitoring is taking place. A simple method to determine the outcome of this would be to regularly follow-up the trend of vehicles passing the test. This could form an inference basis for an increasingly better air quality and in conjunction with monitoring the air pollutants especially the sulphur content which was one of the initiating factors for acquiring the testing equipment. According to the RNP officer at the testing centre this information is available from the RNP.

The perception of vehicle owners is that the efficiency of the testing center today is much better than before, measured in the time it takes to get the car tested, this can probably not be attributed to the emission testing since this was not done before.

The purchase, installation and training of these three sets were procured at a cost of 52,576,010 Rwf.

Capacity building through training

a. Training of RNP staff in environmental laws, regulations and standards. (2011-2012)

The training of the RNP staff was focused to involve the police in enforcing pollution control through law enforcement and to mainstream regulations and standards to control and manage pollution (airborne, liquid and solid waste, and other pollutants). Three training programmes were implemented in three locations (Huye, Rwamagana and Rubavu) to train 180 RNP staff. The training and the training materials was done by REMA staff²⁵. Since the training the RNP has set-up an environmental unit. The effect of the training has not been monitored by REMA and no statistics is available to demonstrate the outcome of how the training has enabled the RNP staff to effectively perform their duty of environmental law enforcement.

The cost of this activity was 13,331,472 Rwf.

b. Capacity building on environmental law enforcement and pollution prevention and management (2013/2014)

34 Companies and cooperatives involved in solid waste collection and transport were trained on environmental laws enforcement and pollution prevention and management with a special focus on waste management. The training was held on 29-30 May 2014. The cost of this activity was 3,754,000 Rwf.

²⁵ The training program, contents and list of participants were requested by the evaluation team

This activity appears in the action plan also to provide capacity building of 60 decentralized entities (districts) staff in charge of infrastructure and urban planning and development on environmental compliance, EIA&EA processes and environmental monitoring. REMA ER&PC unit explains that originally the target group was decentralized entities (districts) staff in charge of infrastructure and urban planning and development, but these benefited from other trainings organized by REMA under other programmes. To avoid duplication another group was identified that was very critical in pollution management and which were the 34 Companies and cooperatives involved in solid waste collection and transport.²⁶

c. Training of REMA staff on main pollution issues (2013-2014)

A training workshop for REMA staff and other institutions for improving staff capacity in identifying main pollution issues targeting point and non-point sources and for assessing pollution levels and trends were planned for June 2014. An external trainer had been identified but the workshop had to be cancelled due to too few participants, a minimum of 10 participants was required. Other options were looked into by the department.

Development of Guidelines, reports

a. Environmental audit guidelines (2012-2013)

Five environmental audit guidelines were developed for specific activities/projects.

- slaughterhouses,
- tanneries,
- mining,
- downstream petroleum projects and
- agro-processing industries.

These guidelines were developed by consultants hired by REMA, the ToR was developed inside of REMA and validation workshops were organized by REMA staff where the guidelines was validated by defined stakeholders engaged in the specific concerned activities/projects. The availability of these guidelines outside of REMA is not clear. The team has tried to access these reports through the REMA website, but has not been able to locate them. REMA has explained that the provision of reports through the web site has been hampered by technical problems and the documents have been erased. They will soon be uploaded again.

²⁶ The contents of the training program and lists of participants were requested.

The cost of this activity is estimated 134,288,776 Rwf.

b. Dissemination of 7 environmental tools & Studies (2011-2012)

To disseminate environmental management tools so far developed by REMA, 5,500 copies of 7 selected environmental management practical tools and 2 environmental studies were printed and distributed to relevant institutions for consideration and use. The printed documents were:

- Practical tools on soil productivity and crop protection,
- Practical tools on Restoration and conservation of protected wetlands,
- Practical tools on soil and water conservation measures,
- Practical tools on small-scale incinerators for Biomedical waste management,
- Practical tools on Agroforestry,
- Practical tools on solid waste management of Imidugudu, small towns and cities: landfill and composting facilities,
- Practical technical information on low-cost technologies such as composting latrines and rainwater harvesting infrastructure,
- Assessment of e-waste status and trends in Rwanda and development of recommendations for the prevention and management of e-waste and
- A study on air pollution in Rwanda with reference to Kigali city and vehicular emissions.

To date, copies have been distributed to all Government parastatal institutions and to all High Learning Institutions. This activity's cost was 8,490,600 Rwf.

c. Environmental guidelines for sectors (2013-2015)

Three (3) sector specific environmental guidelines were developed for programmes/projects related to agriculture, mining and industries. The development of these guidelines was initiated during the 2013-2014 financial year with 3 consultancy contracts. During 2014-2015, these guidelines were developed, validated and finalized.

This activity's cost is estimated at 97,870,500 Rwf in total.

d. Study of the radiation impact in the energy sector(2014-2015)

A study was implemented to assess the impact of radiation in the energy sector and was developed, validated and finalized. The activity cost was 49,776,396 Rwf.

e. Environmental assessments to promote environmental friendly technologies (2014-2016)

A set of 6 studies were initiated with the aim to contribute to the promotion of environmental friendly and cleaner technologies. The specific studies were:

- Environmental assessment of coffee washing stations in Rwanda & a model of cost effective waste treatment system;

- Environmental assessment study and audit of petroleum product storage facilities of Rwanda;
- Environmental assessment study and audit of paint manufacturing industries;
- Integrated study of wastewater treatment systems in Rwanda;
- Environmental assessment guidelines for steel, plastic and paper recycling and manufacturing Industries;
- Environmental assessment and management guidelines related to Laboratory chemicals and pharmaceuticals;
- Environment Assessment guidelines for peat extraction and use.

The cost of developing these seven studies were 155,827,736 Rwf

The rationale for developing this multitude of environmental management tools including guidelines for pollution management and control were the development and dissemination to user stakeholders including the National Agricultural Export Board and the Water and Sanitation Corporation as well as Environmental Practitioners. The expected outcome was to build capacity in the environmental sector by providing guidelines, tools, and studies for actors and institutions.

The development of tools and skills is believed to also have enhanced REMA's own in house capacity through the procurement and supervision of consultancy services for tool development and through skills training by the service providers. The ToRs were developed internally, the workshops organized by REMA staff, and the staff was assigned to the consultants to monitor and facilitate towards the finished product.

The actual outcome of this exercise is difficult to assess since it depends on the quality of the reports, the easy accessibility of the reports through REMA website or portals. The actual capacity building of the REMA staff cannot easily be assessed, at least not in an evaluation like this. The availability of these studies inside REMA will undoubtedly add to the in-house knowledge base and the actual outcome is dependent upon the extent they are being used.

Enforcement of law on non-biodegradable plastic materials (2015-2016)

A private company was hired to monitor all the borders of Rwanda in order to prohibit importation and use of non biodegradable plastic materials. This included seizure of the prohibited plastics from people entering Rwanda and transporting the plastic materials to a designated warehouse in Kigali. The programme contributed to this activity by paying for 5 months of the contract, a total of 40,063,331 Rwf. The rest of the 12 month contract was presumably paid out of REMA's regular budget.

The significance of this activity in light of the overall objective of the programme is debatable, the extent of which it contributed to the capacity building of REMA or any other institution is marginal and it appears as if the programme had to bear the cost which should essentially be covered by a law enforcement agency. From a monitoring

and regulatory point of view it does not appear to have contributed substantially to REMA.

5.2.3 Outcome2: Secure mainstreaming of national environmental priorities

The objective of outcome 2 is described in the program document as being “*The capacity of REMA is strengthened to mainstream environmental and natural resources issues in relevant sector policies, strategies and plans, and to enhance public awareness and education*”.

The programme document recognizes that the knowledge on “in-tangible” and longer term pollution aspects is to a large extent still limited. These include pesticides, ground water pollution, air pollution, climate change. It has also been identified as a core issue that coordination, communication and mainstreaming within government agencies and with REMA on environmental issues could be improved.²⁷

This capacity building can include the provision of tools, techniques and, where necessary and appropriate, human resources to effectively undertake environmental integration (and is integrated in several of the intended main activities formulated).

In the Sida support it was envisaged that REMA would have an increased stake and take a clear lead role in mainstreaming of environmental and natural resources issues through public awareness as well as institutional practices and approaches at both national and sub – national levels. It was also foreseen that REMA and MINIRENA would conduct capacity building activities for key institutions (private as well as public) to enable them to integrate environmental issues into their policies, plans, strategies and budgets. A special focus area was the decentralized district offices under the Local government system.

Based on the limitations of human capacity in REMA and considering the very fundamental yet challenging nature of environmental mainstreaming it was envisaged that a long term advisory support to be included as an input for achieving this output of the programme²⁸. The inputs otherwise envisaged include: short term training for key identified staff (and support areas) and technical inputs and equipment as identified during programme implementation (inception period and annual plans).

²⁷ Ministry of Environment and Lands, Project Document: Resources and Environment Programme (NREP) in Rwanda, Environment and Climate Change Component, February 2011

²⁸ An institutional collaboration was envisage in the project document with the Swedish Environmental Protection Agency. This did not materialize.

The second expected outcome of the programme was that the capacity of REMA to mainstream environmental and natural resources issues in relevant sector policies, strategies, programmes and plans, and to enhance public awareness and education would be strengthened. The planned activities for this outcome are presented in Annex 5

The main activities implemented for this focus area are:²⁹

- Internship Programme for District Capacity Building (
- Greening Schools Programme
- Training and Conferences
- Development of Muyebe model green village in Muhanga District
- Development of guidelines and reports

Results

Internship Programme for District Capacity Building

The programme deployed 30 interns to support each of the district offices of the country in the various mainstreaming activities between April 2012 and June 2015. Internship capacity support activities included the integration of environmental sustainability considerations into District Development Plans (DDPs), into District performance contracts and action plans, support for the enforcement of environmental legislation by district authorities, monitoring of environmental protection, as well as implementation support for various projects.

A focus group discussion was carried out with 10 former district interns at REMA in order to obtain their perceptions of the mainstreaming support provided to district offices. A list of the focus group participants is provided in Annex 3. While visiting programme intervention sites, the evaluation team also interviewed a District Environmental Officer and a Field Environmentalist of REMA in Musanze District, both of whom were former interns themselves. The evaluation team also interviewed the Environmental Officer of Kayonza District.

The focus group discussion indicated confidence among the former interns in their competence to carry out the mandate given to them. The Interns were capacitated for their tasks by an effective introduction training by REMA under the project framework and from an induction process within the respective district offices. The

²⁹ We have chosen to group the activities in intervention modalities rather than the activities used in the project document for easier reference.

Former interns described that district officials have more knowledge on environmental sustainability as a result of their mainstreaming support. Key mainstreaming achievements highlighted include the effective integration of environmental sustainability and climate resilience in 2013-18 District Development Plans. Effectiveness is perceived by interns as the direct influence in the inclusion of the DDP actions on environment and climate change into District Performance Contracts known as *Imihigo*. The performance contracts are signed by District Mayors and are assessed annually by the national executive.

The former interns indicated that their support enabled districts to enforce environmental laws and regulations including for the first time, the enforcement of the mandatory Environmental Impact Assessment (EIA) for all developments including government works. Interns supported the establishment of District Environment Committees provided for in the environmental law and fostered collaboration between districts and NGOs in environmental sustainability projects.

However, former interns expressed a collective opinion that their effectiveness was linked to the fact that the latter were not district employees, but of REMA and that they were therefore more independent from the influence of district leadership and free from conflict of interest regarding economic priorities versus environmental sustainability. Former interns felt that unanimous opinion prevailed among former interns that although irreversible capacity has been developed, a representative from REMA is critical to serve in a similar function as the intern in order to sustain environment and climate change considerations in district planning and implementation of development requirements.

Perceptions obtained from the focus group discussion were largely corroborated by District Environmental Officers and the Field Environmentalist of REMA who argued that reasonable distance between externally deployed environment and climate change mainstreaming officials and district leadership through personnel rotation is necessary in order to maintain the independency and to avoid conflict of interest.³⁰ The designation “intern” for a mainstreaming official was considered less seriously in some instances during engagements with district officials.

Greening Schools Programme

The greening programme was implemented in the programme framework as a collaborative effort between REMA and the Ministry of Education (MINEDUC) to

³⁰ The interns were rotated between the districts approximately after half time (18 months) in order to expose them to new challenges and learn from needs in other districts.

engage learners in hands-on activities to make schools and their communities healthier. The Greening Schools programme was based on guidelines developed by REMA that include a checklist of environmental actions for schools to consider. A total of 127 schools in 25 districts participated in the project's greening programme. 27 schools were greened in 2011/2012; 30 schools in 2012/2013; 30 schools in 2013/2014 and; 40 schools in 2014/2015.

The evaluation team visited 7 schools in 7 districts during the evaluation site visits around the country in the period 10-17 Feb 2017. The table below shows a summary of the names of visited schools and their respective numbers of learners, districts in which they belong and periods in which they participated in the School Greening programme.

Table 1 Schools visited by the evaluation team by date, district, no. of learners and period of greening

| Date Visited | Name | District | No. of Learners | Period of Greening |
|--------------|-------------------------------|-----------|-----------------|--------------------|
| 2017-02-10 | GS Gahanga I | Kicukiro | 5,200 | 2013/14 |
| 2017-02-13 | GS Stella Maris | Rubavu | 1,035 | 2014-15 |
| 2017-02-14 | GS St Catherine Kanogo | Ngororero | 1,805 | 2014/15 |
| 2017-02-15 | GS St Bernadin Kitazigurwa | Rwamagana | 1,009 | 2011/12 |
| 2017-02-15 | GS Muzizi | Kayonza | 3,352 | 2012/13 |
| 2017-02-16 | GS Saint Etienne | Muhanga | 2,000 | 2013/14 |
| 2017-02-17 | GS Kinyinya | Gasabo | 3,320 | 2014/15 |

During the visits to participating schools in the School Greening programme, walk-about in the school grounds as well as focus group discussions were held with Head Teachers, teachers responsible for environmental clubs and representatives of environmental club member learners. Overall, it appeared that sustainability is meagre. Planting of trees and rainwater harvesting appeared to be successful in most schools. All schools reported positive effects of the hygiene training and the installation of hand-washing equipment. In most cases the original water tanks on top of the hand-washing equipment broke and seemed to have been replaced. Environmental clubs generally reported that the greening programme has been beneficial for their activities.

