

REVIEW OF THE NPA RWANDA PROGRAMME

AND

ASSESSMENT OF PROSPECTS OF NPA ACTIVITIES IN RWANDA

Final Report

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June 2007

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List of Acronyms

ADTS	<i>Association pour le Developpement et la Tranformation Social</i>
AJPRODHO	Youth Association for the Promotion of Human Rights and Development
AGR	Association of Girl Guides in Rwanda
CAURWA	<i>Communaute des Autochtones Rwandais</i> (Community of Indigenous people of Rwanda/ Batwa)
CBO	Community Based Organisation
CDF	Common Development Fund
CSJ	Civil Society and Justice
CS	Civil Society
CSOs	Civil Society Organisations
DHS	Demographic and Health Survey
GNU	Government of National Unity
GoR	Government of Rwanda
MINECOFIN	Ministry of Finance and Economic Planning
MINIJUST	Ministry of Justice
SJG	Superior Council of the Judiciary
MIGAFROF	Ministry of Gender and Family Promotion
TFT	Training for Transformation
RBA	Rights Based Approach
NGO	Non Governmental Organisation
LNGO	Local Non Governmental Organisation
MIJESPOC	Ministry of Youth, Sports and Culture
MINALOC	Ministry of Local Government, Good Governance, Community Development and Social Affairs
NPA	Norwegian People's Aid
NURC	National Unity and Reconciliation Commission
RDSF	Rwanda Decentralisation Support Framework
TNA	Transitional National Assembly
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women
WCDI	Women Can Do It

Executive summary

Norwegian People's Aid started its operation in Rwanda in 1994 in the immediate aftermath of the genocide, to address the situation of emergency. The new NPA global international strategy for the period 2004 – 2007, where the major objectives were linked to strengthening the capacity of partner organisations to mobilise for democratisation, participation and social and economic change, initiated a transformation process in the Rwanda programme. From the second half of 2005 and onwards, partner cooperation has been NPA's main approach for promoting development. The programme moved towards Rights based approach and the work was concentrated around three thematic areas under the NPA global strategy: Violence against women, Young people and their right to participate and Land and resource rights.

The transformation of the NPA Rwanda programme was done during the period of reform and changes in the Rwandan society and the development of NPA programme in Rwanda must be seen in light of the prospects, challenges and opportunities faced by the Rwandan society. National unity and reconciliation have been emphasised as a top priority of the Rwandan Government and practiced through sensitisation and indoctrination where the label Hutu and Tutsi could no more be used. Divisionism and genocide propaganda is a major crime in Rwanda. There has also been an imminent need to speed up delivery of justice as part of the reconciliation process, both for the sake of the perpetrators and the genocide survivors.

Two political initiatives are of particular importance and relevance to civil society and NPA's involvement in Rwanda: The Decentralisation and restructuring of the administration and the very progressive policy on gender equality and women's participation and empowerment. The decentralisation processes has moved decision making and resources down towards the local level and allowed increased participation, influence and control over key area in society and provide an arena for increased civil society involvement. Rwandan government has shown itself as a strong promoter of women's rights. A national gender policy and strategy has been formulated to guide mainstreaming gender equality goals across government and all spheres of life, Rwanda's parliament has 48% women.

Most civil society work in the post-genocide period has revolved around service provision. The NGOs are mainly member organisations, but with relatively few members and based in urban and semi urban areas. However there is also a local more informal organisational structure at the community level: associations, clubs and community action called *ubudehe* with broad participation. Many NGOs has good community contact, but no or very limited representation at the community level. There seems to be an under utilized potential in the community organisation and in developing the bound between organisations at community level and NGO level.

The Period from 2004 has been considered a trial period for NPA's new approach. Our findings indicate that the readjusting of the programme in response to the partnership

development and towards RBA has to a large extent been successful. Local partners has been identified based on contact with the local community and their ability to influence change. The programme faces challenges related to the low capacity in the organisations and also related to the organisational culture in Rwanda. There is a need to strengthen the organisational focus of the co-operation and focus more on strengthening the organisational capacity of partners. The programme now needs to consolidate and enter into longer term and more politically strategic partnership with some selected partners. There is potential for improvement and strengthening of the link and relations between Rwanda's local communities and the formalised civil society mainly based in Kigali. NPA has played a positive role in encouraging and facilitating co-operation between its partners and has also successfully supported wider alliance building among organisations. There are also examples that the alliance building has strengthened advocacy and contributed to civil society influencing political decisions.

Violence against women, Young people and their right to participate and Land and resource rights are all relevant issues in the Rwandan context. There is a political momentum in Rwanda to work on women's empowerment and gender equality. NPA and some of its partners have a good record to build future efforts on, with its work to end violence against women and to promote women's participation by the programme "Women Can Do It". Very few interventions in Rwanda specially target youth and NPA seems to be the only international organisation working to promote young peoples participation. Right to land and resources is a sensitive and critical issue in Rwanda, but involvement also carries potential risk, thus effectiveness of the land rights programme seems less than the involvement on women's and youth's rights. To maximise impact it might be feasible with a more flexible attitude towards the thematic areas and look into the relations between them and how to build synergies to get better results. A key consideration could also be to scale down to fewer thematic areas where important lessons from the current phase can be replicated to other geographical areas within Rwanda.

The programme faces some particular challenges in handling partners' and NPA's relation to authorities. The authorities are quite welcoming towards NGOs and there are many arenas for co-operation between civil society and authorities, but there is at the same time a tendency towards firm control with non governmental actors. It is, however, also important that the decentralisation process has provided appropriate institutional structures for development actors, particularly NGOs, to engage local governments and reach target communities and groups.

Major recommendations to the country programme's future work is to increase focus where results can be achieved and to work to increase capacity, impact and influence of actors in civil society

1.0 Introduction

1.1 Brief background

Norwegian People's Aid started its operation in Rwanda in 1994 in the immediate aftermath of the genocide, to address the situation of emergency. For the first 10 years the main programme activities were mainly support to the health system, the justice institutions and relief to refugees living in Kigali. The support was given by NPA providing infrastructure, logistics and training.

Since the late 1990s NPA started on a small scale to orientate itself towards civil society organisations with a few pilot activities. NPA developed a new global international strategy for the period 2003 – 2007. The major objectives were linked to strengthening the capacity of partner organisations to mobilise for democratisation, participation and social and economic change. This initiated a transformation process in the Rwanda programme. From 2004 major transformations were made in the programmes and capacity building activities were undertaken to prepare the programme staff for new tasks in a partnership approach. The adoption of a rights-based approach made it necessary to phase out ongoing activities, and NPA sought new organisations for partnership oriented cooperation.

From the second half of 2005 and onwards, partner cooperation has been NPA's main approach for promoting development. The health programme and the refugee project were phased out by the end of 2005. The support to the justice institutions needs to be transformed. From the beginning of 2005 NPA Rwanda took the decision to concentrate its work around three thematic areas under the NPA global strategy: Violence against women, Young people and their right to participate and Land and resource rights. At the same time NPA transformed its methods by aiming at a partnership promoting empowerment of cooperating partners.

The transformation of the NPA Rwanda programme has been done during the period of reform and changes in the Rwandan society and development of NPA programme in Rwanda must be seen in light of the prospects, challenges and opportunities faced by the Rwandan society.

1.2 Scope and purpose

The overall objective of the review has been to identify future prospects for NPA's work in Rwanda. An assessment has been done of the development of the programme, focusing on the present situation and future opportunities. The review comes up with recommendations for the programme for the next 4 year period, looking into opportunities, capacities and conditions within NPA Rwanda, NPA's partners and within the general Rwandan context.

General objectives of mid-term-review has been:

- Systematization of context, experiences and capacities of NPA focused on the transformation period 2004 – 2007 as input for elaboration of strategy 2008-11.
- Define, analyse and review according to pertinent categorization of the program, types of partners, rights focus and chosen NPA-themes in view of the overall

- objective of NPA to promote participation to impact social, political and economic change
- The evaluation should include recommendations concerning emphasis/scope for the program 2008-11.

1.3 Methodology

The methodology for data collection embraced a combination of the following:

- *Review of documents* including NPA policy and strategy and policy documents, evaluation reports; partner's project proposals and periodic monitoring reports, as well as other national policies and plans related to NPA thematic areas.
- *Interviews and discussions* were held with program and administrative staff at NPA, personnel in partners' offices and field based staff, as well as representatives of beneficiaries, especially in areas of VAW and Women Can Do It projects. Interviews were also held with policy officials in Government Ministries (Gender and Family promotion) and other international NGOs (Norwegian Church Aid, Concern, Action Aid, GTZ, Care International, SNV Netherlands), as well as consultants on VAW and for WCDI review.
- *Direct observations and close interactions* with the working environment both in office as well as in the field (NPA Rwanda office and selected partners' offices in Kigali and field). The team visited and held discussions with SERUKA, CAURWA and HAGURUKA (field office), visited project activities and interacted with beneficiaries of Haguruka (Rubavu-Gisenyi), Ajprodhoo/ Never Again (Karongi), and Tubibe Amahoro/Aprofer (in Karongi).
- *Participated in workshop on VAW training manual review* – the review team attended the last part of the workshop reviewing the training manual on VAW (prepared by Millie Odhiambo) in Rubavu and appreciated the participatory nature of the process, interacted with stakeholders involved and listened to their views and concerns.

1.4 Enabling and limiting factors

- (a) schedules were already arranged by NPA Rwanda office and partner's field people;
- (b) timing was suitable as it coincided with some of the partners' project activities (e.g. the VAW workshop in Rubavu where the review team interacted with a cross-section of stakeholders).

In terms of limitations, there was too much to do/ see in so short a time, considering that this was the first head office interaction with NPA Rwanda country operations in many years. Because of the tight schedules, it was not possible to meet the Women's parliamentarians who had re-scheduled an earlier meeting.

2.0 Contextual Analysis

2.1 Brief Profile of Rwanda

Rwanda is small mountainous landlocked central African country (admitted to the East African Community in November 2006) situated between 1° 4' and 2° 51' South and 28° 53' East. It covers a total land surface area of 26,388 Sq Km, which inhabits about 8.1 million people (as of the Census 2002). The country stands at an average altitude of 1,700 metres but the terrain is diverse with the highest ranges in the North Western being above 4,000 metres, and the lowest in the Eastern plains at below 800 metres above mean sea level. The moderate tropical montane climate affords Rwandan farmers 2 crop seasons. Average rainfall is around 1,500 mm in the north and west, while in the east it averages 900 mm.



With a per capita income at approximately US \$ 250 and ranked 163 of 172 countries on the human development index (UNDP 2006), Rwanda is one of the poorest countries in the world. Indeed, some 60% of her population are below poverty line (i.e. live under US \$1 per day).

In terms of demography, the main characteristics key demographic characteristics of Rwanda's population, in the context of HIV/AIDS, include

the following:

- *A young population* - some 5,546,015 persons (68 %) were under 25 years in 2002, 81% under 35 years (NCS 2005) and only 3% older than 65 years;
- *High birth/fertility rates* averaging about 5.8 (DHS 2005) and with serious consequences – e.g. pressure on land, deforestation and poverty and conflicts.
- *High population densities* - 378 persons per sq. km of habitable surface area, and a growth rate of about 3% (NCS 2005), one of the highest growth rates in sub-Saharan Africa.

- *Predominantly rural*- urban population only constitutes about 17%, with the rest being rural.
- *More female than male* - females outnumber males by 4% (i.e. F:M = 52: 48);
- *Skewed spatial population distribution* – with the exception of urban areas, the north and north-western provinces (which have high fertility levels and high agricultural production potentials) are more densely populated than south and eastern dry plains which were mainly inhabited by pastoral communities;
- *About 24% of the population are in school* (MoH 2005) and this, coupled with the fact that the population is generally young, imply high dependency levels.

2.2 Social, Political and Economic Rights issues

The 1994 genocide and its impact

The 1994 genocide not only signified a climax of the socio-political tensions and divisions that had disoriented the social-political structure in Rwanda since colonial times, but also a landmark redefining moment for Rwanda. The genocide and civil strife left the socioeconomic infrastructure totally destroyed and an estimated 800,000 to 1 million people killed, mainly Tutsis and moderate Hutus¹. The effect of this can be summarised thus: too many orphaned and vulnerable people; high HIV/AIDS prevalence; a big proportion of youth, child and women headed households; extreme poverty conditions; very low levels of literacy; and destroyed social capital (family networks, lost community coherence).

The 1994 genocide made the rising poverty situation worse – the proportion of absolute poor increased from 48% in 1990 to 78% in 1994, a situation associated with a record decline in gross domestic product (GDP) of 50%. Per capita income which had peaked US\$ 380 in 1988, the highest in the great lakes region, declined tremendously to under US \$ 250. This period has also been associated with high population density; high prevalence of HIV/AIDS; and severe environmental degradation.

Policy of National Unity and its characteristics

In the midst of a sharply divided society that the post-genocide Government inherited in July 1994, national unity and reconciliation have been emphasised as a top priority of the transitional Government, and has since been transformed into a form of not just policy but as a value to be promoted by all Rwandans.

¹ Moderate was the term used to describe those who did not subscribe to the ethnic and genocidal ideology, but were politically opposed to the Habyarimana regime, and were thus targeted alongside the Tutsis.

With the resolve to fight the genocide ideology and the slogan “*never again*” unofficially adopted as the basic principle of the Rwandan state, emphasis was put on oneness of Rwandans (shared culture, language, lifestyles,..) while downplaying their ethnic differences. Anything that came close to appealing to ethnicity became a treasonable act. From the onset, national unity was promoted through various strategies:

Power sharing during and after the transition: The formation of the Government of National Unity (GNU) and a balanced transitional national assembly (TNA) in the aftermath of the genocide (July 1994), in the spirit of the 1993 Arusha Accord, was the first real step in promoting unity and reconciliation. Although the July 1994 RPF Declaration excluded the ruling party that preceded the genocide (the MNRD of Habyarimana), all other parties in the Arusha Accord were included. Each of the 4 major parties nominated 13 members to the TNA, with minor parties given one. An interesting thing was that these members of the transitional parliament were deemed to represent the whole country and not their individual parties or any specific geographical constituency – to foster national unity. After the transition in 2003, this scenario was legalised by entrenching provisions in the Constitution of the Republic, among others, that no party could take more than 50% of the seats in parliament and in cabinet.

Mainstreaming reconciliation and national unity as a practice through sensitisation and indoctrination: In 1999, a National Unity and Reconciliation Commission (NURC) was established with the overall aim of identifying ways to bring about lasting unity and reconciliation through various mechanisms, mainly through sensitization and awareness raising campaigns, social mobilization, research and documentation, and participatory dialogue. NURC has received funding from UNDP and other donors, and this has enabled it regularly organize solidarity camps (locally known as *Ingando*) targeting students in or joining higher education, secondary school students, released prisoners, civic and opinion leaders, youth and women groups, ex-combatants (demobilized soldiers or returning ex-insurgents), and others. Grassroots consultations on development and unity needs assessment were conducted in all districts and a comprehensive report on participant’s views has been generated. In addition several youth and women groups and *Inyangamugayo* from all provinces in the country were trained in conflict management.

As stability has been achieved, the question of national unity has shifted towards the growing gap between those who have and those who don’t – unemployment among a growing number of unskilled and semi-illiterate youths; escalating poverty among rural and urban poor, and a little political space for the citizenry to voice out their concerns publicly, are issues that undermine the efforts of national unity, and could rekindle or

fuel ethnic tensions if not addressed. Moreover, the public sector (the Government) is still the biggest employer, and is dominated (statistically and in terms of real power) by the Rwanda Patriotic Front (RPF) which is perceived as ethnically imbalanced.

In the midst of inability to satisfy all interests, alliances and divisions along “phones” (essentially Anglophone Vs francophone) or country of “origin” for refugee returnees (e.g. those who came from Tanzania, Burundi, Uganda, Congo,...), and genocide survivors, etc, had cropped up and threatened to undermine unity and reconciliation efforts, perhaps more than ethnic divide.

It is also observed that the pursuit of national unity has tended to influence the pace and strategy of democratisation – the fear that full democratisation before society has fully reconciled was likely to plunge the country back to chaos, has been a key justification for the “control and contain” manner in which the GoR has handled politics. Nonetheless, the present trend, especially since the elections in 2003, appears to be towards democratisation.

Traditional justice – the Gacaca-courts and impact on national reconciliation

Faced with the challenge of overcrowded prisons (with horrible humanitarian conditions), the need to speed up delivery of justice as part of the reconciliation process (both for genocide survivors and suspected genocide perpetrators), and a virtually collapsed formal justice system – after 5 years since 1999, only 6,000 out of 120,000 (or 5%) cases in prison, had been tried, and at this rate, it would take a century to complete – yet justice couldn’t wait. The Government had to find a more innovative way of administering justice, reconcile the deeply divided society and put the country on the path to development. In the circumstances, a traditional system – known to and presumably trusted by all Rwandans (*Gacaca*) was thought to be a better option. Gacaca Courts were legally established in 2000² Its specific purpose is to prosecute and try perpetrators of genocide and related crimes against humanity between October 1, 1990 (when the RPF launched the attack on Rwanda) and December 31, 1994.

Gacaca is a traditional system of justice based on encouraging the accused and witnesses to tell the truth – confess what they did or witnessed. Jurists are elected by the members of the community, and the main qualification is “being persons of integrity” (*Inyangamugayo*). The bench is constituted by 7 persons of integrity plus 2 substitutes. There are about 12,103 courts, 75% of which are at cell level, presided over by 169,442 judges. The general assembly is comprised of all adult residents of a cell (i.e. those aged 18+ years). Gacaca courts are established at 3 levels: cell level, sector level, and Gacaca Court of Appeal level. To avoid interference and conflict of interest, outside community values, article 4 of the amended Gacaca law excludes Government officials, political leaders at any level, serving members of the armed forces, magistrates, from being

² Gacaca courts were established by law No. 40/2000 and has since been amended three times in June 2004 (by law No. 16/2004), again two years later by law No. 28/2006 and last month by law No. 10/2007.

elected to the Gacaca bench. *The essence of Gacaca is to disclose all the truth about the genocide and determine the extent of individual responsibility so that suspicion, rumours and distrust- which are a recipe for conflict- can be dispelled; encourage confession and foster reconciliation in a community- no money or professional lawyers are involved- witnesses and judges are all community members.*

The *Gacaca* law provided for one day every week for *Gacaca* courts to sit and hear testimonies from witnesses, confessions and defence from accused persons

Between March 2005 and June 2006, nearly 7,000 suspects were acquitted and more than 2,000 convicts sentenced to community work. During the same period, more than 150,000 confessed before the Gacaca courts, thereby easing the process of investigation and prosecution.

Despite its apparent success, *Gacaca* has faced considerable challenges – the quality of administration of justice vis a vis respect of human rights, mistrust and incomplete reconciliation process where some people are reluctant to testify, absence of personal safety and psycho-social support of witnesses and genocide survivors, and inadequate mechanisms for rehabilitation of released genocidaires many of whom attempt to commit crime once released, are some of the main challenges that have emerged. Part of the underlying causes is the low educational levels and limited if any legal training that the *Gacaca* jurists (*Inyangamugayo*) receive resulting in unprofessional handling of cases. Training and coordinating the work of more than 169,000 *Gacaca* jurists is no easy job for the justice institutions that are only being revived.

On the whole, *Gacaca* has been a real experience – initially opposed by donors and the international community, its early success during the pilot has inspired many to come to learn about the innovation, and the international community has streamed in to support it. Its, however, still a long way to deliver justice and reconciliation.

The EDPRS process and socio economic challenges

Since 2000, the GoR started moving away from ad-hoc, humanitarian approach interventions that had characterised the emergency period, to more coherent and coordinated planning framework focussing on long term development. This followed the approval by the International Monetary Fund (IMF) in 1998 that Rwandan qualified for credit consideration under HIPC (Heavily indebted poor countries) as it had succeeded in stabilising its macroeconomic framework including inflation. The interim poverty reduction strategy (I-PRS) was developed following participatory consultations during 1999/2000, and in 2001, the first full PRS was approved. Implemented during 2002–2005, PRSP I made significant achievements in especially social sectors –

education and health but had put little emphasis on economic growth, according to the independent evaluation (Evans *et al* 2005). As a build-up on this and to consolidate the achievements made, the GoR launched the second PRS, in February 2006, the Economic Development and Poverty Reduction Strategy (EDPRS).

The decentralisation process and the restructuring of administration

Rwanda's administrative system was organised in hierarchical units with the national territory divided into provinces (formerly Prefectures), districts (formerly communes), Sectors and cells, and more recently, a village (locally known as *Umudugudu*). In May 2000, the Government of Rwanda adopted a policy and strategy for decentralisation and embarked on a process geared towards empowering the Rwandan people at all levels to actively participate in the political, economic and social transformation of Rwanda.

A three-year first phase was aimed at institutionalising decentralised governance by articulating policies and legal frameworks, putting in place the necessary administrative structures, systems and mechanisms, holding democratic elections at all local levels, undertaking institutional and human resources capacity building activities and extensive sensitisation of the population on the decentralisation process. This phase was supported by mainly UNDP, the Swiss Cooperation and the Royal Netherlands Embassy, with some additional localised support from Swedish International Development Agency (SIDA). Important achievements were registered and included, among others, holding of the first ever democratic local elections thereby ending a system of highly centralised administration that had been in place since colonial times, as well as transfer of responsibilities and resources for decision making, thereby bringing services nearer to the population.

The second phase of five-years was expected to deepen decentralisation and strengthen the capacity of local government units to deliver on their expectations, particularly acting as effective channels for effective planning and implementation of service delivery. However, a five-year decentralisation implementation strategy (DIP) elaborated for the period 2004-2008 was abandoned, partly due to low donor response but mainly due frequent reforms that resulted in major changes in the territorial administration. In its stead, a comprehensive national decentralisation support framework (RDSF) has been developed for the period 2007-2011. This framework is, however, yet to be formally approved.

The main areas of results for Rwanda's decentralisation remain:
strengthening institutional capacity for responsive local governance;

- efficient, transparent and accountable local fiscal and financial management system;
- participatory and inclusive local government planning for local ownership of the development process;
- effective sectoral decentralisation ensuring quality service delivery to people for improvement of their social well-being;
- a robust and well institutionalised monitoring and evaluation system for decentralisation and sustainable local governance;
- enhanced local capacities for gender, environment, information and communication technology,
- HIV/AIDS inclusion;
- strong synergies around decentralisation implementation through well coordinated and harmonised stakeholders' efforts.

Under the recent reforms, central government ministries have the role of policy formulation, developing a framework and standards for monitoring and evaluation; providing technical and capacity building support to the decentralised entities, a remarkable shift from direct service implementation. Subsequently, to reflect these new institutional roles, personnel and budgets allocated to Government Ministries have been substantially reduced, and development budget resources transferred to districts through The Common Development Fund (CDF). The CDF is the main mechanism for mobilising and transferring resources for local development to local governments, established in 2004. It is funded through intergovernmental fiscal transfers (10% of the national domestic revenues) and donor resources earmarked for local development projects. Although its set-up initially sparked off criticisms from donors, there is increasing willingness of donors to provide funding through the CDF basket. The European Union funded Ubudehe programme, GTZ and DED and the Netherlands are some of the main donors presently supporting the CDF.

Figure 1 Decentralisation reform overview

Decentralisation reform January 2006:

Provinces were reduced from: 12 to 5 (including Kigali,
 Districts from 107 to 30,
 Sectors from 1545 to 415
 Cells from 9000 to 2,148
 A new unit, *Imidugudu*, was established 14,975

The administrative reform and territorial reorganisation in November 2005 resulted in downsizing of administrative units, as a measure to create more viable local government structures. The lowest administrative unit, the

Umudugudu, comprises between 50 – 100 households.

All political positions in the local government system are now elected up to district level. The province has only a coordinating role and it is a de-concentrated tier of the central government.

The population can now exercise their right to choose how they should be governed through regular local elections although civic education and awareness of their rights is still low. Development planning is done at local level (community development plans, district development plans,...) which reflect popular people's participation through such mechanisms as community development committees (CDCs), Ubudehe (community action planning), as well as ensuring affirmative action for women and youth that had been excluded from decision making.

The coordination framework for the decentralisation process includes a National Decentralisation Steering Committee (NDSC) consisted of top policy makers in key ministries represented (by Secretary Generals) and the National Decentralisation Implementation Secretariat (NDIS) under MINALOC, which coordinates implementation activities. NDIS is responsible for coordination of local governments' capacity building efforts, sectoral decentralisation, documenting experiences in decentralisation and informing partners, facilitating technical assistance within decentralisation, as well as monitoring and evaluation of the decentralisation process. The main challenge is the fact that the NDIS is perceived by various sector ministries and often acts as part of MINALOC rather than an apex coordination centre accessible to all sectors. Its also very institutional weak to effectively reach out and engage all actors. All NGOs are now required to design their interventions based on locally identified needs (reflected in the district development plans (DDPs or District performance contracts) and to align their programming with the local government plans for effective coordination and efficacy.

