



Evaluation of the Peace Building and Development Programme in Rwanda

Annexes

Oxfam GB Programme Evaluation

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Annex 1. Terms of Reference

Peace Building and Development Programme in Post Genocide Rwanda:

1. Background

Oxfam GB has supported a programme in Rwanda since the 1970's. In mid 2000, the Oxfam GB Rwanda team undertook a comprehensive review of its programme. In January 2001, the OGB Rwanda programme began implementing a pilot peace building project, aimed at making a contribution to the immense challenge facing Rwandans today: how to build a viable society deeply affected and traumatized by violent conflict. In October 2002, the Peace Building Pilot Project Impact Assessment was completed and the decision was taken to invest in a longer-term programme. In 2003, Oxfam's country programme "*Development and Peace Building in Post-Genocide Rwanda: The Challenge of National Reconciliation*" was initiated and currently continuing.

The programme is coordinated from Kigali and has four field offices in the provinces of East (former Umutara), North (former Ruhengeri), South (former Gitarama) and West (former Kibuye).^{*} The programme focuses on conflict transformation and poverty reduction at grassroots level and aligns closely with the Government of Rwanda's National Unity and Reconciliation, Decentralisation and Poverty Reduction strategies. In addition, Oxfam Rwanda has a humanitarian watch. At the national level, Oxfam GB works with others, both government and civil society, on various initiatives to foster sustainable development.

In 2004, a review was conducted to assess progress against intended objectives and outputs with ideas for future programming. The review acknowledged that the current focus on good governance, using a peace building and development approach represents good practice in the Rwandan context, and provides benefits beyond the intention of the initial programme. It also highlighted that finding ways to allow the skills, processes and values that are being forged at grassroots level to permeate to higher levels of decision-making in society would greatly enhance the good governance component of the programme. The Review advises that "Whatever decisions are made about future programming, it will be important to continue to do this work. In a very tangible way it continues to demonstrate that when people are empowered to make decisions that affect their own lives they make wise decisions and, perhaps even more importantly, are able to learn from the unwise ones. People are able to take responsibility for their own livelihoods beyond the input of Oxfam or other organisations, but critically, the initial input acts as a spark for this confidence and growth". There are also important lessons from the programme experiences to pass on to local leaders, development workers e.g. extension officers and others – and also to compare different approaches. The review will seek to find out how this is working, what opportunities exist to influence other development actors in the intervention area (particularly local governments & grassroots-based informal groups such as CBOs, women's associations, etc), and to empower them to take on Oxfam's programmes/ concept after exit i.e. over the long term

2. Purpose of the Review

The purpose is to review progress of the Rwanda peace building and development programme in relation to the objectives with a view to generating learning for improving programme's quality, future programming and sharing.

3. Specific Objectives

^{*} The programme expanded in January 2004, with operation in Gitarama and May 2006 with operations in Kibuye.

- 3.1 Review the programme content, process and management to date and results being achieved in relation to the key objectives regarding changes that have taken place as a result of the project – both positive and negative, planned and unplanned
 - in people’s lives
 - in policies, practices, ideas and/or beliefs of the people and institutions (social, political, economic, cultural, formal and informal) within the project zone, outside of it, at national levels and beyond?
 - on realising gender equity within the project zone, outside
 - sustainability of the programme impact and processes
- 3.2 Assess the effectiveness of the programme process with particular attention to participation of beneficiaries (gender and diversity) and other stakeholders in the programme.
- 3.3 Assess the model itself in light of developments further along the timeframe and make recommendations for improving the programme quality. This is often where a comparative analysis with other programmes/initiatives (see fourth point below) can come in useful.
- 3.4 Assess the quality of programme monitoring and evaluation and recommend improvements.
- 3.5 Identify lessons learned that can be used to share with others and to inform Best Practice for peace building and development in post-conflict societies within Rwanda and beyond.

4. Scope Of The Review

This is an overall review intended to incorporate the findings of the 2004 review findings. This is because the 2004 review focussed on new activities that had been added after the pilot phase.

5. Process / Methodology

- An inclusive participatory process where a variety of stakeholders at various levels are involved
- The review team to develop the actual methodology and tools after review of documents and interviews with key staff. These will be discussed and approved by Oxfam GB. The team to prepare an inception report that includes the methodology & tools, as well as the work plan. OGB will assist in mobilising field staff and in developing a list of stakeholders to be interviewed/ met.

6. Review Team

The review team will be made up of 2 - 3 members with the following specialisation:

- Process oriented development programme evaluations
- Conflict theory and practice
- Cross-cutting issues including gender, diversity, HIV and AIDS

A team leader will be appointed before commencing the review.

7. Timing

Six weeks in the months of August and September 2007 as follows:

- 1 week – Preparation to include:
 - Review of key documents and interviews with key staff
 - Development of the review methodology and tools
- 3 weeks - Field work/research
- 2 weeks - Analysis and reporting to include:
 - Data analysis and production of a draft report
 - Presentation and discussion of key findings and recommendations to staff and key stakeholders
 - Production of a final report

8. Expected Output

- A review report (3 bound hard copies and one electronic copy) documenting:
 - The methodology selected and a section discussing the process used for selecting the methodology

- Findings, **analysis** and conclusions (following on the analysis, (to include key lessons learned about the programme approach and its impact)
 - Recommendation and options for future programming
- The report should have 20 to 30 pages with other information in appendices and will include:
 - Executive Summary;
 - Summary of key lessons and conclusions/recommendations;
 - Table of Contents.
 - Write up of meetings/visits/interviews conducted

- The report will be used by Oxfam to share learning with others within and outside Rwanda so critical management issues to be written in a separate management letter. In addition, Oxfam will use information from the report to produce other documentation to influence practice in peace building

9. Key Documents

- Evaluation of pilot programme report
- Programme review 2004 report
- Log Frame 2004 - 2009
- Programme reports
 - Donor reports 2005 and 2006 (Oxfam Ireland)
 - Monthly reports from Project Managers
 - Quarterly management reports

10. Proposed Budget – Available Separately

Annex 2. National Context Analysis

1.1 Brief Profile of Rwanda

Rwanda is small mountainous landlocked central African country¹ 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 was inhabited by about 8.2 million people (according to the August 2002 Census). It borders with the Republic of Uganda in the North, United Republic of Tanzania in the East, the Democratic Republic of Congo (DRC) in the West, and Burundi in the South. Average altitude is 1,700 metres but the terrain is diverse with the highest ranges in the North Western being above 4,000 metres, and lowest in the Eastern plains at below 800 metres above mean sea level. The moderate tropical montane climate affords the country 2 farming 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 categorised as living below poverty line (less than US \$1 per day). The main socio-demographic characteristics of the country are summarised, in the context of peace building, poverty reduction and development as follows:

- *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 southern and eastern dry plains which were mainly inhabited by pastoral communities;
- *About 24% of the population is in school* (MoH 2005) and this, coupled with the fact that the population is generally young, imply high dependency levels.

