Operational Plan 2011-2015

DFID Rwanda

The Department for International Development (DFID)

Updated June 2012

Contents:

Department for International Development

Introduction

The UK Government is determined to help reduce the inequalities of opportunity we see around the world today. We believe that promoting global prosperity is both a moral duty and in the UK's national interest. Aid is only ever a means to an end, never an end in itself. It is wealth creation and sustainable growth that will help people to lift themselves out of poverty.

In May 2010, the International Development Secretary, Andrew Mitchell, commissioned the Bilateral Aid Review (BAR) to take a comprehensive and ambitious look at the countries in which the Department for International Development (DFID) works through our direct country and regional programmes. The review focussed on the best ways for the UK to tackle extreme poverty, ensuring that we make the greatest impact with every pound we spend. In parallel, through the Multilateral Aid Review (MAR), DFID assessed how effective the international organisations we fund are at tackling poverty.

On the 1st March 2011, the key outcomes of the reviews were announced, including the results that UK aid is delivering for the world's poorest people over the next four years. The Bilateral Aid Review has refocused the aid programme in fewer countries so that we can target our support where it is making the biggest difference and where the need is greatest. The Multilateral Aid Review findings enable us to put more money behind effective international organisations which are critical to delivering the UK's development priorities. In addition the independent Humanitarian Emergency Response Review looked at how the UK can build on its strengths in responding impartially to humanitarian needs and help ensure future disaster responses can be better prepared and coordinated.

DFID is committed to being a global leader on transparency. In the current financial climate, we have a particular duty to show that we are achieving value for every pound of UK taxpayers' money that we spend on development. Results, transparency and accountability are our watchwords and guide everything we do. DFID regards transparency as fundamental to improving its accountability to UK citizens and to improving accountability to citizens in the countries in which it works. Transparency will also help us achieve more value for money in the programmes we deliver and will improve the effectiveness of aid in reducing poverty.

The UK Aid Transparency Guarantee commits DFID to making our aid fully transparent to citizens in both the UK and developing countries. As part of this commitment we are publishing Operational Plans for country programmes. The Operational Plans set out the vision, priorities and results that are delivered in each of our country programmes.

We will concentrate our efforts on supporting achievement of the Millennium Development Goals (MDGs), creating wealth in poor countries, improving their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world.

1) Context

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

The Government of Rwanda must deliver visible development and poverty reduction to the largely rural poor population to maintain its credibility and complete the post-genocide social and political reconciliation required for lasting stability. Inequality is reducing, but is still high[1] and is constraining sustainable growth and poverty reduction. Girls' attendance at primary and secondary schools exceeds that of boys, and women are well-represented in government institutions (Parliament has 56% female members), but only 10% of local mayors are women[2], one in three women report forced marital sex[3] and women are more likely to be extremely poor than men, and to have less access to means to raise their standard of living.

Rwanda is on track to meet many of the Millennium Development Goal (MDG) targets, although several (including maternal mortality, primary school enrolment, HIV prevalence, tuberculosis deaths, and use of an improved water source) are off track. The Rwandan government is confident that it will meet them all, and – given its record of achievement – could do so. Poverty has significantly declined, by 12 percentage points, over the past five years, and Rwanda's Gross Domestic Product per capita has risen to $540, from $200 in 2000 driven by growth of 8.4% per year from 1998-2008[4]. Yet huge challenges remain, with 45% of Rwanda's 10.8 million people living below Rwanda's poverty line, and 24.1% extremely poor, mostly in rural areas[5].

Low levels of foreign investment and a less-than-vibrant private sector raise questions about how much wealth this will deliver to a fast growing and largely unskilled population[6] - Rwanda needs to forge a competitive niche that depends on a more highly skilled workforce. The country is still heavily dependent on international aid (45% of current expenditure in 2010[7]) – the majority from the five general budget support donors (the World Bank, the European Union, the African Development Bank, Germany and the UK) and two sector budget support donors (the Netherlands and Belgium). In an economy where 72.6% of the population relies on agriculture for a living[8], increasing agricultural productivity is the first step needed for Rwanda to develop, and buffer the effects of future food price rises. Thus far, because most poor Rwandan's grow what they eat, and because Rwandan Government initiatives have increased food production, rises in international food prices have not had a significant impact. Rwanda remains vulnerable to rising global oil prices such that a 10% rise in the price of oil costs Rwanda 1.5% of Gross Domestic Product[9]. As a landlocked country and small economy, Rwanda recognises the critical need to further promote regional trade and integration in the East African Community, on which its economic growth depends.