Gender relations and national policies affecting the role of women.

Rwanda has, from history, been a male dominated society. Gender relations and roles were defined or shaped by culture – men dominated leadership of homes and community, were responsible for household welfare and security, while women stayed and took care of the home. This distinct delineation of roles was, however, redefined by the genocide that claimed many lives, the majority men, and tilted the demographic balance. According to “Women's Commission for Refugee Women and Children” the population in the immediate aftermath of the genocide was said to be 70% female (women and girls). A huge number of women and children had become household heads. To date, more than one third of the households are female-headed. The influx of refugees who had lived with and adopted foreign cultures over several decades, and the fact that women had actively participated in the war, also catapulted them into positions of leadership in households, business and politics.

With regard to women's participation in political governance and decision making, the elections of 2003 resulted in nearly half (48.8%) of the members of the lower house of parliament – the chamber of deputies, are women, and in cabinet they constitute 31%.

This represents a remarkable increase from 15.7% and 9.5% in 1995. While they generally did not participate in the genocide (for they constitute only 2.3% of those imprisoned for genocide related crimes), and were targeted in the genocide because of their sex (rape was a weapon of war), women led the pack of those who took to reconstruct the country – they formed associations to help widows and orphans, have been active in Gacaca either as judges or witnesses; and took care of families and household property while men languished in prisons. The overwhelming burdens on women and their extraordinary contributions are very much part of public discourse in Rwanda and highlighted by the governmental officials, including the president Paul Kagame. The recognition of the role of women in rebuilding the nation, the post-genocide reconstruction, which, through education and international campaigns and instruments to strengthen women's position in development, has led to gender-sensitive legislation, policy and programming. To date, women are actively involved in politics at most levels. At local level women's participation is still very limited because of traditional socio cultural barriers and high rate of illiteracy.

Gender equality goals in Rwanda are supported by the National Constitution 2003 and the Decentralization policy, both of which reserve at least 30% of decision making positions for women. Other policy and legislative instruments e.g. the Family Protection law that bar married men from marrying other wives and guarantees the rights of women and children to inherit family property, have created favorable conditions for women.

Acknowledging that violence against women is a huge and deeply rooted problem all over the country there is currently a draft "Law on the Prevention, Protection and Punishment of Any Gender Based Violence", which has been adopted by the Rwandan parliament. The National Police have, with the support of UNIFEM, received training and have established a Gender –based violence (GBV) unit within the Directorate of Criminal Investigations (CID). They have established a GBV desk at every police station specifically to deal with domestic violence issues, and have installed 24-hr telephone lines for victims to report cases.

A national gender policy and strategy has been formulated to guide mainstreaming gender equality goals across government and all spheres of life. More interestingly, the gender policy and strategy highlight pertinent issues that affect Rwandan women – domestic relations and how the power relations affect women's participation in economic and governance; reproductive health and HIV/AIDS; food security; women's role in peace and reconciliation; education and skills empowerment; and environmental protection among others. A gender machinery in the governmental ministries is established, and is key to implementation of the strategy, although so far it is poorly staffed and equipped.

Distribution of land and resources and national policies on land rights and the rights of indigenous peoples

Rwanda has a total of 1,385,000 hectares of agricultural land, representing 52% of total surface area of the country. All arable land is virtually cultivated, and the need for optimal and sustainable utilization of land, has influenced the Government's long term development agenda – the Vision 2020, which seeks to reduce dependency on land to 50% by 2020. Traditionally in Rwanda land is acquired by inheritance and recently, through purchase. Access to land in Rwanda has been a major source of conflict because – it's regarded as the most important economic and socio-cultural asset, which, owing to the increasing population pressure, declining land holdings and environmental degradation, the resource is stressed. Nearly half of the population have less than 0.5 Ha and are in effect, landless, which the land law (in article 3) refers to as part of the national heritage for all Rwandans.

The indigenous people Batwa(internationally known as pygmies) are not recognized by the Government as special interest group requiring affirmative action, but their situation is appreciated as a problem that must be addressed through general national legislative and policy reform. The Batwa have suffered especially since 1998 when they were evicted from the forest when a national park and a military zone to fight insurgency were established. Their eviction was unilateral and they were not compensated or resettled, as a result of which they got scattered at the periphery of the forests and other marginal areas. The government argues that special treatment of any group in Rwanda with respect to land or any service for that matter, is contrary to the provisions of the national constitution – which outlawed any ethnic or social differences and considers Banyarwanda as a homogenous group. The Government contends that the problem of landlessness among Batwa is like any other citizens and would be addressed as such. It ignores the fact that Batwa have historically been marginalized throughout colonial and post-colonial regimes, and their rights to land and resources were violated by successive regimes which evicted them from the natural forests from where they derived their livelihoods, without any concrete resettlement programme or compensation for loss of livelihoods. Their problem is not just access to land but also to biological and cultural resources they derived from natural habitats (e.g. wildlife hunting areas, or biodiversity for medicinal plants and wild vegetables). Yet no national programme exists to protect their heritage or to help them integrate in society, apart from some initiatives by NGOs, which are also too few, too scattered and uncoordinated to have impact on the Batwa wellbeing. As a result, many Batwa communities are scattered around the villages where they live (especially on the edges of the mountain forests in the Western and North-Western parts). The Batwa are discriminated against, and harassed whenever they move into villages in search of food. Their children have hardly benefited from the ongoing fee-free primary school and other social programmes.

While the land law, *Organic Land Law of 2005*³ applauded for removing the barriers to women by prohibiting any forms of discrimination with regard to access to land and associated property (article 4 para 2), and guarantees women's representation in decision making on land (article 8 para 2), the same provisions along with others, are used to deny the Batwa special consideration.

The Situation for young people

Rwanda has a predominantly young population. According to the 2002 Population and Housing Census, with a total of 5,546,015 persons (or 68 %) under 25 years in 2002, and 81% under 35 years. The Rwandan population is also predominantly rural with urban population only constituting about 17%. The youth in Rwanda are defined as those in the age bracket 14- 35 years. In 2002, those in the age brackets 15- 24 years numbered approximately 3 million (more than 36%). The general observation is that those above 25 years tend to exclude themselves from the youth category, and when they get into leadership positions or join a higher social or economic class, their interest in youth issues declines further. For girls, there is a tendency to exclude perceive themselves non youth when they get married or produce children, but when intensively mobilised and sensitised, they change their perception. However it is important that the activities must be balanced with their interest – many young who have family responsibilities (e.g. household heads, young single mothers,..) are often more interested in income generating activities than say sports, which are usually the top priority for male youth and those in school.

Education: The majority of Rwandan youth are educated only up to primary level. Although basic primary education has been free since 2003, dropout rates are considerably high (about 16%). Less than half of those who complete primary education proceed to post-primary level. Transition to secondary school is about 45% and much fewer people go on to tertiary education (post-secondary school enrolment is under 1%). Outside Kigali city, however, the dropout rates are alarmingly high and transition to secondary schools unacceptably low. The recent Quibb survey (MINECOFIN 2004) reported that drop out rates for 7-19 year olds (which combines primary and secondary levels) averaged 21.4% and was 38.5% among 13-18 year olds (i.e. secondary school). The main reasons cited⁴ for high drop out rates were poverty, domestic violence, and ignorance of parents. Other reasons frequently mentioned are high cost of education; failure of exams; having to work to look after siblings; sickness; and loss/lack of interest. These issues raise concerns for youth livelihoods and productivity, including child labour and access to quality education.

The gender gap in education is, however, increasingly being closed. Gross primary school enrolment for girls has slightly surpassed for boys, and the proportion of female

³ Republic of Rwanda, 2005. 'Organic Law No. 08/2005 of 14/7/2005 Determining the Use and Management of Land in Rwanda', Kigali, July 2005.

⁴ See the Results of the Quibb Survey 2003 (MINECOFIN 2004) and Socioeconomic Situation Analysis of Youth in Rwanda (Twesigye – Bakwatsa, 2005) for YES Rwanda.

students in tertiary institutions has been on the upward trend since around 2000, although the numbers are still very low But the dropout rate among girls are still much higher than that of boys. (UNICEF 2007). Closing the gender gap in education is partly attributed to Government policy of affirmative action but also specific initiatives by civil society actors – e.g. the Forum for Women Educationists (FAWE). Besides engendering education, the Government has expanded the higher education sector by opening up new higher institutions of learning, expanding existing ones and encouraging private sector investments in education.

Employment: High levels of unemployment is the problem for Rwanda youth, and is a result of a multiplicity of factors:

- The low economic growth rates compared to the demand for jobs (only 12.000 jobs has been created in the formal sector in the last 5 years compared to about 100,000 employment applications were recorded in the same period);
- Low employability (lack of productive skills);
- Inequitable distribution of economic opportunities (rural areas where most young people live have fewer formal employment opportunities and lack the communication facilities than urban areas);
- Lack of supportive policy and legislative environment (micro-finance, unfair taxation laws, inappropriate education and training, ...);
- Access to information on employment opportunities.

Premature entry in the working life of the still young school drop-outs exacerbates the challenge of finding decent and productive employment for young people in Rwanda. Recent surveys (e.g. Quibb 2003, Household living conditions survey 2006) revealed that most young people (over 90% of working youth in 15-29 years category) are employed in the informal sector, where incomes are low, jobs unstable and unreliable. Young men are generally more involved in productive economic activities outside home than women, and are comparatively more exposed to whatever opportunities than young women. The main explanation is that women and girls traditionally tended to stay around the home while young men are more mobile and tend to move outside their communities in search of paid job opportunities, and, as such, are often more exposed than young women. Women and girls, especially in rural areas face a serious cultural barrier – they may be perceived as prostitutes when they move on their own to town; and are reluctant to try out those jobs or tasks traditionally known as masculine e.g. bicycle transport, and until recently, hawking.

Participation in governance and decision making: despite the recognition that youth are the majority of the Rwandan population, and the opportunities brought about by decentralisation, participation and influence of youth in decision making is still limited. Demographically, many young people occupy sensitive positions in local Governments and community service (as local representatives, Gacaca and Abunzi juries,...). All the 415 sector executive secretaries are young people, most under 30 years. Often, however, such leaders do not perceive themselves as youth, largely because of the derogatory perception of youth that the Rwandan society has long held (as young inexperienced, unserious people). The participation of young women in leadership positions is even very difficult, partly because of culture, lack of exposure and low

literacy levels. As such, although the law provides that at least one-third of elective positions be reserved for women, very often is difficult to fill them because girls and women tend to be too shy to stand for elective positions, more so in rural areas.

The high vulnerability status of youth – where many are redundant without jobs or employable skills, vulnerable with no assets or social networks to support them (largely due to the genocide), is a recipe for disaster. Especially the young men and boys can easily turn violent or be manipulated to cause instability as was the case during the genocide. Moreover, there is high level of traumatising and the Gacaca courts appeared to have opened Pandora's Box as victims and witnesses relive the genocide of 1994. Yet there is no adequate material or psycho-social support to address these traumatic problems.

Cultural barriers affect youth in many respects: there is a big communication gap between young people and elders, very often young people are discouraged from taking on certain responsibilities because they are perceived to be inexperienced, a situation that usually kills their ambition and self-confidence. Girls are subjected to early marriages often with their own parents' connivance, and tend to be discouraged from going further with their education. The practice of forced marriages has passionately fought through strict laws and police action but it, nevertheless still exists because its deeply entrenched in the culture especially among pastoral communities of Eastern Rwanda. The new law raised the minimum age of marriage to 21 for both women and men, and its not clear how this will be enforced without clear information. Others engage in prostitution at very tender ages, partly because of the breakdown of family and community cohesion – most are on their own and argue they are looking for survival.

Compared to women's organisations, youth groups have received little or no support, either in terms of funding or training. Many youth associations tend to break-up due to poor organisational capacity, mistrust and lack of funding, and the Youth Fund formed under the auspices of the National Youth Council did not attract any funding.

HIV/AIDS epidemic

The Demographic and Health Survey (DHS 2005) estimates the national HIV/AIDS prevalence at 3%, and in absolute terms, an estimated 190,000 people were living with HIV/AIDS in 2005. The current status (if realistic) represents remarkable improvement from 5.1% in 2003 (UNAIDS 2004) and between 11% and 12.8% in 1997. HIV/AIDS prevalence in Rwanda is engendered – at 3.6% prevalence rate for females compared to 2.3% for men in the adult (15-49 age category), women are 1.5 times more affected (in terms of infection) than men. Among the youth (15 -24 age group), the prevalence rate among girls is five times the rate of boys (0.5% for males, 2.% for females). This is due to a combination of factors including higher biological vulnerability among girls, early marriages and sexual abuses. Comprehensive knowledge of HIV/AIDS prevention

among youth is still low although it has increased significantly from 22% in 2000 to about 52% in 2005. It is also important to note that HIV/AIDS prevalence in Rwanda varies among socio-demographic categories (e.g. age groups, social status, education levels), location (urban/rural) and occupation (farm/non farm, formal/informal sector, employed/unemployed), among other factors. It is overwhelmingly high in urban compared to rural areas (7.3% in urban and 2.2% in rural areas). The kind of lifestyles which expose urban population to more risks has been reported as a major contributory factor, notwithstanding the advantage of access to information and knowledge, compared to rural areas.

The government of Rwanda has been given credit by the UN for its strong leadership, which have enabled great progress in the fight against HIV/AIDS. The approach taken and the results achieved suggests Rwanda's experiences a model for other countries.⁵ A national HIV/AIDS strategic plan for 2006-2009 is made and they have long term support from Luxembourg and the UK governments.

2.3. Structure, roles and responsibilities of social organisations and of the state

2.3.1 Organisation at community level – ubudehe and association building

Ubudehe is a traditional concept of helping each other to fight poverty through collective action. The concept works at community level because, in the words of the National Coordinator, “it is where people know and trust each other”. Originally targeted to work at cell level, it has now been transferred down to *Umudugudu* level after the 2005 territorial reform. A logical procedure for community action to fight poverty using *Ubudehe* concept is summarised below. For individual households (fighting poverty at the household level), the concept works almost the same way.

1. *Problem identification*: the poor themselves define poverty based on their own and community perceptions (e.g. lack of food, type of housing), and on this basis, social categorisation is done – with the poorest people at the bottom. A social map of the village (cell or *Umudugudu*) is then constructed.
2. *Priority setting*: the causes of poverty are ranked through preference scores, comparison and other techniques to identify the main priorities for the area. Interventions are then identified and budgeting exercise undertaken, after which the residents determine their own contributions and what should be sourced from outside external support.
3. *Implementations strategy*: Following approval of priorities and budgets, *Ubudehe* committees are elected – usually 2 committees to follow-up (monitoring) and audit.

⁵ UNICEF press release 14.02.06

The community also establish rules and regulations for managing the projects, and to punish any one who embezzles or mismanages the project funds/ assets.

4. *Financing the project*: the community then opens an account to which funds are transferred for implementation of the project.

The *Ubudehe* concept was first piloted in Butare province (which was deemed among the poorest) with support of a Euros 1 million grant from the European Union, but its remarkable success in resuscitating community action in community development motivated the decision to scale-up. Subsequently, the EU pledged some Euros 10 million, under which each of the over 10,000 cells (the smallest administrative unit then) was expected to get Euros 1,000 to help implement the priority projects identified by the community. Although this was delayed because of the initial skepticism and procedural issues, some Euros 3 million was released in 2005, and preparation for the second phase is ongoing. Community mobilisation has been done and representatives from the communities identified and are undergoing training, after which the funds will be disbursed for execution of the projects. In the framework of decentralisation, the *Ubudehe* concept was adopted as a model for community action planning, and upgraded from a project to a wider national programme. In this respect, the programme was transferred from the political oversight of the Ministry of Finance and Economic Planning to the Ministry of Local Government which has the portfolio of community development.

Ubudehe is an interesting concept – it combines traditional values with modern principals of participatory community development. Emphasis is not placed on the funds provided but rather on building and harnessing the people's potential for collective action – where they identify the problems they face and collectively find solutions. In a situation where the people had been deeply divided and lost mutual trust, invoking traditional values that were respected by all, was regarded as one of the most viable ways to bring people together for common development causes and, in the process, reconcile them. And it has proved to be an important tool in implementing decentralisation in various ways – enhancing local people's participation and creating a framework of transferring financial and fiscal resources to lower levels as close as possible to the community level where direct action on poverty is. Monitoring of *Ubudehe* projects is entirely a community responsibility – they democratically elect committees for follow-up and audit, without external influence, and the fund managers are subjected to stringent rules and regulations. Strict accountability is ensured by putting in place local bylaws which punishes whoever attempts to embezzle the funds. However, it remains unclear how funding will be sustained after the major financier, the EU has pulled out. Most community projects under *Ubudehe* are social investments from which no payback is expected (e.g. safe water facilities) and the communities are too poor to raise more funds to supplement the initial grant.

Besides *Ubudehe*, the concept of working together through organised formal and informal groups appears well rooted in Rwanda. Numerous *Associations* are formed at the local level mostly along income generation motives, from agricultural production, bicycle and motorcycle transport, sand miners, to crafts makers. They exist in virtually all villages throughout Rwanda but the degree of organisation differs – some are

registered with legal status and formal membership, while the majority remain informal small entities. Association building also tends to be a strategy for sustaining interventions implemented at local level, and was mentioned as good support mechanism for evolving and strengthening local action. NPA partners implementing Violence against women (VAW) programme have used this strategy by mobilising couples who were trained and sensitised on domestic violence to form associations and work towards concrete, practical goals like establishing an income generating activity. The same strategy has been used by NPA partners implementing youth participation activities in Karongi district, Western province.

Generally, these structures tend to be little formalised and with low organisational capacity. Because of low level of formal organisation, operations of most of these organisations remain somewhat low – they are unable to access credit and cannot attract the requisite managerial and physical capital to expand operations, and neither do they have record management systems. Another observation is that Associations in rural areas tend to be mainly associations of women involved in small agricultural and small scale business activities, while associations in urban areas are mostly dominated by men to carry out bigger projects. The Government has recognised the potential of these organisations and has formulated a policy for all associations to formalise into cooperatives with legal status, formal membership and organisational structures to enable them access credit funding, capacity building and other forms of support. What this means is that associations without legal registration for which they have to pay, will not be allowed to operate. A key question is whether associations have potential to develop their leaders to speak for their people. As civic education is still controlled and limited by authorities, the potential lies in addressing the socio economic situation if you want people to mobilise for common interest.

2.3.2 Regulating local and international NGO's – legislation and structures

There seems to be consensus that in the aftermath of the genocide, the volatile political and security situation justified tight control of the operations of local and international organisations. But as the situation stabilised and order was created, the Government continued to tighten the regulatory framework regarding NGO operations. NGOs have been accused by Government of being secretive, and true, many organisations would and still claim to work for the communities when in fact they have their own agendas and do not cooperate with national or local authorities.

The regulatory framework for CSOs (including churches) was that they register with and report to the Ministry of Local Government (MINALOC) and would then be required to report on their work, quarterly. The new law, however, requires NGOs to register every year, which has serious implications on the ability of NGOs to undertake long term activities, in addition to long and tedious bureaucratic registration exercises. For international NGOs, the new law has imposed more stringent conditions such as demanding classified information on funding, limitations on the number of expatriate personnel to be employed, etc.

Government authorities tend to be positive to civil society as long as it is not seen to be meddling in politics (essentially any disagreement with Government). The problem is how to draw the line since advocacy work and civic education in particular is generally political, as it seeks to influence Government decisions. Government insists on defining the agenda for civil society, and NGOs tend to be careful not to be seen or perceived as confrontational. Some avenues have been created and space opened to allow dialogue and influence on policies and priorities. Civil society, with support from donors are beginning to utilise this opportunity to influence public policy but the process is still slow. One example of such space is the ongoing elaboration of the EDPRS where some NPA partners are actively participating.

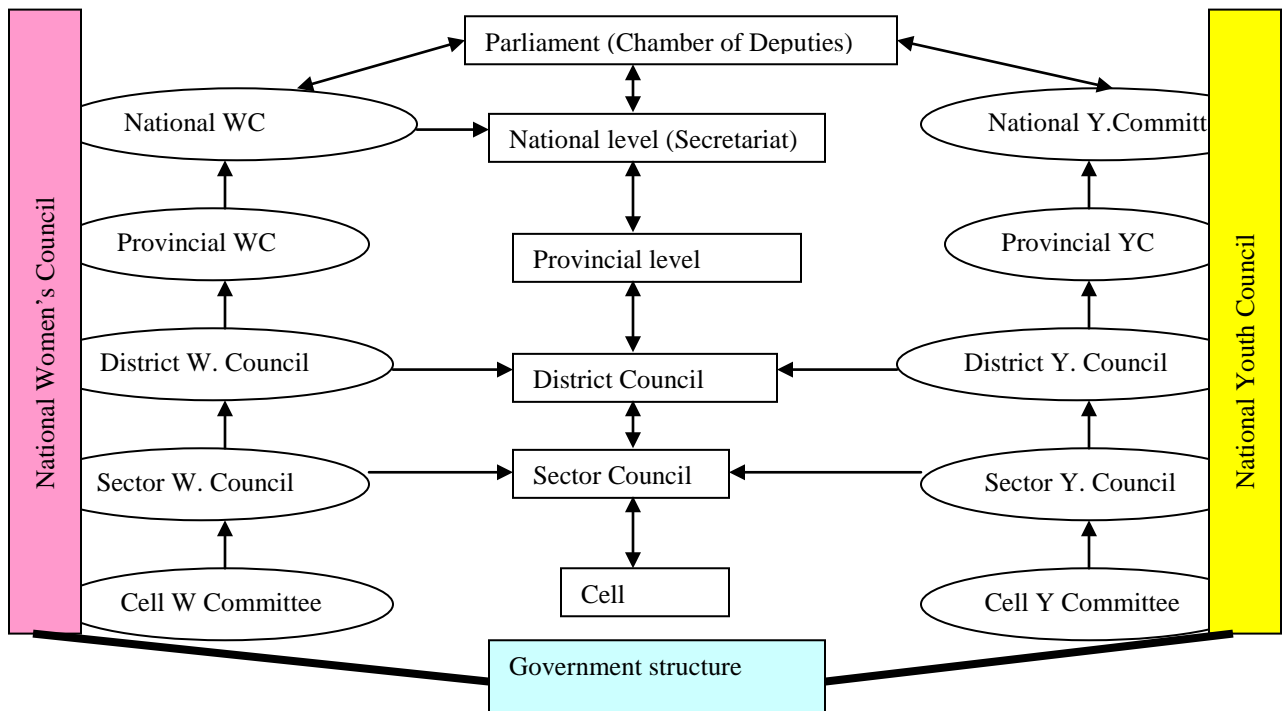
A Civil Society Forum, a loose platform that brings both local and international CSOs in Rwanda also seems to be in place and operating with Government blessing. It brings together at least 18 umbrella organisations including women's networks, farmers' organisations and trade unions. As an initiative to coordinate (or better still control) civil society activities with Government, the GoR has proposed a Joint Action Forum at national and district level. A Draft Ministerial order has been drafted with the input of civil society, and seeks, among others, monthly meetings between development actors at district level. If this works, it will go a long way in improving coordination and developing synergy in civil society work.

In a nutshell, there are growing legal restrictions on civil society, which the Government argues are to strengthen coordination and synergy. But there are also opportunities for engaging Government around policy. The Government argues that CSOs must transform their operations from the humanitarian era when there was no clear policy framework, to work within Government policy that is solidly in place. On the other hand, civil society needs to fight for their independence to enable them challenge policy and work with citizens to advocate for their rights. What is limiting NGOs now is more of advocacy and lobbying capacity than space or platform to influence Government policy.

2.3.3 Women and youth councils and their role

The National Women Council (NWC) and National Youth Council (NYC) were respectively established by law (No. 27/2003) in August 2003, as a way of promoting women and youth participation in governance and leadership through parallel structures. Both NWC and NYC are established from grassroots (at cell level) up to national level through elections (Electoral College system). Women and Youth councils, unlike the local government structures, are not policy implementers but mostly play an advocacy role. They ensure that women and youth issues are considered in the decision making bodies including councils. To effectively ensure this, the Youth and Women Council Coordinator at each level is a member of the local government council at that level.

Figur 2 Organisational Structure of Women and Yuoth Councils and relation to decision making structures



At national level, they also occupy influential positions. For instance, in the transitional national assembly (TNU) and even the current parliament, youth and women interest groups have elected parliamentary representatives through the national youth and women councils (as shown in the figure above).