¹ This notwithstanding the fact that the country is a member of the East African Community since November 2006

1.2 Socioeconomic and Political Issues

1.2.1 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 Hutus². 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 genocide thus made the rising poverty situation worse – the proportion of absolute poor increased from 48% in 1990 to 78% in 1994, and a 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 then, declined tremendously to under US \$ 250.

1.2.2 National Unity and Reconciliation Process/ policy

In the midst of a sharply divided society that the post-genocide Government inherited in July 1994, national unity and reconciliation were emphasised as a top priority of the transitional Government. 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 and cultural differences.

Mainstreaming reconciliation and national unity as a practice through sensitisation and indoctrination: In 1999, the 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, the European Union (EU) and other multilateral and bilateral donors, and this has enabled it to regularly organize solidarity camps (locally known as *Ingando*) targeting students in secondary school and those joining tertiary institutions, university lecturers, released prisoners, civic and opinion leaders, youth and women groups, ex-combatants³ 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.

² 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.

³ These include former RPA fighters, Ex-FAR (former Government Army) and former Insurgents who had returned home from exile fighting bases.

As stability has been achieved, the question of national unity has shifted towards poverty, sustainable livelihoods and the growing gap between those who have and those who don't. The concerns of unemployment among a growing number of unskilled and semi-illiterate youths, escalating poverty among rural and urban poor, and little political space for the citizenry to voice out their concerns publicly, to associate freely and question government policy, have been pointed out as issues that undermine the efforts of national unity, and could rekindle or fuel ethnic tensions if not addressed. 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. But the Government's strict stand on corruption and nepotism, as well as deliberate efforts in balancing employment at least in the public sector, have helped to query them.

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 into chaos, was used as 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.

1.2.3 Traditional justice (Gacaca) and 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, and a virtually collapsed formal justice system⁴, the GoR had to find a more innovative way of administering quickly and fairly justice, reconcile the deeply divided society and put the country on the path to development. Moreover, in the immediate post-genocide period, it was difficult to get any Rwandan presumed to be neutral even if competent personnel had been available. In the circumstances, a traditional system – known to and presumably trusted by all Rwandans (*Gacaca*)⁵ was thought to be a better option. Gacaca Courts were legally established in 2000 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 in April 2007 by law No. 10/2007. Its specific purpose is to prosecute and try perpetrators of genocide and related crimes against humanity between October 1, 1990, when the war that brought the Rwanda Patriotic Front (RPF) to power was launched, and December 31,

⁴ 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.

⁵ 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*), and the bench is constituted by 7 persons of integrity plus 2 substitutes. 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 viz: one at 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 elected to the Gacaca bench.

1994. There are about 12,103 courts, 75% of which are at cell level, presided over by 169,442 judges. *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, no salary, no professional lawyers – witnesses and judges are all community members.*

Remarkable successes have been realised - during the period March 2005 - June 2006, more than 150,000 suspects confessed before Gacaca courts, close to 7,000 suspects were acquitted and more than 2,000 convicts sentenced to community work. This innovation eased the process of investigation and prosecution.

But 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 prisoners (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. Indeed, 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. There are also concerns that the ill-trained Jurists have been given too much powers (e.g. to sentence convicts up to 30 years imprisonment); which, given the inherent intrigues in some communities, some have taken advantage to settle personal disputes by way of false testimonies or unjust sentencing of otherwise “innocent” people. In response, the GoR has revised the *Gacaca* law in a recent amendment in March 2007 to address some of the challenges faced.

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 have streamed in to support it. Its, however, still a long way to deliver justice and reconciliation. With a deadline to complete its mandate and work by December 2007, *Gacaca* courts have been working extremely hard, and where the cases are many, like in much of the South and Western provinces, court sessions have increased to 2 days a week to ensure that the backlog of cases are completed. Even if all cases are concluded by December 2007 deadline, challenges still exist – one indicator of this is the continuing harassment and killing of some genocide survivors and some of the people who provided testimonies, suggesting that the post-*gacaca* period could be as challenging with many conflicts likely to arise.

1.2.4 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 Rwanda 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), which has been completed and is now the basis for national strategic planning, resource mobilisation and public expenditure. A remarkable departure of the present EDPRS from the PRSP 1 is the greater focus on economic growth in sharp contrast to the PRSP 1 which concentrated on improving social indicators – mostly education, health and community services. The rationale for the strategic shift is the argument that economic growth will generate internal resources needed to sustainably provide social services and break or reduce dependency on external support. The participatory nature of the EDPRS – where all stakeholders – Government ministries and agencies, donors and other development partners, civil society and private sector – actively and genuinely participated, signifies a major shift of Government policy to work more closely and transparently with all partners.

1.2.5 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. The first 3-year phase established administrative structures, organised the first ever local elections, and provided minimal capacities to decentralised structures – the biggest success of decentralisation, given the country's history, was creation of awareness and devolving leadership responsibilities to the people – more than 10,000 people including women and youth, were involved in governance at different levels. The second phase of 5-years was planned to deepen decentralisation by strengthening the capacity of local government units to effectively plan and manage the delivery of services. As part of this process, a major administrative reform and territorial re-organisation in November 2005

resulted in downsizing of administrative units, as a measure to create more viable local government structures. Subsequently, since January 2006, provinces were reduced from 12 to 5 (including Kigali city), districts from 107 to 30, sectors 1545 sectors and cells from 9000 to 2,148 and 14,975 *Imidugudu* (villages). All political positions in the local government system are now elected. The province has only a coordinating role and it is a deconcentrated tier of the central government. The lowest administrative unit, the *Umudugudu*, comprises between 50 – 100 households. In order to bring services closer to the population, the service delivery centre was shifted from district to sector level, as the district level retains overall planning, coordination and resource mobilisation. Under the recent reforms, central government ministries retained 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.

These policy and administrative changes have come with new challenges – of human and institutional capacities, capital investment resources, and of coordination and monitoring. Because of the way these reforms were swiftly implemented, programming of both Government and development partners were disrupted but have progressively improved. Most partners have had to re-plan and/ or review their country engagement strategies to respond to the new changes.

Many stakeholders including those in civil society agree that decentralisation has provided appropriate institutional structures for development actors particularly NGOs to engage local governments and reach the target groups - communities. 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 priorities. A new coordination structure – the Joint Action Forum (JAF) has also been established to bring together different actors in the development process at district level but the district's capacity to provide strategic leadership to this process is still evolving just as the JAF is just starting.