However, It would seem that the rate of success was to large extent dependent on the management of the school and the clubs by the teachers. In several of the schools, the head teacher and/or the teacher in charge of the Environmental Club had been replaced since the greening. This seems to be linked to the rate of success. Out of seven schools only two appears to have been successful in the planting of grassed areas. It would seem that schools with large numbers of lower level learners were particularly constrained in maintaining and keeping the grassed areas and also in

maintaining optimal levels of hygiene. Development of tree nurseries seems to be non-existent. However, it was later explained that the tree nurseries were established to grow seedlings and were not intended to be permanent once the seedlings had been planted. What was important was the transfer of skills acquired by the learners and the teachers to establish the nurseries when needed. Due to the replacement of teachers and learners leaving school, maintaining the skills seems difficult without having the nurseries for practice. Water harvesting takes place in all schools visited, however at some schools the harvesting system is partially in need of repairs.

The evaluation team noted that schools seem to recognize the importance of greening and make efforts within their means to replace worn, broken or lost tools and equipment. It was also noted that the training provided is deemed not sufficient; two schools do not remember to have been given training. The greening of schools intervention did not seem to follow the expected results chain approach. Tools and equipment provided to stimulate school greening activities did not seem to be matched to school needs to meet set greening objectives with respect to gaps in hygiene, trees and grassed areas against number of learners at the different levels (kindergarten, primary, secondary, advanced level) physical characteristics including spaces to be greened, terrain etc. The programme seems to have been standardized and not taking into consideration that schools have varying conditions. The schools had to send a request for greening their schools but none of the schools have indicated any participatory approach in the design of the project. Some of the schools indicated that they were visited by the interns but none of the schools had indicated that any formal follow-up of the effects of the intervention had taken place by REMA or the district.

Training and Conferences

Direct capacity building through training for the achievement of the mainstreaming outcome seemed to be at a minimum level for REMA and other relevant government officials. One REMA staff member was trained on a short course in Environmental Economics. This person has since left REMA. However, training was conducted for students and lecturers from higher learning institutions (Education sector) and District Education Officers, District Environmental Officers on Education for Sustainable Development.³¹ The Director General of REMA and a Research Officer attended the RIO+20 conference.

³¹ The evaluators were informed that a meeting between the Minister of Natural Resources (MINIRENA) and District Officers also took place at LEMIGO hotel, date and topic unknown.

Development of Muyebe model green village in Muhanga District

The Muyebe model village located in Muhanga District was supported by the programme as part of an effort to scale-up the diversification and scope of model green village pilots following the apparent success of REMA's first pilot green village in Rubaya Sector in Gicumbi District. REMA describes the green village approach as the promotion of sustainable management and conservation of the environment by building knowledge and skills that support integrated food, water and energy self-sufficiency through piloting model green villages for sustainable living across the country. Two other pilot model villages were established in Bugesera and Musanze districts under the programme outcome for enhancing the capacity for climate change management featured in the proceeding section.

The Muyebe site was selected for the relocation of poor and vulnerable people who had been living in the high risk areas of Muvumba Cell in Muhanga District. The target community lived close to the banks of the Nyabarongo River, in steep terrain conditions under the risk of landslides that threatened lives of people, their livelihoods and property. The Ministry of Local Government and the Muhanga District administration took the initial initiative to construct 105 houses and relocated the target families in 2002. In the period 2014-2016, the programme made material contributions for the Muyebe village to become a model green village through the installation of 1,000 m³ rainwater harvesting system for the consumption of the residents. The programme also provided 210 hybrid cows³² under the national modality of the one-cow-per-poor-family. Donated cows provide milk for home nutritional supplement and income from surplus as well as waste that is used as substrate for biogas production and manure as an organic fertilizer final by-product. 26 biogas digesters were constructed in the village under the programme framework, each producing biogas for 4 houses.

The evaluation team toured the Muyebe model green village on 9 Feb 2017 with the guidance of beneficiary members responsible for infrastructural maintenance and for livestock health, showcasing the rainwater harvesting system, the dairy cows and biogas system. After the tour of the facilities from the programme support, the evaluation team held a focus group discussion with 25 beneficiaries in the village grounds. Beneficiaries gave testimonies of the life-changing benefits they derived from the village. Significantly, beneficiaries especially women testified the relief from the toil of firewood collections and the associated health hazard from indoor wood smoke with the availability of biogas for cooking. Women indicated that they

³² Hybrid cows are cows that are bred for special conditions, e.g. warm climate.

used the freed time to engage in economically beneficial activities. Water collection had also been a burden especially for children that impacted on their school activities and general development. Beneficiaries are able to sell the surplus of milk from their cows as each cow produced 10-20 litres daily.

Apart from living in a safe environment, the focus group indicated awareness of the wider positive impact of the intervention to the environment including reduction of vegetation removal for firewood. Beneficiaries also recognised sustainability requirements and formed a cooperative that was responsible for maintenance requirements for village infrastructure as well as for animal health. However, beneficiaries complained about the poor quality of the materials used for construction of their houses which they testified could not withstand violent weather that has become increasingly common. They also complained of not having been paid for their labour for which they had been contracted for greening works that included house renovations, construction works and installations for the rainwater harvesting and biogas systems. The evaluators were informed that the project contractor for Muyebe had been incarcerated for financial misconduct before the scheduled activities were completed.

Development of guidelines and reports

The following documents and media material were produced by the project for mainstreaming national environmental priorities.

- a) Documentation and compilation of best practises in ESD and greening schools
- b) The 4th State of Environment and Outlook Report and validation workshop
- c) Curriculum assessment for TVETs in view of integration of education of ESD
- d) Production of a media campaign to improve the visibility of REMA and public sensitization

5.2.4 Enhancing the capacity for climate change management

The objective of outcome 3 is described in the project document as being “*The capacity of MINIRENA and REMA is strengthened for climate change preparedness; including preparing national adaptation and mitigation plans and initiating appropriate activities at national and sub-national levels*”.

In 2006 a National Adaptation Programme of Action to Climate Change (NAPA) was formulated. The NAPA report highlighted a number of strategic priority responses to address climate change and indicated that there was a need for a National Plan for Disaster Management.

Human and technical capacity building for climate change adaptation and preparedness was foreseen to be a significant component of the Sida supported programme. The intervention logic was to include short term technical assistance and

training on climate change information and database establishment; equipment, material and technical capacity inputs for assessing vulnerability and addressing identified issues; skills development at all levels (staff, private sector, communities); and the required funds for training and information campaigns of prioritised stakeholders (e.g. community training or public media campaigns on specific core issues for adaptation or mitigation).³³

The third expected programme outcome was that the capacity of MINELA and REMA would be strengthened for climate change preparedness; including preparing national adaptation and mitigation plans and initiating appropriate activities at national and sub-national levels. The planned activities for this outcome are presented in Annex 5.³⁴

The main activities implemented for this focus area are:³⁵

- Development of guidelines and reports
- Protection of riverbanks and construction of terraces
- Green model Village development in Rweru and Gashaki
- Training and Conferences
- Provision of water harvesting tanks

Results

Development of guidelines and reports

The evaluation team met and discussed with the REMA Director of the Climate Change and International Obligations Unit regarding the project's results contributing to the capacity building outcome for climate change management. Background information was provided on the Unit's mandate and human resources capacity under the 4 thematic operational desks: mitigation, adaptation, climate change data and international convention coordination. The Unit was established in 2011 and has 5 staff members including the Director.

Under the Sida programme the Unit implemented mainly three activities:

³³ Project document for the Environment and Climate change component, 2011

³⁴ Ibid

³⁵ We have chosen to group the activities in intervention modalities rather than the activities used in the project document for easier reference.

- National implementation plan for the Basel Convention on the control of transboundary movements of hazardous wastes and their disposal 2014 – 2021, August 2014.
- Assessment of sectoral opportunities for the development of Nationally Appropriate Mitigation Actions (NAMAs) in Rwanda, June 2015.
- Development of sector specific guidelines for mainstreaming climate change in the manufacturing industry sector in Rwanda, October 2015.

The staff of the Unit had gained knowledge and knowhow on mainstreaming climate change management through the supervision of the development of the guidelines and reports. It was suggested that although the guidelines and reports were prepared by consultant experts, Unit's responsibility for the development and preparation of terms of reference and supervise the consultants work compelled staff to do research on the subject matter. Where the knowledge gap was too big to be filled by staff's own self-learning, a technical advisor was recruited to help with the development of the terms of reference as necessary. It was also indicated that other capacity gains included the ability to develop projects from the implementation plan and sectoral assessment, some of which have already been funded.

The evaluators were informed that the report titled "The status and conservation of migratory species of wild animals in Rwanda" was developed by the REMA's Research, Environmental Planning and Development Unit in partnership with the National Focal Point of Convention on Migratory Species of Wild Animals (CMS).

Protection of riverbanks and construction of terraces

The evaluation team learned from programme reports and from a focus group discussion with the REMA SPIU that cooperatives were trained in climate change management through the implementation of adaptation activities and dissemination of best practices. Adaptation activities were carried out including planting vegetated protective buffers on lake shores in Ngoma District and riverbanks of the Nyabarongo River and some of its tributaries. Tree and grass buffers mainly of bamboo were observed by the evaluation team along the shores of Lake Ruhondo in the vicinity of the Gashaki Green Village also visited as well as along the banks of River Nyabarongo that traverses many districts of Rwanda including Muhanga, Ngororero, Kicukiro, Bugesera, Kamonyi and Nyarugenge.

The evaluation team had a discussion with members of the management committee of cooperative Bandebereho Ndaro in Ngororero District on 14 Feb 2017.

The project evolved from a meeting that was held in the objective to protect Nyabarongo River from pollution. Cooperative members, the district officials and REMA management attended the meeting. Following that meeting, the cooperative members feel they were involved in the design of the project.

Committee members indicated that they had learned how to establish and maintain a tree nursery which they used to plant trees along riverbanks and along terraced and cultivated slopes. Trees were planted along approximately 16 km while the terraces were constructed on a surface area estimated to 100 hectares. Cooperative members had also been employed to carry out protective activities under a programme framework contract. The activity involved the re-zoning of land use along the riverbanks to protective buffer. Users of the riverbanks were provided with compensatory land. However, the activity faced resistance at the beginning and caused delays in the progress of the activity. However, it was revealed that the problem resolved through dialogues with intervention by REMA and local authorities. The cooperative of 32 members employed 398 additional non-members for extra labour as the membership alone couldn't cope with the volume of the contractual work.

The discussion brought forth that the activity faced the challenge of finding new cooperative members and employees that had the required skills for tree nursery and planting trees. Some of the population had reservations about the project as some of them were negatively affected by the project activities, and some of them had also been relocated from their homes and agriculture land. As a consequence, the sensitisation of the villagers on river banks protection was far from being a success at the beginning.

Today, not only the cooperative members but also the population believe in the sustainability of Nyabarongo River banks protection. They understand that planted trees must be maintained and feel new business activities should be created to complement the employment generated by the protection of the river banks.

The cooperative activities have positively impacted the youth and women. Young students frequently visit the project site considered today as a case study on river banks protection and construction of terraces.

Model green village development at Rweru, Bugesera and Gashaki, Musanze

As mentioned in the previous section, programme funds were used to upscale the piloting of model green villages in two additional districts: the Rweru model green village in Bugesera in the Eastern Province and the Gashaki model green village in Musanze District in the Northern Province. While the Muyebe model green village was supported in the previous focus area³⁶, it would seem that the Rweru and Gashaki green villages were established to demonstrate adaptation practices that

³⁶ Outcome 2: Environmental mainstreaming

support climate change related vulnerability monitoring to ensure climate change management contributes to poverty reduction and socio-economic development through the building knowledge and skills that support integrated food, water and energy self-sufficiency.

The evaluation team had guided site visits of the Rweru and Gashaki green villages and focus group discussions with beneficiaries held on 10 and 13 Feb 2017 respectively. Beneficiaries of both green villages were relocated from island locations. The Rweru village beneficiaries were relocated from the Mazane and Sharita islands within Bugesera District. Gashaki village which is situated on the shore side of Lake Ruhondo is a resettlement for people that lived on the Lake Ruhondo islands.

The Rweru village was established in the period 2015-2016. The programme constructed homes for 64 households resettled in 32 blocks of 2-in-1 houses. The programme also provided three 100m³ underground rainwater harvesting tanks and two 50m³ biogas digesters. Under the one-cow-per-poor-family modality, the programme provided 2 cows per to each beneficiary family. However, only 4 houses had been connected to the biogas from one of the digesters as installations were not yet complete. The district administration also provided beneficiaries with 101 hectares of land for farming through cooperative. Beneficiaries indicated that they had access to milk from donated cows.

The programme established Gashaki village in the period 2014-2016 for 50 families resettled in 25 blocks of 2-in-1 houses. The green village has water-harvesting system with three tanks with each with a 100 m³ capacity as well as a waste digestion system that produces biogas for cooking and fertilizers for the residents. The programme provided each household with 2 cows within the same one-cow-per-poor-family framework. The Gashaki village seems to have benefited from improvements that include store rooms. Similarly to Muyebe, Gashaki beneficiaries have organised themselves into a cooperative that it takes responsibility for among others, maintenance of the rainwater harvesting and biogas system as well as for livestock health. It was however noted that rainwater harvesting gutters were installed on only one side of each house resulting in the harvesting of only half the amount of rainwater that could be harvested. The REMA SPIU staff member responsible for the construction works at Gashaki explained that programme funds had not been sufficient to install roof gutters for both sides of the roofs.