Women's councils have been instrumental in mainstreaming gender and advocating for women's rights and equality. Mutamba (2005) reports that women's councils played a crucial role in mobilising women at all levels to participate in policy formulation and democratisation process (e.g. elections) and have been used as channels for reaching women with development interventions e.g. skills transfer, awareness about their human, democratic and domestic rights,

It is nonetheless noted, that the youth and women councils face serious challenges—their members work voluntarily and are not remunerated, resulting in lack of motivation; they are under-represented in decision making forums e.g. in the district council, they have one representative; but most serious, they are grossly under-facilitated, with virtually no budget provision. The result is, in fact, that youth and women councils especially at local levels are dormant. For youth, the problem is even more of perception – many youth have a feeling they are no longer youth when they acquire new social or economic status, in this case leadership position, so there are hardly any people in district councils articulating youth issues. The other concern is that the youth council structures have reportedly been hijacked by Government and are often at loggerheads with youth associations which cherish working independently. While youth

associations are by law required to subscribe and hold membership in these councils, most youth argue that the councils do not represent their interests. But while the Beijing platform has influenced affirmative action for women, there is no such affirmative action for youth – even female youth participation, which is seemingly low, has not received serious attention.

2.3.4 Local NGO's constituencies and their relation to the communities

Many NGOs sprung up in Rwanda after the 1994 genocide in response to humanitarian needs, which were to dominate the agendas of almost all NGOs well into 2000. Prior to the civil war and genocide, many NGOs had focussed on human rights issues, fighting against HIV/AIDS, and a few engaged in social services and livelihoods. International NGOs worked alongside local NGOs and CBOs in direct implementation of project activities. This has since changed and many international NGOs are adopting partnership approach.

The civil society in Rwanda is generally organised at 3 levels – at national level, there are umbrella organisations or platforms that bring together a group of NGOs (and other CSOs) with similar interests but not necessarily working in the same thematic areas or sectors. These include the Profemme Twese Hamwe (umbrella of women's organisation), CLADHO (a platform for human rights organisations), CCOAIB (*Conseil de Consertation des Organisations d'appui aux Initiatives de Base*), and others. These generally operate at national level and mainly focus on networking, lobbying and advocacy, and resource mobilisation for their members. The idea is for small and organisationally weak NGOs to have a collective voice. It seems the lower the organisational strength, the greater the importance attached to membership of an umbrella. It is observed, however, that the extent to which these platforms represent their member organisations or start operating as independent bodies with their own policy and priorities seems to be ambiguous.

There is also national level NGOs who are involved in advocacy and lobbying as well as in project implementation. Most of these have formal structures but often with relatively limited membership base – part of the reason being the stringent requirements for membership (membership fees, active contribution from members), and closed nature of organisational design. For most NGOs, however, the constituency or target group is detached from membership, and tends to be unclear - the constituency tends to be determined by their programmes i.e. target beneficiaries and key actors in the programme implementation, to which they are hardly accountable. Thus, to ensure presence at the grassroots level, these organisations usually create focal points or work through organised groups at the local level.

At sub-national and grass root levels, there are mainly community based organisations (CBOs), clubs and associations of people who come together for a common cause e.g.

Anti-AIDS clubs in schools and villages, human rights clubs in schools) but mostly associations to solve their own socio-economic problems or recreational interests. They often have elected leaders and common objective, but are not registered. These mostly include associations of farmers, agro-produce dealers, crafts makers, cultural troupes, sports clubs, bicycle or motorcycle transporters or even manual labourers. Increasingly, there are also micro-groups where a few people or families with common problems e.g. of domestic violence or micro-finance come together to support each other. The spirit of coming together around associations is inherent in the Rwandan culture, and this explains why such groupings exist, albeit informally, in virtually every village. The only problem is that the majority of them never advance beyond informal structures to evolve into strong, formal organisations – largely because, they lack clear visions and leadership abilities, the problem of mistrust and intrigue undermines their ability to expand and grow into large organisations, and that they lack external support. They receive no support from Government and where they receive support from national and international organisations, its usually short term not able to support long term capacity development.

However, it would seem that the Government has recognised the potential of these grassroots CBOs and informal groups, particularly those aimed at improving welfare of their members, to cause development, and has elaborated a policy to turn them into cooperatives with legal status. A comprehensive mobilisation plan has been implemented to convince local people to form or join cooperatives, alongside a law to force all existing organisations and associations to legally register and formalise their existence or disband. The problem with this top-down politician led campaign is that it might not allow for progressive institutionalisation of existing organisations, and some of the incentives on which its premised (e.g. of promises to receive funding) are inappropriate. Indeed, recent studies indicate that youth who had been told to form associations in order to get financial support ended up disbanding them when the promised funding did not materialise. Some associations will further formalise into co-operatives. Associations will work on the local level and will raise their issues of concern with authorities as cell, sector and district level (See 2.2.5)

2.4 Civil society actors' potential to generate important change

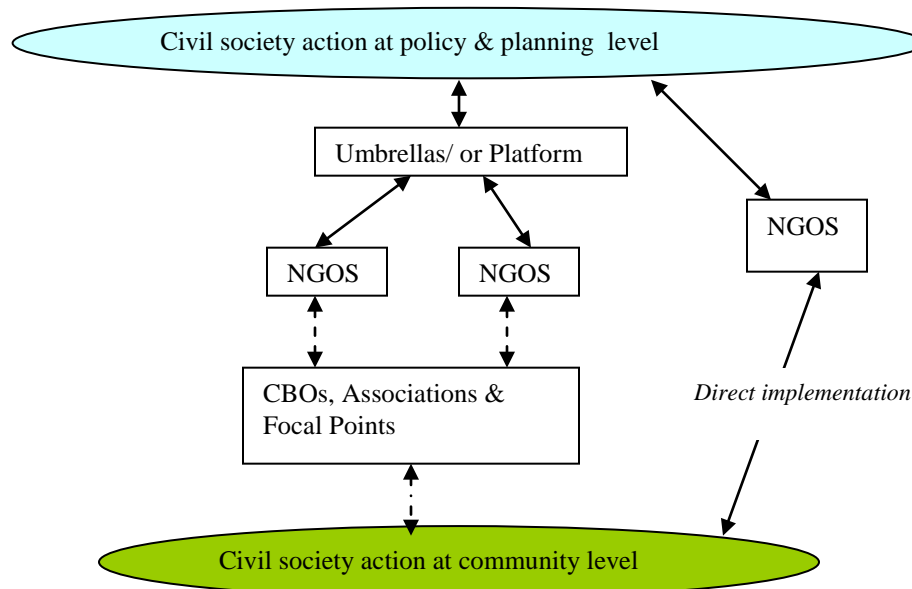
The post-genocide Government used the anti-genocide sentiments to crack down the discredited civil society for active participation or complacency of some in the genocide, particularly the media. Thus, most civil society work in the post-genocide period have revolved around service provision – safe water, primary education, income generating activities, sensitisation about HIV/AIDS, training, etc, with little work on engaging government on behalf of the population or empowering them to claim their rights.

2.4.1 Organisation and mobilisation potential

Experience with NPA partners so far shows that local NGOs in Rwanda have the potential to mobilise and reach out to the target groups – but as most of them are not well rooted in the communities, there must be conditions to motivate them to establish viable long term links with grassroots based groups. AJPRODHO and Never Again have, for instance, been able to mobilise rural youth in Karongi district into small associations and train them in a very short time and with limited resources.

Locally established CSOs (such as women’s cooperatives,) are well rooted in the communities and can act as a conduit through which to mobilise communities. A problem is that the connection between the formal and relatively well structured NGOs at national level, are not strongly bonded with informal, weak organisations at the grassroots level. It is likely that civil society has potential to influence national policy and cause change at grassroots level, if they can network from the top to the grassroots level

Figur 3 Institutional relationship between civil society and different levels



NB: The faint lines between local NGOs and CBOs and Focal points shows the not so strong bonding that is usually short term based on project support.

2.4.2 Advocacy strategies

As with most politically volatile post-conflict countries, civil action through advocacy has been limited in post-genocide Rwanda. Advocacy work is generally just evolving, and only taking and this has been attributed to less friendly operational environment –

Much of advocacy work in Rwanda had evolved during the late 1980s and early 1990s and revolving around actions against political harassment and denial of civic rights, but these were silenced during the mid to late 1990s on the account of preventing the genocide.

Because of historical influences, most CSOs who dare engage in advocacy work prefer non confrontational approaches – the main reason being the fear of reproach from Government. The main forms advocacy used is through petitions and memorandums to Government or concerned parties, and to a small extent, publishing them in the media. More conventional advocacy tactics – such as public debates, mass mobilisation and protests and demonstrations, boycotts, etc, are not used and are perceived as confrontational. For some NPA partners, there is consensus that non confrontational advocacy using evidence-based facts (from research) works, and the recent NGOs coalition in lobbying the law of the Bar, which has been put on halt, can be a good case in point. It is, however, not clear to what extent this has or can be used to influence Government policy and practice in sensitive issues such as civil, political and socioeconomic rights, where the Government may strongly hold contrary ideas.

However, notwithstanding the fact that space for civil society operations is still limited through legislation and other huddles, there are promising signs of vibrancy to step up advocacy, albeit slow. It should, therefore, be emphasised that limited advocacy work cannot entirely be blamed on lack of operational space. There was no clear guiding framework until around 2000, and without a rules of engagement and clear benchmarks, any attempts for civil society advocacy was likely to be misunderstood and sinister motives suspected. Secondly, and perhaps more importantly, most local CSOs were and remain institutionally too weak to conceive and design a strong agenda and follow it through with a strong voice, zeal and confidence to influence Government. Moreover, many CSOs lack strong constituencies which would move Government (at least politically), lack a culture of transparency and spirit of networking which would amplify their voice.

2.4.3 Documentation

Documentation, publication and dissemination are an important tool for advocacy and lobbying, and for Rwandan civil society which has opted for “non confrontational” approach, it has shown a more useful tool.

There were interesting experiences among NPA partners observed in the field that could constitute powerful messages about how things are or what changes are taking place as a result of the interventions. Partners has carried out interesting studies and assessments and documented experiences which thereupon has been important instruments in advocacy. But many experiences are not documented, and so they cannot be used. Only a few (e.g. Haguruka, Seruka,..) have published a news letter on quarterly basis. NPA itself does not have a resource centre, in which its partners can possibly learn or have their materials collected. The increasing interest in and focus on research could provide

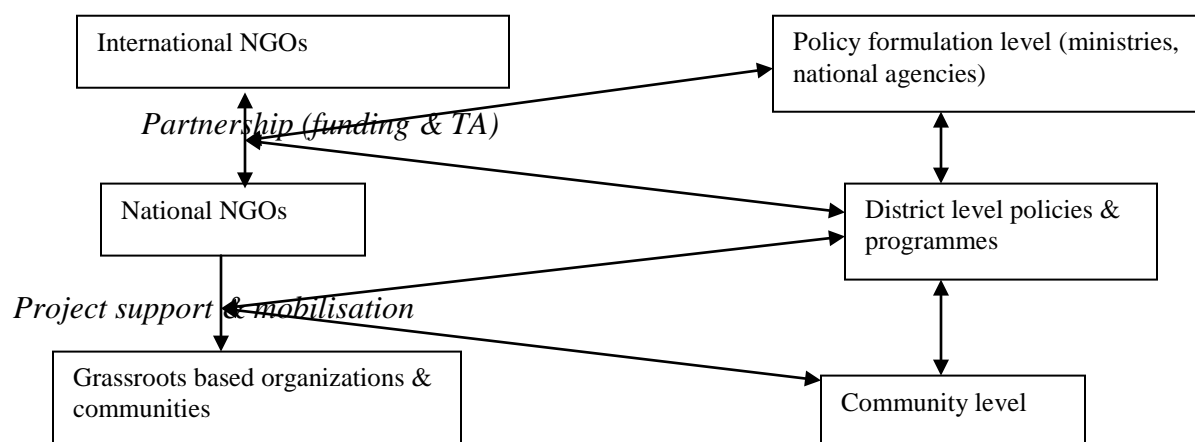
the motivation for NPA and partners to document research findings, as well as the results of their interventions.

2.4.4 Alliance building and diverse relations

With the doors for civil society action opening slowly on one angle, and tightening on the other (through increasing restrictions and conditionalities), the only viable option is through formation of alliances and building a string of mutually beneficial relations within and outside civil society. Compared to the situation a few years ago, numerous opportunities now exist:

(a) *Grassroots networks*: There is opportunity for NPA partners and other national NGOs to build alliances with grassroot based organisations (CBOs, associations,...) for effective civic action. However, this requires that they build long term relationships that go beyond the short term mobilisation and project support that seem to define the present relationships. The illustration below indicates how the different level of organisation corresponds with different level of alliance building.

Figure 4 Level of organisations correspondence with levels of alliance building



(b) *The Media*: One important area where CSOs can build useful alliances is with the media. Rwanda has seen important changes in the press in the last 5 years- numerous radio stations sprung up almost spontaneously in the last 2-3 years, as are countless newspapers, mostly in local Kinyarwanda language. Content notwithstanding, these provide avenues for advocacy and networking through informative articles, insertion of supplements and critiques of unfavourable policy among others. In the broadcast media, the airwaves have been liberalised and there are about 10 private radio stations in Rwanda. Response to these nevertheless, remains slow. Contact FM radio for instance has an interesting programme on Sunday afternoon titled “Cross-fire” but very few women and youth are involved in the debates – and even less so, when it comes to the

core programmes of NPA and partners i.e. issues of democratisation, youth of youth and other disadvantaged groups, domestic violence.

2.4.5 Political momentum for change

It is generally observed that as Rwanda gets on the path of democratisation, more space is being created for civil society to influence change. However, civil society, especially local NGOs appear unprepared to use the available space to act and to negotiate for more. There are indications that at least parts of civil society perceive obstacles to remain where the obstacles might already have been removed. The decentralisations process is described by several civil society actors as a window of opportunity for peoples influence on decision making down at grassroots level.

The Government seems to want to drive the civil society agenda – funding and how the funds are used, etc – work through joint action which should be framed by Government. This could provide part of the explanation for the increasingly tight control. The challenge for civil society is how to position itself to work through the increasing opportunities engulfed in stringent barriers, how to have a common position on issues of critical interest for civil society.

The Rwandan government has the last few years taken a range of interesting political initiatives described above, aiming to increase women's and young people's participation and influence, end violence against women, promote democratisation, increase level of education etc. The government has in some of these areas shown remarkable ability to implement and enforce changes, and there is an expressed political will to enhance social and political change. The initiatives has mainly been initiated from the political elite, but there are also examples that civil society initiatives are well received and accommodated by the authorities as long these initiatives are within the over al direction of the government. Women's rights and participation was mentioned by several stakeholders were there is potential in the Rwandan current political context to make substantial achievements.

2.5 Risk factors

Volatile reconciliation

Part of the challenge is the perception that the reconciliation process, which has by all accounts worked well considering the fragile situation that the GNU inherited, has taken political connotations. The challenge for genuine reconciliation is for the nation to get out of the genocide shell, create conducive environment for open and frank debates, and international CSOs like NPA have to work with their partners and create networks to lead such a process. A volatile reconciliation process led by the state where more powerful organisations like the church is still openly accused by political leaders of complacency or having actively participated in the genocide, presents serious risks.

Too strict control for development/ authoritarian traditions/limited freedom of expression/Lack of confidence and trust among people

The transition from humanitarian operations to more structured development framework has given the Government leeway to question what civil society is doing. But the hangover of the authoritarian tradition perpetuated from colonial and post-colonial governments; limited capacity to follow-up and engage civil society, and the mistrust of civil society's independence, are driving the Government agenda towards strict control of the development process, in particular, NGOs. Stringent regulatory actions appear to have moved from being motivated by security concerns during the humanitarian period when service delivery was almost entirely done by NGOs to controlling resources of NGOs.,

Environment for developing sustainable capacity

Human resource development is slow despite the increasing higher education. NPA partners were concerned that now the Government has started offering attractive pay packages and in decentralised structures, it targets NGO workers who have accumulated some experience. Because of shortage of competent personnel, these organisations also lack the technical capacity to design projects that can attract funding, hence they remain institutionally weak.

Another observation is that local NGOs, even though promisingly vibrant, tend to lack strong bonds with and ownership by grassroots. Many of them have a shaky membership base which limits the possibility of developing sustainable, democratic and accountable force that can act as a voice for the communities. This also implies that many cannot develop a strong constituency for bargaining with authorities.

Political situation in the region

Despite its small size, Rwanda has always been at the heart of a volatile political and political situation in the great lakes region that pre-date independence. At the climax of the politico-ethnic uprising during 1959/60, an estimated 100,000 Rwandan people are reported to have taken refuge in neighbouring D.R Congo (then Zaire), Burundi, Tanzania and Uganda. The Rwandan refugee question has since fuelled turbulent conflict in the region, which extends to Kenya, Sudan and Central Africa Republic in addition to Rwanda's its immediate neighbours Uganda, the DRC, Tanzania and Burundi.

Rwanda's security concerns that allegedly took it to the DRC in 1998 have not been resolved, as hundreds of Ex-far and *Interahamwe* militia that caused the genocide are still holed up in the DRC, and claims there are dissident nationals in other countries such as Uganda.

Tanzania which is apparently its most stable neighbour has recently expelled thousands of Rwanda's nationals and some of these are yet to be resettled, with some having instead moved into Uganda.

External actors with interest in the great lakes region appear to be using Rwanda and a good launching pad. While few people in Rwanda 5 years ago spoke English, meeting English speakers is quite frequent, and most technocrats and business people alike are increasingly improving their communication in English. This shift appears to have played to increasing interests of Rwanda's powerful Anglophone allies i.e. the United States of America (USA) and United Kingdom (UK) both of which have stepped up their bilateral support substantially in the last 3 years. The USA Government considers its interventions in Rwanda strategic for creating peace and stability in the turbulent great lakes region, and has now followed the EU in building a strong embassy structures and expanding its support portfolio.

It is important to note that Rwanda's reconstruction process has progressed well particularly in terms of security and macroeconomic framework, and has interesting lessons to teach its neighbours, particularly the DRC and Burundi, which are just emerging from conflict. And in this regard, many international NGOs are using Rwanda as base for their operations in Eastern DRC and Burundi and even Uganda, while some have scaled their Rwandan operations to cover the region.

It is also interesting to observe Rwanda also develops as a centre for economic investments in the region, particularly for actors extracting the rich resources on DRC and who find Rwanda providing a safe and stable environment.

Image management for NPA

NPA Rwanda generally has no specific strategy for image management. It does not do publicity of its work with partners. The NPA programme manager and staff are of the view that there should be a strategy to promote NPA's image so that its presence can be felt at political level just as it is visible at community level. This might be necessary given that, with RBA and partnership approach, strategy must target understanding politics and influencing power relations, and to get audience, the leadership ought to know. Apparently, NPA did not feel media and publicity of their work as an important strategy of creating impact with its support there is a lot that it has achieved. The need to have an image management strategy during the transition also seemed to have been downplayed. In addition, working through partnerships and implementing RBA involves active engagement of key actors in the political arena because the aim is to influence duty bearers on behalf of rights claimants. NPA seems to be in the lead in pioneering RBA and promoting partnership with local NGOs but this is not very visible at policy level because of limited publicity.

3.0 NPA's programme's transition to partnership co-operation and rights based approach.

3.1 Status NPA Rwanda programme per 2003

Before 2004, NPA directly implemented projects for beneficiaries, and the focus was on humanitarian assistance, particularly focusing on health and supporting livelihoods of the disadvantaged groups e.g. widows and orphans. The target groups were just "beneficiaries" and literary had no role in project design or implementation. By the end of 2003, when a new policy and strategy document defining the strategic direction for the next four years (2004-2007) was issued, NPA Rwanda still maintained an operational programme focused on service delivery but the orientation had started to change towards rights issues. The programme covered health, vocational training, support to justice institutions and refugee assistance and activities related to the 2003 elections. The Women Can Do It Programme for instance enabled women to participate actively in elections, which contributed to raise the participation of women in the national assembly from around 15% to 49%. NPA also supported observance of the 2003 Presidential and parliamentary elections.

In 2003 the Rwanda country plans were presented as shown below⁶: As can be seen the programme had only a limited focus on civil society, and were co-operating closely with government institutions in the major program areas health and justice. By 2004 NPA Rwanda had 73 employees and 1 central office and 5 sub-offices in Rwanda, and most staff were directly involved in service provision and beneficiary support.

⁶ NORAD country plans Rwanda 2003

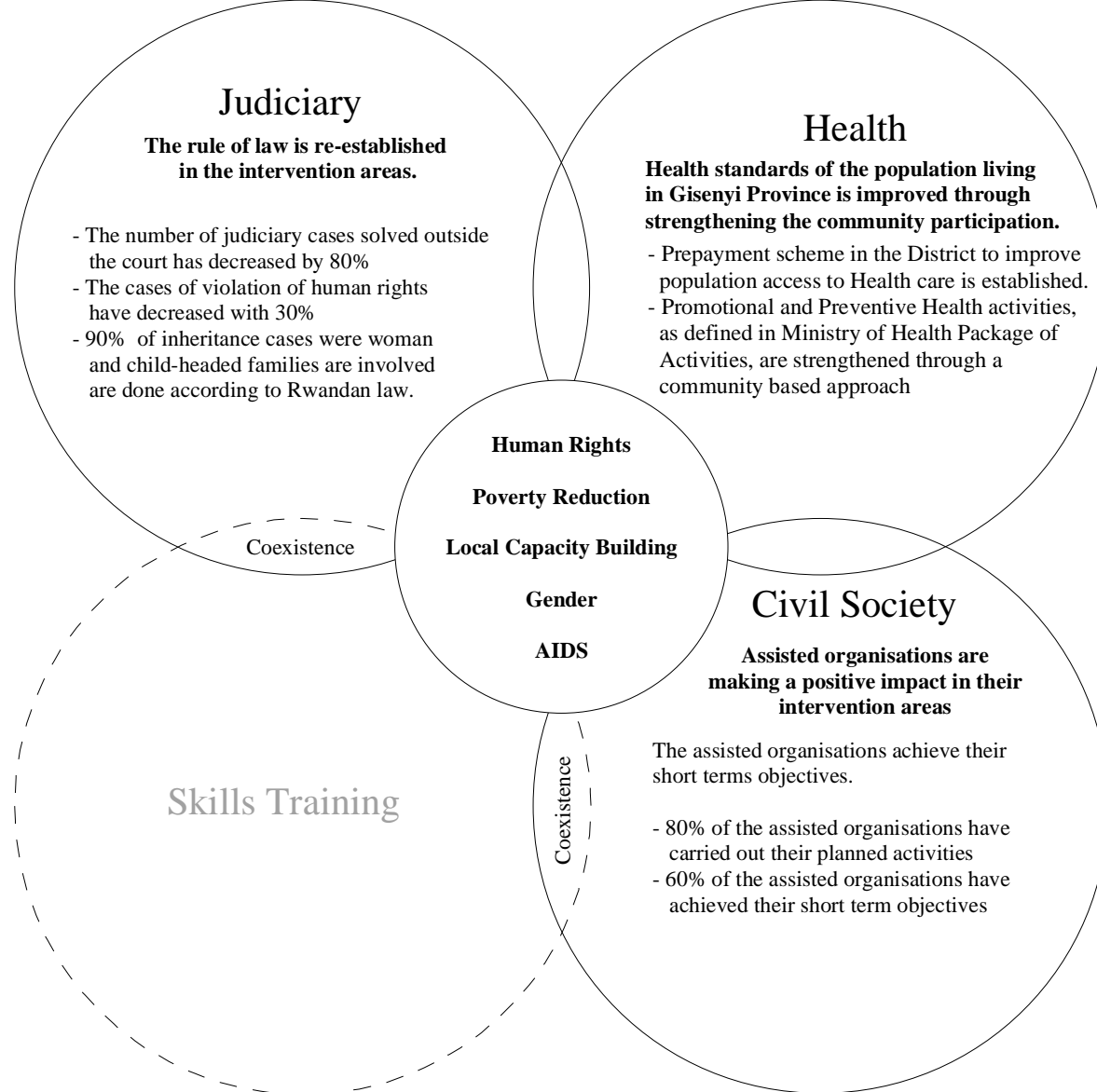


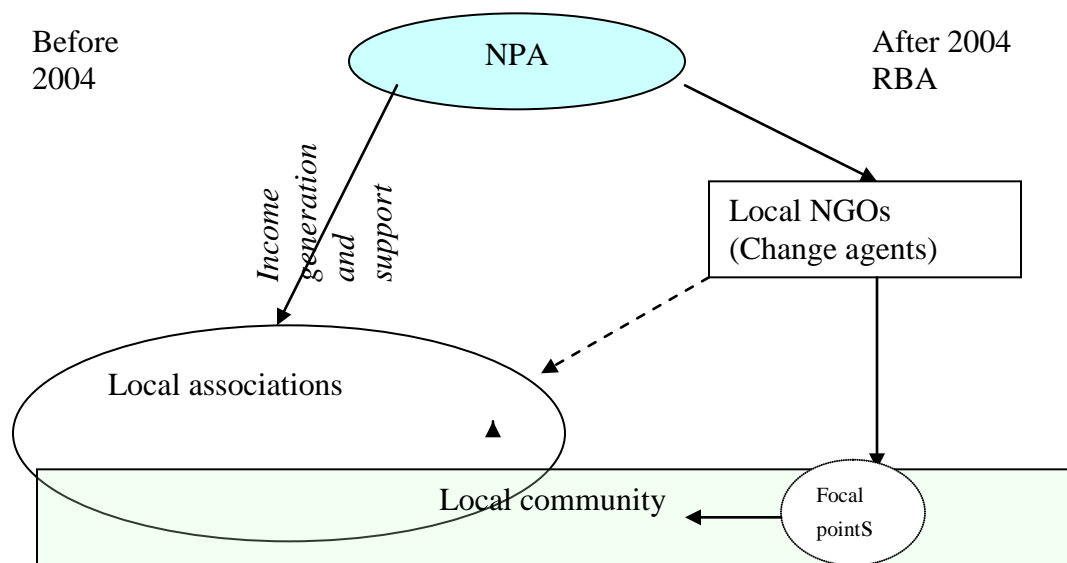
Figure 5 NPA programme per 2003

3.2 NPA Rwanda programme 2004 – 2007

3.2.1 Planning the transition – “how to apply NPA’s global strategic concept in current Rwanda?”

With the recruitment of the current resident representative in 2004 she also was clearly instructed to lead the transition towards Rights based approach and partnership co-operation in line with the new international strategy. The Resident representative had appropriate competence with background in empowerment and participation from other assignments and academic background and also the programme manager in charge of development program seems to have been skilled and competent to lead the transition. In spite of defining Rwanda as one of the countries where strategic change of direction was highly needed, no further training and support was provided from NPA Head office.