1.2.6 Gender relations and national policies affecting the role of women.

Although Rwanda is still a largely patriarchal society, the distinct delineation of roles between men and women were redefined by the genocide that tilted the demographic balance – with the consequence that more women and children have become household heads. 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. To date, more than one third of the households are female-headed, and many are involved in trade and farming. Women's participation in political governance and decision making has also increased tremendously – nearly half (49%) of the seats in parliament (Chamber of Deputies) are occupied by women, and in cabinet they

constitute 31%. This represents a remarkable increase from 15.7% in 1999 and 9.5% in 1995. At community level, women are the unsung heroes of Rwanda's reconstruction – for they have been actively involved in the reconciliation and development process – they formed associations to help widows and orphans, have been active in *Gacaca* either as judges and witnesses; and continue to take care of families and household property as men languished in prisons. This significant role that women play and the enormous potentials they have, has been recognised by the GoR which has put in place strong pro-women policies and legislation – the National Constitution 2003 (which among others establishes a national gender observatory), the national gender policy, the family protection and succession laws that outlaw polygamy and protects the rights of women and children to family property, etc. Despite these positive developments, the plight of rural women remains difficult, because of the socioeconomic and cultural barriers they face such as low literacy, poverty and negative attitudes, beliefs and norms in society.

1.2.7 Land, Natural Resources and National policies on resource rights and access

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 plan in the Vision 2020, which seeks to reduce dependency on land to 50% by 2020. Traditionally in Rwanda land was acquired by inheritance and recently, through purchase. Access to and ownership of 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, decreasing land holdings and environmental degradation, the resource is overstressed and increasingly scarce. Nearly half of the population have less than 0.5 Ha and are in effect, landless. Shortage of land and inappropriate use of the little that exists has frequently sparked off conflict in various parts of the country.

To address the problems of land ownership and utilization, the GoR enacted a comprehensive policy on land in 2003 and formulated an organic law (in 2004), with the aim of streamlining land tenure/ ownership, enhance productive utilization of land and facilitate commercial land transactions through land registration and titling, and putting in place specialized structures for land management and dispute resolution at local levels. The new legislation on land has been applauded for removing the barriers to women by prohibiting any forms of discrimination with regard to access to land and property, and guarantees women's representation in decision making on land (article 8 para 2).

1.2.8 The Status of Youth

As pointed out earlier in the text, youth constitute the majority of the Rwandan population with nearly 70% of the population under 25 years in 2002. The majority of Rwandan youth are educated only up to primary level. Although basic primary education has been free since 2003,

dropout rates are very high (about 42%), and even then, less than half of those who complete primary education proceed to post-primary level - transition to secondary school is about 45%. The main reasons cited⁶ for high drop out rates were poverty, domestic violence, and ignorance of parents. These issues raise concerns for youth livelihoods and productivity. The high vulnerability status of youth – where many are redundant without jobs or employable skills, no assets or social networks to support them, is a recipe for conflict. Yet, compared to women’s organisations, youth groups have received little support, in terms of funding or training for productive work. 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 seem to have attracted any funding.

1.2.9 Addressing HIV/AIDS epidemic

The Demographic and Health Survey (DHS 2005) estimated HIV/AIDS prevalence in Rwanda at 3%. This reflects remarkable improvement from 5.1% in 2003 (UNAIDS 2004) and about 12.8% in 1997. HIV/AIDS prevalence in Rwanda is engendered – at 3.6% among women compared to 2.3% among men, and affects rural areas more than urban areas. Among youth (15 -24 age group), girls are five times more affected than boys (0.5% for males Vs 2% for females). And this is due to a number of factors including high levels of vulnerability among girls and early involvement in sexual activity compared to boys. Comprehensive knowledge of HIV/AIDS prevention among youth is still low although it has increased from 22% in 2000 to about 52% in 2005.

In the context of Oxfam’s work, HIV/AIDS a critical vulnerability issue and it is important that the mainstreaming process just starting should be fast-tracked. Some 210,000 young people have been orphaned by HIV/AIDS, it also accounts for a sizeable number of widows. Much of this is due to the genocide in which rape was used as a weapon of war, but also knowledge gaps on prevention and protection and socioeconomic factors like poverty and ignorance drive people to unsafe sex. A considerable number of women whose husbands are imprisoned over genocide charges have reportedly produced children out of wedlock, confirming fears that rampant unsafe sex exists even among married couples. Access to HIV/AIDS information and services like Voluntary Counseling and Testing (VCT) is linked to inadequate access to health care, due, in part, to inadequate facilities and geographical barriers among others.

1.2 Structure, roles and responsibilities of social organisations

1.2.1 Community based structures – 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, according to the National Coordinator, “it is where people know and trust each other”. Originally targeted to work at cell level, it has

⁶ See the Results of the Quibb Survey 2003 (MINECOFIN 2004) and Socioeconomic Situation Analysis of Youth in Rwanda (Twesigye – Bakwatsa, 2005) for YES Rwanda.

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 in Box 1 below.

[Box Removed]

Each *Umudugudu* receives about Frw. 600,000 (approx. US\$1000) to assist them finance the projects they identify, under financing from the European Union.

One of the strengths about *Ubudehe* is that it combines traditional values with modern principles 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. Project monitoring is entirely a community responsibility, but there are concerns for the sustainable funding after the current EU funding ends.

Besides *Ubudehe*, formal and informal groups and numerous *Associations* are formed at local level mostly along income generation motives. While they exist in virtually all villages, the degree of organisation differs – some are registered with legal status and formal membership, while the majority are informal small entities. Association building is a strategy for sustaining interventions implemented at local level, and was mentioned as a good support mechanism for strengthening local action.

Because of low organisational capacities, most of these associations remain structurally weak, often with no record keeping or financing capacity. The GoR 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, training and professional support, among others.

1.2.2 Women and Youth councils

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. At higher levels, the national constitution reserves seats for NYC and NWC in parliament, but perhaps what is lacking is empowerment of their constituencies to hold them accountable.

1.2.3 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, only

taking a non confrontational approach, 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 ideologies. The post-genocide Government used the anti-genocide sentiments to crack down the already weak and 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 humanitarian and service delivery – 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.

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 but also lack of capacity to design a clear advocacy agenda to engage Government around issues of policy concern. Advocacy work remains limited to a few petitions and memorandums to Government or other concerned parties, and to a small extent, publishing statements 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 by NGOs as confrontational and very risky. Most CSOs in Rwanda are now convinced that non confrontational approaches using evidence-based facts (from research and documentation of good practices) can be effective in the Rwandan context. 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 political participation and human rights, where the Government may hold strong contrary views.

However, while space for civil society actions is still constrained by legislation and political practice, there are promising albeit slow, signs of vibrancy to step up advocacy, as evidenced by civil society participation in the EDPRS, increasingly vibrant statements in the media, and some local actions around accountability. This has partly been augmented by developments such as regional and international influences, democratisation, increasing capacity and partnership among civil society. It should, therefore, be emphasised that limited advocacy work cannot entirely be blamed on lack of operational space, and its important to appreciate historical circumstances - 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. But as Government structures become solidly in place, and as Rwanda open its governance systems and practices to regional and international audit, there are increasing opportunities for civil society to contribute more productively to the development process through resource mobilisation, community empowerment and advocacy around equitable development.

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 can be a more useful tool. Documentation for most of Rwandan civil society is weak – very

few commission or utilise policy oriented research and disseminate it, and very few document and share their successes as a way of accounting to or influencing others.