The Rweru and Gashaki model green village beneficiaries echoed the similar appreciative sentiments as those of Muyebe with respect to benefits to their livelihoods and to the environment.

Capacity building through training

a) Training the cooperatives of reservists for climate change management

16 cooperatives of reservists³⁷ operating in 5 districts surrounding the Lake Kivu have been trained in Climate Change adaptation mechanisms and business plan development. 14 small projects were developed by the trainees which were evaluated by SPIU/REMA and facilitated through provision of basic equipments to start with. All targeted 16 Cooperatives of reservists residing in Kivu lake coastal zone have been trained in Climate Change adaptation mechanisms. 16 business plans for income generating sub-projects, were received from the trained cooperatives and were evaluated against project viability criteria set by SPIU/REMA. The outcome of this evaluation and the outcome of these sub-projects in terms of income generation are not known. No monitoring information is available. The project was implemented 2013-2015.³⁸

b) Training in Geoinformation.

To facilitate REMA Staff to improve capacities and skills through trainings and attend ad hoc important workshops and meetings one staff was sent for education on "Geo-information for Environment and Sustainable Development. The training was provided at University of Rwanda. The outcome of this training in relation to knowledge gained and capacity building of REMA is unclear. The training took place in 2013/2014.³⁹

Provision of water harvesting tanks

The St Aloys School in Rwamagana was equipped with 6 ferro cement water tanks and this was installed by a builder contracted by REMA. The rationale for doing this is unclear to the evaluation team and also where the request and how the programme originated. It would have been logical to include this school in the programme of the greening of the schools. The relevance in connection with climate change and mitigation is unclear. The installation took place in 2013-2015.

Documents provided to the evaluation team after the validation workshop indicates that the school requested the district to provide tanks for the school. The district asked REMA since there was no funding in the district budget. A survey team from REMA made a visit to the school and recommended REMA to finance the construction of the tanks. The recommendation was also based on the facts that it was the plan for the district to provide those tanks but the district was not able to source from its budget. REMA approved to fund from the Sida funds by paying the contractor for the

³⁷ Demobilized Rwandan soldiers

³⁸ Performance reports 2013/2014 and 2014/2015.

³⁹ Performance report 2013/2014

construction of the tanks. Six tanks were constructed, three tanks of 50 m³ and three tanks of 100 m³. There is nothing in the documentation how this project was linked to the objectives of the Sida funding.

The cost for the construction and installation of the six water tanks was 46,499,800 Rwf.

5.2.5 Cross-cutting Interventions and Issues

The programme document refers to cross-cutting issues in terms of poverty reduction and gender issues and the evaluation is intended to take a closer look at how the programme activities have targeted youth and women. These two groups are the centre of discussion in the EDPRS2 where it is discussed that women are in the forefront in accessing environmental services and youth are increasingly involved in occupations that primarily rely on natural resources.

The programme document indicates that a more elaborate plan on poverty reduction aspects of the programme and a gender plan would be detailed during the inception. These plans appear not to have been developed.

Some of the implemented activities have given special focus to poverty reduction and on generating positive effects for the poor. This has mainly been observed in the construction of the “green villages” where the resettlement of the poor from the previous exposed settlements to newly constructed villages with proper housing, latrines, kitchen with biogas and water harvesting have created a better life for the beneficiaries.

In particular this has provided a better life for the women in terms of better environment for cooking food without endangering their health with the smoke from wood burning stoves, collecting fire wood and walk long distances for the children to collect water. The proximity of health services has also been a major improvement in their lives. Children have also benefitted by being closer to schools which increases their ability to take advantage of learning opportunities. A qualitative assessment was made to obtain perceptions of beneficiaries with respect to equitable access of green village benefits for women and youth. Focus group testimonials indicated that women felt that they equitably benefited from the programme as well as youths felt that they felt included in accessing the benefits of the villages.

Both women and youth have also been targeted in the activities that have been implemented in the capacity building of cooperatives skill on climate change related fields such as siltation, soil erosion and construction of progressive terraces to protect river banks. Several projects targeted cooperatives were managed and implemented through the REMA SPIU.

The greening of the schools and training in ESD have contributed to a better environment for the children at the schools as well as equipping them with knowledge in tree planting, and sanitation where the effects have been attested by the teachers to influence both their habits at school as well as in the homes. The hand-washing appears to have improved the health, though any statistics to prove this is lacking. During the visits to the schools the team tried to collect gender disaggregated data for the environmental clubs which turned out to be difficult since a significant number of the members just had completed school and had left. New enrolments had just only started. However, the interviews with the head teachers and club teachers estimated a balanced participation which was confirmed by numbers received from two of the schools.

The recruitment of interns for the support to the district to build capacity in environmental planning and mainstreaming had a specific focus of being youth oriented and with the aim of also building capacity among the interns. They were recruited from students just about leaving the school, exposing them to tests and providing a training program before they were dispatched to the districts. Most of the interns were assigned for a period of three years and were rotated after approximately half the time in order to expose them to new challenges. This process made them very qualified after the internship and many of them have become very valuable assets to the environmental sector in Rwanda. The female interns were approximately one third (37%) of the total number.

On a special note we examined the staff listing of REMA staff and could conclude that there is almost a gender balance in REMA, 47 % female and 53 % male employees.

The program has not produced any information of disaggregating data on either gender or youth in any of its activities.

In summary, activities that have improved the living conditions for the poor, women, youth and children are particularly evident in the green villages of Muyebe, Rweru and Gashaki, the greening of the schools, and the capacity building of the cooperatives for river protection. Promotion of income generating activities has been noted from capacity building efforts for both the villagers in Muyebe, Rweru and Gashaki as well as for the cooperatives. The capacity building of the interns has provided the government, the districts and other institutions a pool of qualified young environmental professionals.

6 Overall Assessment According to the Evaluation Criteria

The assessment of the program outcomes can be done in relation to the fulfilment of the initial programme document and the objectives and work plan described therein or objectively assess the activities that have been implemented under this programme. The evaluation team has chosen to evaluate the programme in relation to the implemented activities, careful to assess the extent that the activities conform to the intentions of the agreement and the explicit and implicit conditions that were laid out therein and in guiding documents at that time.

The main challenge for the assessment is that a new program document or an inception report was not presented to Sida and specific objectives for each activity do not exist.

6.1 RELEVANCE

Q.1.1. Was the project relevant vis-à-vis the needs and priorities of environment and climate change in Rwanda and the result strategy of Sida.

In relation to the strategies and policies of Rwanda and the Swedish development cooperation strategies, notwithstanding the overall objectives, it can be concluded that the activities of the programme are generally relevant.

- The implemented activities appear to be in line with the Swedish result strategy and the three thematic priorities of the Government of Sweden; 1) environment and climate change, 2) Gender equality and women's role in development, 3) democracy and human rights. It is also linked to the Swedish policy for environment and climate issues and the Swedish Policy for Global Development.
- The program is also linked to the strategies of REMA, the Environment and Natural resources sector strategic plan, the Environment Strategic Plan, the implementation of the EDPRS and contributing to the realization of the Vision 2020.

Equality of women and men is a fundamental aspect of Swedish international development cooperation and a special focus on women and youth were laid down in the design of the programme. Hence development cooperation activities should have included an analysis of the effects on gender and youth. The initial programme document as well as the preparations and the monitoring of the implemented activities

did not provide any analysis in this respect. A stronger gender perspective would have enhanced the relevance of some of the activities.

Q.1.2 Were the right program activities carried out to bring about the desired outcomes?

The implementation of the program does not follow the activities that were envisaged in the programme document, but primarily the main activities have contributed to capacity building in the sector and in that respect the programme remain relevant as a whole⁴⁰. A more conspicuous deviation is the relative difference between the three outcome areas and given the strong argument in the PD. The justification and the merits of this difference is explained in a statement from REMA in the finding section.

As for the main objective of capacity building REMA and MINIRENA there are some activities that can be debated in terms of their relevance. These activities are mainly the a) the hiring of private company to enforce the law on non-biodegradable plastic bags; b) the installation of water harvesting and six ferro-cement water tanks at St Alloys school in Rwamagana; and c) the hiring of a media consultant which most likely is one of the day-to day activities of REMA.

In all other activities some aspects of capacity building are included, not always directly targeted towards MINIRENA and REMA but to the sector as a whole.

Relevance could also apply to the overall objectives of the programme and in this regard the relevance of the implementation of the programme is significantly weaker, mostly because it deviates from the original plans. Most of the activities would probably have been approved by Sida, however perhaps not to the extent of some as infrastructure projects are generally not favoured. But as discussed above, the activities still falls within the national priorities and as such the evaluation assess the programme relatively relevant.

6.2 EFFECTIVENESS

Q.2.1. Has the intervention achieved its overall and specific objectives, its planned results and annual targets and to what extent?

⁴⁰ The fact that a program deviates from the original plan is not unusual and in many cases this is an adaptation to actual needs and proves certain flexibility. However, this should have been adequately documented.

The overall objective is strengthening the capacities of MINIRENA and REMA in areas of pollution control, mainstreaming, and climate change issues. The specific objectives pertain to each of the three fields mentioned in the overall objective.

The annual activity targets (output) were expressed in the action plans from which the total annual budget was derived. The first three years the annual budget targets were not achieved and it became progressively worse for each year, presumably because the ambition of trying to catch up. The implementation rate was very low in the beginning which is probably explained by deciding not to implement the action plan in the programme document but revising it and many activities was slow to start because they required negotiation for MoUs and tendering of external consultants. The implementation rate grew steadily, even for the year FY 2012/2013, despite the fact that the funding was halted during the period of July 2012 – June 2013. The FY years 2014/15 and 2015/16 the planning process and the budgeting process seem to better align.

The overall objective and the specific objectives specify that the capacities of REMA and MINIRENA should be strengthened. The extent to which the Ministry has been strengthened by this programme is difficult to ascertain. There were no direct interventions targeted towards to the Ministry but according to the interview with the planning officer and REMA, staff from the Ministry participated during certain activities such as validation workshops, launching events, trainings, and joint sector review reporting. However, the team has not had access to any evidence to this effect so the extent is unclear.

The capacity of REMA has been strengthened in various ways, mostly through indirect means as the number of training sessions, seminars and workshops have been kept at a minimum. It can be concluded that REMA staff generally gained experience through on-the-job training, either by developing ToRs for external consultants or contractors, follow-up on contracted work, and reviewing and validating the reports. The total number of studies developed within the programme is about 25 and constitutes 27 % of the cost. The unit of Environmental Education and Mainstreaming (DEEM) was coordinating both the environmental internship in the districts as well as the greening of the schools. The aspects of these two projects included many aspects which have contributed to develop the capacity of the staff as well as the environmental interns.

The area of pollution control was the main focal point in the initial programme document but the emphasis on pollution control was greatly reduced during the implementation, from 47 % to 18.5 % of the budget. In the programme document it appears that an analysis revealed that the capacity within REMA in terms of pollution control needed to be strengthened. The strengthening has mostly been through studies commissioned by external consultants.

A very large part of the implementation in the area of climate change was coordinated through the SPIU. Though the SPIU is an integral part of REMA but mostly consists of contracted staff it is not evident how the capacity building in SPIU from the programmes in river banks rehabilitation and the construction of the model green villages is transferred to the staff in the department of climate change and to what extent the REMA staff participated in these projects. The green villages were mostly implemented through the districts.

All in all weighing the implementation modalities and the involvement of staff from REMA and MINIRENA the assessment will be that the strengthening of REMA and MINIRENA was not fulfilled to the extent it expressed by the overall objectives and it could have been by using other modalities and with better focus on the internal capacity building. *Q.2.2. Were the main objectives of the programme achieved and the targeted results attained in relation to time and budgetary resources?*

The reports that were commissioned were in general produced on time and validation workshops were held. The objectives of these studies remain unclear other than adding to the knowledge base inside REMA and for reference points and guidelines for the sector at large and environmental practitioners.

Only a very few of REMA staff were sent out to participate in training programmes. In fact, only two staff participated in short courses and two of the staff went to the RIO conference. The international training courses organized by Sida appear to have been underutilized.

The main weak area is the pollution control where there is some doubt on achievement of objectives. The monitoring equipment is being used on a regular basis but the results of the monitoring, the data, does not seem to be processed in an orderly fashion and a database does not appear to have been setup where trends and information can be used to regulate and control pollution. The acquisition of an automated air pollution monitoring station was halted during the procurement process and was never resumed again according to the information given to the evaluators.

As far as it has been possible to verify the majority of the interventions have achieved their intended output both in relation to time and budget. The attainment of results (outcome) is harder to assess since there is no documentation of what the expected results were. But when examining the main interventions like the district interns and the green villages (Muyebe, Rweru, Gashaki) the targeted results are achieved. The environmental interns have generally been appreciated by the districts and the experience gained by the interns was generally viewed positively.

The greening of the schools did not reach all the objectives and the intended results. The timetable was difficult to keep and some schools had to wait for their greening materials which made the outcome less effective since there was a time lag. The

intervention was not adapted to the schools size which made it difficult for some schools to reach the targets.

Q.2.3. What was the effectiveness of the key activities in achieving the set targets of the sector and efficiency utilization of resources in attaining the intended objectives?

The key activities of the programme all have achieved their relative output targets and from what the evaluation can determine within the scope of resources that were made available. The outcome targets can be validated in some of the interventions we have visited and for the most cases they have been achieved according to the perception of the beneficiaries. The absence of concept notes/ToR for the activities and/or monitoring/evaluation reports where the objectives are clearly spelled out inhibits the assessment.

In some cases the attainment of objectives and results are also a matter of sustainability which will be discussed later in the report.

Q.2.4. Are there any targeted measures in regards to gender and youth aspects?

The initial programme document did not include any targeted measures or interventions directly towards gender and youth. The interventions of the programme have included women and youth as immediate beneficiaries, but this appears not to be the main scope of the activity. This includes for example some of the activities targeted towards cooperatives along the rivers and the shores of Lake Kivu. There is no evidence that these activities were chosen just because of the involvement of women or young people.