The Rwanda programme had in addition to government partners also contact to local organisations, as beneficiary associations. Assistance was not given to provide organisational capacity, but focused on meeting basic needs. NPA concluded in 2004 that it would not be realistic to continue working with these local associations as partners as they according to NPA had far too low capacity to become effective actors within a rights based approach. NPA concluded that there was a need to identify new local partners among local NGOs (see 2.4.1). Organisation and mobilisation potential), hereby these organisations would constitute the link to the local community and secure more effective and efficient program implementation.



Figur 6 Relation between NPA, NGOs and community organisation

The NPA program held a range of workshops to outline the transition towards rights based approach translated to Rwandan context. A consultant André Bourque was hired and drafted a document in 2004: “How to apply NPA’s global strategic concept in current Rwanda. Draft Report”. This document became a guiding document for NPA Rwanda programme through the change process and gave direction to NPA Rwanda’s programme development.

The document recommends a process as follows, and it seems also to have been more or less how the change took place⁷:

⁷ André Bourque, 2004: “How to apply NPA’s global strategic concept in current Rwanda? Draft report”,

Box : Suggested Next steps

In its process of formulating a rights based country strategy, NPA Rwanda have gone through a first step presented in the sections above. Moving forward on this formulation will need to perform the following tasks:

- Refine arguments supporting the thematic components choice.
- Refine the situation analysis regarding land / resources component (what is included in the new policy and law, what are the stakes involved, what is the government implementation plan, who are the potential partners ...).
- For each component, proceed to a preliminary identification of partners.
- Identify projects that should not be re-conducted in the next country program; among those, identify which must continue for tactical reasons and those can be closed; for each of the former, develop a heritage management plan, while develop a concrete short term phase out strategy for each of the later.
- Design the rights based monitoring system and a permanent information / analysis system.
- Design the image management system.
- Concretely identify institutional impacts / necessary changes related to implementing the next country strategy (including the different systems mentioned above), and design a strategy for implementing these changes (change management strategy).

It is understood that these next steps should be performed during first quarter of 2005, with close consultation / information of HO.

3.2.2 New objectives

With the transition of the country programme to RBA new objectives were formulated:

Long Term Objective: “Civil Society in Rwanda has an increased ability to act as a democratic correction and to contribute to the development of a society that secures political, economic and social rights for all”.

Immediate Development Objective: “Capacity of local organisations has been strengthened with increased participation to decision making processes and increased awareness in the population on their rights and obligations”

These objectives correspond with the objectives formulated in NPA’s international strategy.

3.2.3 Trial period and new thematic areas

NPA chose three main areas of intervention:

- a) The reduction of all types of violence perpetrated against women, choosing the sub theme domestic violence with the aim of ensuring harmonious life

within the families, and promoting the dignity of women. The intervention was result of consultation between NPA and interested local organisations. It is also important to note that domestic violence is high on the Government of Rwanda's agenda which has initiated many legal and policy actions to strengthen family cohesion and stability in the aftermath of the genocide and social disorientation.

- b) Youth participation aiming at raising the motivation and capacity of young people to actively participate in different activities of the national life.
- c) The third issue was promoting the right of access to land and natural resources among historically marginalised groups.

The year 2005 was considered a trial period for the new approach, focusing on 11 projects. An evaluation of the interventions on Youth participation and violence against women took place to lay basis for 2006 planning.⁸ In 2005 the two programme areas - Civil society and Democratisation and Justice and Democratisation was merged into one programme – the Civil Society and Justice Programme (CSJ). By that time, the Health programme and the refugee programme had been fully phased out, and in 2006 the direct support to Justice Institutions was also phased out, although a follow-up of the justice institutions' activities was maintained.

For the thematic areas the objectives was spelled out as follows:

Long term goal:

- All women are able to participate in the society without being subjected to violence
- Young people, both boys and girls, are considered resources in their societies and they are able to participate in decision-making processes.
- Rural oppressed people have secured rights and equitable access to land and other productive resources, and are practising economically and ecologically sound resource management.

Immediate development objectives:

- To activate disadvantaged people (specifically women, youth and the rural poor) and contribute towards the realisation of their rights
- To contribute towards the ongoing processes of democratisation and reconciliation in Rwanda
- To improve confidence in the rule of law
- To strengthen the role of civil society in the development process

3.2.4 Networking and coordination

NPA Rwanda strongly believes in networking and coordinated efforts as a means of building synergy to realise effective results. To encourage networking, it mobilised local partners to work on joint projects (e.g. the Peace Camp Project was organised by

⁸ Evaluation Mission for Norwegian People's Aid (NPA) programme in Rwanda in 2005. Support provided to local partners. Intervention areas: Violence against women and Youth participation. Final report. May 2006

14 local organisations) and offered incentives to encourage joint activities (partners who submitted joint projects were initially given a bonus of Frw 1,000,000 (approx USD 2,000). It also availed premises (at the NPA office in Kigali) for partners to come together and plan or share ideas.

NPA Rwanda also initiated and promoted joint funding with other donors – In the Peace Camp project, NPA provided the bulk of the funding, and mobilised GTZ, DED and the Hamburg Institute to support the Peace Camp project, on top of investing a lot of personnel time in guiding and following up the Peace Camp Process.

This networking and coordination spirit appears to have yielded interesting results – the Co-existence network for which an office premise and staff time have been dedicated at NPA, and the Legal Aid assistance which also brings together other local and international NGOs, are interesting examples.

The challenge, however, now remains how to get the local partners to network and institute appropriate coordination systems on their own without influence and incentives from international NGOs.

3.3 Organisational development and capacity building of NPA Rwanda 2004 – 2007

3.3.1 Restructuring and down sizing

The change in approach from direct service delivery before 2004 to partnership cooperation where objectives are realised through local partners, and adoption of rights based approach (RBA), has been associated with new challenges and learning opportunities; and necessitated re-organisation of the programming, organisational structure and personnel. But as the bulk of project design and implementation shifted to local partners, NPA Rwanda faced a serious challenge of downsizing to a smaller number of staff. During the last 3 years, all field offices were closed and the staff in the entire Rwanda programme reduced from 73 employees working in 5 well equipped offices in 2004 to currently 22 employees in NPA Rwanda office in Kigali. It had been anticipated that there would be less work to be handled by a small number of people but building partnership turned out to be very engaging, which put severe stress on the personnel's time, resources and management. Here below is a table indicating personnel and the bulk of partners' work they are involved in.

Figur 7 Programme staff allocation to partners' projects as of 2006⁹

Programme	No. of projects	No. of partners involved	No of Program staff responsible
VAW	7	12	2
Legal Aid	1	2	1
Youth participation	8	10	2
Access to land & NR	3	3	2
Women Can Do It	1	1	1

3.3.2 Staff development

With the new International strategy of NPA in 2003 and considering that none of the staff had the experiences there was a need to acquaint staff with rights based approach and how to work with partners. RBA required new technical skills and knowledge within the new thematic areas as well as ability to develop and maintain good partnership relations with local organisations. All staff was taken through a 4 weeks training conducted by a training institution ADTS (*Association pour le Développement et la Transformation Social*) focusing on Training for Transformation aiming to change attitudes and behaviour, develop ability and competence to conduct and facilitate training and learn techniques to base development on dialogue and frank discussion. According to NPA programme staff, the training helped them better deal with the local organisations and work in partnership. The staff was also participating in training on LFA, evaluation and monitoring and management.

Continuous follow up and retraining based on individual needs has been and is still needed to further develop the staff's capacity as coaching, specialised training in technical project planning and management skills, exchange visits and participation in relevant venues within and outside NPA. To address these capacity needs, NPA Rwanda has embarked on a staff development programme, albeit slow, and in April 2007, 3 Programme Officers (1 man and 2 women) selected from the thematic areas of Youth participation, VAW, and access to justice have undergone a short course in Arusha, Tanzania on project management, one in Uganda on RBA and another in Congo on Justice. There are, however, challenges to balance staff training with programme activities, sending staff to attend courses implies that a lot of program work is slowed down, so there has to be a careful balance.

⁹ Data source: NPA Rwanda Records

3.4 Developing partnership co-operation

3.4.1 Selection of partner organisations and developing criteria

In the planning process for partnership development, NPA identified potential partners through contacts and references of other international organisations. The potential organisations were identified based on their track record and reputation, areas of interventions, and invited for discussions on the possibility of partnership. The next step was to invite proposals and on that basis identified those with interest and basic minimum capacities. We have a clear impression that the most important criteria in identifying relevant partners are the organisation's contact with local community and their ability to influence change. NPA prepares an index containing the following elements: contact persons, date of creation and its constitution, areas of intervention, methodology of intervention, plans of activities, references on donors and other stakeholders, types of narrative and progress reports produced by the association. Box 1 below outlines the basic criteria in inviting proposals from partners.

Box..1: Basic conditions for considering proposals from partners

NPA has developed their tools for choosing partner organisations. According to NPA's guidelines for "Call for Proposals Ending Violence against Women" dated 27. February 2006, their main criteria for cooperation and financing the projects in 2006 were:

- *Achieving concrete results: Are activities resulting into a clear and direct change (reducing violence against women)?*
- *Identification and re-enforcement of change agents: Does the project transform beneficiaries and stakeholders into change agents (activists)?*
- *A balance between follow-up on previous activities and new initiatives: How does the project use past successes to realize future opportunities?*
- *Clear link with the roadmap on VAW: Where does the project fit within the 2006 roadmap on ending VaW which was decided upon in a workshop with partners February 24th 2006?*
- *Sustainability: How can the organisation(s) ensure continuation of the project results after NPA funding?*
- *Collaboration among organisations is strongly encouraged (a bonus for collaboration between 2 or more organisations was 5 000 000 RWF maximum per project): Why are the organisations collaborating and what is each other's value to the partnership?*

We noted that degree of representativeness and legitimacy does not seem to have been major criteria in partner selection, perhaps except for CAURWA which, although lacks capacity, is the only organisation representing the Batwa (indigenous communities). This is partly linked to the structure of Rwandan civil society as discussed in 2.3.4, but also the concern that local organisations without basic capacities would require much more professional time and financial resources from NPA which would be a great strain given the severely reduced staff levels and competences.

At the national and/or regional level there are registered organisations with a different structure. The registered organisations tend to be member organisations established to achieve specific objectives and with requirements to active participation from its members. Membership base varies from 20 to about 2000. NPA's current partners are among these organisations. The organisations have working relations with associations at grass root level through projects. A common way to maintain the relation to the local community is through identification of focal points in the relevant local communities, particularly where the partner organisation has no solid membership in the intervention area. Focal point and project beneficiaries can become members of the local organisations if they are interested and fulfil the conditions, but recruitment seems not to be an aim for the organisations. Contact with local community is also maintained through branch offices around the country, but very few of the partner organisations have branch offices (only AJPRODHO and HAGURUKA perhaps). These offices are described by NPA and partners as important to ensure outreach, but have limited resources. Thus even national organisations have limited capacity to establish operational offices at sub-national levels (provinces and districts).

NPA has earlier also had partnership co-operation with the NGO-platforms (Ref 2.3.4) like PRO-FEMME/TWESE HAMWE¹⁰, but has changed the partnership to one of its member organisations SERUKA, largely because of the difficulties of working with a network that does not directly implement programmes at community level. PRO-FEMME has been criticized by some of its members to be centralistic and have dominant tendencies (ref. WCDI report 2003). It was for this reason that NPA decided instead to cooperate with Seruka, one of PRO-FEMME' member organisations but keeps contact with PRO-FEMME at a policy level and through its member organisations.

Initially, the call for proposals was open, but now it is close,- only sent to existing partners. There is pre-proposal briefing meetings, and guidelines for proposal submission. Initially, an in-depth training of partners in logical framework approach was done by the NPA Programme Manager but it appears there is need for continuous training. After the proposals are submitted, a series of meetings are held to review the technical and budgetary aspects, after which, cooperation contracts and Memoranda of Understanding (MoUs) are made, detailing the disbursement conditions, accountability and reporting requirements. NPA requires the partners to submit as much information about the project as possible to enable clear understanding and follow-up. These include objectives and expected results, detailed description of beneficiaries/target groups, partners' inputs and level of engagement with local authorities and other stakeholders, monitoring and evaluation, among others. In the evaluation of the proposals which is done buy the programme staff together with partners (one-on-one), considerable time is spent on analysing the potential risks to realising success, budgets and relevance to NPA and partners' objectives, and

¹⁰ PROFEMME TWESE HAMWE is an umbrella organisation currently comprised of 45 women organisations in Rwanda.

sustainability. The current NPA partners and areas of Cooperation with NPA is listed below.

Figur 8 Current NPA partners and areas of co-operation with NPA

	Name & Acronym	Membership and Geographical scope of interventions	Area of co-operation with NPA and when the cooperation started
1	Association Catholique pour la Promotion de la Famille (ACPF)		Domestic violence
2	Association Rwandaise pour la Defence de Droits de la Personne et des Libertes Publiques (ADL)		Land rights
3	Association pour le Development et la Transformation Social (ADTS)	Membership is based on commitment to social transformation through conflict resolution and first undergoes training. It works throughout the country	Training and capacity building, (Training for Transformation) Youth/Income generation
4	Association of Girl's Guides in Rwanda (AGR)	1980 active members throughout the country but has no branch offices. Empowerment of young women through skills & mobilisation to participate in IGAs & other activities	Violence against women, youth rights to participate in development.
5	Association des Jeunes pour Promotion des Droit de l'Homme/Youth Association for Development and Promotion of Human Rights (AJPRODHO)	261 members, 31% women	Youth/ mobilisation and improving socio economic conditions , Legal aid (youth and VAW) 2004
6	Association pour la Promotion de la Femme et de l'Enfant Rwandais (APROFER)		Domestic violence 2005
7	African Rights (AR)		Land rights and Gender
8	Association des Veuves du Genocide (AVEGA AGAHOZO)		Domestic violence
9	The Community of Rwandese Indigenous People (CAURWA)		Land rights/Indigenous People's rights
10	Diocesan Peace and Justice Commission (CDJP)		Domestic violence
11	Friends Peace House (FPH)	It has 27Active members most of them youth.	Youth/Income Generation and participation
12	National Organisaton for Protection and Promotion of Women's and children's rights (HAGURUKA)	103 members (75 women and 28 men); advocacy and defence of the rights of women & children	Legal aid, including VAW in cooperation with AJPRODHO
13	Association pour la Promotion de l'Union par la Justice Social (KANYARWANDA)		Violence against Women, survey in Gatsibo district, Eastern province
14	Never Again Members:Clubs in secondary schools	Member of Never Again international network of	Youth/mobilisation and improving socio

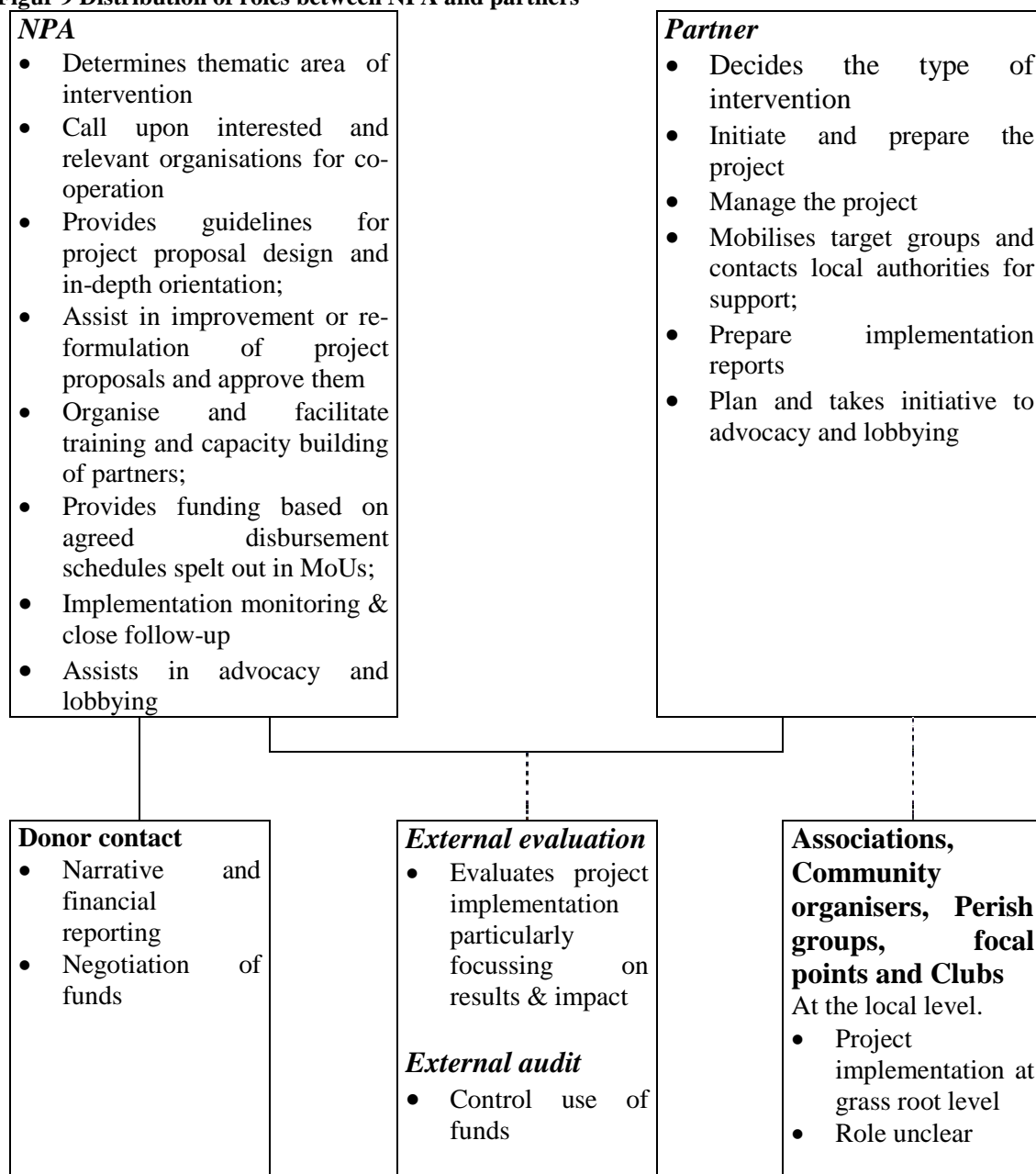
	NA	youth.	economic conditions
15	Parliament des Jeunes Rwandais (PAJER)		Youth/Income Generation
16	Resau des Femmes	Network of local women's organisations	Domestic violence
17	Rwanda Cinema Center (RRC)		
18	Students Club for Unity and Reconciliation (SCUR-FORUM)	. 50 secondary schools with individual members	Youth and reconciliation
19	Association pour la romotion de la Contribution Active de la Femme Rwandaise au la Development (SERUKA)		Women Can Do It program (WCDI)
20	Association Dukunde, Tubibe Amahoro (Sow Seeds of Hope)	24 founding members and 30 member focal points at the district level Tubibe Amahoro	Youth/income generation Domestic violence in cooperation with Aprofer, in Kangori/Kibuye and Ngororero districts, Western province 2001 (VAW 2005)
21	Youth Employment Summit - Rwanda Yes Rwanda	Member of YES Global formed in 1992 in Boston, USA with the aim of promoting decent employment for young people.	Youth participation/income generation

The challenge is to balance the selection criteria and ensure that ultimately, the most suitable partners for NPA are those with basic capacities that will not stretch NPA's personnel and financial resources; have the interest and solid commitment to long term partnership and genuinely share values with NPA; and represent or atleast have legitimacy among the target groups where change is desired.

3.4.3 The role of NPA and the role of the partners

The following framework broadly maps out the distribution of roles and responsibilities between NPA and its partners in Rwanda¹¹:

Figur 9 Distribution of roles between NPA and partners



Working with relatively weak organisations requires NPA programme staff to have sufficient competences, analytical and communication skills to be able to provide appropriate and appreciable accompaniment to partners. NPA itself faces the same challenges as the partners. There is, therefore, need for systematic staff development to ensure that the programme personnel have sufficient professional competences to understand the dynamics of partner co-operation to be able to follow up and motivate the partners in the accompaniment process. This will change the attitudes of the partners who now view the long process of helping them to elaborate acceptable project proposals as bureaucratic and time wasting.

Monitoring and follow up is NPA major role through out the project period and systematic project follow up takes place based on pre-established performance indicators. The NPA monitoring reports are shared with the partner and, together with the progress reports from partners, constitutes basis for the dialogue and discussion on improving project implementation as well as the entire partnership cooperation between NPA and the partner.

Based on the selected thematic project areas NPA Rwanda has been *supporting partners' research and advocacy initiatives* and also built direct alliances with partners. An important example is Legal Aid Forum, where 40 organisations with projects and activities related to legal aid come together. The Forum has adopted a charter where common objectives are laid down. The forum focuses on enforcement of law, legal aid and advocacy to change unfair laws. The Danish Center for Human Rights, which has a presence in the country, plays an important role in strengthening the Forum, and together with NPA and local organisations, they constitute active members of the Steering Committee. The role of international NGOs is described to be technical support and provision of expertise, facilitating international relations, accompaniment and documentation. The strategy is to support national organisations to take the front line in the advocacy process. The Forum serves also to co-ordinate among actors in the area of legal aid and to build synergies by coordinating efforts around similar objectives. Advocacy strategies would be agreed and roles distributed in each individual case, some issues would require joint action of local and international NGOs, while other issues would be better handled by solely local organisation in the drivers' seat. This approach, it appears, is working well, and the legal aid initiatives have received positive response from the Ministry of Justice and other justice institutions.

3.4.4 Relations between NPA and partner organisations

It was pointed out by both NPA staff and partner organisations we met that in many respects NPA's partnership approach is conceived as genuine. None of the limited number of International NGOs (Concern World Wide, Action Aid, Christian Aid, NCA,) seemed to enter into partnership with local organisations with a similar approach as NPA. It was relieving that the perception among NPA staff generally was very much in line with NPA's partnership policy: That partnership is based on mutual co-operation sharing resources to achieve shared objectives, not that local organisations are contractors to carry out NPA's projects. The local organisations we met expressed satisfaction with the approach of NPA, and particularly mentioned the co-operation within the thematic areas of youth, violence against women, and access to justice by the historically marginalised, in which not many organisations are intervening.

A problem pointed out by all partners was the need for longer term commitment from NPA and adequate funding. So far NPA Rwanda has seen itself in a trial period, starting from 2004 and extended until end of 2007. During this trial period partnership and project co-operation with different partners is tested.