Rwanda uses development finance well, both in terms of results achieved and accountability for its use. Transparency International judges Rwanda among Africa's least corrupt countries[10], while the 2010 Public Expenditure and Financial Accountability assessment documents an impressive and fast-improving public financial management system[11]. But strong performance in these areas co-exists with constraints on political rights and freedom of expression. And the long term stability of the Great Lakes region remains in question – with the continued risk that Rwanda will again be drawn into the conflict in Eastern Congo. The constraints on rights and freedoms are to some degree explained by Rwanda's post-genocide context. But there is mounting concern that power is too highly centralised, with unpredictable consequences for long term political stability, economic development and human rights. President Kagame has insisted he will stand down at the conclusion of his constitutional mandate in 2017, and is determined that his will be the first peaceful exit from power since Independence. Whether or not these aspirations are met, the transition process could make or break Rwanda's ability to sustain its progress.

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

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2) Vision

Overview

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

Rwanda's development progress is impressive, but it is also fragile. The tightly-controlled political system, coupled with fast-paced improvement of services and creation of wealth, are fundamental aspects of Rwanda's state-building strategy. The UK's political discussions with the Rwandan Government will focus on ensuring this process becomes increasingly inclusive, so that Rwanda's development success can be sustained through the political transitions of 2017.

Alignment to DFID and wider UK Government priorities

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

- Scaling up UK support in Rwanda in recognition of Rwanda's excellent development performance. DFID will continue to provide a significant proportion of the UK's support through budget support (an average of 65% over the four years) because this is spent well and accountably; delivers measurable results; and maintains the UK's influence over development expenditure and results and ability to engage in debate on governance/political issues;
- Increasing governance analysis and dialogue working with the FCO and other partners to ensure a more robust, constructive, evidence-based dialogue with the government which helps open political and economic space
- Increasing citizens' ability to hold government to account, spending an amount equivalent to 6.5% of the UK's budget support on increasing accountability.
- Stepping up UK support to the private sector, including boosting regional trade, reflecting the need to harness the private sector for growth and address constraints to private-sector led growth, consistent with the UK's Africa Free Trade Initiative, and in doing so work cooperatively with the FCO on commercial diplomacy
- Supporting the Government of Rwanda to protect the poorest people and the economy from the effects of a changing climate, given Rwanda's particular vulnerability to its effects, and work with the FCO to increase Rwanda's global voice on climate change
- Targeting the poor, though sector budget support in health, education and agriculture, and social protection for the most vulnerable
- Contributing to all four areas of DFID's strategic vision in support of girls and women: delay first pregnancy; direct assets for girls and women; get girls through secondary school and prevent violence against girls and women
- Support the Government of Rwanda further to cement its commitment to poverty reduction in the next Economic Development and Poverty Reduction Strategy (2013-17), drawing on lessons from the DFID programme in Rwanda, and DFID's technical skills in social, political and economic analysis
- Clearly describing the results DFID aims to achieve, and progress in doing so, emphasising value for money and transparency
- Continue to work in closely with development partners in Rwanda to achieve greater aid effectiveness

What DFID will stop doing

DFID Rwanda will maintain its general budget support at £37 million in each of the four years. Given DFID's increasing programme over this period, this represents a decrease in the percentage of the overall programme provided in this way – replaced by sector budget support in health, education and agriculture to enable intensive policy dialogue in these sectors. DFID is also supporting a smaller number of government institutions (from six to two: the Office of the Auditor General and Parliament's Public Accounts Committee).