The programme has not produced any disaggregated data in terms of measures in regards to gender and youth.

Despite that specific objectives linked to the overall objectives were not elaborated for the activities, the output and outcome of the implemented activities generally contributed to capacity building of REMA and other institutions. The evaluation assess that the support has been moderately effective.

6.3 EFFICIENCY

Q.3.1. What are the performance of interventions and the perception of beneficiaries towards the components?

Pollution Control:

The most tangible outputs from the pollution control area are the testing kits for water, soil and air; the emission testing equipment designed to measure and control the pollution levels in vehicle exhaust emissions.

The testing kits enable REMA to respond to requests to check for pollutants and on a continuing basis monitor pollution levels in various “hotspots”. The testing kits are also used during environmental audits. There is little doubt that this equipment and the training of REMA staff has added to the institutional capacity to respond to requests of suspicious occurrence of pollutions and to perform continuous monitoring. However, REMA has not been able to demonstrate how the data is being used to regulate and control pollutions level by organising the collected data into a structured database for making analysis.

The same can be applied to the testing equipment for checking the emission levels from cars. The equipment is perceived by the operators at the vehicle testing ground to be simple to use and it helps them to monitor and check if the vehicles manage to pass the test. Again, the programme fails in its efficiency since it does not manage to demonstrate how the monitoring, since its inception in December 2014, has forcefully been able to contribute to lower levels of air pollution and more vehicles passing the test.

The production of 15 new reports and guidelines have added to the knowledge base both internally and externally of REMA. Its usefulness was attested by two representatives from the newly established Association of Environmental Practitioners. However, there is no data provided by REMA on to which extent or how these reports are being used and whether these reports and guidelines are easily accessible.

Environmental Mainstreaming

The environment mainstreaming department has been running some of the most labour intensive activities under this programme space. The environmental interns and the green villages have been considered by the beneficiaries to effectively deliver the results that were expected.

In the case of the green villages a greened village toolkit was produced a bit too late to take advantage of the various experiences gained from the preceding activity. It seems also to the evaluating team that the sharing of experiences did not work satisfactorily from one construction to another. The development of the green villages did not invite the future villagers for a needs assessment or a participatory discussion on their needs and their views on the construction of the village.

The greening of the schools was not adapted to the size of the schools; it appears as the approach was one size fits all. A pre-feasibility study would have helped to build ownership and size the intervention adequately towards the needs of the individual school and also plan the greening operation in a way to optimize the greening operation to ensure that the greening survived and that grass was not planted on high traffic areas. On the other hand the greening of the schools is perceived by the evaluation to have contributed to sensitization of the importance of greening issues

and sanitation. Even if some of the “greening” did not produce the expected outcome, the mainstreaming appears to have.

Q.3.2. Could the same results be produced with smaller amounts of inputs/resources or could the same input/resources produce larger outputs?

The environmental intern program was designed to reach out to all districts to place an intern for one year in the district office, in most cases the contracts were renewed annually for a maximum term of three years. With the ambitious monitoring and follow-up from REMA it became a huge task for the concerned department and it depleted almost all capacity in the unit. The activity was also implemented without having a pilot phase. Perhaps the internship would have been benefitted by starting with a pilot phase to try out the guidelines, the monitoring system and a reasonable size of the group. This might have enabled the programme to limit the number of interns and also set more strict terms for renewal.

The greening of the schools reached out to 127 schools and the result of the greening activities are not very encouraging. From our interviews it is clear that resources spent for each greened school were spread too thin. The weakest point was the one-day training provided to the schools. It was almost universal in the response from the school that more training should have been given to enable the training to be more focussed on facilitating environmental issues. The number of greened schools could have been reduced in favour to better information, training and a reduced workload for the REMA unit which could have been used for monitoring and evaluation of the intended result in the schools, both on the greening as well as the mainstreaming of issues.

The creation of a greened village as a model village for other districts to follow suit appears to be a valid task for a regulatory authority. But then one could ask what the benefit is of making three model villages. What was actually gained from the three villages that can be used for capacity building of REMA? A thorough evaluation of each site should be in place to compare the differences in approach for each location and draw conclusions.

Q.3.3. Were the budget and timelines realistic?

In the beginning of the programme it appears as if both the timelines and the budgets were not realistic in terms of the available funding. The budgets were far above what was reasonable to expect the implementation to cope with. It also appears as if the budgets and the timelines were being aggregated in order to try to catch up.

The program seems to be more efficient towards the end of the programme when budgeting and implementation start to be closely aligned. The end uses of the investment in each implemented activity determine the effectiveness.

The evaluation believes that there are several reasons why the efficiency of the programme should be a focal point during any REMA evaluation or assessment. The activities concerning the district interns, the greening of the schools, and the green villages should be evaluated in terms of their relative effectiveness and in accordance to the budget spent in order to finding options for implementing the activities more effectively.

The evaluation concludes based on the findings that activities that have directly contributed to the attainment of capacity building of REMA, Districts, and other institutions such as RNP and MINIRENA have benefited from approximately 55 % of the funding (including the greening of the schools).⁴¹

The other 45 % of the funding have been used for the river banks rehabilitation, the green villages and other activities. These activities demonstrate value by establishing models for both river banks protection and green villages and have as such been contributing to capacity building. However, judging from the extent of the funding being used the extent of the activities become more of infrastructural projects. Though some of the added –value of this can be attributed to capacity building, the evaluation conclude that these activities absorbed funding that could have been used to effectively build capacity within REMA and MINIRENA and thus undermined the full expected outcome. By assessing the results and costs the evaluation concludes the programme has been moderately efficient.

6.4 IMPACT

Q.4.1. How is the planned and unplanned long-term effects of the program on society –as a whole?

To evaluate the long term effects of the program within one year after its completion appears to be both risky and difficult. However, from our interviews in the greened schools as well as with other stakeholders it is clear that the activities have been much appreciated. Some of the long-term effects that can already be detected come mostly from the greening of the schools. Even if the effects of the greening is not very evident, the message of keeping things clean and maintaining good hygiene by washing the hands often during the day appears to have been understood. The green

⁴¹ The greening of the schools has contributed to capacity building of the schools, the interns, the districts and REMA. However, the efficiency is low and could have been better with fewer schools in the project.

villages have also been testified that there is a long-term effect on the life of the people that are residing in the villages.

Q.4.2 To what extent have the capacities of institutions improved.

The institutions that have been sufficiently exposed to the activities of the program and would have had its capacities improved in the process, include: REMA, MINRENA, the Police, the district offices, and the greened schools. Out of these institutions the district offices have probably experienced increased capacity in its environmental mainstreaming but at the same time experienced a loss of capacity when the interns left. The Rwanda National Police has most likely been affected greatly after having 180 staff trained on how to enforce environmental law. The capacity building in REMA is difficult to quantify, since a number of activities are probably not being replicated. But it is reasonable to assume that the program has provided REMA generally with a wider knowledge base, even though there is no clear systematic approach to sharing experiences internally.

Though it has been difficult to assess the extent capacity has been developed, it is clear that capacity has been developed inside REMA, on the district level, and the National Police. Although there was no formal sanctioning of the new programme, flexibility was demonstrated that made it possible for achievement of priority objectives. In general therefore we can say that in totality the impact of the programme has been positive.

6.5 SUSTAINABILITY

Q.5.1 What is the quality of implemented programme activities on site(s) and their technical sustainability for local circumstances.

Generally the quality of the implemented activities is fairly good, with some exceptions.

The greening of the schools are suffering due to greening equipment that are either broken or has disappeared. This seemingly small issue has a huge impact in the ability of the school to maintain the greening and to keep making the students understand the values keeping the land and sea clean. In some schools the Head Teachers have managed to set aside small amount of money to replace broken or lost tools, despite constraint budgets.

The green villages have implemented co-operatives to ensure that the maintenance of for example the bio digesters and water harvesting is in place. This will contributing to the technical sustainability and is adapted to the local circumstances.

The programme adopted a tools and skills development and dissemination approach as well as demonstrations and pilots in developing capacity for REMA and mainstream stakeholders. Having identified gaps in tools and skills for environmental

management including pollution control within REMA, law enforcement agencies, practitioners and other sector stakeholders, the programme introduced vehicular emissions testing systems and a suite of assessment and regulatory guidelines and provided skills training.

The Rwanda National Police had well before the end of the programme acquired more emissions testing system units from its own resources in order to extend the testing to national requirements. The disseminated guidelines are used by REMA and environmental practitioners in their respective work.

Q.5.2 What is needed for sustainability of the achievements

Sustainability of achievement is something that is specific for each implemented activity. In general, sustainability is linked to the value that is being perceived and how this correlates to a person's own values. The extent to which either the districts or REMA conduct M&E is crucial to the sustainability. The monitoring by itself means and demonstrates that it is important and it has a value to those who are instrumental to implement it.

It is also noted that environment and climate change considerations were effectively mainstreamed in district planning and operational instruments by interns recruited and deployed by the programme as human capacity support to REMA staff. It is however noted that mainstreaming requirements are dynamic and need continual input into district plans and operations. It therefore observed that this capacity is not sustainable in the absence of external support.

Q.5.3 How the challenges could be avoided in similar programmes in the future.

The programme experienced a number of challenges during the implementation. Most of the challenges were of administrative nature but there was also a matter of capacity. The challenges were connected to hiring consultants or other contractors, the procurement process, the evaluation of tenders and writing terms of references, new issues kept emerging which need clarification.

The Mainstreaming unit experienced both a substantially higher workload, weaknesses in procurement procedures as well as an evaluation model for vetting people who had indicated interest for the position as environmental intern as well as a rigorous monitoring regime of the interns. Any future similar program would benefit from finding a less cumbersome procedure.

The mitigation of these challenges could have been avoided with a strong Steering Committee that can stay informed of planned and implemented activities and can identify upcoming challenges in advance and find solutions to the problems.

Q.5.4 Are the programme outcomes likely to continue after the program has finished?

Some of the programme outcomes will be continued, especially the greened schools, the greened schools will continue to plant trees and bushes. The greened villagers have elected members that will ensure that the equipment in the cooperative is working and will do the up-keep of the bio-degrader; the cooperatives along the river banks have been trained and will continue to maintain the river banks to mitigate any erosion.

The programme supported REMA in mainstreaming environmental education through the development of school greening guidelines and through training of teachers and school environmental club members at various schools. Hands-on approaches were also used including the provision of rainwater harvesting and sanitation infrastructure. It was noted that the school greening guidelines were used by the Ministry of Education to integrate school greening as part of school health objectives within the national strategy for school education.

Overall, interventions seem to demonstrate sustainability from the view that partner state institutions have taken up ownership of environment and climate change imperatives. However, the evaluators are of the opinion that no significant changes among REMA and MINIRENA staff capacity have been demonstrated although it is observed that some capacity could be strengthened if district level mainstreaming could be sustainable if the interns programme could itself be mainstreamed in the REMA structure.

Q.5.5 Assess to what extent the achievement are a result of institutional change in organisational structure, management, standard operational procedure.

The achievements within REMA are to some extent changes in standard operational procedures related to procurement processes, in the district offices the institutional changes are probably a result of both management practices as well as changes in standard operating procedures.

The programme made possible the demonstration of integrated water and energy security through the construction of green villages under the environment and climate change mainstreaming as well as under the climate change management outcome. The evaluation noted that local governance institutions through district structures have adopted the green village approach for the implementation of the national rural resettlement programme.

6.6 LESSONS LEARNED

Q.6.1 What are the problems/constraints, which might have impacted the successful implementation of the programme activities and are there ways to avoid them in future,

One major problem in the implementation of the programme was the lack of monitoring of the programme despite that there was a clear monitoring procedure specified in the agreement and to some extent in the programme document. REMA was to submit annual progress report to be discussed during an annual meeting in connection with the Joint Sector Review meetings not later than November 30th. Agreed minutes are to be signed within four weeks of the meeting. This did not take place and annual progress reports were not filed in time. This contributed to the fact that Sida lost control of the programme and REMA assumed that since Sida did not comments on the occasional action plans, a no response taken as an ok.

The failure to comply with the reporting and monitoring arrangements have resulted in having a programme which has been implemented haphazardly and without a proper programme document, log frame and result management framework.

The responsibility for this situation is equally shared with Sida/Swedish Embassy that should at some point, presumably when the funding was already stopped in 2012/13, ensured that the formal Annual Meetings with agreed minutes be reinstated. When an audit was performed in 2014 this weakness was pointed out and REMA acknowledged this and promised to adhere to the agreement, this did not take place and Sida did not take action.

In any future agreement the monitoring arrangements must be agreed specifically and Sida should be more rigorous in following up.

In the beginning there were several activities that were not implemented and this was probably partly due to lack of a clear game plan, lack of objectives and a logical framework and Results management framework. But it may also have been partly due to a lack of knowledge inside REMA which made the procurement process difficult.

Any future programme should ensure that there will be a programme document which has been developed in a participatory approach and an action plan approved by the Steering Committee and the management board. The implementation game plan should be clear for all for the next coming 12 months.

Q.6.2 What was the capacity development 'model' underlying the project implementation logic and the intended knowledge transfer put in place?

The *capacity development model* underlying the programme implementation logic is fundamentally based on what may be called "indirect" transfer of knowledge: participation to workshops, hands-on (albeit limited) technical assistance given by experts, and "learning by doing". In most cases hands-on training and "learning by-doing" is usually done by getting technical assistance from an expert. This has not been the case under this programme, which is from a capacity building point of view a strong weakness. This presumes that the individuals already have enough knowledge to carry out the task but just need some practise. Building institutional

capacity through transfer of knowledge to individuals would need a thorough theory of change to ensure that it takes place inside the organisation. It is evident that such clear and systematic theory of change has not been present.