“The transition from an operational approach to a programmatic approach based on working through local partners requires a careful process of partner identification, mentoring and capacity development. During the period under review it became evident that many partners’ capacities were quite low and new partners had to be identified and tried. We have concluded that the current pilot phase will be extended into 2007 with more trials, selection and mentoring. An organization capacity assessment of partners is planned for mid 2007, aimed at enabling the selection of a limited number of promising partners and determining ways to accompany these during the next frame agreement period.”¹²

The reason for extending the trial period up to 3 years seems to have been related to the need for more time to identify and develop strong bonding with partners, the low capacity of local organisations, and the need to focus on new thematic areas. The number of partners increased significantly from 2005 to 2006, some partners were phased-out based on poor performance, demonstrated lack of commitment and focus, and other difficulties, while new partners were included. A similar process is expected to take place in 2007. The objective, according to the Programme Manager, is to systematically sieve the potential partners, through trials, and finally zero on a limited number of highly effective organisations in a limited geographic focus, with whom to have long term partnerships. It is envisaged that this situation will allow NPA to gradually scale down on the time and resources spent on accompanying the partners, to take them to the next level.

There is, however, an obvious need for NPA to identify and start working with some of the partners through more long term project co-operation and also identify some strategic partners. The trial approach has had a planning cycle where project co-operation has been negotiated from the beginning of each year. As there is low technical capacity in the organisations, this process tend to be time consuming, and it takes months before projects can be approved and agreements signed. As a result some projects have had to go through rushed implementation in order to meet the inflexible funding cycle deadlines (by the end of December). It is thus understandable that the lack of long term commitment of NPA creates some frustrations among the partners, and also delays the development of strategic partnerships, largely because the short term perspective provides little predictability for development. It should be a clear objective for NPA to conclude the trial period by the end of 2007, and, for the next 4 year period, to identify and decide on organisations for long-term partnership which will allow for more strategic development.

There have also been evident difficulties in the partnership realisation with certain partners. The Evaluation of the Great Lakes Youth Peace Camp Project where 14 local organisations partnered in the project, describes a situation where the coordination committee for the Peace Camp mismanaged the project activities and lacked financial prudence. On their part, the international partners, led by NPA had to withhold financial disbursements as the conditions agreed for disbursement were grossly abused. *“It is apparent that the Peace Camp project has left both donors (especially NPA which bore*

¹² NORAD, NPA plans 2007, annex 1

*the blunt of all the pressures) and the partner youth organizations grossly fatigued”*¹³
But it is also obvious that the project had been an important learning exercise for NPA.

3.4.5 The capacity of the partners and need for organisation development.

Most partners see developing the capacity of their staff and members as their most critical challenge. The high demand for educated and skilled personnel in Government and international NGOs coupled with low rate at which education institutions are supplying qualified graduates, impose more constraints. Even where they are able to attract educated personnel, local NGOs tend to loose their personnel as soon as they develop some experience. So capacity building for local partners need to be continuous but most importantly, coherent and holistic – to address not just personnel but also the institutional capacity that will enable them retain, facilitate and motivate personnel, that are able to deliver effective results.

Four of the partners are described by the NPA staff to have quite good capacity. One of them, ADTS, is described to be a resource organisation, and is being developed purposely to provide future in-country training and capacity building services. It has been attached to experienced international trainers, and is developing experienced, trainers, technical capacity to design and execute training activities, as well internal organisational and management capacities for self sustainability. ADTS practiced a training approach, *Training for Transformation*, based on Paolo Freire’s pedagogic and which aims to provoke participants to think in new ways. ADTS also use a methodological process called “Coding and decoding” used in the preparation and execution of projects. This process helps participants raise problems in the form of simulation images and find solutions themselves. It focuses the project on the beneficiaries and seem to attain good results, which has also been attested to by some beneficiaries including NPA staff. ADTS has been helped by NPA and others, to build strong relations with international resource and training institutions, through attachments and joint training activities. The capacity of ADTS was so good that it was retained to facilitate and carry out capacity building of other NPA partners. According to NPA programme staff ADTS has potential to develop into an competent organisation with capability to train even government officials especially at local level.¹⁴ This, however, is not to say, that ADTS has reached the desired capacity levels- far from it.

It is important to note that organisational capacity of NPA partners is also being developed by encouraging project cooperation and networking among partners. Such co-operation has been enhanced by NPA through incentives, initially giving financial bonus or complementary resources to organisations which were willing to co-operate by implementing joint projects. NPA does not influence the cooperation – but rather the partners have to identify with whom to cooperate.

¹³ Evaluation of the Great Lakes Regional Youth Peace Camp Project, Center for Resource analysis Limited.

¹⁴ Patrick. Programme manager, civil Society and Justice Programme, NPA

3.4.6 Accompaniment, monitoring and evaluation

NPA Rwanda seems to have a strong focus on professional project planning and implementation and the follow up and support from NPA is very much related to this. NPA staff stressed the importance of and need for building self confidence and technical competences, not only among themselves but also in the partner organisations, to do their work better. The follow-up from NPA Rwanda gives the impression to be systematic and methodological. Monitoring is structured with pre-prepared tools (tabular/ matrix formats) giving clear direction relating observations to performance indicators. The observations are shared with the partners and used as basis to improve the organisation and the project.

External project evaluations and financial audits take place regularly, as reflected in the schedules agreed with partners, to conclude on achievements and give comments and recommendations to further project development. The number of external project evaluations carried out under NPA Rwanda seems to us to be far higher than in any other NPA programme we have visited.

NPA Rwanda is also encouraging proper assessments, studies and research, based on scientific techniques, as basis for project development. Several studies have been carried out with NPA support and to a great extent these studies inform the design of interventions or adjustments to partners' projects. The case in point are the opportunities mapping exercise under the youth rights to participate; and the study on access to land and natural resources coordinated by African Rights, both conducted in the latter part of 2006.

NPA has also facilitated exchange, networking and exposure visits to other African countries. Relations have been established also to INTRAC¹⁵, an important resource organisation established in the region. The civil society in Uganda, Kenya and Tanzania is far more developed and experienced than in Rwanda. Certain initiatives like the para-legals has been conducted in these countries for decades with good results, the women's movement in Kenya and Uganda has enormous mobilisation potential etc, and it was felt that these could provide good lesson for Rwandans to draw from. In this regard, an important asset has been to use trainers from the region - CRY (Conflict Resolution by Youth) Uganda trainers were instrumental in training and assisting the youth associations to organise the Great Lakes Youth peace Camp during 2005; and in the

¹⁵ INTRAC is a non-profit organisation working in the international development and relief sector. They support non-governmental organisations (NGOs) and civil society organisations (CSOs) around the world by helping to explore policy issues, and by strengthening management and organisational effectiveness.

Violence against Women (VAW) project (See 4.1.1), a Kenyan trainer, Millie Odhiambo has led a participatory process of developing a manual on Violence Against Women to be used in the partners' projects in Rwanda. From the manual review workshop we attended, the impressive inputs of the partners and stakeholders to improve the VAW manual suggests that they have the interest and deep understanding of VAW issues at the grassroots level.

3.5 Conclusions on partnership and rights based approach

Good start, pioneering

Our findings indicate that the readjusting of the programme in response to the partnership development and towards RBA has to a large extent been successful, although it may be too early to realistically assess the outcomes on ground especially since the trials are still going-on. The programme has clearly evolved into a partnership programme and partners are selected mainly based on established criteria indicating that they are able to play a role in causing change in society, including ability of partners to shape or at least influence political, social and economic developments in Rwanda in favour of the target groups. Developing partnership co-operation and RBA in line with NPA's policy is generally observed to be pioneering in the Rwandan context, and a number of international organisations such as Action Aid, Care International, etc, are also in the process of re-aligning their programmes to adopt RBA.

The distribution of roles and responsibilities and the relation to the partners in the co-operation seems also to be in line with NPA's policy, but face challenges related the low capacity in the organisations and also related to the organisational culture in Rwanda where community based organisations mainly function at grassroots level, and often not strongly linked with national level organisations.

Need to strengthen organisational focus

In general, it is observed that the focus of NPA Rwanda has been more towards good project development than systematic organisational strengthening of the partners. Most of the intensive accompaniment of partners is done during elaboration of project proposals to get quality proposals which may ignore the need to systematically and progressively develop strong capacity in partner organisations to conceive and design good projects. NPA Rwanda seems to have been looking for organisations which have potential to serve as change agents in the Rwandan context, but the main focus seems not to have been to strengthen the organisations as such, rather to support their work and co-operate with them in advocacy and lobbying.

Development of strategic partnerships (from short term trial partnerships to long term relationship)

Further strengthening the partnership approach will require developing longer term co-operation with selected partners and identification of strategic partners is a critical task in this respect. For the next strategy period (2008-2012), the immediate objective should be that NPA Rwanda is ready, by end of 2007, to work in a longer term perspective with selected partners. What this implies is that, as NPA decides its project involvement for 2007, it should prioritise identifying and orienting organisations for

long-term partnerships. This is, admittedly challenging considering that it is also struggling to ensure inclusiveness of groups such as young women and girls.

Linking community, partners and national agenda

The degree of representativeness and legitimacy of local organisations does not seem to have been a major focus for NPA Rwanda. An arrangement where local organisations with relatively small member base and limited community presence or out reach cooperates with or supports, on project basis, grassroots based CBOs, informally established focal points or associations with very low administrative and organisational capacity, seems to be typical in Rwanda. This means that the likelihood of sustainability when local partners short term presence expires, is questionable, and the skewed relationship between partners and grassroots based actors may not enhance mutual accountability. NPA should look further into organisational strengthening and development of organisations with potential to play an important role in society and open a dialogue with the partners on representativeness and legitimacy.

The social organisational structures in Rwanda seem to provide a unique potential for mobilisation, involvement and influence, if only they can be formalised and strengthened. There seems to be a marked potential for improvement and strengthening of the link and relations between Rwanda's local communities and the formalised civil society mainly based in Kigali. The CBOs also need allies among urban elites to enable their concerns and interests to be communicated to central level actors – Government, donors and international NGOs alike. NPA Rwanda can assist to create or build these links by motivating its partners to transform grassroots based networks into long term allies, and building them into the partnership arrangements, but first it has to help partners build democratic and accountability culture internally.

Alliance towards common objectives

Both NPA Rwanda and the local organisations stressed the importance of co-operation and alliance building, and NPA is actively encouraging co-operation through its programme in various ways:

Partner-partner cooperation:- by promoting project co-operation where two or more partners are encouraged to submit and work on joint projects, and supporting joint advocacy such as through Legal Aid forum.

The Co-existence network: This is a forum for informal discussion and information exchange bringing together various members of the Rwandan society (mostly civil society). This network has been applauded as a breakthrough for genuine dialogue about the difficult and sometimes contentious issues of reconciliation. The aim is to create a culture of constructive dialogue between the different components of society with the purpose to contribute towards reconstruction and consolidation of a peaceful culture of tolerance, dialogue and listening.

Evidence based information (from reliable research results) and documentation are important advocacy strategies. Coupled with ability to network and lobby well-placed officials in Government, this was believed to be a fruitful strategy.

Also politically alliances are important. By ensuring that key actors from all sides of the perceived divide are included, it is possible to build have a balanced dialogue around unity and reconciliation and build confidence among authorities and civil society, while at the same time building strong alliances.

4. Relevance of the program

4.1 Thematic relevance to the situation in Rwanda – windows of opportunity

4.1.1 Violence against women

Like in many post-conflict situations, violence against women in Rwanda is a big problem to deal with during reconstruction period. Women were specifically targeted of sexual violence in the civil war and the genocide the traditional socio-cultural beliefs and practices of discrimination and accept of violence against women makes it highly relevant to focus on this in Rwanda. The fact that Rwandan authorities are giving VAW priority and have taken some political, legal and practical initiatives opens opportunities and space for actors in civil society to contribute to make a difference.

Violence against women in Rwanda takes various forms, but domestic violence seems to be the most prevalent, although there are very little documentation. Limited studies by USAID and IRC indicate that up to 54% of the women have been victims of domestic violence, and Human Rights Watch quotes the Rwanda Government reports that an estimated one-fifth of Rwandan women are victims of domestic violence at the hands of their male partners¹⁶.

The NPA VAW programme focus on domestic violence and the main target group are couples in local communities who have problems with domestic violence. The objective is to eliminate domestic violence by promoting dialogue, mutual respect, reconciliation and advocating the rule of law. The main elements of the methodology is:

- Participatory diagnosis of the causes, manifestation and effects of domestic violence;
- Training of facilitators/trainers from the partner organisations of NPA, who then identify and train grassroots based change agents as “focal points”;
- The focal points have workshops for couples (target group) to stop the violence;
- Recruit as focal points and volunteers some of these couples where the violent partner stops being violent, to approach other families in their communities with similar problems, share their experiences and counsel the new couples to end the violence;

¹⁶ UNIFEM, Gender Profile of the Conflict in Rwanda (2007), www.WomenWarPeace.org

- In order for the change to be sustained the couples in the same local communities are urged to keep in touch and support each other and they are encouraged to establish associations for mutual support;
- The facilitators/trainers meet regularly with the focal points and volunteer couples to support their development and follow up their work;

In addition there are:

- Community dialogue on different forms of violence against women and how to eradicate it;
- several medias as posters, plays, leaflets are used.

Selection of villages and the targeted couples is done with the guidance of local leaders at *Umudugudu* and cell who know about the households affected by domestic violence. Mobilisation was in some cases done through the Catholic Church programmes where most households belonged to the family units at parish, sub-parish and village levels.

The NPA VAW program of 2005 was evaluated by an external team and the findings and recommendations are presented in the evaluation report dated May 2006¹⁷. The evaluation report indicates that some 3,833 people were trained (15 people over and above the 3,818 that had been planned), and an additional 27,822 people were sensitised by 1,160 trainers/animators (focal points). In addition, 40 associations were established at local level as volunteer community animators, dialogue groups and forums. The VAW evaluation report concluded that the positive changes made were remarkable, in such a short a time. It concludes that the NPA program had made substantial contribution to reduced incidences of domestic violence and many stakeholders had called for a scale-up to replicate the successes elsewhere.

As the 2005 pilot projects had been largely successful, NPA chose to continue the cooperation in 2006 with most of the previous year's partners and consolidate the effort to end domestic violence further with the same methodology. For 2006, NPA worked on VAW with ADTS on training and capacity building while ACPF, APROFER, HAGURUKA, Réseau des Femmes, SERUKA asbl, Tubibe Amahoro and AGR did actual implementation on the ground. The VAW program in Rwanda covers 12 districts (out of 30) in the Western, Northern and Eastern provinces.

This review team met with several stakeholders of this program during field visits. The most impressing was a group of couples and their trainers/focal points in Karongi district, where Tubibe Amahoro and Aprofer cooperated in 2006/2007 on a project to prevent violence against women. The group we met consisted of 25 – 30 men and women who included trainers, focal points, trained couples of different religions, their neighbours and family counsellor in the Catholic Church. They were enthusiastic and confident to testify about the significant changes in their lives. The testimonies were much similar to the ones referred to by the external team in 2005 and the changes seem to be astonishingly great. The changes reported on were all beyond security and stopping the violence: The men had taken on more responsibilities within the families

¹⁷ Evaluation Mission for Norwegian People's Aid Programme in Rwanda in 2005. Support provided to Local Partners, Final Report, May 2006

for children, house chores and not at least financially responsibilities. Many reported on involving their wives more in decision making.

In order to strengthen the competence building in the NPA VAW program, a training manual on domestic violence has been drafted, pre-tested, and is undergoing final review. The Kenyan consultant, Millie G.A. Odhiambo, who drafted the manual is working with ADTS (in a skills transfer approach) to develop competences in using the manual as a training and operational guide in the field. NPA partners involved in VAW and other stakeholders including the local authorities and the National Police have provided inputs, especially during 3 training workshops, to make the manual really suitable in the Rwandan context. This review team attended parts of the last workshop. The manual will be finalized, in June this year (2007).

As part of the scale up of the VAW program to cover other areas, Kanyarwanda, another NPA partner which is implementing a VAW project in Eastern province, is planning to commence with a detailed survey in Gatsibo district (dominated by changing pastoral communities most of whom were refugee returnees from Tanzania and Uganda).

In the national police this team met with Chief Superintendent Costa Habyara, the Director of CID, and Superintendent Morris Muligo, who doubles as Head of Crime Investigation & Scientific Police and Desk officer for GBV in the Police Force. They have, in their view, succeeded in sensitising people to report cases. Rape and other VAW cases are increasingly being reported, which is a major breakthrough to the silence that has been perpetuated by Kinyarwanda culture. The main forms of violence, they reported, are sexual abuse (including defilement), forced marriages, wife battering, emotional abuse, harassment and intimidation. especially against genocide survivors and witness. The Police are concerned about the need for coherence and coordinated interventions if tangible results are to be realised. There was a gap in supporting the victims with psycho-social support, medical tests and treatment, counselling and personal security, which is outside the mandate of the police. The vision of the Police in this regard (if the views of these Officers represent institutional views) is to build a strong team in local communities to take care of the victims' needs for shelter and their medical, psycho-social and legal needs, and suggested that a network should be established to build synergy. In this context, there is opportunity for NPA to cooperate in building a network at national level to address issues of advocacy, training and capacity building, in addition to support services.

4.1.2 Youth's right to participate

Rwandan youth are among the most disadvantaged – most of them have very low education levels – the majority only able to complete primary school, unemployment is high, and, with shortage of land for farming in the rural areas where the main occupation is agriculture, most youth are redundant. Interestingly, the Government is also aware that if the plight of youth is not addressed, they pose a serious insecurity threat – a fertile ground for disgruntled groups to recruit insurgents. Recent studies

have also shown that poor people, especially youth are easy to manipulate, and in Rwanda, the 1994 genocide in which thousands of young men and boys joined or worked alongside the *Interahamwe* militia is a living example.

It is observed that very few interventions specifically target youth. It appears, NPA is the only international organisation that has developed a programme to advocate for youth rights and to empower them to claim their rights through active participation in political, socioeconomic and cultural developments. Under the new partnership approach, NPA first supported the youth, during 2005, in conflict resolution – assisting them in organising debates and exchange of ideas, sensitisation and sponsoring study visits to other countries to learn about conflict resolution. This was also a trial approach to identify which youth organisations had the potential to take on as partners. During 2006/07, a more comprehensive youth support programme has been developed covering youth rights to participate in political, economic, social, cultural and other development dimensions. This present programme fully incorporates the rights based approach and takes the partnership to a higher level – where more of the work, including project conception, design and implementation .

The youth rights to participate programme is also relevant to the national development. Empowerment of youth to demand their rights, follow-up public policy programmes, and to lobby to change unfavourable policies and laws, fits in with the new government policy. The 2006 youth projects were implemented rather late – training modules on Youth Rights to participate and on Income Generating Activities, were elaborated and representatives from partner organisations (who were selected as Trainers of Facilitators) were trained in content and methodology for delivering the modules. On this basis, and using the final draft of the module, they conducted training activities in the project implementation areas i.e. Rubavu and Karongi districts in Western province, and Gatsibo district in Eastern province. The review team met the youth group who had been trained by AJPRODHO and Never Again in Karongi district. They had formed themselves into an association to put into practice what they had learnt. During April 2007, a refresher training workshop is planned to review the modules, reflect on the challenges of using the modules and identify additional support needed to effectively impact on the target groups at the grassroots level. Key activities undertaken in the youth thematic area include:

- *Awareness raising campaigns against domestic violence against children:* these have targeted parents and other people who abuse children;
- *Prevention and management of conflict.* A series of workshops and sensitisation activities covering conflict transformation, dialogue and peaceful resolution of conflicts, unity and reconciliation, etc, have been organised by NPA partners and have benefited thousands of youth throughout Rwanda;
- *Empowering the youth with the skills to participate* in income generating activities;
- *Mapping of socioeconomic activities* in the 3 target districts to provide the youth with the information on what and where opportunities exist, and strategies to seize them.

4.1.3 Land rights

The issue of rights to land is very critical in Rwanda where land is a scarce resource and the population increase is very high. For NPA to deal with this issue is therefore highly relevant, but is very sensitive and complex. The land issue carries a high potential of conflict and accounts for most of the domestic and community conflicts. In Eastern province, for instance, land conflicts and domestic violence constitute more than 70% of cases brought before Community Mediators (*Abunzi*).

The land and resource rights of the Batwa community were violated at their eviction from the natural forests during the late 1990s and early 1990s, resulting in loss of livelihoods. To date, according to CAURWA officials, about 40% of the Batwa community members now sustain their lives through begging, 30 % depend on occasional manual labour and 30% have some level of education and live off some formal employment. It is this latter category that can be described as living a relatively decent life.

The Batwas are not recognised as a special interest group in Rwanda. As such, they have no collective rights to the land they used to live on. Moreover, their negotiating power in Rwanda is very low, considering that they are very few, poor, scattered in various areas and largely uneducated. The state is allowed by the new organic law (in article 3)¹⁸ to expropriate land on grounds of public interest (like the conservation of forests and wildlife in the case of Batwa evicted from the Nyungwe forest), there is provision for fair compensation. In this respect, the Batwa can fight for their occupation of forests from ancient days to be recognized, and then demand compensation (essentially resettlement) from legal stand point

The Succession law (which protects women and children in the inheritance of family property in case of he husband's death) and the 2004 Organic Land Law are particularly viewed as a step in the right direction. However it's not clear how this was likely to impact on women and other historically marginalised groups' rights of access to resources. Triggered by frequent reports of conflicts over land and natural resources, and the need to understand and popularise the potential advantages of the new legislation, and to generate tools for advocacy, NPA Rwanda has supported partners (CAURWA, ADL and Africa Rights) to undertake comprehensive research on the status of access to resources, particularly focusing on the impact on women. These studies, at different stages of execution, are conducted in the districts of Musanze (a densely populated district in northern Rwanda) and Gatsibo (in Eastern province).

The three studies are complementary both in thematic and geographic coverage. African Rights focuses on women's access to land, CAURWA on the rights to land and natural resources among the Batwa (pigmies who were evicted from the natural forests), while ADL focuses on land rights in general. It is anticipated that results from these studies, will inform dialogue between stakeholders, around the concerns of access to

¹⁸ Republic of Rwanda, 2005. 'Organic Law No. 08/2005 of 14/7/2005 Determining the Use and Management of Land in Rwanda', Kigali, July 2005.

resources by targeted marginalised groups. In particular, these studies will form strong advocacy tools which will be used to form the basis for debate among stakeholders, and to support developing an effective advocacy strategy, backed by evidence from research.

4.1.4 Legal aid and right to access to justice

There is a huge gap between the formal rights people in Rwanda now have according to their laws and most people's access to justice, thus a program to fill this gap combined with advocacy to improve access to justice is highly relevant. The worst off are the poorest in rural area and women are often in this group, as well as children in child and women headed households. According to the Legal Aid Baseline Survey 2007 ¹⁹there seem to be a common understanding that legal aid services were not accessible for a number of reasons: in rural district there are no providers: in urban/semi-urban districts a significant number of people are not aware of the existence of services: or the services available are not sufficient in relation to the demand or the large geographic coverage of many districts. In addition legal aid services were not affordable by the majority of Rwandans. This is largely due to costs of transport required to reach the courts and the offices of legal aid providers, high court fees and unaffordable professional fees. The main providers of legal aid services are NGOs, members of the Bar Association and University Law Clinics. 16 NGOs were found to be providing on or a combination of legal services, especially legal advice and education. Fewer were offering legal representation, largely due to the limitation of the Law on the Bar. The few legal aid services are largely urban biased so there is a high need for such services in rural districts (page 8 in the report).

NPA has cooperated with AJPRODHO since 2005 on providing information and legal assistance to disadvantaged women and children and other victims of human rights violations. The current project started in September 2006 and is carried through by HAGURUKA and AJPRODHO. The project goal is to contribute towards increased access to justice of vulnerable victims of human rights abuses in the former provinces of Ruhengeri, Gisenyi and Umutara. The main components in the project are

- advocacy campaign on legal aid through lobby of the Rwandan law of the Bar (draft bill),
- training of paralegals and focal points on the new laws following the judicial reforms,
- provision of legal assistance and legal representation to "vulnerable victims, especially women, children and youth" by paralegals/focal points and a lawyer.

The paralegals and focal points are trained in some of the laws and they again are training local authorities as well as the national youth and women's councils at sector level on these laws and women's rights.

The main achievements so far:

¹⁹ The report of the baseline study was submitted in January 2007 and was already being used in lobby work.

a. *Advocacy campaigns.*

Following the first study done at the end of 2005 about the legal framework on legal assistance and legal representation in Rwanda, another study had been done in the beginning of 2006 on access to justice of vulnerable groups through legal assistance and legal representation.

Study visits to Uganda, Kenya, Tanzania and South Africa have been arranged for the NPA partners and one NPA staff member to increase their capacities in terms of advocacy and community mobilisation, network and civil society coalition. An expert has been hired to design an advocacy tool.