1.2.4 Alliance building and diverse relations

With the doors for civil society action opening slowly on one angle and tightening on the other (through legal 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) *The Media*: One important area where CSOs can build useful alliances is with the media. The OGB partnership with La Bonevolencija can successfully drive its advocacy agenda if it's well established. Locally, the media is also becoming vibrant - numerous radio stations sprung up almost spontaneously in the last 2-3 years (about 10 radio stations), as are countless newspapers, mostly in local Kinyarwanda language. The editorial and content quality notwithstanding, these provide avenues for advocacy and networking through informative articles, insertion of supplements and critiques of unfavourable policy among others.

(b) *Grassroots networks*: There is opportunity for OGB to build alliances with grass root based organisations (CBOs, associations,..) for effective civic action. However, this requires that they build long term relationships that go beyond the short mobilisation and project support that seem to define the present relationships.

1.2.5 Environment for sustainable capacity development

The huge capacity gap caused by the genocide and the weak institutional environment makes the process of developing sustainable capacity difficult. Human resource development is slow despite the expanding higher education. It would be a good idea for OGB to use the partnership incentives to orient its partners towards building strong grassroots based structures and providing the needed capacity building support to enable them manage and sustain the grant supported projects.

1.2.6 Political situation in the region

Rwanda has always been at the heart of a volatile 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 actively fighting in the DRC, and claims that there are dissident nationals in other countries such as Uganda. Tanzania which is its most stable neighbour has recently expelled thousands of Rwandan nationals and some of these are yet to be resettled. Rwanda is also host to

thousands of refugees from the volatile Eastern DRC and Burundi. This wave of insecurity in the region and refugee situation influences operations of Government and development partners. An interesting development is the commitment of Rwanda to peace building in the region, as evidenced by the role the country's military is playing in the Darfur Region of the Sudan.

1.3 Civil society actors' potential to generate change

Civil society in Rwanda has strong potential to cause and influence change – empower people to know and claim their rights, and educate and mobilise them to fulfil their obligations; engage the state and other service providers, on their behalf, to ensure equality and equitable access to resources and accessibility by all. And civil society has come along way – from humanitarian work, to direct service delivery in development work, and now moving towards advocacy work. But this potential can only be realised if the mobilisation and organisational capacity of the local civil society is increased; if they are empowered in advocacy, and if networking and coordination is improved. There is positive progress in this regard - the JAF, increasing collaboration and partnership between, rather than competition among local and international NGOs, and increasing cooperation between local authorities and NGOs. Locally institutionalised CSOs (such as women's cooperatives,) are well rooted in the communities and can act as a conduit through which to mobilise communities.

It is also observed that as Rwanda gets on the path of democratisation, more space is being created for civil society to influence change. However, civil society appears less prepared to use the available space to act and to negotiate for more. The decentralisation process is seen as a window of opportunity for people's empowerment to strengthen local accountability and service delivery.

The Decentralisation policy was adopted in May 2000, and this effectively transferred power from the hitherto highly centralized state to elected local authorities in 106 districts, 1545 sectors and more than 9000 cells. The territorial reform of December 2005 amalgamated local government units into 30 districts, 215 sectors, 1500 cells and more than 8000 villages, in a bid to strengthen their capacity to take on more responsibilities. Although not yet well established, local authorities now have relatively solid structures and educated staff, district development plans (DDPs) are now the main framework for local development, and mechanisms for local coordination of development partners are in place (Joint Action Forums). Indeed, development partners such as international NGOs are required by law to work directly with and through local authorities, and as much as possible, their agendas have to be defined by the district priorities.

Fostering unity and reconciliation had been a priority programme that guided national legislations and policy formulations including the National Constitution of 2003, and received strong support from donors and international NGOs. The National Unity and Reconciliation Commission (NURC) established in 1999 works with NGOs, parliament and local authorities to sensitise and advocate unity and reconciliation through solidarity camps, public dialogues, and research and dissemination of information.

The political and governance environment

Rwanda's recent governance agenda has been largely driven by the events immediately before and after the 1994 genocide in which, up to one million people were killed, the Rwandan society deeply divided, and the social and economic infrastructure destroyed. The main priority of the Government since 1994 was to re-unite and reconcile the population, restore good governance and embark on poverty reduction and economic transformation.

Socioeconomic transformation – from humanitarian to stable development framework, sectoral and national policy priorities

Between 1994 and 2000, Government activities were undertaken on a largely ad hoc basis and mainly focussed on re-settling refugee returnees, resuscitating the economic and social infrastructure and restoring peace and security within the Rwandan territory, while civil society work largely focused on humanitarian activities like emergency relief. Since 2000, however, there was a move towards more coherent and coordinated planning framework focussing on long term development. A national Vision 2020 was formulated in 2000. The first PRSP (2002–2005), developed through comprehensive participatory poverty assessment (PPA) during 1999-2000, made significant achievements in especially social sectors – education and health but had put little emphasis on economic growth (Evans *et al* 2005). The second PRS – the EDPRS (Economic Development and Poverty Reduction Strategy), was launched in February 2006 and completed recently (August 2007), and is now the basis for national strategic planning, resource mobilisation and public expenditure.

Annex 3. Tables

Table A. Personnel and Logistical facilities in OGB Rwanda

Area	Human Resources		Logistical Vehicles
	Managerial & technical	Support	
Country Office	8	4	2
Eastern	4	4	3
Southern	4	3	2
Western	3	2	1
Northern	4	3	2
Total	23	15	10

Table B. Categories of Trained Community Leaders by type of Training

	Conflict management	Project management	Organic farming
TOT trainers	X	X	X
People of integrity	X		
Cell & Sector Executive Secretaries & Coordinators	X		
Imidugudu Leaders	X		
Conflict Mediators (Abunzi)	X		
Gacaca judges	X	X	
PMC Members		X	
Women in charge of gender in cell and sector	X	X	X
Illiterate women	X	X	
2 Persons of integrity from each cell	X	X	
2 youth (1 female and 1 male)	X	X	
4 youth of integrity	X	X	
41 demobilised soldiers	X	X	