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3) Results

Headline results of the UK's development programme in Rwanda

Pillar/ Strategic Priority	Indicator	Baseline (to nearest 100)	Expected Results
Poverty, Hunger, Vulnerability and Gender	**Number of people directly assisted by DFID-funded social assistance programmes**	65,300 in 2010/11	524,856 by 2014/15 (cumulative 11/12 to 14/15; data to be split by gender by 2012)
Health and Gender	**Number of births delivered with skilled health personnel through DFID funding**	13,500 in 2010/11	118,201 by 2014/15 (cumulative 11/12 to 14/15)
Health	**Number of bednets distributed with DFID support**	386,800 in 2010/11	1,250,582 by 2014/15 (cumulative 11/12 to 14/15)
Education and Gender	**Number of children passing basic education leaving exam after grade 9**	3,600 children, of which 2,000 boys and 1,600 girls in 2009/10	45,290 children, of which 22,645 boys and 22,645 girls by 2014/15 (cumulative 11/12 to 14/15)
Education and Gender	**Number of girls and boys enrolled in lower secondary school at Grades 7-9**	20,700 children, of which 10,700 boys and 10,000 girls in 2009/10	66,292 children, of which 33,146 boys and 33,146 girls in 2014/15
Wealth Creation and Gender	**Number of clients reached through access to financial services**	0 in 2008	Target to be reduced from previous 648,000 in October 2012 when new data will be received.
Wealth Creation	**Number of land parcels registered and titled**	40,000 plots, of which 21,000 owned by men and 19,000 by women in 2009/10	4.16 million plots (cumulative 11/12 to 14/15
Governance	**Number of people supported to have choice and control over their own development and to hold decision-makers to account**	26,800 in 2010/11	1,245,000 by 2014/15 (cumulative 11/12 to 14/15)

3) Results (continued)

Evidence supporting results

Overall: Economic modelling shows that increased aid to Rwanda raises the growth rate of Gross Domestic Product, reduces poverty and that the most positive growth and poverty reduction occur if spending increases are allocated to agriculture, health and education [12].

Poverty and Vulnerability: There is good and growing international evidence that investing in social protection can significantly improve the well-being of poor people[13]. In the short term, DFID's support to direct assistance and public works programmes will provide incomes for the poorest, thus directly reducing both income and expenditure poverty[14]. Over the longer term, cash transfers have been found to increase access of children to educational[15] and primary health care[16] facilities. Evolving evidence also demonstrates that cash transfers contribute to poverty-reducing and inclusive economic growth[17].

Health: The evidence base is moderate. Sexual education and reproductive health services help adolescent girls plan their pregnancies, avoid abortions and achieve their desired family sizes in future. Rapid population growth, in general, and high fertility, in particular, typically lead to slower economic growth and higher levels of poverty. Large households are also highly correlated with poverty in Rwanda[18]. Several studies of mosquito nets have found that they are a cost-effective intervention with their use reducing overall child mortality by 20%[19].

Education: The evidence base is moderate to strong. A focus on improving quality is built on global evidence that inequality in learning achievement impacts on income levels[20, 21]. Teacher proficiency, particularly in English[22], is critical to improved education quality, as is access to quality educational materials[23] and the pupil: teacher ratio. Lack of employability skills and career guidance has been identified as having significant impact on employability[24].

Wealth Creation: The evidence base is medium but improving. Economic modelling in Rwanda has shown that agricultural growth is the greatest driver of poverty reduction and broad based economic growth[25]. Trade and financial reforms also drive growth in Rwanda[26]. Reductions in transport costs of around 10% have been shown to increase trade volumes by 25%[27] and in Rwanda to reduce poverty rates for rural farmers[28]. Access to financial services and security of land tenure have both been shown to reduce poverty and increase economic growth[29] and when combined, to have a stronger poverty reduction effect[30].

Climate Change: The evidence base is weak but improving. Rwanda is vulnerable to the effects of climate change, particularly in the agriculture sector[31]. It is also vulnerable to oil price changes with recent modelling finding that a 10% increase in the price of oil will lead to a reduction in GDP by 1.5%[32]. Rwanda needs to reduce its reliance on imported oil and find ways to adapt to the changing environment that will support the majority of its people.

Governance: The evidence base is medium but improving. Evidence from the region[33] shows that increased effort by health unit staff as a result of social pressure from increased monitoring by citizens – led to increased use of health services and improved health outcomes. There is emerging evidence that countries receiving more Public Finance Management (PFM) related technical assistance have stronger public financial systems. Using more recent data and focusing on low income countries only, the share of total aid provided as general budget support is also positively and significantly associated with better PFM quality[34].

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

- Maintaining a high proportion of DFID's programme as budget support because this has proven to be a transaction-low and high results yielding approach, and because it is underpinned by a very strong Government commitment to monitoring national and sector results through the Common Performance Assessment Framework and Joint Sector Reviews
- Prioritising work in areas expected to yield high returns or additional donor funding. DFID's support to education will continue to leverage additional funding from other donors and the 'Fast Track Initiative in Education'; DFID's entry to the agriculture sector is expected to leverage USAID's first use of budget support.
- Placing girls and women at the centre of DFID's work to take advantage of the higher returns to investments in girls and women across the sectors.
- Improving the accountability and effectiveness of service delivery: interventions including improving the monitoring of government expenditure by citizens and selected accountability institutions are expected to improve performance in health, education, agriculture and social protection.