The feedback of these above mentioned studies and exchange visits had been given to other members of civil society organisations and a coalition around the issues had been organised. A position paper of CS organisations on the draft Bill on the Bar is elaborated through 2 civil society workshops. Parliamentarians and other stakeholders were lobbied with this document. A press conference had been organised by the CS organisations and this was published in newspapers and radio. A country wide legal aid base line and needs analysis survey is recently carried out.²⁰ The collaborating partners were the steering Committee of the Legal Aid Forum (AJPRODHO; CAURWA; HAGURUKA; Human Rights First, the Legal Clinic (NUR), The Kigali Bar Association, NPA, the Danish Institute for Human Rights (DIHR) and the Ministry of Justice. UNDP, DIHR and NPA funded the study. The report of this study was available in January 2007 and is now being used in the lobby work.

b. *Training of paralegals and project focal points.*

For legal assistance 34 paralegals in the Western province have been trained by HAGURUKA, of whom 2 are men. 40 focal points have been trained by AJPRODHO in the Eastern Province from various districts.

c. *Provision of legal assistance and legal representation of vulnerable groups*

In the very beginning Hagaruka assisted 144 persons within 5 weeks and AJPRODHO 125 persons within 6 weeks after the training of the paralegals and focal points. According to the Haguruka Executive Secretary director they have 7000 documented cases pr. year.

In Rubavu district, Western province where Haguruka works, this review team met with HAGURUKAS legal officer and in-charge of the Ruhengeri/Gisenyi region, together with five of the female paralegals and two women who had received legal assistance.

From these discussions and the testimonies of the beneficiaries, HAGURUKA had registered major successes in their advocacy work, which included:

²⁰ The report of the baseline study was submitted in January 2007 and was already being used in lobby work.

- *Initiation of the Law on succession* (Inheritance law), the main thrust of which was to protect the women who had hitherto no rights to inherit their dead husbands' family property, and were often harassed by family members. Based on the overwhelming cases of abuse against women emanating from succession problems, Haguruka compiled moving statistics of cases, prepared and submitted a concept paper to the Ministry of Justice. They were later asked to prepare the basic tenets of the proposals for a new law which they drafted and were accepted by the Ministry of Justice.
- *Review of the Penal Code to include Law on defilement* to protect children: Haguruka initiated adjustments in the penal code to include provisions that outlaw defilement of young children which had become rampant. Again this was based on the cases Haguruka dealt with in the field and was promptly accepted.
- *Haguruka is currently an active member of the Advocacy Coalition on the Law of the Bar.* It was reported that there are only 200 lawyers who are members of the Bar organisation, and the new Law of the Bar (if passed) would give only these private laws the monopoly to represent people in Courts of Law, effectively excluding the civil society lawyers. For a population of more than 8 million people and considering that many are involved in one case or the other, this implies access to justice by many is far too remote. Moreover, the fees charged by private lawyers are too prohibitive and by outlawing the possibility of voluntary representation offered by civil society lawyers, many are denied justice. Women and children would particularly be the most affected by this lack of judicial assistance in court. The strong advocacy against the law of the bar, in which HAGARUKA is an active member, has so far registered impressive successes, and the Draft Law has been suspended pending further consultations.

The paralegals of HAGARUKA work voluntary, have no salary, but small allowances. They do not have the capacity to reach out to all rural areas in their districts and lack transport. Usually when the paralegal is not able to assist the client sufficiently they are referred to the only lawyer in HAGARUKA. He and the paralegals we met with seemed to be very motivated for their work and proud of what they had achieved. An example was that polygamy was reduced because women now see that they can claim their rights.

This review team met with the Executive Secretary of HAGARUKA, and a representative of the Danish Institute for Human Rights. They emphasized that cooperation with all key institutions is a good strategy not only to pull resources and efforts, but also enables shielding of individual organisations from risk especially when dealing with sensitive issues where the state or other powerful groups may hold contrary views. "If we cooperate we are not putting ONE organisation at risk, when we deal with sensitive issues" argued a representative of the Danish Institute.

4.1.5 Women Can do It

- In 2003 there was a referendum on the new constitution following with multiparty elections. Article 87 of the National constitution stipulates that at least 30% of decision-making positions (including parliamentary and cabinet seats) must be occupied by women. But the structural challenges Rwandan women faced could not enable them effectively to utilize this constitutionalized affirmative action opportunity. So NPA decided in cooperation with its partner, the network/platform PRO-FEMME/TWESE HAMWE to focus on the role of women in the decision making process by Women Can Do It (WCDI) program, providing women with skills and confidence to come out and actively participate in public life and eventually in decision making positions like in the Parliament. The target groups selected were representatives of PRO-FEMMES member associations at district and provincial level, and women's organisational structures in the provinces, vice-mayors in charge of Gender in the districts of the respective provinces, and those in charge of gender in associations, in universities and higher learning institutions. It is summarized in the report of this project that the participants were able to integrate their lessons learnt during the WCDI training into the ongoing electoral process, showing that it was highly relevant. 210 women candidates won seats in the House of Deputies and the Senate, many from the Pro-Femmes member organisations and the women structures – most of them had participated in the WCDI training.

There was a great interest by the organisations being involved in the 2003 WCDI to extend the program. In 2005/06 a new WCDI program was initiated with PRO-FEMME /TWESE HAMWE as the strategic partner, but SERUKA as the technical cooperation partner and 14 other organisations involved as “working partners”. The target groups were two:

- A. Educated women that have a pronounced interest in taking up public leadership positions. These were e.g. teachers, civil servants, NGO representatives and lawyers.
- B. Rural women with no or limited formal education that have an interest in learning how to hold their representatives accountable and how to take up public leadership position at the cell (10-? household leader) and sector level. These women are found among members of widows associations, religious groups , farmers associations, parent associations at schools, etc.

Only the last evaluation seminar was to be carried through when this review team visited. We met in one meeting with several representatives of the organisations that had been involved in the last WCDI program, civil society organisations, Women's Council at local levels and local authorities. The director of SERUKA concluded that this time also it had been the right program at the right time and strengthened the campaign of the National Women's Council to involve women in leadership positions at local level country wide, where they had managed to increase the number of women from 24% to 45%. The leader of the University Student organisation concluded that thanks to WCDI, this organisation now has a female leader.

It was stated that the women of group A who was trained easily can train others, while the women in group B asked for more follow-up and training. In this group they had identified the women's problems and started to identify solutions at a workshop. "Now we need support to solve these problems", we were told. The trainers of WCDI has asked for refresher training with specific focus on advocacy in order to prepare plans for local actions on women's problems. A strong recommendation for NPA was to support this.

With the high number of women being in new untraditional positions in Rwanda and the encouragement they have to take on even more, programs as WCDI are highly relevant, as long as it seems to meet a need and have immediate effects on women's personal empowerment. Currently NPA has hired a consultant to evaluate the program in order to strengthen it for the future needs in a Rwandan context. As he had just started the field work he had still no recommendations when this review team met with him.

4.2 The cross cutting issues and their inclusion in programme

4.2.1 Gender equality goals, gender audit

Gender equality goals in all the programs are highly relevant in a Rwandan context. The discrimination of women are still deep in all areas of society, they still have limited access to and control of resources, while women after the genocide have been forced to take on several untraditional tasks in addition to their traditional duties, as men were killed and many are in prison for the last 8 or so years. Many women are urgently in need of relief – both in terms of materials, skills and socio-cultural breakthrough. It is of utmost importance for NPA, with its values and objectives, to contribute to women's empowerment and gender equality in today's Rwanda. With the political will of the government to enhance women's position in society and some successes to draw from, there is considerable space for maximizing these efforts.

NPA Rwanda has not systematically worked on integrating gender equality goals in all programs so far ("mainstreaming gender"), although the awareness of the staff seem to be increasing and the leadership has taken some initiatives to secure systematic work. The program of VAW and legal aid assistance has a great potential of contributing to new knowledge and understanding about the oppression of women, which can also be used to make ALL program activities of NPA gender sensitive. The weakest part concerning gender equality goals of the existing program seems to be the Youth rights to participate, where the majority benefiting are young men. Young women's situation is focused on to a very limited degree and NPA Rwanda is trying to find some affirmative mechanisms for ensuring increased focus on female youth. It seems to be part of a broader picture in Rwanda that young women are to a high degree left out in programs for women as well as for youth. This is not due to lack of will, but rather lack of awareness in the practical programs and the appropriate strategy to do it.

NPA Rwanda has recently been part of a gender audit, which DFID has initiated and carried through in cooperation with several international organisations. In this process NPA Rwanda has received assistance to make a self assessment and identified key strengths and challenges it faces in achieving its gender equality objectives. To be consistent on working for women's empowerment and gender equality, institutionalising these goals in NPA should be secured. Systematic competence building, power sharing and the use of assessment tools, as GEA (Gender and Empowerment Assessment Tool), to raise awareness and assess programs should be the next systematic work for NPA to assist partners in enhancing women's empowerment and promoting gender equality.

4.2.2 HIV/AIDS

HIV/AIDS as a cross cutting theme is highly relevant in the Rwandan context with still high prevalence and all risk factors present (Ref chapter 2). HIV/AIDS is also relevant to the thematic areas of NPA. Violence against women has been mentioned as a driver and often a consequence of HIV/AIDS. Domestic violence is, according to the DHS III (2005), a key driver of HIV/AIDS infection for women. Youth have been identified, in the DHS III (2005) and various policy studies of CNLS, as a key vulnerable group that need protection. Intervention areas of employment, rights and empowerment, are critical factors in the HIV/AIDS vulnerability of youth. Gender and geographical differentials in the knowledge and susceptibility to risk of HIV/AIDS are important to be aware of. There are thousands of orphans, many of whom are being raised by family members, neighbours, and strangers. Unaccompanied children/youth, particularly orphans, are highly vulnerable to sexual abuse and being pressed into survival sex, and commonly have high infection rates.

There seem to be limited focus on HIV/AIDS in NPA Rwanda, in the organisation as well as in the cooperation with partners. The global NPA HIV/AIDS workplace policy does not seem to be well known within the organisation. This should be distributed and measures to implement it put in place. Incorporating HIV/AIDS information and prevention efforts in youth support programmes, and empowering partners to integrate HIV/AIDS prevention work should be considered.

4.2.3 Environment

Environmental degradation is a serious problem that threatens the livelihoods of the population, and a potential recipe for more violence even at household level. Already, it is somewhat linked to domestic violence and access to natural resources. For the Batwa, access to biological resources (such as medicinal plants, wild honey and fruits, wild game) has been restricted by environmental laws. Preserving living environment and secure livelihood are major issues of concern in Rwanda, and related to all major

conflict areas like land rights, women's rights and the future for new generation, but at the same time it is not easily integrated in NPA's current programme areas, except possibly in the land rights focus.

4.2.4 Reconciliation and coexistence

A lot has been achieved in re-uniting the Rwandan people deeply divided by the genocide. Despite these efforts, more challenges remain – there are still visible rifts partly fuelled by the appalling welfare of many genocide survivors and continuing internment of many genocide suspects, as well as the complex situation where even those released from prison commit crimes instead of reconciling with the communities. There are concerns that mere sensitisation with no concrete actions that will provide reparations to those who are aggrieved, will not deliver reconciliation, thereby threatening coexistence. Integrating reconciliation issues into all development interventions, and not just preaching unity and reconciliation, could bring better results because reconciliation in the post-genocide Rwanda is about restoring hope, dignity and assuring security to those who have been affected by the genocide, either directly and indirectly (e.g. Hutus carrying collective guilt of having committed genocide). Thus in the Rwandan context it is crucial that reconciliation is mainstreamed in all projects.

4.3 Strengthening participation and civil society and relevance to Rwandan context

The Rwandan society seems to have an extraordinary organisational potential, with traditions for joint action and organisation down at grass root level to solve problems and improve living conditions. The local organisational potential currently plays together with important political reforms, notably decentralisation and democratisation, creating more opportunity and increased space for civil society to act and influence. It is still too early to determine to what extent there will be space and potential to mobilise also at grass root level for political, social and economic changes that will impact on people's lives. Still such mobilisation is at best rare, but as one NPA staff expressed, it might be we stand in front of an open window and that we perceive there still is a glass barrier there. It was expressed by many persons representing both international NGOs and Rwandan civil society that they see that there now is some potential for democratisation and increased participation in Rwanda and that such change is happening rather very fast.

Partners role in shaping the political, social and economic future in Rwanda

Quite a few of NPA partners seems to have had substantial impact on legal protection issues and development of new laws. The examples laid out under 4.1 illustrate the success stories, like HAGURUKA's impact on the Law protection of children against rape defilement, and the family law.

AJPRODHO underline the importance to build advocacy capacity at different levels. They have tried to work at grassroots level to mobilise people to engage in decentralised decision making level. The strategy has been to make sure that people know their rights, teach them advocacy strategies and accompany through the process. Projects have included teaching debate techniques and training people in how to present their ideas in a professional way.

Other organisations seemed to face more challenges in advocacy. African Rights, CAURWA and ADL, the partners working on different aspects of Land rights felt they had low negotiation power and that their advocacy efforts lacked common priorities and strong alliances. They felt they were producing reports documenting the salient issues, addressing government with evidence-based information, but were not yet being heard. Each organisation was focusing on their special field of interest. CAURWA particularly faced huge challenges when advocating the interests of the Batwa. The Human rights Commission's report on Batwa was not even published as the issue was deliberately not put on the public agenda. They expressed a wish for NPA to support strengthening and co-ordination of advocacy on land rights issues.

Constituency of the partners and responsiveness to priorities and concerns of the target group (*membership issues, democratisation*)

NPA partners are mainly membership organisations, but with narrow member base. Wide membership base did not seem to be an aim of the organisations challenged on this issue. The organisations tended to keep very clear distinction between members and volunteers in the projects. Only to a very limited extent do partner organisations recruit members in the rural communities where they are active. In many situations partner organisations work through focal points who are on the ground. For some organisations like AJPRODHO, such focal points have been recruited as members. AJPRODHO based membership on individual applications. Membership required that prospective members should take on (or be capable of) certain duties towards the organisations. It is reasonable to question to what extent partners are rooted in the rural communities where they are active. On the other hand NPA staff under line that they seek partners which are well rooted in the local communities and that the organisations are represented down at the community level. The organisations considered the local communities mainly as project areas where they had no long term commitment after the project period. In practise however, there would remain contact between the local organisation also after the project was finished, but this contact was not formalised, and it is likely that it is not sustainable. Thus the potential of the partner organisations to remain a voice for the local communities also at national level is limited. The tendency seemed to be that local organisations considered impacting on the national agenda to be their arena, while the local communities should get increased capacity to influence at the local level.

The partners' agendas and coherence with the agenda of NPA

NPA and partners' agendas are harmonised only in the areas of intervention. It would seem that NPA pays little attention to the other activities outside the thematic areas of cooperation and other partners (and donors) working with its partners. The extent to which the over all policies, values and agendas of NPA and the partners overlap will be

an element to decide to what extent a partner relation can develop into a strategic partnership with shared over all objectives. For long term partnership to work, it is important for NPA to be interested in the overall agenda of the partners, while being careful enough not to breach the principles of the partnership. Generally, however, the mission and objectives of the NPA partners are closely related to those of NPA.

4.4 Conclusions on relevance

The political momentum to work on women's empowerment

There seem to be considerable space for civil society organisations to work on women's empowerment and gender equality goals, as the authorities have given these issues high priority for several years and seem to step up their efforts continuously. The president himself keeps a high profile on this and was awarded the "African Gender Award" by Women Africa Solidarity" (FAS) this year. The women's empowerment issues has high media coverage. Just during this team's visit we witnessed invitations to NPA to join efforts by Rwanda National Police and Ministry of gender and family promotion. SNV and DFID seem to have close cooperation with the government, latest reference is made to the gender audit. NPA and some of its partners have a good record to build future efforts on its work to end VAW and well known for the WCDI program.

Need for a more unified approach

NPA Rwanda has organised its country programme along three thematic areas: Violence against Women, Youth and the right to participation and Land rights. In the transition period this is perceived by NPA Rwanda management to have been useful as it has provided some direction and forced the programme to make some difficult choices.

However to maximise impact it might be feasible now to have a more flexible attitude towards selected themes and look into where these overlaps, interrelate, how thematic areas/staff could support each other, and how to build synergies to get better results.. This would e.g. allow targeting youth addressing issues of violence against women or bring more strongly on the agenda young girls' participation and address the barriers to their participation. It could be to target young women in WCDI programs and following actions. Youth participation could be brought into the agenda of the critical land rights issues .

Strengthened civil society and organisation development focus

NPA needs to clarify its strategy for and dedicate more efforts towards strengthening civil society. It will be a role of NPA to secure that selected actors will be offered the opportunity to further develop their professional and organisational capacity to be able to play a more important role in the society. NPA Rwanda should have a stronger organisational focus in the partnership co-operation and agree with the partner on areas within the organisational management and work of the organisations which need development and improvement, and make plans for how the organisation can improve and more effectively reach its objectives. NPA might have a role to assist the

organisations in identifying adequate trainings, assist to develop plans for capacity building and help to secure funding for organisational strengthening.²¹

Enhancing participation towards change

It is the view of the review team that the youth rights programme and the WCDI, among other programmes, are on track to empower women and youth to participate actively in decision making positions. However, it's still not clear from the present design and approaches, how the rural, illiterate women and youth that are bounded by poverty, inadequate access to economic opportunities and socio-cultural barriers, will be specifically targeted. So far, the youth programmes have identified that young women's participation is limited and there is need to re-think the strategy to enhance their participation. The WCDI programme should develop to include activities initiated by the participating women in addition to the training and sensitisation.

It must be recognised that even though direct support to income generating activities presently falls outside NPA Rwanda's domain of intervention, it greatly impacts the ability to realised empowerment objectives. Improving the socio economic situation provides ground for organisation, solidarity and mobilisation. For NPA supporting income generating activities would only be relevant in such a context.

Working with grass roots, mobilisation and empowerment

NPA partners seem to be genuinely keen on working with grassroot women and men to create impact. But the desire to create strong long term bonding based on open and mutually accountable relationships does not seem to be visible. For true empowerment of the grassroot women and men the current partnership must reach the lowest level and the partners' mission and agenda must be fully owned by the target groups. For this reason looking into how to involve closer in partnership co-operation the CBOs like associations and clubs, organising people at grass root level becomes a major priority in the partners' projects.

Facilitation of alliance building and advocacy

NPA is already known among local organisations to play an important role in supporting local advocacy, and has an important role to play also in the future. This role has however to be well balanced against NPA's image management, as a true but constructively critical friend of Rwandan people.

Establishing strong advocacy alliances around key but sensitive issues such as land, unity and reconciliation, human and civil rights, genuine democratisation in a fragile post-genocide is important in Rwanda. This is not just because of the sensitivity of the issues but also the fact that local civil society institutions are weak and just emerging, in which case, forging alliances might be the only viable alternative to mobilise resources and more confidently engage the state. NPA as an international organisation committed to promotion of rights and which is building civil society networks, is in an appropriate position to facilitate such process and to mobilise other international NGOs and donors.

²¹ More on this in draft Operation framework for Organisation and Participation 2007

In any case, this is in a way similar to the Coexistence Network which NPA is supporting.

Linking up with the EDPRS process and the Vision 2020

The EDPRS preparation process is an opportunity for civil society participation. The thematic areas supported by NPA and the projects developed by partners contribute to the EDPRS objectives. The interventions are also empowering partners to participate and influence the EDPRS preparation process. With regard to the EDPRS indicators, access to justice by the poor is a key performance indicator for the Justice sector, while participation and youth employment, are key targets in the social inclusion and decentralisation clusters of the EDPRS. A checklist of gender mainstreaming as a crosscutting issue was also developed and distributed to all sector working groups, which were required to include key indicators on gender.

Right to land, scarce resource and vulnerable target groups

NPA's and partners' approach to the issue of access to land and scarce natural resources in general, and the issue of Batwa's rights as indigenous people particularly by first generating evidence based information, documenting it and using it as an advocacy tool, seem to be appropriate. The tricky part with this advocacy is to deal with the legalities (constitutional provisions outlawing all sorts of ethnic connotations and special position) and the politics around it, about which the authorities are adamant to reconsider. It would also be important to network with other actors, considering the sensitivity of the indigenous people's rights, which the authorities can allege there are external influences – a potential risk to the advocacy campaign.

Gender mainstreaming

Follow up of the Gender audit will be important and to further institutionalise the gender equality goals into both programme and organisation and in the dialogue with partners. In doing this it will be necessary to systematically generate sex aggregated data as well as analyse all projects with regard to impact on men and women separately.

HIV/AIDS as cross cutting issue

HIV/AIDS as a cross cutting issue is highly relevant in the Rwanda context. It is interlinked with gender relations and all NPA and partners' activities should be analyzed with these perspectives. The mainstreaming of HIV/AIDS into the partner co-operation and projects needs further strengthening, and a minimum has to be to ensure that projects does not increase vulnerability towards HIV/AIDS.

Relevance to sustainable livelihoods including environment

With the current profile of the Rwanda programme, it is likely that the “Do no harm” approach would be the most relevant inclusion of environment in program activities.

5. Effectiveness

5.1 The programmes' contribution to empowerment

There is appreciation that NPA Rwanda's programmes are making significant contributions to the empowerment of marginalised people, directly and indirectly (through strengthening civil society partnerships)

We will here add some comments to what extent the programme actually has brought people at grass root level closer to directly influencing the development and decisions in their local community, in the society and their own future is of the most difficult questions to answer, and we will here only add some remarks.

The projects focus is often to enable community members to influence their local communities, like in the youth projects and in Women Can Do It. Many of the projects focus on awareness raising and teaching techniques and tools needed to influence or take part in decision making. What is interesting is also that training is influenced by the ideas in "*Training for Transformation*" an approach inspired by Paolo Freire's critical awareness. It includes also training in group work, social analysis and organisational development. At the individual and informal group level it seemed that the approach had had considerable impact, as documented in the evaluation of the Violence against women project, where the couples participating in the training express that they are more able to handle their own problems and co-operate to find better common solutions.

5.1.1 Organisational empowerment

NPA 's main strategy globally is to strengthen people's own organisations and contribute to an organised civil society. Thus people's right and ability to assemble and organise is seen by NPA as a key working area. The focus of NPA in Rwanda has not been on organisational development as an objective in itself, neither has this been emphasised in the co-operation with partner organisations nor better still towards grass roots based associations and clubs. This organisational focus seemed still to be in an early stage in the Rwanda programme and would need to be further strengthened. Organisational development of the partner organisations and the potential of working with representative groups and associations should be further explored

5.1.2 Political influence

Rwanda is small both with regard to territorial size and distance to the circles of power and decision making and forming bodies. Several of the partner organisations NPA co-operate with have recently had some direct influence and impact on policy development and decisions – AJPRODHO and Haguruka are a case in point in influencing legislative reform and policy decisions relating to youth, women and children's rights. The success is largely explained by the organisational capacity and personnel competences as well as the interest, conviction and commitment of members. These have enabled well

thought out advocacy strategies, good documentation and in some cases the ability to build strategic and tactical alliances and join forces. It is interesting that there is hardly any example of confrontation as the preferred method to change policy, except for the mobilisation against the ban on motor bikes in Kigali city centre which was reversed after AJPRODHO petitioned the President.

NPA has actively participated in and supported the advocacy and lobbying initiated and carried out by partner organisations and emphasises the need to continue to do so. However there are still few if any examples in NPA programme where CSOs have defended their rights or interests. In the Rwandan context this kind of mobilisation seemed to be very rare. Advocacy efforts seemed mainly to be voicing the cause of a vulnerable group or a cause that was seen as expression of common interest, while carefully avoiding the confrontational approach.

5.1.3 Access to and control over resources

So far NPA is supporting documentation of different aspects of the situation with regard to land rights, a documentation which shed light on the access and rights of Batwa and women to land, and describes the complexity of the land rights issue in general (See 4.1.3). The documentation is seen as basis for advocating for reassessing the land law and securing the rights of Batwa and women and to contribute to fair distribution of rights to the resources in the country.

The partner organisations seemed to face major problems to actually have impact on the situation. The Batwa report had not been published by the National Human Rights Commission since Batwa was not on the public agenda. The aim of CAURWA was to advocate for recognition of the Batwa as a special interest group with special needs under the law, but this was considered by the government as a threat to the policy of national unity. African rights expressed similar frustration with regard to their work on women's land rights: "We are producing reports and addressing the government, but have no feeling that we are heard."

The weakness expressed by the organisations was the lack of joint lobbying, there were no alliances between the organisations with common priorities. Each organisation had their special interest. This resulted in a situation where the CSOs had low negotiating power towards authorities which already considered the land rights issue sensitive and were less open to CSO initiatives and input than in many other areas.