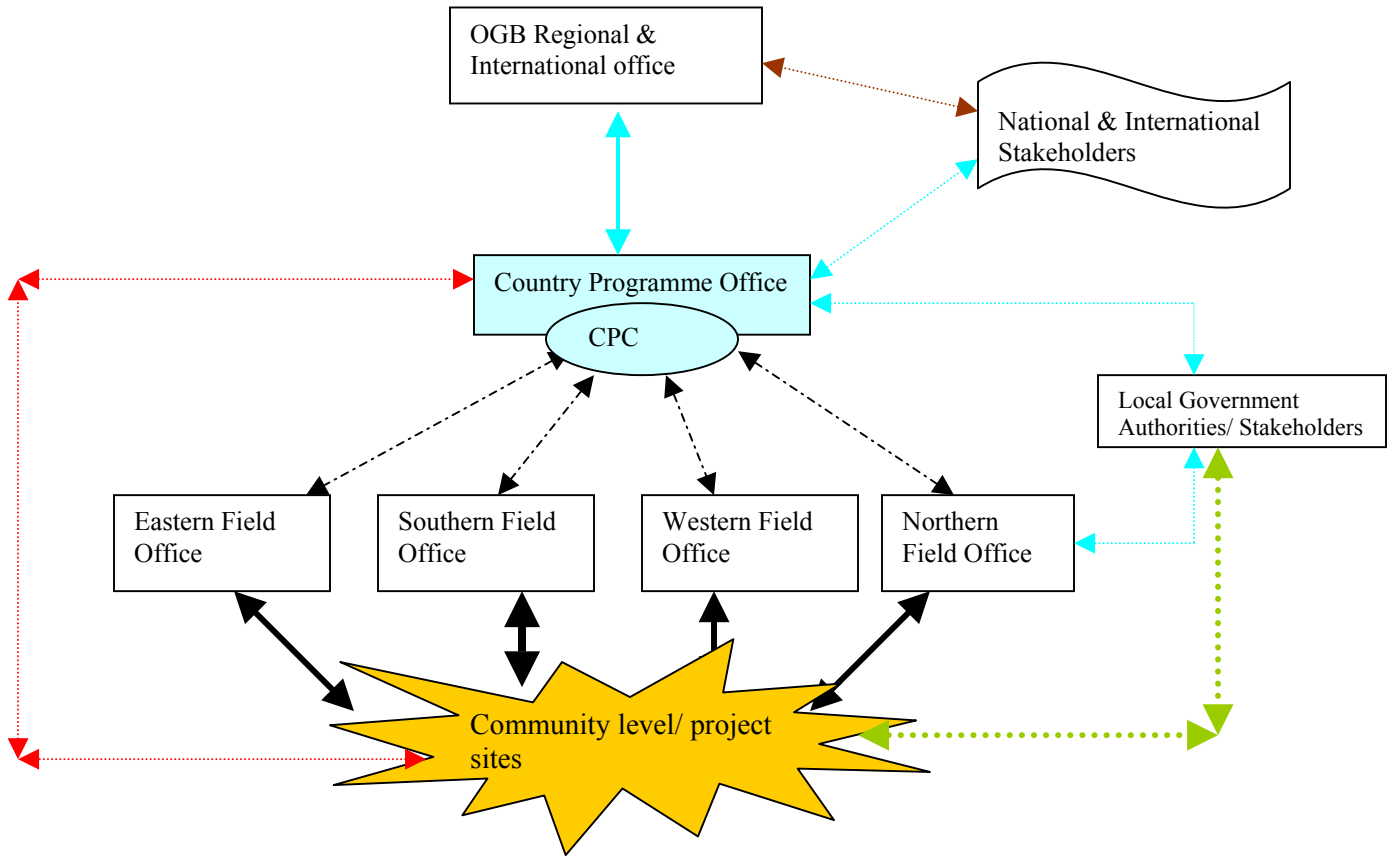
Source: Oxfam GB Project Records

Table C. Total Grant disbursements by type of project and location

Project type	Livestock (Frw.'000)	Crop farming (Fr'000)	Milling machines (Fr. '000)	Handicrafts & carpentry (Fr. '000)	Produce & stores markets (Fr. '000)	Others (Fr'000)	Total (Frw'000)
East	172,250	17,908	17,427	5,001	10,026	206,632	429,244
South	165,549	26,487	7,442	6,484	-	-	205,962
West	31,070	29,139	24,114	-	-	-	84,322
North	190,755	16,321	13,309	-	13,597	-	233,980
Total	559,624	89,855	62,292	11,485	23,623	206,632	953,508
Source:		Oxfam		GB		Records,	2007.

Annex 4. Information flow between the OGB programme and stakeholders.

The thin lines represent limited communication while the thicker ones imply more frequent communication. Information flow is relatively strong between community and field offices, it is much weaker between field offices and country programme level.



Legend

- Direct communication (occasional field visits) by country office
- Monitoring & follow-up by local authorities
- Reporting to & programme communication with external stakeholders
- Signifies weak programme communication between field & country office
- Relatively close communication between beneficiary communities & field office

Annex 5. List of People Met/ Consulted

[Table Removed]

Annex 6. Oxfam Rwanda Intervention Areas

Province	District	Sector	Cell		
North	Musanze	Kinigi	2003- Kabazungu, Bisoke, Kampanga, 2004- Nyonirima, 2005- Nyabigoma		
		Musanze	2004- Garuka		
	Gakenke	Nyange	2003-Ndinda 2004-Kabeza, Kamwumba		
		Cyuve	2005-Migeshi,		
		Busengo	2005- Busengo , Kamina-2003		
		Nemba	2003-Gahinga, 2005- Gisozi		
		Gashenyi	2005-Taba		
		Kamubuga	2003-Rukore , Mpatabata, Kamubuga		
		Gakenke	Kagoma-2004		
		Karambo	Karambo-2004		
		Burera	Rwerere	2003-Rushonsho, 2005-Rugari, Gacondura	
			Ruhunde	2005-Gaseke	
	Nemba		2003-Nyamugali, 2004-Rubona , 2005-Rushara,		
	Gitovu		2005-Mariba		
	Cyeru		2004-Butare,		
	Rulindo	Rugendabari	2004-Nyanamo		
		Marembo	2004- Rukozo		
	West	Karongi	2006		
			Twumba	Gitabura	
			Gishyita	Buhoro	
Murundi			Bukiro		
Murambi			Nkoto		
Mubuga			Nyagatovu		
Gashari			Rugobagoba		
Ruganda			Kabingo		
Gitesi			Gasharo		
Rwankuba			Rusesero		
Mutuntu			Murengeza		
South			Muhanga	Rugendabari	1 Kanyana-2005
				Nyabinoni	1Mbuga-2005
	Rongi	Ruhango-2004, Gasagara-2004, karambo-2005			
	Kabacuzi	Butare-2004			
	Kibangu	Jurwe cell/Ruminantege- mudugudu			
	Ruhango	Ruhango	Gikoma- 2005		
		Ntongwe	Marimba Umudugud/Kareba cell-2004, Nyamirama umudugudu/ Nyakabungo cell-2004, Kebero-2005		
		Kinazi	Gishari/ Umudugudu Matara- 2004		
		Kabagari	Bihembe/ Kirwa umudugudu,- 2004, Karambi – 2005,		
		Kinihira	Kirwa -2005,		
Nyanza	Busoro	Shyira- 2005			
	Cyabakamyi	Nyarurama-2005, Rubona/ Rugendabari umudugudu- 2004			
	Kigoma	Gahombe-2005			
East	Nyagatare	Mukingo	Kigarama/ Nkomero-2004		
		2003/04			
		Rwempasha	Rutare		
		karama	Kabuga		
		Gatunda	Kyagaju		
		Rukomo	Rurenge		
	Gatsibo	Rwimiyaga	Rutungo, Nyendo, Nyarupfurire		
		Kiramuruzi	Nyabitsindu		
		Murambi	Murambi		
		Kiziguro	Mboogo		
	2004/005				
	Nyagatare	Tabagwe	Gishuro		
Rwempasha		Byeru, Kazaza			
Kiyombe		Gitenga			
Nyagatare		Kamagiri			
Gatunda	Nyamikamba				