4) Delivery and Resources

Budget Support

Budget support is likely to represents 65% of the UK's programme in Rwanda, with 45% provided through general budget support, and 20% through sector budget support in health, education and agriculture. Budget support is an important component of DFID's programme in Rwanda because it: i) improves delivery of key services, ii) reduces transaction costs for the Government of Rwanda and donors; iii) improves UK influence over key budgetary and policy issues in Rwanda. Based on a decade of experience, this form of aid is appropriate for Rwanda because of its :

- Strong macroeconomic stability: Rwanda has had a decade of macroeconomic stability and strong economic growth
- **Relatively** low fiduciary risk: Fiduciary risk is decreasing and the government remains committed to fighting corruption. Investments in multi-donor technical assistance programmes to improve public financial and statistical systems are crucial complementary investments which further underpin budget support.
- Low transaction costs: working with other similar governments providing budget support, who each take their turn as the lead donor in an oversight group, DFID reduces the management time and costs for both the UK and the Government of Rwanda.
- Commitment to dialogue around underlying principles: Budget Support in Rwanda is governed by a written agreement which specifies the Government's commitments to poverty reduction, macroeconomic stability, public financial management, good governance and human rights.

Other Delivery Mechanisms and Partners

DFID's approach over the next four years presents a shift from an almost exclusive support to government towards increased support to private sector and civil society . An equivalent to 6.5% of the UK's budget support is allocated towards increasing accountability with these non-government organisations.

DFID is working innovatively with new partners to deliver the UK's programmes: including Nike Girl Hub, not-for-profit companies such as Trade Mark East Africa and Access to Finance, private companies, and DFID will increase interaction with the CDC Group to encourage their increased engagement in Rwanda. DFID is using a range of funding tools – depending on the value for money and effectiveness in each context – including partnerships with other donors, trust funds, contracted-out management, and pooled funds. DFID is encouraging other donors towards greater innovation in their global policies to increase the effectiveness of their finance - DFID's entry to the agriculture sector is expected to leverage USAID's first use of budget support.

Multilateral Organisations

DFID is working closely in Rwanda with multilateral organisations – particularly the World Bank – on a wide range of programmes across the sectors, through a range of funding tools, including co-funding, pooled funds, trust funds and seconded staff. DFID is also closely align policy dialogue with multilateral partners where possible – particularly the European Union. Rwanda is a UN Delivering as One (DaO) pilot country and DFID is working closely with UN to develop innovative tools to describe and quantify the efficiency gains DaO has delivered – instead of providing block funding to the One UN Fund in Rwanda. DFID's interactions with multilateral organisations will be informed by the analysis carried out in DFID's recent multilateral aid review: with respect to the World Bank to increase its poverty focus and disbursement rate; and with respect to the UN, to increase its efficiency and effectiveness.

4) Delivery and Resources (continued)

Pillar/Strategic priority	2010/11		2011/12		2012/13		2013/14		2014/15		TOTAL	
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000
Wealth Creation	20,357	0	26,930	0	22,530	800	31,310	300	33,040	200	113,810	1,300
Climate Change	7	0	1,000	0	1,000	0	1,000	0	0	0	3,000	0
Governance and Security	14,189	0	14,030	0	14,570	0	12,140	0	17,020	0	57,760	0
Education	16,053	0	19,700	0	22,040	0	24,150	0	24,600	0	90,490	0
Health	6,801	0	6,610	0	7,270	0	8,340	0	6,610	0	28,830	0
Water and Sanitation	0	0	0	0	0	0	0	0	0	0	0	0
Poverty and Vulnerability	5,998	0	6,730	0	7,590	0	8,230	0	8,730	0	31,280	0
Humanitarian	0	0	0	0	0	0	0	0	0	0	0	0
Other MDGs	0	0	0	0	0	0	0	0	0	0	0	0
Global Partnerships	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	63,405	0	75,000	0	75,000	800	85,170	300	90,000	200	325,170	1,300
	63,405		75,000		75,800		85,470		90,200		326,470	

4) Delivery and Resources (continued)