To strengthen the effectiveness of the organisations recommended support to alliance building, co-ordination of advocacy efforts and in addition facilitation of national and international networking between likeminded organisations working towards similar objectives.

5.1.4 Women's empowerment

The "Women Can Do It" (WCDI) programme focused on empowering women to enter decision making and take leadership roles and contribution to the important changes in

Rwandan society have been realised, as evidenced by the participation of women in decision making positions – in parliament but also at grassroots level. However, there is still a very long way to go. First, an important category – the young women and girls have not been addressed even though university women were trained (who hardly represent the majority of vulnerable young women in Rwanda). Indeed, according to the evaluation the WCDI was dominated by relatively old (mostly married) women²².

The partner organisations working to combat VAW has been strengthened²³:

- They have to a large extent improved their skills to distribute information and raise awareness in the communities on VAW and advocate to end VAW.
- They have to some extent improved their skills to study and document VAW,
- They have to a large extent improved their organisational capacity and increased their influence in their local communities and at the provincial level, but only to some extent at the national level.

The results of the VAW program at local community and individual level seem to be impressive and the NPA partner organisations effective on the ground. The program seem to make quick changes in the families, as the violence stops, the gender relations changes to more equal ones - and living conditions improve. Some associations are established to improve their lives even more. An obvious result seems to be released energy and increased potential for organisation of groups, women as well as men, in the local communities to claim and secure their rights. But this is in a very initial phase.

Efforts should focus on consolidating achievements made thus far, support activities to scale them up and replicate them elsewhere, initiate networks with other actors to expand scope, and strengthen capacity of partners to initiate and implement women empowerment activities on their own or with little support from NPA.

5.2 The partners' capacity to deliver

Level of competence among partner staff

In general, a few of the NPA partners have demonstrated accumulated capacity to enable them design good project proposals, activity plans and implement their activities with limited guidance or follow-up. Even fewer are able to meeting accountability standards – timely and accurate reporting on activities and financial expenditure. This is encouraging and discomfoting at the same time – encouraging in that NPA's capacity building efforts through partnership approach is yielding some results, but discouraging because the process is very slow and involves having to deal with a large number of local partners in order to reach a level where competent and committed ones can be identified. Even those partners who were considered to be relatively strong rely on a few key staff with relevant skills and competences, who are torn between very many

²² see Draft Report on the Evaluation of the Women Can Do It" programme, April 2007).

²³ Reference here is to program manager's responses to the questionnaire in the NPA survey on VAW February 2007

responsibilities that make them ineffective e.g. project preparation and representing their organisation in meetings and joint activities with other stake holders.

It is very important, however, that some partners with weak organisational and technical capacity tend to be relatively very good on the ground. The review team experienced this with Tubibe Amahoro, who was conducting a very successful project on Violence against women in Karongi, where they are based. Tubibe Amahoro had strong community contact, but was considered by NPA not to be organisationally strong and were thus co-operating with APROFER in the project. By encouraging and rewarding co-operation between organisations which could complement each other, NPA aimed to increase effectiveness and quality of the projects. At the same time there seems to be a disparity between organisations which attract international interest based on their performance in Kigali and their ability to deliver in projects. It was evident that NPA Rwanda had learned from past experiences and co-operation with high profile, Kigali based organisations and was now mainly focused on partners with community contact and ability to deliver in project co-operation.

In general it can be concluded that partners were effective in working towards and reaching project objectives, but there were still few of the partners with the capacity to work in partnership with NPA towards more strategic long term objectives. (See 3.4 for further details). Seen in light of the short term objective of NPA : *strengthened capacity of local organisations with increased participation to decision making processes and increased awareness in the population on their rights and obligations*” organisations expressed that they made achievements and also the criteria for partnership developed by NPA indicated that this were the partners NPA was looking for.

Common standards

NPA is dealing with relatively diverse partners – both in terms of thematic areas and geographical coverage. Most of them are working on different activities, have different missions and objectives, and are at different capacity levels, so adopting common standards for them would be impractical. Thus, NPA must develop mechanisms to effectively work with diverse partners so that the advantage of diverse approaches, project objectives, etc, can be captured and consolidated for increased results. Each partner should be related to different according to their uniqueness. Where standards have to be set e.g. in accountability for support funds, there is need to be sensitive not to alienate or unfairly influence the internal systems of the partner organisations.

Out reach

Very little outreach is done. Few if any, of the NPA partners have a clear strategy for communication, publicity and public relations. Perhaps a few (such as Seruka, Haguruka, etc) have newsletters that show what they do and try to reach out but such publications are not widely circulated.

Resources

Availability of adequate and sustained availability of resources is a big problem. Because of inadequate funding, partners have to adjust their activities routinely rather

than planning for more strategic and high impact actions. They also cannot defend their visions which are susceptible to manipulation to suit funding opportunities (by other donors).

All NPA Partners experience shortage of material and personnel resources, all related to inadequate funding. A catch 22 for them is that without adequate facilitation and technical competences, they cannot elaborate fundable proposals to attract the needed funds, but without reasonable funding, they cannot develop the skills and material inputs into mobilising resources. Yet most of them have innovative ideas and are committed to making a difference in the societies where they work. Support to capacity building for local partners is, therefore, important.

5.3 Challenges faced by partners

Handling relation to authorities

Relating cordially with local authorities in an environment where civil society work is not well understood and appreciated, is a big challenge. They are required to register with local governments which sometimes may be a long process if the partners are not assertive or able to lobby, and, currently, their activities must be reflected in the district development plans and performance contracts.

The other challenge that affects relations between local authorities and partners is the unreliable financial disbursements which affect the implementation of planned activities. “Local authorities ask us which activities we plan to do and they include them into their performance contracts, and when the NPA delays to release the funds, they complain that we are not serious”.

Unpredictability of partnership and project planning

Most NPA partners are concerned that the funding from NPA is unpredictable, often inadequate and disbursement schedules unrealistic. This disrupts their programming and especially since they also have to deal with district and lower authorities. For instance, follow-up activities for the current projects were expected to be effected in January 2007 to enable smooth flow from last year (2006) but up until now, no funds have been released and a decision has been taken to fuse follow-up with new projects (for 2007).

Secondly, it was noted that project planning processes take very long and disbursements end up being done late. This has implications, not only for the beneficiaries and local partners (since the projects have to be included in the District Performance Contracts/plans), it also affects smooth and careful implementation – partners are forced to prepare and implement activities in a hurried manner with short time lines, which may affect results. The challenge in this regard, is to:

- develop adequate technical capacities among partners to deliver high quality proposals so that loss of time in revising and re-drafting proposals is avoided;

- initiate the planning process early enough so that delays in disbursement and implementation can be avoided or at least substantially reduced;
- step up the support portfolio so that more funds can be availed to partners for their projects to have meaningful impact instead of short term peace meal interventions.

Sustainability

Most project activities are so new that it would be too early to realistically assess the sustainability of the activities. It is however under lined by several stakeholders, among both partners and other organisations that follow up structures will be essential to ensure sustainability. There are two sustainability strategies particularly pointed at: linking the project activities with permanent or well established structures at community and district levels such the Women's and Youth councils, local authorities or the Ubudehe structure; and utilising the potential that exists within association building at local levels to ensure effective participation and follow up by the grassroots based stakeholders and target groups.

5.3 Challenges faced by NPA

Identification of strategic and long term project partners

In the process of identifying more serious partners among weak local civil society, NPA has had to deal with many partners, because it is only by working with them that it can identify more serious ones. But this has proved to be strenuous in terms of personnel time and resources. Even those partners who appear or have proved to have the zeal, interest and basic capacities to work in partnership, need a lot of support which NPA Rwanda finds difficult to provide. Secondly, and perhaps more important for the NPA global mission of solidarity with the most disadvantaged people, partners are not well rooted at grassroots levels, many lack internal democracy and clear organisational structures and membership base. Thus, identifying strategic partners working towards common objectives over the long term seems to be a key challenge for the NPA in deepening the partnership approach.

Handling relations with Government authorities

While there is increasing space for civil society to engage and influence the development process, there are still encumbrances in dealing with Government authorities – suspicion exists especially about international NGOs' operations to the extent that Government is requiring, via legislation to control NGOs operations. Secondly, in the wake of declining donor support (mainly due to conditionalities imposed after the humanitarian period), Government is turning to international NGOs with which it may have to compete for donor funds.

Staff capacities and competence

In a country where civil society is young and with relatively low capacity, the success of NPA relies very much on local staff competence and capacity. As a part of the transition extensive staff training has been carried out with the purpose of staff development (Ref. 3.3.2). The capacity and composition of NPA local staff needs to be

continuously considered as a critical factor for success. Vigorous training for programme staff including in aspects of rights-based approaches, partnership development, policy analysis, monitoring and follow-up, dialogue formation and mentoring, etc., is needed.

Head office capacity to support the programme

The prioritisation of NPA Rwanda in NPA Head office has obviously been very low for a long period. The last visit to the program from NPA head office was in December 2004. The support to the programme through the very challenging transition period from service delivery to rights based approach has thus been minimal. NPA Head office has few tools, guidelines and manuals to be made available to the external offices and there is also very little facilitation from Head office to enhance contact and exchange between Programmes on the general level of partnership development and rights based approach. In the very demanding transition this was pointed to as a weakness. Thus the country programme has had to turn to other international organisations like Oxfam, Trocaire and others to find support through the process of transition. It is now again clearly expressed as a need from the country office to have closer contact with the HO advisory capacity on programme development, but also on leadership and management

Links with other components, synergies and holistic approach

To date, NPA thematic areas seem to have little inter-linkages even though they are related and complementary. Each thematic area seems to work differently with separate staff specifically assigned to a project in a particular thematic area. However, there is realisation that many of the activities and issues are over-lapping and given the advantages of being under one Programme Management (Civil Society and Justice), cross-cutting issues in different components will be identified and synergies developed to enhance effectiveness and efficiency. There is, however, need to programme in a more holistic approach, as women and development issues are complex and interrelated. In this respect, debates have emerged around such issues as “NPA Rwanda does not intervene in income generating activities, yet Violence against Women or “Women Can Do It” initiatives have underlying socioeconomic problems.

Co-ordination and harmonisation with other international organisations

Harmonisation of programming with other international organisations and alignment with the national development agenda is in the Spirit of the Paris Declaration, but in the case of NPA in Rwanda, there are serious challenges to be confronted:

- *different programming approaches and levels of commitment* – not many INGOs, for instance, are committed to partnership building the way NPA is doing it
- *complexity of having to deal with different donors and their own coordination difficulties*. In these circumstances, how does NPA encourage partners to seek co-funding of programmes from other donors who do not have similar funding conditions?

There are important trade-offs to consider – standardised approaches can help improve coordination but diversity of approaches provide opportunity to try different development mechanisms thereby providing different options to address different circumstances.

6. Efficiency

6.1 Portfolio size and Country Programme capacity - Application of resources between programme and overheads in NPA Programme

The Rwanda programme transcended from an operational programme with 73 employees in 2004. The programme has been scaled down to one country office and 22 employees, only 3 of who are expatriates. The below table shows the relation between allocation to administration, running costs development programme and direct project support to partners.²⁴

Figur 10 Result report NPA Rwanda 2006

Result report for period: 200612

Rwanda portfolio

	127252 Support to strengthen a civil society in Rwanda	127601 Women can do it	127990 Kigali Administration	TOTAL
Income	8 436 214	2 000 000	13 632	10 449 846
Investments	29 245	0	13 391	42 636
Running costs	1 217 177	155 142	798 728	2 171 047
Partners	2 815 830	1 344 646	0	4 160 476
Personnel	1 650 274	82 946	1 536 225	3 269 445
Operating costs	5 712 525	1 582 735	2 348 344	9 643 604
Operating result	2 723 689	417 265	(2 334 713)	806 241
Admin fees	852 704	83 673	0	936 377
Financials	2 142	36 762	183 535	222 439
Financial costs	854 846	120 435	183 535	1 158 816
Total expenses	6 567 371	1 703 170	2 531 879	10 802 420
Result	1 868 843	296 830	(2 518 248)	(352 574)

Run date: 12.06.2007

²⁴ Diagrams in this chapter are obtained from NPA Kigali administration used for internal workshop for organisational development in NPA Rwanda in 2007.

As can be seen above still only 42% of the budget is allocated for direct support to partners, while another 33% can be considered NPA programme support costs, Rwanda's administrative costs constitute an additional 25% of the budget. In general it is reason to question the high over head in the programme. There are explanations related to the challenge to downsizing the programme from a highly operational one in a country with very strict labour legislation, but still the running of the programme takes a disproportional share of the total budget and needs to be further scaled down both with regard to support costs, maintenance and other administrative overheads, etc. A concern was raised on overheads where options to reduce administrative costs should be considered and resources saved used to step-up project support to partners.

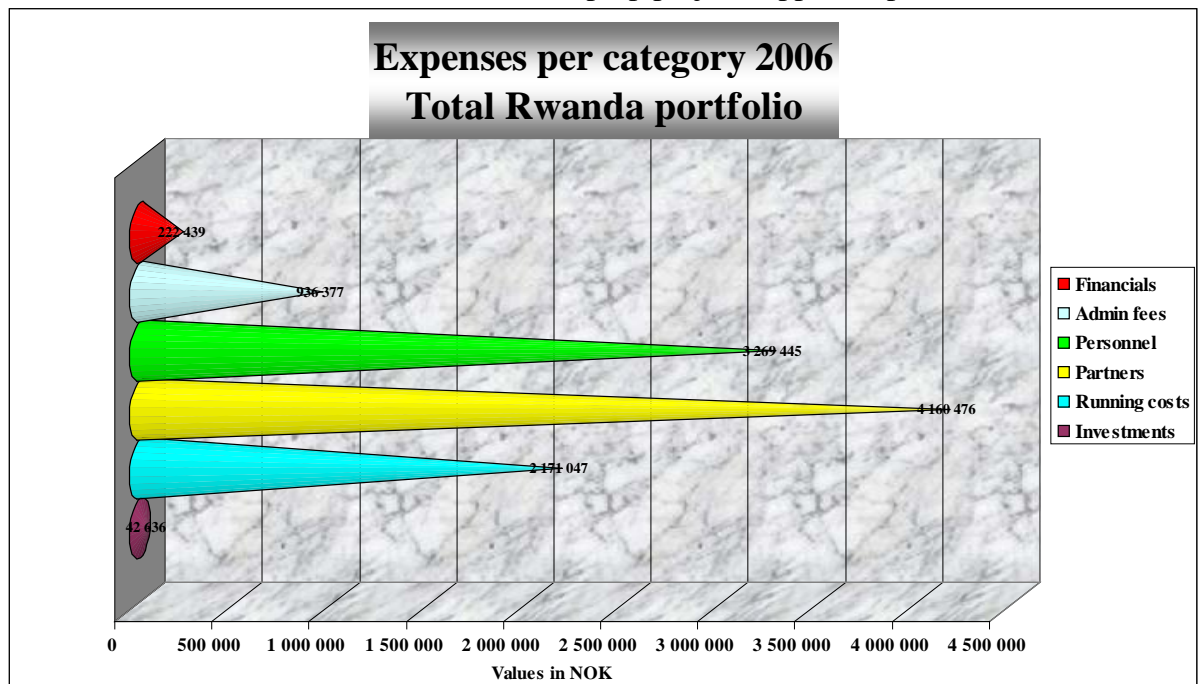


Figure 11 Expenses per category

The issue of the high over head was thoroughly discussed with the management in the country programme who are fully aware of the challenge.

6.2 Application of resources to achieve objectives in partner organisations

Although most of the funds that are transferred to the partners are spent on the activities in this program, the NPA programme personnel use considerable resources to build capacity of the partner organisations. With the exception of the Legal Aid support, all other projects have been assigned at least 2 staff members to follow up. They spend considerable time providing technical support and accompaniment to partners in e.g. participatory approach, project planning and monitoring, using a log frame and focus on the project's purpose and result.

The resource allocation for programme follow up in Rwanda programme illustrates very well the challenges of working in countries with weak civil society where an extensive effort is needed to build up civil society capacity.

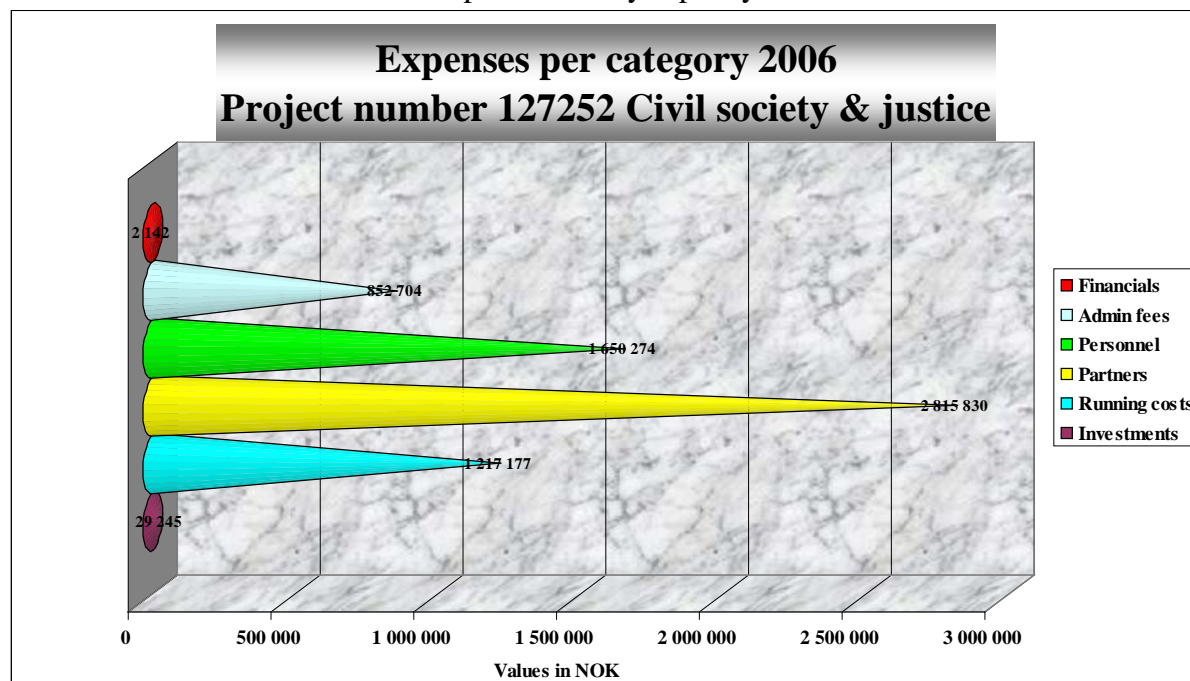


Figure 12 Expenses per category Civil society and Justice

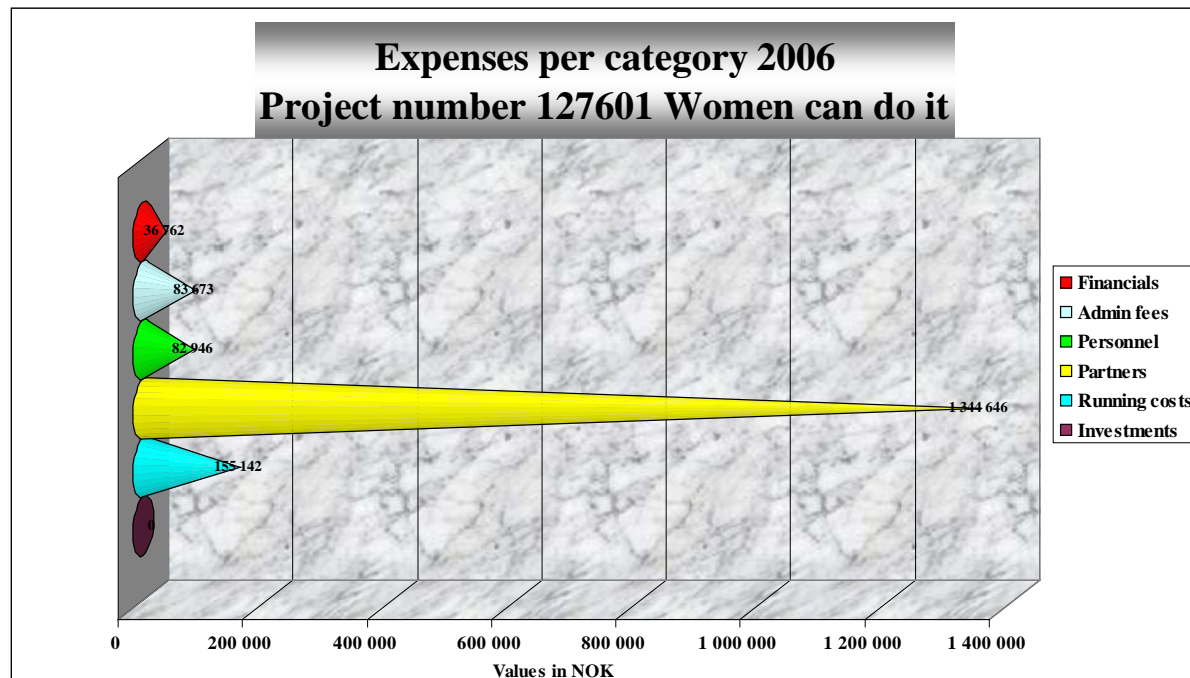


Figure 13 Expenses per Category Women Can Do It

The programme management planned to further slim down the program staff of the organisation, but reducing staff is closely linked to capacity building of staff whose

main task it is to work to strengthen the partners,. NPA needs to ask itself how much resources are available or is NPA willing to provide towards partners' capacity development in other words, what proportion of the Country programme portfolio can be allocated to partners' capacity building.

6.3 Disbursement mechanisms

Partners have raised concern that the present disbursement mechanisms are inappropriate and affect partners' planning and implementation schedules, as well as the relationship with their local government partners. Very often the funding comes late and there is rigidity on the periods and activities of expenditure. NPA Rwanda senior management appeared to acknowledge that this was a problem but claimed it was mainly due to delayed approval of project proposals (which inherently caused by delayed planning cycle and poor quality of proposals submitted) but also due to funding limitations.

The other concern is that according to Agreements signed with partners, disbursement of subsequent trenches is against accountability of previous disbursements but partners tend to delay submitting accountabilities or even submit unsatisfactory accountabilities. To ease financial reporting by partners, NPA developed standard simple formats which partners are expected to follow to submit financial reports regularly (are deliberating whether it should be monthly or remain quarterly). But there are concerns of capacity for financial accountability/ reporting among NPA partners.

6.4 Conclusions on efficiency.

NPA Rwanda programme face still serious challenges with regard to efficiency, this has to be met with further measures to reduce administration cost at the Rwanda office, and possibly also reduce organisational running costs of the programme. Rationalising the organisation is how ever closely linked to capacity building of local staff which need to remain a high priority in the next strategy period.

Measures should also be considered to broaden the donor base of the programme and increase programme activity, and thereby increase the total budget. The country programme is heavily dependent on NORAD frame agreement funding, and little has been done to attract other donors. It is likely that the quite unique profile of the NPA Rwanda programme with its weight on women and youth would be able to catch the interest of also other donors than NORAD .

7. Conclusions and recommendations

7.1 Conclusions

Good start

The transition of the Rwanda programme from operational humanitarian activities towards RBA in line with NPA's 2004 – 2008 strategy seems in general terms to have

been quite successful, and the achievements made constitute a good platform for further development of the programme..

Interesting phase in Rwanda's political and social development and momentum for change

Rwanda seems to be a relevant and interesting country for NPA for many reasons. It plays an increasingly important role in regional politics. In spite of authoritarian tradition and centralistic political culture has the government taken some interesting initiatives and are open to civil society input, it is likely that NPA with its approach can make a difference:

Rwanda's decentralisation process represents a landmark in the country's efforts to foster unity and reconciliation. This is extremely important especially considering the highly centralised and dictatorial governance system that Rwandans had been used to for many decades. The 1994 genocide was blamed, in part, on this system because people just executed orders from above without questioning. The decentralisation process has provided appropriate institutional structures for development actors to engage local governments, cooperate if possible and claim influence and resources to the people in the local communities. The Women and Youth councils should be utilized to full extent

Gender equality and women's empowerment and participation. The Rwandan authorities has given the issues of women's empowerment and gender equality high priority and seems to step up their efforts at the same time as they seek co-operation with civil society in these efforts. This creates considerable space for civil society organisations to work on these issues and could expect to make achievements which really makes a difference.

NPA in partnership co-operation and the partners' capacity

The programme has clearly evolved into a partnership programme and partners are selected mainly based on established criteria indicating that they are able to play a role in causing change in society, including ability of partners to shape or at least influence political, social and economic developments in Rwanda in favour of the target groups. Developing partnership co-operation and RBA in line with NPA's policy is generally observed to be pioneering in the Rwandan context.