In our case, there has been no one to bring in expertise from the outside when not available in-house. There appear to be areas where more specific technical assistance would be needed. However, it also appears that there are areas and specific issues for which the capacity development model that has been applied in this case is not fit. Either because the issues at hand would require specific, advanced technical assistance – not available on demand – or because the effectiveness of training and the building of capacity would require almost a “beginning from scratch” (and would take too long). Workshops or reports/guidelines can only contribute to a knowledge transfer limited in scope and are not effective in cases where a more “hands-on” and specific, systematic and in-depth assistance or coaching would be needed.

One of the main weaknesses in the capacity building set-up in this programme is that when “learning by doing” has been applied there has not been any expert to back-up the REMA staff, knowledge is lacking or something goes wrong.

Q.6.3 What lessons could be learned for the current and future programs?

The lesson learned for this programme is that interventions such as validation workshops depend highly on the input from the individual participant. The collective knowledge that is being built during presentations and discussions results in increased knowledge and capacity of that individual. In no place did we find ideas on how to integrate this knowledge by making use of all of the presentations that is a theory of change. There is an enormous potential for a multiplying effect in building institutional capacity from all the workshops and seminars.

Another lesson learned is the importance of monitoring the programme to find out what works and what does not work. Properly analyzed together with continuous monitoring of output indicators with targets and milestones can help improve the performance of the programme. Having a large amount of the budget left over by the end of a fiscal year indicates either on low performance in implementing the plans or very high cost efficiency, or overestimating the budget in the design phase. But proper monitoring could have detected this at an early stage.

Q.6.4 What were the main risks and what efforts have been made to minimize the effect of unforeseen risks that have arisen during implementation?

The main risk that occurred during the implementation of the programme was the suspension of the funding by Sida. This took place during the fiscal year 2012-2013 for almost 12 months. The reason for the suspension was a political issue and all the major donors active in Rwanda suspended their funding.

This took place after one year of the programme and the second instalment of the funding was to take place. However, the implementation during the first year had been slow and 75% of the first disbursement was not used.

7 Conclusion and Reflections

The Sida capacity building support provided to REMA through the Environment and Climate Change component was not guided by standardized capacity development principles that include capacity needs assessment and a capacity development response framework. Interventions did not seem to be based on a conceptual framework of how targeted capacity requirements could be achieved. The evaluation was therefore challenged in determining how the various implemented activities translated into capacity development for REMA as an institution and for its personnel.

Project and Financial Management

The specific agreement⁴² was signed by MINECOFIN and disbursement requests were to be co-signed by MINIRENA. It would appear that MINIRENA was the formal counterpart to Sida and was responsible to make sure that the provisions under the agreement were adhered to. It would also seem that MINIRENA delegated programme implementation and management responsibility to REMA. This is indicated by having the disbursement requests coming directly from REMA.

The adherence to the specific agreement between Sweden and Rwanda has not been impressive. Programme planning, review, monitoring, reporting, and evaluation are stipulated under article 9 of the agreement. This specifies Annual Review Meetings with agreed minutes, Annual Results Progress Reports, Annual Work Plans, submission of Annual Financial Report for REMA, Completion Reports, and Mid-Term Review in 2012/2013.

The reporting has been done but the submission of the reports has not been timely.⁴³ The reports have not been analytical and were expected to summarize obtained and expected results in relation to the log frame RAF and provide analysis there from,

⁴² Specific agreement between Sweden and the Government of Rwanda on Support of Natural Resources and Environment programme/Environment component during fiscal Year 2010-2011 – 2013/2014.

⁴³ This became an early issue and the evaluation team tried to confirm the receipt of the reporting at the Embassy and also by requesting cover letters from REMA. Since most of the reports were sent by e-mail to the embassy timestamps are not available and the reports are not dated. Copies of the cover letters from REMA were never received. It was confirmed the last two annual reports were not sent signed and final.

instead they were output based with very little or no reference to relevant outcome. The annual work plans have not indicated deviations from the plan and most importantly a revised programme implementation plan which would have included the new activities and a revised budget was not developed. This made the monitoring from Sida at best, difficult. Absence of agreed minutes from review meetings and absence of Mid-Term Review of the project has further made monitoring and review of the progress even less possible and without a completion report; no internal review or evaluation of the expected results by REMA is available.

The financial outcome of the project is not clear as some of the allocations of the budget appear to be in question and perhaps not in adherence to the agreement. The outstanding balance should have been returned to Sida before the end of 2016. Programme accounts should have been audited annually by the office of the auditor general but this has not been done. In 2014 an external auditor was engaged by Sida and final audit will have to be commissioned by Sida.

A large deviation from the original budget, in particular for the pollution control which should have been the backbone of the capacity building programme, was explained as having emanated from constraints in building partnerships with key stakeholders and that the government “indulged” institutions to intervene to relocate people in the face of climate change induced disasters. This deviation from plan was substantial and should have been discussed and approved by the donor.

It appears that the absence of a Steering Committee compromised proper oversight and insight of the programme framework to the extent that the programme could be diverted from its intended objectives. It appears that there is room for improvements in the programme management of REMA.

Strengthening Pollution Control Capacity

The programme was executed to among others, bring about outcomes of strengthened capacity of REMA in the effective monitoring, regulation and control of environmental pollution. The REMA ERPC⁴⁴ unit identified gaps in knowledge, tools and skills not only in REMA itself, but among key stakeholders as well, in regards of pollution control including law enforcement and environmental practitioners. A number of achievements have been made by the programme including: Several tools in the form of guidelines and assessment reports were produced and disseminated to users and stakeholders; Vehicle emission monitoring tools in form of measuring equipment and a standard for Rwanda were shared with the relevant policing

⁴⁴ Environmental Regulation and Pollution Control unit

authority; Skills training including the use of modern tools were provided for REMA, relevant police, environmental practitioners and industrial businesses, and other relevant stakeholders; and Data on pollution levels including daily vehicle emissions were collected. According to the action plan a pollution monitoring database was to be established where data from the mobile testing kits should be entered on a monthly basis. This database being the key tool for measuring the outcome of the programme intervention with respect to pollution control effectiveness was not established. No other means of determining the effectiveness of pollution monitoring, regulation and control seems to be in place.

It is reasonable to expect that REMA's capacity has been strengthened in the enforcement of pollution control regulation due to sharing tools and skills with law enforcement and other state and private key stakeholders. It can also be assumed that air pollution from vehicle emissions would have been reduced as a result of the reduction of the number of vehicles that fail the emission test as indicated by testing personnel (quantitative data is missing). It can also be deduced that vehicle emission reduction is sustainable as RNP has acquired additional emission testing equipment to increase its capacity for vehicle inspection in Kigali and in the provinces. Pollution control sustainability is also indicated by the adoption of pollution control guidelines produced under the programme framework with the parastatal institutions. However, the programme fell short on strengthening REMA's capacity in pollution monitoring by failing to establish a planned database that could have made possible impact evaluation of environmental policy, legal and regulatory interventions. The capacity building of the REMA Environmental Regulation and Pollution Control unit also fell short of increasing its capacity relatively to the plan by having its planned budget cut by almost 60 %.

Strengthening Mainstreaming Capacity

Intervention activities were implemented under the programme framework towards the outcome of strengthening REMA's capacity in mainstreaming environmental and natural resources issues in relevant sector policies, strategies and plans and to enhance public awareness and education. The deployment of interns to national institutions and districts offices were successful in bringing environmental issues on the planning agenda and increasing the monitoring for environmental sustainability and climate resilience particularly in District Development Plans. District administration seemed to take ownership of the environmental sustainability and climate aspects of the plans indicated by the integration into District Performance Contracts which are effectively national commitment to deliver on the plans. Although the arrangement seemed to be a capacity enhancement intervention for the district with interns under the official management of the district, they also maintained a direct communication line with REMA regarding emerging environmental issues in the districts and received direct supervision from REMA.

Although there is evidence for improvements in the environmental planning agenda and realisation of changes in the mindsets of district officials as a result of the

internship programme, findings indicate that sustainability of REMA's mainstreaming capacity in decentralized environmental regulation would depend on the continuation of an externally based function similar to the internship programme.

The school greening programme was successful in as far as creating a high level of awareness among educators and learners on the benefits of environment curricula at all learning levels. Awareness of clean and greened learning environments with adequate sanitation facilities that allow for maintaining personal hygiene for better health was also a significant result. However, the intervention achieved dismally in the demonstration approach based on training and provision of greening and personal hygiene equipment as most playgrounds remained bare and the hygiene facilities remain in poor and inadequate state. It would seem that part of the dismal performance was linked to the very large numbers of young age learners that put a strain on sanitation facilities and school play grounds. It is concluded that the demonstration approach might not be feasible for schools with very large numbers of young learners and that it might have been more successful with fewer schools to increase the input and better adaption to the size of the school. The input of 1 day of training was generally viewed as inadequate.

The green village pilot programme was implemented to demonstrate adaptation practices that support climate change resilience and as an activity for mainstreaming climate change resilience in policies, strategies and plans. Findings indicate that institutions responsible for local governance and rural settlement have adopted the green village approach in village planning and resettlement support. It is concluded that the programme enabled REMA to achieve significant gains in mainstreaming environment and climate change in some sectoral policy instruments and in environmental education. However, there is no demonstrable capacity strengthening in this regard for REMA or MINIRENA.

Strengthening Climate Change management capacity

The programme supported the preparation of national climate resilience instruments in a manner that is understood to have built REMA staff capacity in subject knowledge and skills and enabled the institution to develop projects to leverage climate funds. The instruments were also made available to relevant stakeholders and practitioners for their use as appropriate. The developed climate resilience instruments seemed to have strengthened REMA's capacity in climate management to a certain extent with respect to the outlined activities as elaborated in the programme document. This was mainly achieved by developing four different guidelines and reports utilizing less than 25 % of the available funding. However, activities that were initially *not* planned for were implemented and included the up-scaling of the model green village pilot in Rweru and Gashaki and riverbank and watershed protection. It is concluded that these unplanned activities although relevant and effective in the context of climate change management, absorbed more than 75 % of the funds and undermined the full expected achievement of outcome 3. Most of these activities

were implemented by the SPIU and their contribution to building capacity in REMA and MINIRENA as a whole has not been demonstrated.

8 Recommendations

- The programme was formulated and implemented for institutional capacity development. However, there was no reference to a theory of change to guide the development of capacity as is common practice. It is recommended that future capacity development support to be based on an appropriate theory of change that would consider among others capacity assets and need, capacity development planning and implementation and monitoring and evaluation.
- The programme fell short of achieving its outcome for strengthening the capacity of REMA in pollution monitoring, regulation and control due to failure to implement a planned monitoring system based on a database. It is recommended that REMA take steps to establish the database and to develop the necessary capacity to monitor levels of environmental pollution at an appropriate frequency. A monitoring system will allow REMA to determine the effectiveness of control measures in place and to make changes as necessary.
- The internship program proved to be an effective approach for mainstreaming environment and climate change in district development plans and actions as well as for monitoring environmental compliance. It is recommended that possibilities to mainstream the internship programme as a permanent structure within REMA be explored and if possible institutionalized.
- The programme fell short on the successful greening of schools and of fostering vegetated grounds and optimal hygiene among schools. REMA should take steps to raise the issue of schools with very large numbers of students contributing to make school health objective impossible to achieve with negative impact on learning outcomes and eventually national development.
- It is standard good project management practice for development projects to have a provision for a Steering Committee in the project document with stipulated responsibilities including project oversight. Without a Steering Committee it is likely that a project may divert from the guiding framework of the project document and not achieve the expected results. The Steering Committee may also identify necessary changes that would improve the results. It is recommended that future support require each project to have project document that features a project management framework that among others includes a Steering Committee with clear oversight responsibilities.

Annex 1 – Terms of Reference

COMPLETION EVALUATION OF SIDA SUPPORT TO ENVIRONMENT AND CLIMATE CHANGE COMPONENT OF NATURAL RESOURCES AND ENVIRONMENT PROGRAM (NREP) FROM 1st APRIL 2011 TO 31st JUNE 2016 IMPLEMENTED BY RWANDA ENVIRONMENT MANAGEMENT AUTHORITY (REMA)

I. Introduction and Background of Natural Resources and Environment Programme

The governments of Rwanda and Sweden agreed in 2011 to implement the Natural Resources and Environmental Programme (NREP) in Rwanda. The programme aims to support Rwanda in its effort to achieve its Economic Development and Poverty Reduction Strategy (EPDRS), Millennium Development Goals (MDGs) and Vision 2020.

The idea of designing and developing this programme originated from consideration that Rwanda's development would very much depend on proper management of environment and natural resources. This is also in view that more than 80% of the population directly derive their livelihood primarily from agriculture and natural resources based goods and services and in particularly land and water. The studies conducted in Rwanda revealed that ecosystems health, whose major functions among others is to regulate natural phenomena so as to create a stable environment for production and human habitation, is declining and increasingly caused by natural and human induced disasters. The studies revealed further that cost associated with disasters is enormous and mainly manifested in the form of human losses, destruction of property and infrastructure, decline in agricultural production, and increased public expenditure on disaster management. Some of the factors that contribute to this situation include encroachment on marginal land (semi-arid, wetlands and steep hillsides) through levels of land uses including agriculture and infrastructure and these are compounded by poverty especially among rural population who largely derive livelihoods from marginal lands. Thus, the rural population become the most vulnerable to disasters such as floods, droughts, and landslides. This in turn has a fundamental link with economic growth, poverty reduction, and protection of the environment and sustainable utilisation of the natural resources. Therefore investing in prevention of such disasters through ecosystem rehabilitation, protection and conservation, has a direct bearing on poverty reduction and economic growth, the

reason to which this programme was designed and developed in an effort to address these problems.