	Rwimiyaga	Kabeza
Gatsibo	Kiramuruzi	Gakoni
	Murambi	Rwankuba
	Rugarama	Kanyangese
2005/06		
Nyagatare	Tabagwe	Nkoma
	Rwempasha	Kabaree, Rukorota
	Nyagatare	Ryabega
	Mukama	Kagina
	Karama	Ndego
	Karangazi	Kamape
Gatsibo	Kiziguro	Ndatemwa, Rubona
	Rugarama	Bugarama

Cells visited for the Review

Province	District	Sector	Cell	2003	2004	2005	2006	Other criteria
North	Gakenke	Busengo Kamubuga	Busengo, Rukore*	X		X		Incremental impact Assess impact since the 2004 review
	Burera	Nemba	Rubona,		x			
		Gitovu	Mariba			X		
West	Nyamugali Karongi	Muvumo Gishyita	Murambo Buhoro				X	Concentration of Batwa Isolated and nearing the border with big number of returnees
		Murambi	Nkoto				X	High prevalence of poverty and conflict issues due to genocide
South	Ruhango	Kinazi	Gishari/ Umudugudu Matara		X			Isolated and remote
	Nyanza	Kinihira Busoro Cyabakamyi	Kirwa Shyira Rubona*/ Rugendabari umudugudu			X X		Incremental impact Incremental impact
East	Nyagatare	Gatunda	Kyagaju	X				Mountainous, isolated with mixed farming
		Rwimiyaga	Kabeza		X			New returnees mainly pastoralist , land disputes rampant
	Gatsibo	Murambi Rugarama	Rwankuba* Bugarama		x			Poverty and isolation
Total	7	14	14	2	5	5	2	

- In addition to the 14 intervention cells, 3 cells not in the intervention area (with proximity to intervention cells) and one cell for the historically marginalised groups (Batwa) were visited.

Annex 7. Some Testimonies and Notes

NATIONAL LEVEL:

Gender and grants:

- Besides women participating in the community projects, women and youth have been trained and supported to implement their own specific projects. This has enabled them to meet and work together to resolve conflicts as well as mitigate their loneliness, isolation, exclusion and improve their welfare (Fuma, CPM).

Finance and Human Management issues:

- **Some grants project is failing partly because of** the limited level of technical support provided by the programme staff to the communities during the course of selecting the

- grant projects. Projects should be selected on the basis of the findings of the baseline studies besides financial and economic viability/ feasibility of projects taking into account climatic and socio-cultural factors (Irene Kaindi, Manager Finance and Administration support).
- Programme staff should not be involved in purchasing grant/project equipments for the communities- this is conflict of interest and would fuel corrupt practices (Irene Kaindi)
 - Oxfam auditing unit is supposed to audit the programme activities every after 3 years but has not done so because of other important emergency programmes elsewhere (Irene Kaindi)

TOT Trainers:

- Incentives for trainers: Participating in conflict management trainings raised the social status of those who were trained given that they were selected by the authorities and after training their were trusted by their communities because they had acquired skills in training others as well as in resolving conflicts (Fuma, CPM).
- The manual should be revised to reflect the lessons learnt not only from Rwanda but also from other countries which have experienced similar conflicts(*epenaques Runamira Trainer*)
- Other agents of change and opinion leader need to be targeted for conflict management training for the message to spread beyond the programmes area- including the need to go beyond borders in areas/countries which are still keeping Rwandans(*epenaques Runamira Trainer*)
- In some cases the participation of women was constrained by their heavy domestic burden- the venue could be at village level where it would be convenient and flexible .(*epenaques Runamira Trainer*)

Nature of conflicts

- Gacaca was a bold government effort to handle the challenge of overcrowded prisons and the need to speed up the process of administration of justice (**Frasyis-Munyantwari, Accord**)
 - Conflict related to genocide is still a sensitive and political issues and perceptions of the causes of genocide related conflicts differ depending on ones gender, ethnicity, how one suffered or participated in the genocide (**Frasyis- Munyantwari, Accord.**)

RELEVANCE

- Oxfam programme complements government programmes like obunzi and Oxfam approach is to address the needs that are identified by communities and local governments (**Local Government officer in Charge o NGOs**)
- Oxfam programme unlike in many of other NGOS post-conflict programmes was not discriminatory because it is the only NGO which supported the integration of demobilized soldiers. The approach of conflict management and grants was a very relevant post- conflict strategy which brought together people of different cultural background, occupation and ethnicity. The programme was in line with objectives and strategies of the Demobilisation and Re-integration Commission as a post-conflict management strategy (Brigadier General: John Peter Bagboy Commissioner- Rwanda Demobilisation and Re-integration Commission)
- The programme is relevant and compliments the objectives of National Commission Reconciliation and Unity- which is a coordinating and rather than an implementing agency. Oxfam is a partner and an ambassador which helps to

implement and disseminate the message/objectives of the Commission (Frank, the Officer of the Commission).

Recommendations? The way forward:

- OGB should train only groups that have registered as cooperatives in order to encourage those who have not done so to register. It is easier and cheaper to train those who are already in cooperatives than training to form groups. The focus should be geared towards promoting the culture of saving and the formation of economic rather than welfare groups for sustainability and self reliance with a view to eradicate poverty because poverty fuels conflicts ((Brigadier General: John Peter Bagebo Commissioner- Rwanda Demobilisation and re-integration commission)

NORTHER REGION:

Vulnerability: Livestock projects were selected because the pigs and sheep produce faster, thereby generating immediate economic benefits and this crucial in addressing livelihood needs of the vulnerable. For instance the three old women sold their livestock which were allocated to them in a bid to pay for medical bills, school fees, and roofing a house (Pig and sheep project in Kamina cell, Busengo Sector Gakenge district).

Spill over impact: women, most of whom are elderly and widowed and vulnerable formed an association in which each member contributes to a revolving credit fund from which they (women members) are extended credit facilities on a weekly rotational basis. The association which is also a self-help stretcher group has opened a bank account, purchased 6 livestock which produce manure (Pig and sheep project in Kamina cell, Busengo Sector Gakenge district).

Relevance:

- The returnees and survivors felt insecure to live together while peace in the district was elusive due to rampant rebel/insurgency activities which deprived people of their property especially livestock- therefore the livestock grants were timely to restore livelihoods. (Bureera District Mayor).
- **The success of the grant projects** is attributed the fact that the community did not have any other source of support to alleviate their poverty which is caused by their being isolated, poor access roads and social infrastructure (Cell and project leaders in Mariba cell, Gitovu Sector).
- Oxfam programme is relevant to the sector priorities since sector performance contracts are derived from communities' and partners' action plans whereas Oxfam's achievements are reflected in the sector's annual reports (Butoyi Louis Executive Secretary, Nemba Sector)

Impact/Achievements:

Ownership and participation of local leaders

The sector leaders are proud of the success of the programme and sense of ownership is high among the communities. (Habumi Remy: Executive Secretary Gitovu Sector: Burera District)

The role of the sector was to provide guidance and ensure compliance to accountability and good governance principles and settle serious conflicts- the sector also receives reports from Oxfam and minutes of the meetings from the cells. This is crucial to reduce/minimize cases

of mismanagement projects and misuse of funds (Habumi Remy: Executive Secretary Gitovu Sector: Burera District.