It is clear that both NPA and current partners are committed to developing partnership to realise the objectives. NPA has shared the partnership principles with the partners and they make efforts to respect the partners' independence.

The partnership approach still face substantial challenges related to organisational capacity in civil society both within NPA and within partners, as representativeness, legitimacy, community contact and negotiation power in advocacy need to be improved.

Relevance of NPA's programme in Rwanda

All NPA programmes focus on enhancing active participation of women and youth in the decision process, particularly targeting disadvantaged ones in rural areas. The NPA programme profile is considered quite unique in the Rwandan context with its heavy focus on women and youth in particular. By promoting the development of a vibrant local civil society and working in partnership with civil society, NPA programme is promoting democratisation and enhancing participation by all groups in the development of the Rwandan society.

Portfolio structure and effectiveness

NPA Rwanda is organised around 3 thematic areas which has been kept strictly separate even though under one programme head line: civil society and justice. This separation into themes seems to have been useful for the programme in the transition period, but is also an obstacle to over all planning where synergies and overlaps of interest between programmes can be utilised to make the programme more strategic and increase effectiveness. It will also be essential to ensure that important lessons from the current phase can be replicated to other areas.

NPA structure and allocation of resources

The shift from direct implementation to partnership approach has necessitated the review of the human resource base and the entire organisational structure of NPA. Technical personnel have been reduced from more than 30 before 2004 to less than 10, and field offices completely scrapped off. Further restructuring will be needed to reduce over head and organisational running costs of the programme, which currently shows low cost efficiency.

7.2 Main recommendations

7.2.1 Future for NPA in Rwanda

NPA should continue and if possible scale up its portfolio, but must be mindful of the challenges involved. The focus should be on greater and more targeted support to the partners' organisation development, building stronger partnerships, and support partners to strengthen and have lasting links with grassroots – building constituencies and internal democratisation of partner organisations.

The present intervention areas are still relevant from the national and international perspective. But there is more to be done, in terms of policy analysis and programming, to translate international NPA strategy into Rwandan context. This is important to enable partners to influence the national policy framework, for example, bringing more information about grass root women and youth's situation and interests into the decision making levels and actively advocate for the desired changes.

To intergrate gender equality goals in Rwanda NPA organisation and all programmes and implement the global NPA hiv/aids policy should be of high priority

7.2.2 Input to overall priorities and direction of programme

Increase focus where results can be achieved

There is need to narrow the focus towards those programme aspects and partners where greater impact are likely to be realised. Issues that need careful consideration in the next programming agenda include:

- ✓ *Consolidate* VAW and WCDI achievements, strengthen and institutionalise gender equality goals and support initiatives to mobilise other actors and resources to scale up these initiatives. Make sure to include young women. We recommend a study to be carried out to document the methods and results in the VAW programme, as this seem to be uniq and effective and may serve to guide programmes with similar aims.
- ✓ *Organisational capacity building of partners* with focus on the process (how projects are formulated, participation of all interest groups in the organisations and target groups, skills transfer from NPA staff to partner personnel) and not just the product should be encouraged and facilitated. Internal democratisation should be emphasized
- ✓ *Stimulate and sustain relevant local actions* and focus on local partners developing strong, accountable, bonding between them and grassroots based target groups.

Development of partnerships

Reduce number of partners and projects and develop the remaining partnerships into more effective, long term, strategic partnerships where more strategic objectives can be achieved

Capacity building of partners

For NPA partners to make effective use of the emerging space for CS actions and to become more important actors in the Rwandan society, there is need for increased and sustained capacity. A Capacity building programme is required, but need to consider the following issues:

- ✓ *be based on an organisational assessment in co-operation with the partner to assess the existing capacities and gaps*, vis avis their mission and objectives, membership base and internal rules and procedures, assessment of possible risks, impediments and challenges, ascertain relevance, and the conducive environment for ownership and sustainability of capacities created;
- ✓ *take medium to long term perspective* – for NPA partners to acquire requisite capacities to work in a partnership approach and RBA, short term capacity building support will not work given their low levels of capacity.

- ✓ *adequate and sustained capacity enhancement support* –NPA needs to ask itself how much resources are available or is NPA willing to provide towards partners’ capacity development in other words, what proportion of the Country programme portfolio can be allocated to partners’ capacity building.

Increasing impact and influence of actors in civil society

In general, civil society in Rwanda has potential to cause and influence change – empower people to know and claim their rights. A number of actions are needed if CS actors are to exert influence. The apparent successes of the Co-existence network and the Legal Aid Forum indicate that the way forward for influencing change in Rwanda is through viable civil society networks and alliances. For strong CSO network to evolve successfully there is need for ensuring:

- ✓ that members of civil society strongly share common purposes so as to strengthen the network’s cohesiveness;
- ✓ A policy coalition is in place and engineered to give members and relevant outside stakeholders highly visible roles and full credit for their contributions;
- ✓ Demand and negotiate for appropriate space in the donor-government-civil society dialogue. Here, representativeness and legitimacy are important to claim space for amplifying the voice of the communities/target groups.
- ✓ As much as possible, create direct links with the on-going national programmes e.g. the EDPRS, decentralisation and good governance initiatives such as the District performance contracts to better reflect relevance to national development and to create visibility through practice;
- ✓ build knowledge base at NPA and partners (through research and documentation) to facilitate evidence-based policy advocacy at higher levels but also to guide partners’ innovativeness and mobilisation for local actions;

Reconciliation as cross cutting

The GoR’s overall development agenda remains promoting good governance, unity and reconciliation and poverty reduction. Unity and reconciliation dominates youth and women programmes and in fact, all the current projects implemented by youth NPA partners have components relating to fighting the genocide ideology, promoting unity and reconciliation. But the most effective and sustainable approach would be to integrate unity and reconciliation as an integral component of all programme activities by NPA and partners, because it cross-cuts the socioeconomic, governance and rights activities.

7.2.3 Organisation of the country programme

NPA has succeeded in transiting from direct implementation to a facilitator of change in society based on partnership and rights-based approach (RBA), but to improve its capacity to become that actor, it should prioritise the following:

NPA must build its own human and institutional capacity for follow-up and support to partners, create efficiency in its administrative portfolio and intensify building networks for dialogue and action in the prioritized areas.

5 Annexes

- Annex 1: Terms of Reference
- Annex 2: Detailed Program for field visit
- Annex 3: List of Informants and organisations met
- Annex 4: References

Terms of Reference

for

Assessment of Prospects of NPA Activities in Rwanda

Background

Norwegian People's Aid started its operation in Rwanda in 1994 in the immediate aftermath of the genocide, to address the situation of emergency. For the first 10 years the main programme activities were mainly support to the health system, the justice institutions and relief to refugees living in Kigali. The support was given by NPA providing infrastructure, logistics and training.

Since the late 1990ies NPA started on a small scale to orientate itself towards civil society organisations with a few pilot activities. From 2004 major transformations were made in the programmes and capacity building activities were undertaken to prepare the programme staff for new tasks in a partnership approach. The adoption of a rights-based approach made it necessary to phase out ongoing activities, and NPA sought new organisations for partnership oriented cooperation. From the second half of 2005 and onwards, partner cooperation has been NPA's main approach for promoting development. The health programme and the refugee project were phased out by the end of 2005. The support to the justice institutions needs to be transformed.

From the beginning of 2005 it has been decided that NPA Rwanda should concentrate its work around the three thematic areas from the NPA global strategy:

Violence against women

Young people and their right to participate

Land and resource rights

At the same time NPA transformed its methods by aiming at a partnership promoting empowerment of cooperating partners.

In 2006 NPA was cooperating with xx civil society organisations. In addition NPA has been cooperating with the justice institutions as a heritage from the past. NPA is in the process of exploring how the work with the justice institutions can be made strategically to combat violence against women.

Rwanda is a small country, but close to the Democratic Republic of Congo (DRC), specially the DRC province North Kivu. Up to now the NPA Rwanda office has not been involved in any development project in the country. Relief was

provided in 2002-2003 after a volcano eruption near the city of Goma in North Kivu Province. In January this year NPA has been in informal contact with Mr. Eugène van Kemenade from the Dutch INGO ICCO which could be an interesting partner if starting up development cooperation activities in the area.

Purpose of review

The overall objective of the review is to identify future prospects for NPA's work in Rwanda. An assessment should be made of the development of the programme, present situation, and future opportunities. The review should give recommendations for the programme for the next frame agreement period 2008-11. Future prospects can be clarified by looking into opportunities, capacities and conditions within NPA Rwanda, NPA's partners and within the general Rwandan context.

The review should also make an assessment of possibilities of development cooperation with organisations in DRC, preferably in North Kivu Province.

General purpose of mid-term-review:

- *Systematization of context, experiences and capacities of NPA as input for elaboration of strategy 2008-11.*
- *Define/analyse according to pertinent categorization of the program (country, region, types of partners, thematic – NPA-themes or others / “new” – and/or type of process) – and, when possible, include a comparative perspective.*
- *The evaluation should include recommendations concerning emphasis/scope for the program 2008-11.*

Issues to be covered

Social, Political, Cultural and Economic context.

The context-analysis should focus on assumed role(s), progresses and stagnations of social organisations and of the state. It is important to establish to what extent working with Civil society actors has potential to generate important change. Some factors that should be considered are as follows:

- *Are the authorities generally receptive indifferent or hostile towards civil society organisations*
- *What is the level of state control vs civil society influence and role?*
- *What is the level of popular participation related to political environment, traditions and potential. Hereunder cultural aspects including a cult of the chief / culture of obedience the scope for free expression and democratic development;*
- *What is the role of external actors in Rwanda and how are they perceived?*
- *What are the major issues on the political and social agenda and how does these correspond with the areas of interest of NPA*

- *What is the general understanding of and capacities for implementing a rights-based approach; and facilities and constraint for NPA to operate in Rwanda.*
- *What are the important actors and stakeholders in the Rwandan context and which role do they play towards NPA and its partners?*
- *What are the relevant risks and which political trends do we observe in Rwanda?*

Contact will be made with key informants from partner-organisations and other international NGOs to provide input for the context-analysis.

Selection of partner-organisations:

The analysis of partnership co-operation should establish to what extent NPA Rwanda have partners who represent their constituencies and are able to play a role in shaping the political, social and economic future in Rwanda.

- *What have been the criteria in selecting partner-organisations? Does the selection criteria reflect with whom it will be important to co-operate and what activities it will be important to support in the political, economic and social situation?*
- *To what extent do the partner organisations exercise influence, have impact and contribute towards shaping public and corporate policies?*
- *What is the constituency of the partner-organisation? (Formal and informal, legal.) In what way does the constituency differ from the target group of the project?*
- *To what extent does the partner-organisation respond to priorities and concerns of the target group (men, women)?*
- *To what extent does the partner organisation contribute to strengthen the capacity and competence of the target group for mobilising, organising and influencing decision-making processes of their concern?*

Empowerment

The analysis should establish to what extent the projects contributing to the empowering of poor and oppressed? Empowerment is understood as increasing people's ability to bring about change and influence the direction of development, but is also related to access to and control over resources.

- *Does the projects promote organisational / collective empowerment (strategies, communication / internal participation, the political training/education, and the capacity to construct alliances)*

- *Do the projects promote political influencing / impact (mobilisation, negotiation capacity, influence on public opinions, etc)?*
- *Does the projects increase people's access to or control over resources*
- *Has women been empowered, and how does the projects affect the gender roles?*

Duty bearer vs Rights holders

The analysis should establish which rights are addressed by the projects, and how that is reflected in the partners activities, policies and way of working. The roles and responsibilities of duty bearers and rights holders in the Rwandan context needs to be analysed

- *What role has the partner chosen? (service provider vs mobilisation / advocacy / lobbying / spokesman etc.) Does the partners have understanding of the roles of duty bearer and rights holder?*
- *Do the partner-organisations identify / entered into alliances with other local organisations to advocate for rights? (Strategic or tactical)*

Purpose, if service providing

The analysis should establish to what extent service provision is a part of the Rwanda programme, and how relevant it is in order to achieve strategic objectives, promote rights and bring about change.

- *Do the partners engage in service providing?*
- *If so, is there any indication that these activities are instrumental to promoting rights, and how?*

The agendas of the partner-organisations

The analysis should establish what are the agendas of the partner-organisations, and to what extent do they coincide with the agenda of NPA (partnership-cooperation, the thematic areas, and cross-cutting issues)?

- *Identify differences / coincidences between the agendas of the partners, the projects supported by NPA, and of NPA.*

Evaluate the relations between NPA and partner-organisations

NPA sees partnership as a two-way cooperative relationship, sharing complementary resources in order to fulfil their objectives related to oppressed social groups. The analysis should establish the characterisation of relations and roles in theory and in practice.

- *Has the NPA approach strengthened the partners? In what way?*

- *To what extent is the NPA-support “demand-driven” or “donor/supply-driven”?*
- *Is the contribution from NPA defined by local partners or by NPA?*

Type of cooperation between NPA and partner

An important aspect of NPA's role in a partnership co-operation is accompaniment. This implies being in a dialogue partner that respects and supports the agenda(s) identified by the partner organisation(s) The analysis should establish to what extent NPA is “working through” or “working with” local partner organisations.

- *What role does NPA assume in the elaboration of the projects?*
- *To what extent does NPA influence on the profile of the projects?*
- *What has been the role of the partner organisation, and what has been the role of NPA, during the planning-process, during the implementation, and when monitoring and evaluating?*

Development of partner organisation

Actors in civil society might have a need to increase their efficiency to be able to reach their objectives and they might need to develop their professional and organisational capacity to be able to play a more important role in society. The analysis should establish the level of contribution of NPA in the organisational development of partners:

- *To what extent is the NPA approach promoting participation within the partner organisation and / or target group?*
- *To what extent has NPA contributed to the organisational development and the strengthening of the partner-organisation (its policy / strategy, its internal relations/communication/participatory decision-making, its technical and administrative competence and capacity, its ability to make alliances, and its impact)?*
- *To what extent has NPA promoted democratic and participatory culture and gender equality within the organisations?*

Recommendations concerning emphasis/scope for the program 2008-11.

Based on the above analysis of the Rwandan context and the current Rwanda programme and its partners it is expected that the review shall come up with recommendations with regard to the following:

- *Input to over all priorities and direction of the programme as basis for elaboration of strategy 2008 – 2011*
- *Input as to how to increase impact and influence of actors in civil society on social, economic and political development in Rwanda, hereunder input*

to criteria for selection of partners and strategy on how to strengthen civil society

- *Input to further increase the rights focus of the Rwanda programme*

Reporting

Deadlines for draft version and final report

- *Draft report ready by 1st May 2007*
- *Final report distributed by 1st June 2007*

Work schedule and time frame

The review period will be scheduled from 15th March to 01st June, starting with a desk study and data collection period in NPA Head office

The survey will take place between 18 March and 29 March 2007

Fee and settlement

Oslo February2007

Oslo February.....2007

Liv Tørres
Head of International Department

Consultant

Annex 2

Rwanda Review Programme – Trude Falck, Liv Bremer and Charles Twesigye-Bakwatsa **NPA Rwanda 19 – 29 March 2007**

Date	Time	Meeting persons and organisations. Thematic areas	Place*	NPA staff attending**	Interpret. by
Mon 19.03	10:05 am	Arrival Kigali Airport 10:05			
	12:30 -2:30 pm	Lunch meeting with Eddy Rogers of Concern Worldwide. (Challenges for INGOs in Rwanda.)	Dagmar's house		
	3:00 pm	Departure to Kigufi, Rubavu District			
	8:00 pm	Dinner Meeting with Programme Manager Patrick O. Osodo and Dagmar Førlund. (Programme development and challenges)	Kigufi, Rubavu District	Patrick	
Tue 20.03	9:30 am – 1.00 pm	Participate at VAW workshop. Interview with NPA Programme Coordinator Paul Bushayija Lunch with workshop participants	Kigufi	Paul	
	3:30 -5:30 pm	Meeting with paralegals in Gisenyi with Eli Nizeyimana, Haguruka coordinator of the programme. Full name of Haguruka is <i>Association "Haguruka" pour la defense des droit de la femme et de l'enfant</i>	Gisenyi Town	Jean Pierre	Jean Pierre
	6:00 pm - 10:30 pm	Focus group discussion with focal points before dinner. Dinner with workshop participants. Focus group discussions with representatives from Partner organisations.	Kigufi	Marie Rose	Damascene, ADTS
Wed 21.03 .	8:30 – 11:00 am	Interview with Coordinator Jean Damascene Nkundumukiza, ADTS Tea break.	Kigufi		
	11.30 am	Departure to Kigali.			
	2:00 pm	Lunch at Dagmar's place	Dagmar's house		
	3.30 – 6:30 pm	Focus group discussion with Communauté des autochtones du Rwanda (CAURWA), African Rights (AR), Association rwandese pour la defence des droits de la personne et des libertes publiques (ADL).	At CAURWA, Kiyovu	Edmond, Media	Hired interpret.

		(Land issues)			
	8:00 pm	Dinner with VAW Consultant Millie Odhiambo	Dagmar's house		

Thur. 22.03	8:30 am – 2:00 pm	Gender Audit Experience Sharing Workshop, through lunch.	Hotel Mille Collines	Edmond, Mediatrice	
	2:30 – 3:30 pm	Meeting with Principal Researcher Jean Paul Mugiraneza, Institute of Research and Dialogue for Peace (IRDPA). (Important institution in the Rwandan context)	IRDPA, Kiyovu	Patrick	
	3:30 – 4:30 pm	Meeting with Christine Tuyisende, Executive Secretary, Association “Haguruka” pour la defense des droit de la femme et de l’enfant and Kerstin Mc Court, Head of Mission, Danish Institute of Human Rights. (Legal aid, access to justice)	NPA	Patrick	
Fri. 23.03	8:30 – 10:00 am	Meeting NPA staff. Introducing Trude, Liv and Charles, and the purpose of the review and processes within NPA Norway.	NPA	CSJ staff	
	10:30 am – 11:30	Meeting other INGOs and local resource persons: Mohammed Bizimana, Great Lakes Advocacy Coordinator Care Int; Mwema Pascal, Technical Assistant Democratisation and Reconciliation Project GTZ. (Challenges for civil society in Rwanda)	NPA		
	1:00 pm	Lunch at NPA	NPA		
	2:00 – 3:00 pm	Meeting with Theresa Karugwiza, Country Director of Action Aid. (Rights-based approach in Rwandan context)	Action Aid, Kachiru		
	3:15 – 4:30 pm	Meeting NPA staff.		Alice, Claude	
Sat. 24.03	2:00 -5:00 pm	Kigali Genocide Memorial Centre	Gisozi		
	5:00 – 7:00 pm	Review team meeting			
	7:00 am	Dinner with Co Gestion Justice Mr. Jean-Louis Karl, Belgian Technical Cooperation	At Dagmar’s house	Patrick	
Sun. 25.03		Open			
Mon. 26.03	8:30 am	Ministry of Youth, Sports and Culture (MIJESPOC), meeting with the secretary general Mr. Jean Pierre Karabaranga. (Nobody was there to receive NPA.)	MIGESPOC	Patrick	Interpret. by Paul, NPA
	10.00 am	Ministry of Gender and Family Promotion (MIGEPF). With Minister Valerie Nyirahabineza and Gender Mainstreaming and Training Officer Mr. Gad Runezerwa. (the Minister did not attend)	MIGEPF	Patrick	

	11:30am - 12:30pm	Meeting with Director of Criminal Investigation Mr. Joseph Costa Habyara and Head of Crime Investigation Mr. Morris Muligo at the National Police. (Efforts made by police and cooperation to combat VAW)	Kigali Police HQ	Patrick	
	1:00 pm	Lunch at NPA	NPA		
	2:00pm -4:30 pm	Meeting NPA staff.: Programme Officer Jean Pierre Mujoyambere. (Justice partners in civil soc.) Programme Officer Cassilde Ndyambaje (WCDI) Programme Officer Médiatrice Nyiranzeyimana (Participation og young women in partners projects)	NPA	Jean Pierre, Cassilde, Mediatrice	
	7:00 pm	Dinner with WCDI consultant Bernadin Ndashimye	Dagmar's house	Patrick	
Tue. 27.03	8:00 am	Departure for field visit		Marie Rose, Claude	Interpret. whole day by Kevin. NPA
	11:00 am – 1:00pm	Meeting with target group/participants of Tubibe Amahoro & Aprofer (VAW)	Bwishyura Sector, Karongi District		
	2:00 – 2:45 pm	Lunch	Kibuye Town		
	4:30 -5:30 pm	Meeting with target group/participants of Ajprodhho &Never again (Youth)	Murundi Sector, Karongi District		
	7:00	Arrival in Kigali			
Wed. 28.03	8:00- 11:00 am	Meeting NPA staff. Feedback from the review team. Discussion with the staff.	NPA	CSJ staff and Terje	
	1:00- 1:30pm	Lunch	NPA		
	1:30 – 2:30 pm	Meeting Executive Director John Mudakikwa, Ajprodhho (Youth).	NPA	Claude	
	2:45 – 4:15 pm	Meeting with SERUKA, PROFEMME, AMIZERO, URUMULI, ADTS and Centre IWACU and beneficiaries. (WCDI)	At SERUKA	Cassilde	Interpret. by Kevin, NPA
	4:45 – 6:00 pm	Review team meeting	NPA		
Thur. 29.03	8:30 – 10:30am	Summing up in NPA with key staff	NPA	Patrick and Terje	
	10:30 – 11:30	Review team meeting	NPA		
	11:30 pm	Off to the airport		Terje	NB! Confirm

		Departure Kigali Airport at 2:00 pm			tickets.
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* In the new structure of administrative areas in Rwanda Rubavu District is located in formerly Gisenyi Province, and Karongi District is located in formerly Kibuye Province, both districts are in the Western Province.

** Dagmar attended the full programme except for the meeting with IRDP Thursday 22nd, the visit to the Memorial Centre Saturday 24th March and review team meetings.

List of informants in Rwanda - met by the Rwanda review team March 2007

Bizimana Muhamed, Great Lakes advocacy coordinator in Care
Costa Habyara Joseph, director C.I.D, Rwandan National Police, Ministry of Internal Affairs
Dore-Weeks Rachel, African Rights
Fahlstrøm Karin, area representative of Great Lakes, Norwegian Church Aid
Kalimba Zèphyrin, director CAURWA
Karl, Jean-Lous, Belgian Technical Cooperation
Karugwiza Theresa, country director of Action Aid Rwanda
Mc Court Kerstin, Danish Institute of Human Rights
Mugiraneza Jean Paul, principal researcher IRDP (Institute of Research & Dialogue for Peace
Mukankusi Caritas, researcher IRDP
Muligo Morris, Head Crime Investigation & Scientific Police, Rwanda National Police,
Ministry of Internal Affairs
Mudakikwa John, executive director Adjprodho
Mujaawyezu Berthilde, permanent secretary ADL, Association rwandaise des droit de la
personne et des Libertes Public
Mwema Pascal, GTZ and Coexistence Network
Ndashimye Bernadin, consultant WCDI review
Nizeyimana Eli, coordinator and legal adviser of Haguruka legal aid program Rubavu district
Nkundumukiza Jean Damascene, coordinator ADTS
Odhiambo, Millie G. A., consultant for NPA on VAW
Pinder Caroline, Wise Development Ltd UK/Rwanda Partners Gender Audit
Rogers Eddy, country director Concern Worldwide Rwanda
Runezerwa Gad, gender mainstreaming training officer, Ministry of Gender and Family
promotion
Tuyisenge, Christine, executive secretary, Association “Haguruka” pour la defense des droit
de la femme et de l’enfant

Participants of the VAW workshop 20. -21.3.07 from the partner organisations:

Focus group 1: Seruka, Adjprodho, Avega Ass, ACPF, ADTS, APPROFER, CDJP
ARDF (Rwanda Women’s Network)
Focus group 2 (VAW workshop): CDDJP, RDF(Reseau des femmes), TUBIBE-AMAHORE,
AGR, IWACO

Participants in the WCDI meeting: Representatives of SERUKA, AMIZERO, URUMULI,
ADTS, Centre IWACU and beneficiaries of WCDI training

NPA staff:

Arnesen Terje, finance manager
Bayingana Edmond, coordinator

Bushayija Paul, coordinator
Førland Dagmar, resident representative
Gatete Kevin, programme assistant/intern
Karindanyi Alice, field officer
Mugoyikazi Mary Rose, programme officer
Mujyambere Jean Pierre, programme officer
Ndayambaje, Cassilde, field officer
Nyiranzeyimana Mèdiatrice, programme officer
Osodo Patrick Okoth, programme manager
Rugera Jean Claude, programme officer

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