Operating Costs

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	934	854	1,570	2,292	3,346	8,996
Frontline staff costs - Non Pay	666	866	954	963	1,050	4,499
Administrative Costs - Pay	259	309	321	469	685	2,043
Administrative Costs - Non Pay	381	176	124	124	124	326
Total	2,240	2,205	2,969	3,848	5,205	15,864

Initiatives to reduce operating costs

- Reducing travel by sending a maximum of one staff member to any overseas conferences, which will save around £5,400 per year (3 x £1,800)
- Reducing training costs by focusing learning and development (L&D) strategy on core skills, and new skills needed for the demands of this Operational Plan – especially assessing Value for Money and evaluating impacts. Three levels of approval (Line Manager > L&D Committee> Management Group) will ensure all L&D expenditure delivers results; and DFID's human resources managers network will be used to co-ordinate in-house and regional training activity.
- Reducing transport costs by sharing fleet and drivers with the Foreign and Commonwealth Office (FCO).
- Replacing the UK-based Head of Administration post with a National Staff Head of Corporate Services role covering DFID and the FCO.
- Sharing services with the FCO to reduce duplication and number of administrative staff for back office functions (still to be determined); and fleet efficiencies (e.g. reduction of fleet; replacement of fuel-inefficient vehicles by smaller, more fuel-efficient vehicle). After the first year of shared services operations, DFID will review to establish where further savings can be made, to implement from 2012/13.
- Continue to seek cost-sharing arrangements with DFID's Policy Division, where resource sharing is appropriate and practical.
- Move towards more senior roles for DFID's National Staff and increase the National Staff/UK Civil Servant ratio.
- Carefully consider duration of new staff contracts (e.g. up to two years unless confident of longer term requirement), to ensure flexible resourcing according to future needs.

4) Delivery and Resources (continued)

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

	2011/12			2012/13			2013/14			2014/15			Total		
Administrative Cost Savings Initiative	PAY £'000	Non Pay £'000	Total £'000	PAY £'000	Non Pay £'000	Total £'000	PAY £'000	Non Pay £'000	Total £'000	PAY £'000	Non Pay £'000	Total £'000	PAY £'000	Non Pay £'000	Total £'000
Reduction in Consultancy	6	0	6	0	0	0	0	0	0	0	0	0	6	0	6
Reduction in Travel	0	5.4	5.4	0	0	0	0	0	0	0	0	0	0	5.4	5.4
Reduction in Training	0	0	0	0	4	4	0	2	2	0	2	2	0	8	8
Reduction in Estates and Property	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Reduction due to Restructuring	0	83.9	83.9	0	0	0	0	0	0	0	0	0	0	83.9	83.9
Other Reductions	0	59.6	59.6	0	36	36	0	34	34	0	32	32	0	162	161.6
Total	6	149	155	0	40	40	0	36	36	0	34	34	6	259	264.9

5) Delivering Value for Money (VfM)

Ensuring Value for Money in Delivery

A detailed assessment of Value for Money (VfM) is undertaken within the new DFID Business Case format for all new programmes developed by DFID in Rwanda, and suitable VfM indicators identified for future programme monitoring. In addition, the value for money of existing programmes will be reviewed further within the next annual review for each programme to identify opportunities to improve VfM and incorporate VfM indicators within programme logframes where appropriate. DFID will increase VfM in monitoring of programmes by using Rwanda's own well established system of planning and monitoring. Rigour and independence in assessment will be assured by increasing the scale, frequency and independence of evaluations.

In particular, DFID uses a calculation of unit costs for all interventions, and subjected to international comparison, as a key indicator of value for money. For example, DFID's social protection programmes currently cost 11p to deliver £1 to each beneficiary, down from 26p per £1 in 2009, and compared to 33p in Ghana and 15p across Asia. DFID will also work with experts to develop comparators where none yet exist – for example, to the £4.60 it costs to register a plot and issue title in DFID's Land Tenure Regularisation programme

DFID also uses an analysis of counterfactuals in ensuring value for money. For example, recent studies indicate that if Rwanda does not attempt a low-carbon model, climate change (even excluding extreme events) could cost the economy at least 1% of gross domestic product (GDP) by 2030, and costs associated with increased oil prices could be up to 30% of GDP by 2030.

DFID is intensifying complementary or coordinated working across programmes and pillars through interventions that promote synergy (e.g. DFID's proposed partnership with companies to produce and deliver mosquito nets will support and engage the private sector as well as reducing malaria); or interventions that are catalytic (e.g. DFID's proposed agriculture service delivery grant will improve agricultural productivity, which will boost incomes, reducing poverty, and improving health and education outcomes). DFID will increase VfM in programme delivery by delivering DFID's health service delivery grant through a silent partnership with Belgium.