This programme was expected to contribute to the achievement of EDPRS 2 in which issues of gender and youth aspects are at the centre of discussion. These were considered in light of the fact that women are disproportionately engaged in natural resources exploitation. While women in Rwanda are at the forefront in accessing environmental services like water, fuel wood, and productive soil etc., youth are increasingly involved in the occupations that are primarily reliant on natural resources. These, among others are the reason why environmental protection was designated as an important component of the EDPRS 2 and Vision 2020, also the basis for the support of this programme. The environment and natural resources programme was implemented at national level by MINIRENA while its core institutional bodies were the implementing agencies. The programme had also some activities implemented at sub national level by the District entities.

The programme has two components namely Land Reform /Land tenure regularization and component designed to strengthen the capacity of MINIRENA and its key agencies, including REMA. The aim of this component was to improve Environment and Climate Change management preparedness and for simplicity is also referred to as the environment component.

The immediate objective of the environment component is to strengthen the capacity of MINIRENA and REMA to secure effective environment pollution control for sustainable development, mainstreaming environment in different sectors, strategies, programmes and policies, and to address climate change issues. Sweden supported the implementation and monitoring of the program with an amount of Forty million Swedish Kronor (SEK 40,000,000) over a period of four years (2011 to 2015), but due to unavoidable circumstances, the support was temporarily suspended by the Swedish government but later on the programme was resumed and continued with programme implementation. In light of this suspension the programme implementation was granted a no cost extension of six months (i.e. up to June 2016 instead of December 2015).

Brief Description of the Programme

The environment component is first and foremost designed for the capacity building of MINIRENA and more specifically for Rwanda Environment Management Authority (REMA), which was given mandate of implementing the programme. The three principal outcomes (outputs in the project document), expected to lead to achieving the immediate objective, were essentially designed to strengthen capacity (human, institutional and technical capacity):

1. Output 1: The capacity of REMA is strengthened to enable it to effectively monitor, regulate and control environmental pollution;

2. Output 2: The capacity of REMA is strengthened to mainstream environmental and natural resources issues in relevant sector policies, strategies, programmes and plans, and to enhance public awareness and education;
3. Output 3: The capacity of MINIRENA and REMA is strengthened for climate change preparedness including: preparing national adaptation and mitigation plans and initiating appropriate activities at national and sub-national levels.

Outputs and Activity Results

Output 1: Secure an effective environmental pollution control:

This Output focuses on an effective pollution control through strengthening of human capacity at REMA, and specifically seeking to enhance technical capacity in response to new, emerging and significant issues of pollution.

The main activities for Output 1 are here below summarized:

1. Improve the capacity in REMA for identification of main pollution issues, especially point and non-point sources and for assessing pollution levels and trends;
2. Formulate strategies and plans for the management of toxic and hazardous pollutants and their effects;
3. Develop, strengthen and enforce regulations and standards to control and manage airborne, solid and liquid waste and other pollutants;
4. Establish and implement a monitoring system;
5. Support the adoption of cleaner production and consumption, resource efficiency and waste minimization, principles to control and manage industrial and commercial pollution;
6. Developing and efficiently disseminating detailed guidelines on the conduct of Strategic Environmental assessments (SEAs) and Environmental Impact Assessments (EIAs);
7. Promote partnership efforts to adopt efficient pollution management technologies (focusing on renewable energies, solid waste, e-wastes, etc.).

Output 2: Mainstreaming environment:

The main objective of this output is to enable REMA to enhance the public awareness on the most pressing issues and to secure mainstreaming of national environmental priorities in all institutions with particular focus on key sectors.

The main activities for Output 2 are in a summary form as follows:

1. Strengthen MINIRENA and REMA capacity to prepare, facilitate and monitor strategic objectives and detailed plans for mainstreaming environmental issues within MINIRENA;

2. Initiate, coordinate and assist other ministries, agencies, relevant institutions and other stakeholders to integrate core ENR aspects into their planning and management procedures;
3. Ensure environmental issues are effectively mainstreamed in/across all key sectors and local development activities;
4. Promote the implementation of the formal and informal education for sustainable development (EESD) strategy;
5. Environmental costs and benefits incorporated into the national income accounts;
6. Integrate Environmental sustainability principles into education, training and research
7. ENR policies and legislative regimes operationalized to support equitable and sustainable development;
8. Establish, enhance and support the work with civil society and private sector on environmental management and sustainable development.

Output 3: Enhancing the capacity for climate change management:

This Output seeks to enhance protection of Rwanda from the effects of climate change as much as possible by putting in place and implementing appropriate mechanisms for mitigation and adaptation, through mobilization of and collaboration with stakeholders

The main activities that will be undertaken towards Output 3 include:

1. Develop and periodically revise and update National Strategies and Plans for climate change preparedness, adaptation and mitigation with focus on technology and human capacity development and transfer;
2. Develop and implement an integrated National Climate Change management policy and strategy;
3. Engagement and support to the UNFCCC process, and any relevant follow up to international or regional initiatives;
4. Investigate and target present or new opportunities for support and partnerships on climate change oriented mechanisms (technology transfer, the NAMA mechanism, CDM etc.);
5. Support Climate change related vulnerability monitoring to ensure climate change management contributes to poverty reduction and socio-economic development;
6. Support skills development on climate change related fields at all levels and specifically promote private sector involvement in climate change management through projects;
7. Initiate and coordinate implementation of Multilateral Environmental Agreements (MEAs) and other development programmes.

II. Purpose of the Completion Evaluation of Environment and Climate Change Component

The purpose of the completion evaluation of environment and climate change component is to inform the Embassy and key stakeholders including Development Partners in the sector about the achievements of results on activities and on outcome level. The evaluation will also inform the broader Sector working group of environment and natural resources sector of the effectiveness of the key activities in achieving the set targets of the sector and efficiency utilization of resources in attaining the intended objectives. The Evaluation will assess the performance of intervention and perception of beneficiaries towards the component including relevant government agencies, technical institutions and collate suggestions for better results in similar programmes in the future.

While assessing the results of environment and climate change component and the underlying cause–effect relationship, the findings and recommendations will be used to establish to what extent the capacities of institutions have improved and how it will guide resource allocation in the future.

III. Scope of Evaluation

The Consultant is expected to provide an objective external assessment of the Environment and Climate Change component of Natural Resources and Environment Programme (NREP) after its completion and highlight the main achievement and challenges encountered during implementation of the Programme as well as recommendations for sustainability of the achievements and how the challenges could be avoided in similar programmes in the future.

Specifically and on the basis of the programme:

- (i) review the programme management data and reports;
- (ii) discuss with the programme management team, authorities in REMA, Sida/Embassy of Sweden, Kigali, and other knowledgeable officials and partners and;
- (iii) conduct visits to the relevant sites to physically inspect activities undertaken and discuss directly with the beneficiaries, the consultant will perform but not limited to the following tasks:
 - (i) assess whether the main objective(s) of the programme were achieved and targeted results attained in relation to time and budgetary resources,
 - (ii) assess the quality of implemented programme activities on site(s) and their technical sustainability for local circumstances,
 - (iii) identify problems/constraints, which might have impacted the successful implementation of the programme activities and suggest ways to avoid them in future,
 - (iv) survey beneficiary perceptions of the programme and collate suggestions towards better ways in the future,

- (v) survey perceptions of partners including among others; relevant government agencies, donors and technical institutions and collate suggestions for better results in similar programmes in the future,

IV. Inputs and Activities

The assignment will among others cover the following tasks; signing contract, travelling to and from Rwanda to carry out evaluation, holding kick off high level technical meetings, review relevant and necessary documents, drafting and finalizing the inception report focusing on evaluation design and methodological approach; implementation phase and field visits.

The tasks will also involve presenting draft report findings and facilitating discussion at the workshop and finally produce final report.

V. Approach and Methodology

1. Approach

The evaluation of environment and climate change component will be implemented in two phases:

Preparation phase:

Under the preparation phase, the evaluation team shall perform but not limited to the following tasks:

- sign contract,
- organize and hold kick-off meetings with high level technical key stakeholders,
- draft and submit inception report,
- prepare and conduct interviews with relevant government agencies, donors and technical institutions,
- The inception report shall outline among others; the evaluation design and analytical framework, the methodological approach, and table of contents of the main evaluation report and drawing of samples of sites to be visited.

Implementation phase:

During the implementation phase, the evaluation team will, among others, collect primary and additional (secondary) data as follows:

- conduct interviews with beneficiaries;
- survey beneficiary perceptions of the programme and collate suggestions towards better ways in the future;
- present the report findings to both the Embassy and workshop,
- facilitate discussion of the workshop,
- integrate comments from the workshop,
- submit final report to the Embassy for approval.

VI. Budget of the Assignment

The ceiling of the assignment is 750,000SEK

VII. Time Schedule, Reporting and Communication

The evaluation process shall begin on 9th December 2016 and shall be completed on 24th February 2017 basing on proposed time schedules indicated below:

| Task | Date and Deadlines |
|--|--------------------------------------|
| Preparation Phase including travel to Rwanda by international expert(s) December to 20th December 2016. | 9th |
| - Submission of Inception Report to the Embassy | 20th December 2016 |
| - Inception Report approved by the Embassy | 13th January 2017 |
| - Implementation Phase including travel to Rwanda by the international expert (s) | 16th January to 3rd February 2017 |
| - Draft Final report submitted to the Embassy | 3rd February 2017 |
| - Feedback on draft final report by the Embassy | 17th February 2017 |
| - Final report submitted to the Embassy for approval | 24th February 2017 |

VIII. Evaluation team Qualifications

The consultancy firm should ideally have the following competencies, qualifications and attributes:

Expertise in:

- Capacity building and strengthening institutions;
- Policy framework strengthening/mainstreaming;
- Environmental management and sanitation more preferable in pollution management and address to climate change;
- Good knowledge of the Projects Evaluation Principles and Standards;
- Experience in applying Project Results Based Evaluation Policies and Procedures;
- Knowledge of Result-Based Management Evaluation methodologies;
- Knowledge of participatory monitoring approaches;
- Experience in applying SMART indicators and reconstructing or validating baseline scenarios;
- Demonstrable analytical skills;

- The Team Leader should have at least Master's degree in a relevant field such as Economics, Development Economics, Biology, Environmental Sciences, Natural Resources Management, from a recognized University.

Competency of the Team Leader should reflect but not limited to the following:

- Excellent English writing and communication skills
- Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues and draw forward looking conclusions;
- Excellent facilitation skills.

IX. Guiding Principles and Values.

The evaluation will be undertaken in-line with the following principles:

- Independence
- Impartiality
- Transparency
- Disclosure
- Ethical
- Partnership
- Competencies and Capacities
- Credibility
- Utility

X. Selection Process

1.1 Submissions will be evaluated in consideration of the Evaluation Criteria as stated below:

1.1.1 Evaluation Criteria (Total of 100 points):

- a) Team Leader should have Master's degree in a relevant field such as Economics, Development Economics, Biology, Project Management and Evaluation; Natural Resources Management; Sanitation; development studies; Environmental Sciences or other related field from a recognized University (20 points);
- b) Minimum ten years work experience in related fields such as Environment Management in pollution and climate change, sanitation, Poverty Reduction Strategies, policies, Monitoring and Evaluation and strategic planning, and specifically, the suitable candidate should have significant experience in capacity building, policy frame work/mainstreaming, knowledge of Result-Based Management Evaluation methodologies (30 points);
- c) Good knowledge of the Projects Evaluation Principles and Standards, experience in applying Results Based Monitoring and Evaluation System, good knowledge of Result-Based Management Evaluation methodologies, knowledge of participatory monitoring approaches; experience in applying SMART indicators and reconstructing or validating baseline scenarios, demonstrable analytical

skills. Previous experience in evaluating natural resources and environment programs/projects (10 points);

- d) Adequate methodology and work plan (40 points);

In order to qualify for further consideration the consultancy Firm must accomplish a minimum score of 80 points (technical qualification). A cumulative analysis will be applied.

The Basis of Contract Award will be on qualification in both Technical and Financial offers.

Reporting Lines and Supervision of Work

The reports shall be evaluated by the Sida.

Submission of Expression of Interest

Interested consultancy firms are required to submit an expression of interest and relevant Curriculum Vitae of the team that demonstrates the qualifications, skills, experience and track record to deliver the services required and that reflects an understanding of key issues relating to the scope of work.