Impact of cm training: Compared to other cells, trained leaders (both men and women) from Marimba cells are more innovative and contribute constructive ideas during meetings with confidence- have advocated the idea that the community should contribute to paying nursery school teachers salaries (Habumi Remy: Executive Secretary Gitovu Sector: Burera District)

Conflict resolution

- survivors and those who participated in genocide and rebels activities are united and live in harmony, while training of local authorities and mediators contributed to gacaca process and resolving conflicts in the communities (Bureera District Mayor)
- Training and supporting the demobilized soldiers facilitated their integration in the communities and if they were not supported demobilised would have caused more trouble (Bureera District Mayor)
- When the programme started, Rwerere cell was experiencing high level of insurgency which was mitigated after training the communities in conflict resolution and implementation of the grant projects programme (Butoyi Louis Executive Secretary, Nema Sector)

Impact of CM training:

- The mediators who were trained are no longer biased and long request for a bribes/fines..... before training we would make judgment without reconciling the two parties and without listening to the person who was believed to be guilty- (mediators, Mariba Cell , Gitovu Sector)

Grant projects

- Contributed to building community capacity to engage in IGAs and participate in cell/sector meetings to identify their development priorities which were/are integrated in the district action plans. Given that poverty can exacerbate conflicts, micro grants were vital to contribute to peace and have generated important lessons to inform the “one cow one family” programme (Bureera District Mayor)
- **Impact of the food store:** The vulnerable were given free sorghum whereas cows sheds were built near those who are believed to be lonely and isolated. Beside bringing the communities together, members bought food and seeds at lower price than the market one (Cows and food Store projects Rubona cell Nema sector.
- **The food store/ seeds project** has not only saved distance and transport fare but has contributed to food security while facilitating interaction among community members. Training in organic farming has improved skills in improving soil fertility, pest control and enhance fodder production. Food store and grocery shop/market facilitate community meetings as people come to buy goods and seeds (Cell and project leaders in Mariba cell, Gitovu Sector).
- Poverty has been reduced through livestock and increasing productivity-, Cattle projects have facilitated the need to come together through feeding and meetings while those trained have resolved conflicts in the community (Cows and food store projects Rubona cell, Nema Sector).
- **Women empowerment:** The programme has contributed to women empowerment to participate with men in project level activities and meetings. Women can now buy clothes- dresses and use manure collected from the livestock project (Cell and project leaders in Mariba cell, Gitovu Sector)
- **Impact on women empowerment:** Besides gender equality in terms of numbers, women are now more outspoken, less shy and can speak with confidence during

meetings and contribute constructive ideas (Habumi Remy: Executive Secretary Gitovu Sector: Burera District).

- In two out of ten villages, two women are cell leaders whereas the women who were trained are confident to discuss with men during community meetings. Instead of segregating women and men as was the practice in the past, now meetings are mixed. Men do not complain when women attend meetings and help to caring after the kids (Rubona Cell, Nemba Sector)

Impact perceived by the control cells:

- The project cells have extended 54 sheep and 3 cows to Kivuma Cell (control cell) which are generating manure- also received a CM training manual which is used as reference when distributing to the poor and vulnerable. Further the three project cells are better than this control cell in terms of progress made in conflict resolution (reduced), grants projects have generated income for the communities. Those who were trained are in turn training others while women are empowered in term of participation in community meetings and in the process of resolving conflicts, their children better fed since they are taking milk since they have cows besides getting manure for increased productivity.(Beatrice Nyinemashu- Cell coordinator, Kivuma control cell, Nemba Sector, Burera District)
- Instead of livestock projects in the control cell, Oxfam should support revolving saving fund which would extend credit to people to enable them contribute to health insurance.(Beatrice Nyinemashu- Cell coordinator, Kivuma control cell, Nemba Sector, Burera District)

THE WAYFORWARD:

- The district is discouraging the idea of working in scattered areas and encourages consolidation in few areas. Oxfam should therefore work closely with district to reach the poorest people in isolated areas in accordance with the vision 2020. It should also use a holistic approach focusing on one area before moving to the next but continue monitoring and providing technical support. (Bureera District Mayor)
- Since conflicts are recurrent and society dynamic, Oxfam should continue with peace building programme but should also focus on improving health centers, water provision which are equally vital in bringing people together the people through construction and use of such services to promote social harmony and cohesion. Habumi Remy: Executive Secretary Gitovu Sector: Burera District).
- The programe is still relevant and need to expand in order to reach more people and reduce poverty which is a cause of conflicts- however focus should be directed towards poverty reduction with emphasis on: Infrastructure such as roads and terraces which can also provide employment during construction and long terms benefits which target the entire community and all categories of people (Butoyi Louis Executive Secretary, Nemba Sector).

Negative impact

Revolving funds might work better and have immediate benefits (Rubona Cell, Nemba Sector)

- The cell has 900 household sharing 32 cows and therefore it will take many years for all community members to benefit.. The members are frustrated by the cow project and

have suggested selling the cows and starting a revolving fund which can benefit the members.

Constraints to women empowerment: The number of Women associations that has opened bank accounts is much smaller compared to those of men's (33 women ass. Out of 1,800). This is because rural women depend on men with limited opportunities to earn income, despite their role agriculture activities. Others are still illiterate and not confident to comply with the banking procedures (**Mujjambe Slais- Manager &Gahama Edward- Internal auditor: Bank of the People**).

CHALLENGES: financial independence: negative impact

- The delays sign cheques by Oxfam –taking one month to respond to the project request leading to financial losses considering that by the time they withdraw money from the bank, the food prices will have risen. This is aggravated by inadequate capital funds to stock the food store **with seeds** which get replenished within a month and yet the project is required to bank the money instead of re-stocking the store. Further, waiting for Oxfam by PMC members is inconvenient to women with babies (Cell and project leaders in Mariba cell, Gitovu Sector)

Testimony from cell leaders, members of PMC, Gacaaca judges and mediators, trained people and women of Ruhoro Cell.