DFID is increase VfM obtained through procurement: DFID's Procurement Officer continues to work with programme and resource teams to negotiate for maximum VfM through all contracts awarded by DFID (savings in 2010/11 were £120,000). DFID is scrutinising the administration costs proposed by any implementing partners to ensure they are austere. And DFID has increased the VfM delivered by DFID's office administration, by sharing services with the FCO, and continuing to seek cost-savings measures.

As the UK's development programme in Rwanda increases, DFID will also further improve the accuracy and rigour of its financial management, including forecasting, planning, and control of budgets.

6) Monitoring and Evaluation

Monitoring

How: For every programme approved under DFID Rwanda's new Operational Plan, key performance indicators and targets are identified and monitored rigorously. DFID ensures annual reviews for all programmes, involving independent perspective where possible. Where progress is slow or off-track, remedial actions are agreed and implemented. For most programmes, results are monitored through national systems which are already of moderate to strong quality, and improving with support from DFID and others. The National Institute of Statistics for Rwanda (NISR) is conducting a streamlined set of surveys to ensure priority data is captured, analysed and published to high standards, including the 2010/11 national household survey (EICV) and Demographic Health Survey. To complement this at output level DFID is using national data from sector Ministries where available and of sufficient quality; and where necessary DFID will complement national systems by developing dedicated Monitoring systems, particularly for innovative programmes. A national census in 2012 will improve data quality across sectors.
Who: DFID continues to work closely with NISR, which has overall responsibility for monitoring progress towards national development targets agreed in the Common Performance Assessment Framework (CPAF), and also with sector Ministries and separate programme units. DFID programme staff liaise directly with these partners to ensure data meets national and programme monitoring needs, and use this to monitor progress against agreed targets in annual reviews and in DFID Rwanda's six monthly reporting against its overall Operational Plan Results Framework.
When: Government and partners already undertake an annual joint review of progress against key national development targets in the CPAF in October each year. These assessments directly inform DFID Rwanda's mid year review of its Results Framework in November, and will be supplemented by additional programme monitoring information and latest data released by Government at an end year review in April. Programme annual reviews will take place according to agreed timings.
What: Annual reviews of each programme capture progress against agreed key performance targets and will highlight areas where programmes are under or over performing. Selected programme targets and high level national development targets from the CPAF are included in DFID's detailed Results Framework in Rwanda to ensure mid and end year reviews provide programme teams and management with an overview of progress in delivering the Operational Plan. Where delivery of results is below the expected level, remedial actions are designed through consultation with programme partners.

Evaluation

DFID has develop a full evaluation plan for the programme in Rwanda following recruitment of a new full time Results and Evaluation Adviser. DFID is training to equip all programme team members to contribute to commissioning of evaluations, and advisers to interpret and use evaluation findings. DFID is prioritising for evaluation those programmes which are innovative and others where the evidence base is relatively weak, nationally or internationally. As the largest component of the UK's programme, DFID will consider a joint evaluation of general budget support with other partners in late 2012 when the current national plan concludes. DFID will consider ways of using the education innovation fund for evaluations where evidence in the education sector is weak. Impact evaluations are already planned or underway in the programme to raise the skills of civil society, support for the most vulnerable and Land Tenure Reform programme. The latter is also part of a World Bank multi-country research programme on land tenure regularisation, designed to improve the national and international evidence base on how economic and social behaviour changes as a result of gaining legal land title. DFID's work on climate change will also strongly emphasise monitoring and evaluation in order to contribute to the national and global evidence base. All evaluations will include a strong focus on gender. This means that at least 60% of DFID's programme spend in Rwanda over the period will be covered by specific evaluation. DFID also plans to commission a full country programme evaluation in 2014.

Building the skills of partners

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

7) Transparency

The UK Aid Transparency Guarantee

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

- Publishing detailed information about new projects and programmes, including programme documents and all spend above £500, on DFID's website, in a common standard with other donors
- Ensuring information published is comprehensive, accessible, comparable, accurate and timely.
- Allowing reuse of information, including creating new applications which make it easier to see where aid is being spent.
- We will also provide opportunities for those directly affected by our projects to provide feedback

In order to support this, DFID in Rwanda is:

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

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

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

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

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

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

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

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

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