Submissions are to be addressed to:

The Embassy of Sweden,

P.O. Box 6387, Kigali, Rwanda

Tel (office): +250 252 59 7400

Location: Aurore Building, Kacyiru, 1st Floor

E-mail: ambassaden.kigali@gov.se

Further information can be obtained from Programme Manager:

Theobald Mashinga

National Programme Manager

Tel: 250 788385360

Office: 250 252 59 7420

Email: theobald.mashinga@gov.se

Annex 2 – List of Documents

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| Project Documents |
| Action Plan 2011-2012 |
| Action Plan 2012-2013 |
| Action Plan 2013-2014 |
| Action Plan 2014 - 2015 |
| Action Plan 2015-2016 |
| Financial Report 2011 - 2015 |
| Financial Report 2014 - 2015 |
| Financial Report 2015 - 2016 |
| Narrative Report 2011 - 2012 up to 14 Nov 2012 |
| Narrative Report 2014-2015 |
| Narrative Report 2015 - 2016 |
| Performance & Financial report 2011 - 2012 |
| Performance & Financial report 2011 - 2013 |
| Performance & Financial report 2013 - 2014 |
| Performance & Financial report 2014 - 2015 |
| Performance & Financial report 2015 - 2016 |
| Project Document NREP REMA Comp 2011.doc |
| REMA internal documents |
| Assessment Of Ddps |
| Capacity Buiding Workshop Report - Rwanda Namas |
| Eesd-Best-Practice |
| Final Report By The Media Consultant |
| Guidelines For Greening Schools |
| List Of Greened Schools 2011-2015 |
| MoU Between RAB REMA Cows Muyebe |
| MoU Bugesera Rweru |
| MoU Greening School Programme Nyarugenge EP Kamuhiza |
| MoU Musanze-Gashaki |
| MoU Ngororero-Nyabarongo |
| MoU Reserve Kivu Lakeshores |
| National Implementation Plan For The Basel Convention |
| Protocolled D'accord De Financement, Rubavu 2011 |
| Raporo Muyebe Division of Labor Agreement Muyebe Initiation |
| REMA Staff Listing |
| Report Greening curriculum TVET |
| Rwanda Nama Sectoral Analysis |
| Rwanda Napa Report 2006 |

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|--|
| Guidelines For Mainstreaming Climate Change In The Manufacturing Industry Sector In Rwanda |
| Simplified Guidelines For Mainstreaming Env & Cc Into Sectors And Ddp |
| Template Form For Monitoring Districts 1-31 December 2015 South |
| Tentative Complete Listing of Sida Supported Activities |
| Sida Documents |
| Addendum to Sida-REMA Support |
| Agreement Environment-Climate Change Component-Rema-Sida Project |
| Amendment to Specific Agreement |
| Environmental_and_Climate_Change_Indicators |
| Financial Audit PWC Management Letter-With Mgm Comments And Recommendation |
| Sida Assessment Memo March 2011.Pdf |
| Sida Resultatstrategi Rwanda 2010-2013 |
| Sida Resultatstrategi Rwanda 2015-2019 |
| Sector Strategy Documents |
| Children and youth in sustainable development |
| Environment-Climate Change component-REMA-Sida Project |
| Five Year Strategic Plan for The Environment and Natural Resources Sector, 2014 – 2018 |
| Integrating Gender responsiveness |
| Rwanda Green Growth Strategy |
| Rwanda Vision 2020 |
| State of Environment and Outlook report 2015 |
| Environment and climate change policy brief- Rwanda, May 22 2013 |
| Thematic Working Group Meeting Env. & Cc 05-04-2016 |
| Other Documents |
| Gashaki newsletter 2017 |
| Information Note on Muyebe Green village |
| Listing of Local Government District Environmental Officers |
| Listing of Local Government Executive Secretary |
| Listing of Local Government Mayors |
| Listing of Local Government Vice Mayor Finance |
| Listing of Local Government Vice Mayor Social affairs |
| Muhanga District in expansion drive of green villages - The New Times Rwanda |

Annex 3 – List of Interviewees

| Name | Position | Organization | Date |
|--------------------------------|---|---|-------------------------------|
| Theobald Mashinga | National Programme Officer | Swedish Embassy – DC NPO | January 9, 13 Febr. 17, 23 |
| Elizabeth Montgomery | Senior Programme Manager | Swedish Embassy – DC NPO | January 13 February 23 |
| Godfrey Muligo | Director of Administration and Finance | REMA Dept of Administration and Finance | January 10, 13 February 22 |
| Gisele Umuhumuza | Research Officer, Sida project Coordinator | REMA Dept of Research, Environment Planning and Development | Jan. 10 - 13 Febr. 9 - 24 |
| Innocent Musabymana | Planning Officer | MINIRENA SPIU | January 11 |
| Janvier Ntalindwa | Program Analyst | UNDP (former NPO at EoS for NREP) | January 11 |
| Emmanuel Karinda | Chief Superintendent | Rwanda National Police, The Vehicle Testing Centre | February 7 |
| Claudine Mukagahima | Environment, Hygiene & Nutrition | Ministry of Education | February 8 |
| Faustin Munyazikwiye | Director | REMA Climate Change & International Obligations Unit | February 6 |
| Coletha Uwineza Ruhamy | Director General | REMA | February 7 |
| Rachael Tushabe | Director | REMA Environmental Education and Mainstreaming Unit | February 7 |
| Jean Luc Rukwaya | Environmental Education officer | REMA Environmental Education and Mainstreaming Unit | February 7 |
| Djuma Nsanzimana | Environmental Education & Sensitization officer | REMA Environmental Education and Mainstreaming Unit | February 7 |
| Remy Norbert Duhuze | Director | REMA Environment Regulations and Pollution Control Unit | February 7 |
| Marie Laetitia Busokeye | Director | Research, Environmental planning and Project Development Unit | February 7 |
| Alphonsine Mtabama | SPIU Coordinator | REMA Single Project Implementation Unit (SPIU) | February 16 |

| | | | |
|-----------------------------------|--|--|-------------|
| Janet Umugwaneza | PEI Officer | REMA Single Project Implementation Unit (SPIU) | February 16 |
| Charles Sindayigaya | Ecosystem | REMA Single Project Implementation Unit (SPIU) | February 16 |
| Patrick Nsabimana | Forestation | REMA Single Project Implementation Unit (SPIU) | February 16 |
| Joseph Mugabo | SPIU Accountant | REMA Single Project Implementation Unit (SPIU) | February 16 |
| Clarisse Kawera | Communication & Public Relations officer | REMA DG office | February 24 |
| Juliet Kabera | Environmental Audit and Monitoring Officer | REMA Dept of Environment Regulations and Pollution Control | February 24 |
| Egide Nkuranga | Chairman of Executive Committee | Association of Environmental Practitioners | February 20 |
| Charles Mugabo | Advisor to Exec Committee | Association of Environmental Practitioners | February 20 |
| Crispin Kabeja | Ex. Environmental Intern | MINALOC | February 8 |
| Ferdinand Musabyimana | Ex. Environmental Intern | SC MC Ltd | February 8 |
| Henriette Niragire | Ex. Environmental Intern | - | February 8 |
| Remy Bimenyimana | Ex. Environmental Intern | - | February 8 |
| Jean Baptiste Ntirenganya | Ex. Environmental Intern | Rulindo District | February 8 |
| Bernadine Bavuge | Ex. Environmental Intern | Gatsibo District | February 8 |
| Theophile Dusengimana | Ex. Environmental Intern | Huye District | February 8 |
| Fred Bititi | Ex. Environmental Intern | Kirehe District | February 8 |
| Theobald Rwamukwaya | Ex. Environmental Intern | REMA / LAFREC project | February 8 |
| Perpetue Umuhoza | Ex. Environmental Intern | Gasabo District | February 8 |
| Francois Xavier Munyanziza | Teacher, Head of the Environmental Club | GS Gahanga I, Kicukiro | February 10 |
| Kampire Priscille | Head Teacher | GS Stella Maris, Gisenyi, Rubavu | February 13 |
| Muhayimana Philbert | Teacher, Head of Environmental Club | GS Stella Maris, Gisenyi, Rubavu | February 13 |
| Laurent | Head Teacher | GS St Catherine Kanogo | February 14 |

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| Maniragaba | | Ngororero | |
| Theoneste Musengimana | Teacher in Geography | GS St Catherine Kanogo Ngororero | February 14 |
| Jean Baptiste Ntirenganya | Head Teacher | GS St Bernadin, Kitazigurwa Rwamagana | February 15 |
| Emmanuel Tuyishimire | Teacher in Math & Science | GS St Bernadin, Kitazigurwa Rwamagana | February 15 |
| Jean Sauverny | Teacher in Biology/Chemistry | GS St Bernadin, Kitazigurwa Rwamagana | February 15 |
| Jean Claude Tuyisenge | Head Teacher | GS Muzizi, Kayonza | February 15 |
| Kalinganire | Geography Teacher/ Environment Club Teacher | GS Muzizi, Kayonza | February 15 |
| (Head teacher went to a meeting with the Minister of Local Gvt) | Had Q&A with several teachers | GS Saint Etienne, Muhanga | February 16 |
| Janvierè Mukamwezi | Head Teacher | GS Kinyinya, Gasabo | February 17 |
| Marie Georgette Nikure | Deputy Head Teacher | GS Kinyinya, Gasabo | February 17 |
| Aloys Munyarukiko | District Environmental Officer | Ngororero District | February 17 |
| Jean Paul Musenge | District Environmental Officer | Kayonza District | February 17 |
| Ndayisaba Aimable | Sector Executive Secretary | Green Village in Muyebe in Muhanga District, Southern Province | February 9 |
| Amos Manirafasha | District Engineer | Green Village in Muyebe in Muhanga District, Southern Province | February 9 |
| 25 village people | Muyebe Villagers | Green Village in Muyebe in Muhanga District, Southern Province | February 9 |
| Dr Eric Ruzindaza | Vice Mayor Economic Affairs | Green Village in Rweru in Bugesera District, Eastern Province | February 10 |
| Moses Murokore | REMA SPIU Field Environmentalist | Green Village in Rweru in Bugesera District, Eastern Province | February 10 |
| 25 village people | Rweru Villagers | Green Village in Rweru in Bugesera District, Eastern Province | February 10 |

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| Hyacinthe Ngwijabagabo | District Environmental Officer | Green Village in Gashaki in Musanze District, Northern Province | February 13 |
| 20 village people | Gashaki Villagers | Green Village in Gashaki in Musanze District, Northern Province | February 13 |
| Jean de Dieu Mfitumukiza | REMA SPIU Field Environmentalist | Musanze District, Gashaki | February 13 |
| Thomas Musabyimana | Chairman | Cooperative Bandebereho Ndaro in Ngororero District | February 14 |
| Theoneste Nzavugankize | Vice Chairman | Cooperative Bandebereho Ndaro in Ngororero District | February 14 |
| Attendance at the draft final report validation workshop | | | |
| Theobald Mashinga | National Programme Officer | Swedish Embassy – DC NPO | March 15 th |
| Elizabeth Montgomery | Senior Programme Manager | Swedish Embassy – DC NPO | March 15 th |
| Coletha Uwineza Ruhamyia | Director General | REMA DG | March 15 th |
| Godfrey Muligo | Director of Administration and Finance | REMA DAF | March 15 th |
| Alphonsine Mtabama | SPIU Coordinator | REMA Single Project Implementation Unit (SPIU) | March 15 th |
| Gisele Umuhumuza | Research Officer, Sida project Coordinator | REMA DREPD | March 15 th |
| Janvier Ntalindwa | Program Analyst | UNDP (former NPO at EoS for NREP) | March 15 th |
| Claudine Mukagahima | Environment, Hygiene & Nutrition | Ministry of Education | March 15 th |
| Yves Bernard Ngebire | Director General, Planning and M&e | Ministry of Local Government | March 15 th |
| Leif Danielsson | Evaluation Team Leader | FCG/SIPU International | March 15 th |
| Denis Rugege | Evaluation Team Member | FCG/SIPU International | March 15 th |
| Richard Ngendahayo | Evaluation Team Member | FCG/SIPU International | March 15 th |

Annex 4 – Evaluation schedule and itinerary of field visits

| Date | Time | Activity | Target group |
|-------------------------|---------------|------------------------|---|
| Monday Feb. 6 | 10.00 - 13.00 | Team Meeting | |
| | 15.00 - 16.00 | REMA Interview | Climate Change & International Obligations Unit |
| Tuesday Feb. 7 | 09.00 - 10.30 | REMA Interview | Environmental Regulation & Pollution Control Unit |
| | 11:00 - 12.30 | KI Interview | RNP – Motor Vehicle Inspection Centre (SSP Karinda) |
| | 14.00 – 16.00 | REMA Interview | Environmental Education & Mainstreaming |
| Wednesday Feb. 8 | 09.00 - 10.00 | KI Interviews | Ministry of Education |
| | 11.00 - 12.00 | KI Interviews | Min of Local Government , (Cancelled) |
| | 14.30 - 17.00 | Focus group discussion | Focus group Interns/Environmental Facilitators |
| Thursday Feb. 9 | | Field visit 1 | District 1: Southern Province- Muhanga |
| | 08.00 – 18.00 | FGD at site | Green Village 1 – Muyebe Village |
| Friday Feb. 10 | | Field visit 2 | District 2 & 3 - Eastern province: Bugesera & Kicukiro |
| | 09.00 – 09.30 | KI Interviews | Bugusera Distric Administration, Mayor & Vice Mayor |
| | 10.30 - 12.00 | FGD at site | Green Village 2 – Rweru, Mazane & Sharita resettlement |
| | 13.00 – 14.30 | KI Interview | Bugusera District Vice Mayor & SPIU focal person |
| | 15.00 – 16.30 | FGD at site | Greened School 1 - GS Gahanga I, Kicukiro |

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|------------------------------|------------------|-------------------------|---|
| Saturday Feb. 11 | | | |
| Sunday Feb. 12 | | | |
| Monday Feb. 13 | | Field visit 3 | District 3 & 4 Northern and Western- Musanze & Rubavu |
| | 10.00 – 14.00 | FGD at site | Green Village 3 – Gashaki Village, Musanze |
| | 16.00 – 17.00 | FGD at site | Greened School 2 - GS Stella Maris, Rubavu |
| Tuesday Feb. 14 | | Field visit 4 | District 5 – Southern province: Ngororero |
| | 10.30 – 11.30 | FGD at site | Ngororero District Administration |
| | 12.30 – 14.00 | FGD at site | Greened School 3 - GS St Catherine Kanogo |
| | 14.30 – 15.30 | KI interviews | Riverbank protection Cooperative Bandeberaho Ndaro |
| Wednesday Feb. 15 | | Field visit 5 | District 6 & 7 Eastern - Kayonza and Rwamagana |
| | 10.00 - 12:00 | FGD at site | Greened School 4 – St Bernadin Kitazigirwa, Rwamagana |
| | 12.00 – 13.00 | KI Interview | Kayonza District Environmental Officer |
| | 14.30 – 16.30 | FGD at site | Greened School 5 - GS Muzizi, Kayonza |
| Thursday Feb. 16 | | Field visit 6 | District 7 Southern - Muhanga District |
| | 08.00 - 10.00 | REMA interview | Single Project Implementation Unit (SPIU) |
| | 12.00 – 13.00 | FGD at Site | Greened School 6 – GS Saint Etienne, Muhanga |
| | 14.00 – 15.00 | KI Interview | District Office in Muhanga. Preset meeting but officials not available due to a meeting with the Minister |
| Friday Feb. 17 | | Field Visit 7 | District 8 Kigali - Gasabo |
| | 10.00 – 12.00 | FGD at Site | Greened school 7 – GS Kinyinya, Gasabo |
| | 13.30 – 14.30 | Coordination meeting | Mr. Theobald Mashinga, Swedish Embassy |

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|-------------------------|---------------|-------------------|--|
| | | | |
| Saturday Feb. 18 | | | |
| Sunday Feb. 19 | | | |
| Monday Feb. 20 | Morning | Follow-up meeting | REMA: Ms. Gisele Umuhumuza |
| | 11.00 – 12.30 | KI Interviews | Association of Environmental Practitioners |
| | | | |
| | | | |
| Tuesday Feb. 21 | 14.00 - 1500 | REMA Interview | Mr Godfrey Muligo Director F&A |
| | | | |
| Wednesday Feb 22 | | Team work | Preparations of paper for de-briefing at the Swedish Embassy |
| | | | |
| Thursday Feb. 23 | 15.00 – 17.00 | Swedish Embassy | De-briefing: Mr Theobal Mashinga, Ms Elizabeth Montgomery |
| | | | |
| Friday Feb. 24 | Morning | Swedish Embassy | Meeting to get additional documents |
| | Afternoon | REMA Interviews | Misc. Meetings: Ms. Gisele Umuhumuza, Ms. Clarisse Kawera, Ms. Juliet Kabera |

Annex 5 – Structure of the project in the project document

The evaluation which is described as a completion evaluation will cover the entire programme period from 2011 to June 2016, as set out in the Terms of Reference. It will focus on the core activities under three principal outcomes, expected to lead to achieving the immediate objective, and that were essentially designed to strengthen capacity (human, institutional and technical capacity):⁴⁵

- Outcome 1: The capacity of REMA is strengthened to enable it to effectively monitor, regulate and control environmental pollution;
- Outcome 2: The capacity of REMA is strengthened to mainstream environmental and natural resources issues in relevant sector policies, strategies, programmes and plans, and to enhance public awareness and education;
- Outcome 3: The capacity of MINIRENA and REMA is strengthened for climate change preparedness including: preparing national adaptation and mitigation plans and initiating appropriate activities at national and sub-national levels.

Outcome 1: Secure effective environmental pollution control and management

The EPDRS and Vision 2020 have as some of its objectives an economic growth and a satisfactory state of health for urban and rural population without being exposed to pollution. To reach the objectives in an environmentally sustainable way it is important that the environmental authorities are competent and skilled to address and deal with the threats of further environmental degradation and pollution control. REMA is charged with the responsibility for identifying, assessing, monitoring and controlling (regulating) pollution issues. The project document states that REMA staff needs support and further education and training within their working fields, and newly recruited staff need assistance and training to undertake their core functions and responsibilities.⁴⁶

⁴⁵ The project describes the three activity areas as outputs while a more appropriate term would be outcomes following the logic of the result chain; activities, outputs, outcomes, impacts. The term outcomes will be used in this report.

⁴⁶ Environment and climate change component, Project document, Ministry of Natural Resources,

The intervention was envisaged to include inputs in form of short term technical assistance, on-the-job training, short term formal training for key identified staff (and support areas), technical inputs and equipment (as identified during programme initiation) as well as engaging short term and hands on interactive training sessions for REMA staff with identified technical institutions abroad. A co-operation between the Swedish Environmental Protection Agency (SEPA) and REMA was pictured.⁴⁷

The main planned activities for Outcome 1 were:⁴⁸

- Improve the capacity in REMA for identification of main pollution issues, especially point and non-point sources and for assessing pollution levels and trends.
- Formulate strategies and plans for management of toxic and hazardous pollutants and their effects.
- Develop, strengthen and enforce regulations and standards to control and manage airborne, solid and liquid waste and other pollutants.
- Establish and implement a monitoring system for prioritised pollutants including toxic and hazardous substances.
- Support the adoption of cleaner production and consumption, resource efficiency and waste minimization principles to control and manage industrial and commercial pollution.
- Developing and efficiently disseminating detailed guidelines on the conduct of SEAs and EIAs.⁴⁹
- Promote partnership efforts to adopt efficient pollution management technologies (focus on renewable energies, solid waste, e-wastes, etc).

The log frame was operationalized into a results management framework with four sub-outputs and corresponding indicators:

- 1.1 Assessment of pollution sources and levels
- 1.2 Management system of hazardous and toxic substances established and updated;
- 1.3 Point and non point sources pollution effectively monitored and controlled
- 1.4 Cleaner technologies and environmental best practices promoted

February 2011

⁴⁷ Scoping study on the possibility of developing a bilateral environmental co-operation between Swedish EPA and the Rwanda Environment Management Authority (REMA), SEPA, 2007

⁴⁸ As detailed in the Project Document as of February 2011

⁴⁹ Strategic Environmental Assessment (SEA), Environmental Impact Assessment

Outcome 2: Mainstreaming environment

Promote awareness and mainstreaming of environmental issues in institutions and key sectors is the mandate and one of the responsibilities of REMA. REMA has been engaged by this since its formation and its knowledge on key environmental concerns is well-known by many stakeholders. The project document notes however that the knowledge on longer term pollution aspects such as pesticides, ground water pollution, air pollution, and climate change was limited. In addition coordination, communication and mainstreaming could be improved.

It was thus envisaged that REMA would take an increased stake and clear role in mainstreaming of environmental and natural resources in the Sida support programme. This would be achieved through public awareness as well as institutional practises and approaches at both national and sub-national levels. On a note of institutional capacity building it was foreseen that REMA should conduct capacity building activities for key institutions (private and public) to enable them to integrate environmental issues into their policies, plans, strategies and budgets. This would include tools, techniques and human resources to undertake environmental integration. A special focus area was envisaged to be the decentralized offices under the local Government system. Considering the limitations on human capacity in REMA this could be supported by a long-term advisory expert. The intervention logic would also include short-term training for key staff, technical inputs and equipment.

The main planned activities for Outcome 2 were:

- Strengthen MINIRENA and REMA capacity to prepare, facilitate and monitor strategic objectives and detailed plans for mainstreaming of environmental issues within MINIRENA.⁵⁰
- Initiate, coordinate and assist other ministries, agencies, relevant institutions and other stakeholders to integrate core ENR aspects into their planning and management procedures
- Ensure environmental issues are effectively mainstreamed in/across all key sectors and local development activities
- Promote the implementation of the formal and informal education for sustainable development (EESD) strategy
- Environmental costs and benefits incorporated into the national income accounts
- Integrate Environmental sustainability principles into education, training and research

⁵⁰ In the PD the MINELA was referenced but since then the name has changed to MINIRENA

- ENR policies and legislative regimes operationalized to support equitable and sustainable development
- Establish, enhance and support the work with civil society and private sector on environmental management and sustainable development⁵¹

The log frame was operationalized into a results management framework with six sub-outputs and corresponding indicators:

- 2.1 Strategy for formal & informal Environmental Education for Sustainable Development (EESD) established and implemented.
- 2.2 Environmental costs and benefits incorporated into the national income accounts.
- 2.3 Civil society and private sector participation in Environmental management enhanced.
- 2.4 Environmental sustainability principles integrated into education teaching/ training & research programmes.
- 2.5 ENR policies & legislative regimes are operational and support equitable and sustainable utilization of resources.
- 2.6 Environmental issues effectively mainstreamed in/across all key sectors and local development activities.

Outcome 3: Enhancing the capacity for climate change preparedness

The project document indicated that scientific based knowledge on climate variations was limited, but Rwanda was considered one of the most *vulnerable* nations in the world in regard to climate changes. Rwanda is strongly dependent on sustaining and improving its environment and natural resources as these form the basis of livelihood for a majority of the population. Many of the specific resources (e.g. water, land, soils) and the ecosystems (e.g. the natural forests, the marshlands and lakes and the highlands) are overused, very fragile and extensively fragmented. Climate change preparedness for Rwanda was noted to be essential both in a local, national and international context.

In 2006 a National Adaptation Programme of Action to Climate Change (NAPA) was formulated. The NAPA report outlines overall actions, strategies, approaches and priority projects, although it has the fundamental inherent weakness that not much is *de facto* known about which actual climate changes Rwanda *will experience or might already be experiencing*. The NAPA report highlighted a number of strategic priority responses to address climate change and indicated that there was a need for a National

⁵¹ As above (also covered under the EESD Strategy for Rwanda, 2009-2014).

Plan for Disaster Management. Rwanda was also engaged fully in the United Nations Framework Convention on Climate Change (UNFCCC).

Human and technical capacity building for climate change adaptation and preparedness was foreseen to be a significant component of the Sida supported programme. The intervention logic was to include short term technical assistance and training on climate change information and database establishment; equipment, material and technical capacity inputs for assessing vulnerability and addressing identified issues; skills development at all levels (staff, private sector, communities); and the required funds for training and information campaigns of prioritised stakeholders (e.g. community training or public media campaigns on specific core issues for adaptation or mitigation).

The main planned activities for Outcome 3 were:

- Assess earlier approaches and implementation outputs (results), develop and periodically revise and update National Strategies and Plans for climate change preparedness, Adaptation and Mitigation with focus on technology development and transfer, and human and technical capacity building and strengthening.
- Develop and implement an integrated National Climate Change management policy and strategy.
- Engagement and support to the UNFCCC process, and any relevant follow up to international or regional initiatives or identified opportunities for cooperation.
- Investigate and target present or new opportunities for support and partnerships on climate change oriented mechanisms, approaches or projects etc; including target opportunities for technology transfer and the NAMA mechanism (National Appropriate Mitigation Actions), oversee the Clean Development Mechanism (CDM) and promote relevant CDM carbon projects.
- Support Climate change related vulnerability monitoring to ensure climate change management contributes to poverty reduction and socio-economic development Formulating, organising and conducting a programme of mobilizing public action on identified appropriate initiatives, using available media and other public information options.
- Skills development at all levels on climate change related fields (training and reinforcement of organizational capacities, knowledge and human resources at national, provincial and district levels) and specifically promote private sector involvement in climate change management through projects.
- Initiate and coordinate implementation of Multilateral Environmental Agreements (MEAs) and other development programmes.

The log frame was operationalized into a results management framework with four sub-outputs and corresponding indicators:

- 3.1 Climate change vulnerability monitored to support socio-economic development.
- 3.2 Integrated National Climate Change management policy and strategy developed and implemented.
- 3.3 Private sector involvement in climate change management promoted.
- 3.4 Adequate institutional capacity at the local level for climate change adaptation and climate proofing through sustainable management of ecosystems.

Annex 6 – Summary of implemented projects and activities

| OUTCOME 1: POLLUTION EFFECTIVELY CONTROLLED AND MANAGED | | |
|--|---|---------------------|
| SN | Activities | Actual Costs |
| 1 | Purchase and installation of Full testing kits for pollution levels for continuous air and soil quality monitoring; and training of 7 REMA staff on the use of these equipment. | 53 041 000 |
| 2 | Training of 180 Rwanda National Police staff on environmental assessment and pollution control and standards: 3 sessions in Huye, Rwamagana and Rubavu | 10 125 672 |
| 3 | Development of 5 Sector specific environmental audit guidelines for namely: slaughterhouses, tanneries, mining, downstream petroleum projects and agro-processing industries | 134 288 776 |
| 4 | Printing of 5,500 copies of 7 selected environmental management practical tools and 2 environmental studies and distribution of copies to relevant institutions for consideration and use | 8 490 600 |
| 5 | Training of 34 Companies and cooperatives involved in solid waste collection and transport on environmental laws enforcement and pollution prevention and management with a special focus on waste management | 3 754 000 |
| 6 | Development of 3 sector specific environmental guidelines for programmes/projects related to : agriculture, mining and industries | 98 493 402 |
| 7 | Purchase and installation of 3 “Gas emissions tester machines” in Rwanda National Police | 52 576 010 |
| 8 | Assessment of the impact of radiation in the energy sector - study conducted | 49 776 396 |
| 9 | Initiation, development and validation of 7 studies with the aim to contribute to the promotion of environmental friendly and cleaner technologies: 1. Environmental assessment of coffee washing stations in Rwanda & a model of cost effective waste treatment system; 2. Environmental assessment study and audit of petroleum product storage facilities of Rwanda; 3. Environmental assessment study and audit of paint manufacturing industries; 4. Integrated study of wastewater treatment systems in Rwanda; 5. Environmental assessment guidelines for steel, plastic and paper recycling and manufacturing Industries; 6. Environmental assessment and management guidelines related to Laboratory chemicals and | 272 111 280 |

| | | |
|-----------|--|------------------------|
| | pharmaceuticals; 7. Environment Assessment guidelines for peat extraction and use | |
| 10 | Hiring of a company to monitor all the borders of Rwanda in order to combat and prohibit importation and use of non bio degradable plastic materials | 40 063 331 |
| | TOTAL COST OUTCOME 1 | 722 720 467 |



Completion Evaluation of Sida Support to Environment and Climate Change Component of NREP

The overall purpose of the evaluation was to inform about the achievements of results on outcome level. The evaluation is structured around the OECD/DAC criteria by focussing on relevance, effectiveness, efficiency, sustainability impact and lessons learned. The evaluation draws on evidence from a document review, interviews and data collected during a field mission including key informant interviews, stakeholder consultation, beneficiary interviews and focus groups discussions.

The overall development objective of the programme is to strengthen the capacity of MINIRENA (Ministry of Natural Resources) and REMA to secure effective environment pollution control for sustainable development, mainstreaming environment in different sectors, strategies, programmes and policies, and to address climate change issues. The implementation partner to Sida is the Rwanda Environmental Management Authority (REMA).

In short the evaluators found that: The activities carried out were by and large relevant and that the support has been moderately effective and efficient. The prospect for sustainability of the results is good for the majority of the activities due to their relevance. In general the total impact of the programme has been positive.

The evaluation among others recommends that: Future capacity development support be based on an appropriate theory of change; Establishment of database and development of capacity to monitor levels of environmental pollution; Possibilities to mainstream the internship programme as a permanent structure within REMA and if possible instituted; Future support requires a project management framework that also includes a Steering Committee with defined oversight responsibilities.