Impact of grants projects:

- Manure has enhanced productivity, conflict reduced and women burden of grain milling (wheat, sorghum and maize) reduced- this has also helped the elderly
- Livestock projects have contributed to environment protection –enhancing soil fertility, reduced communal grazing, protecting the terraces by planting fodder on them
- Has started a revolving fund to provide short term credit to members
- Livestock provide manure while providing forum for meeting together every month

Impact on CM training

- Conflicts referred to the sector and cell authorities are reducing compared to other cells which were not trained (from cell coordinator)
- I Counseled neighbours who had marital/family disputes (from trained women)
- A land dispute between my young brothers was resolved after I received training in conflict management(trained man)
- I extended advice on project management to families and groups (a lady who was trained)
- As a village leader- I gave up the practice of requesting fines/rewards when resolving conflicts (trainer man)
- I have resolved conflicts and have been sensitized on how men can assist their wives with domestic work- washing clothes (testimony from a man and this was confirmed by the women).
- In the beginning we, husbands claimed sole ownership of the sheep that we received from the grant project but we were later sensitized to regard livestock as family property which belongs to both men and women. (a man trained)
- Polygamy is being discouraged because it is major causes of land disputes and conflicts among co-wives (a woman)
- After emerging the cell, I was given a bull which is providing manure and consequently enhanced productivity and I have bought my own bull (trained a gacaca judge)

- As a mediator in charge of conflict resolution at the sector level, I am no longer receiving conflicts from the cells where people have been trained (a man mediator)
- The grants have also provided opportunities to resolve conflicts and enhance co-existence especially during meetings which are held to review progress, to share manure and animals and when women meet to discuss their common problems and advise on how to resolve them (Cell Coordinator)
- Conflicts are unavoidable and are expected to recur. For instance those who have not received livestock are discontented and demoralized and therefore may not participate in community project meetings (a leader from the new cell).
- As a trained judge from the former cell- I helped a neighbour who used to quarrel with his wife and as result his behavior has improved and the couple is now happy and live peacefully.
- In Gacaca, judgment is done in the open without any biases and anybody is free to appeal (gacaca judge)

LESSONS FROM THE PROGRAMME:

- Oxfam project groups provide a solid foundation for cooperatives and are well placed to be registered as saving and credit cooperatives because some have started revolving funds which contribute to member's health insurance (Butoyi Louis Executive Secretary, Nemba sector).
- **Targeting the Vulnerable:** build on existing stretchers associations which like Oxfam supported project groups are formed on the principle of non-discrimination (Albert Ngizimana- deputy executive secretary in charge of social affairs, Nemba Sector).

Sustainability: should be geared towards :

- building capacity of communities to own the projects and close involvement of local authorities to monitor the programmes since it is their responsibilities in their performance contracts. Future programme should involve local leaders in all phases of identification, planning and monitoring (Butoyi Louis Executive Secretary, Nemba sector)

EASTERN REGIONS

Programme Management constraints:

- Frequent changes in staffing and currently understaffed without an administrative and accounting officer while at one stage there was only one project officer who has been busy supervising the progress of the school and health centre (programme staff, Eastern region)

Management and monitoring

- Kigali office is more concerned with administration issues than field activities and yet field staff need their support and advice in areas where they are not doing well (programme staff, Eastern region)
- The modality of funding grant projects has not been flexible such that some projects were imposed to the communities whether there were feasible or not. For instance grain/maize mill and poultry projects were imposed whereas schools and health centres are more appreciated than goat projects (programme staff, Eastern region)
- The objective of facilitating people to work together was achieved through sensitization meetings because they (communities) were expecting some assistance but people stopped coming once the money was released. After disbursement of funds and

restructuring only people who live near the meeting venues turn up (programme staff, Eastern region)

The relevance

- The programme was relevant given the then post genocide conflicts that existed when the programme was designed ((**Kabera Canisius: Cell Executive Secretary** Bugaraman Cells, Rugarama Sector).
- By time of training, conflicts in the sector were rampant arising from the fact that the communities were made of people returning from different countries with diverse culture and needs (**Mugabo Bernard the TOT trainer**, Chembgo Sector)

Impact

- Oxfam is the only NGO which is concentrating on peace building, unity and reconciliation programme. The programme has been useful and has created impact with respect to reducing the number of conflicts and people are working together peacefully. Without unity and reconciliation, social infrastructures will be destroyed. (Executive Secretary- Rwemiyaga sector)
- **Impact of to peace and conflict resolution:** As a secretary of the Mediation Committee, I used to receive cases from members but these cases are reducing after 4 people received training as mediators- people of integrity (**Kabera Canisius: Cell Executive Secretary** Bugaraman Cells Rugarama Sector).
- Reduction in corruption and practice of paying fines and bribes which are no longer the case. Other cell emulated from his example. Family and community conflicts have reduced and received monthly reports from them (**Mugabo Bernard the TOT trainer**, Chembgo Sector)
- The chembogo cell which is supported by OXFAM has registered remarkable achievement in terms of being trained in conflict resolution, assistance to vulnerable in terms of buying coffins, school fees to orphans and contribution to health insurance to the poor. People have improved their livelihoods resulting from goats and maize mills which have also served as forum for meeting and working together (Control Cell, Kakitumba, chembogo sector)

impact on women empowerment and benefits to the vulnerable:

Resolving family conflicts and levels of women participation in meetings is high advancing constructive good ideas and women projects are better managed (**Kabera Canisius: Cell Executive Secretary** Bugaraman Cells, Rugarama Sector).

- Members purchase food at lower price and on credit to enable them makes a profit and return the money. The poorest are also given seeds on credit for planting and pays back after harvesting. The food store project facilitates meetings for women to discuss issues affecting them and identify solutions to those with problems. The group has also started d a revolving fund from which members get credit in kind and cash to solve their problems (**Kantengwa Jackquiline- Treasurer of the women food store project**).
- Women who participated in the training are empowerment whereas the projects have improved community involvement in meetings especially the poor (elderly and widows) who were expecting tangible support from such meetings. (Muvamwezi Patricia president of the Project, Bugarama Cells, Rugarama Sector, Village: Nyakasenga).

- **Women empowerment** was perceived to be vital since they contribute to household income and welfare much more than men and women are respected by husbands when they earn income. Women are also involved in food storage and marketing (Cell leaders, Kabeza)

Beneficiaries of Goat project/ Vulnerable:

- Bantegeye Dorothe and Mukarubayiza Dancille are elderly who both received a goat which produce manure which is used to improve their productivity. Goats have multiplied and have 2 goats, sold one to pay school fees for the orphans and also passed on some goats to their neighbours (Kabeza cell)

The way forward:

- **The programme approach** should shift its approach now that communities are now settled, peace returned and generally people live in harmony (**Kabera Canisius: Cell Executive Secretary** Bugarama Cells, Rugarama Sector).
- Peace building is a long process which cannot be achieved in few years and therefore Oxfam is still needed but should focus more on rebuilding the lives of those who were more affected by the war. These include orphans, street children, raped children these need schools (Rurangwa Majoro Anselme, Vice Mayor Nyakatare District: in charge of economic development)
- Concentrate in few areas and invest in programmes which address the development priorities of the communities and district but which could at the same time contribute to co-existence and peace building as people work together and interact and forget their differences: land consolidation, labour intensive activities and terraces development (Rurangwa Majoro Anselme, Vice Mayor Nyakatare District: in charge of economic development)
- Since peace building is a gradual process, the programme is still needed but the new strategy should focus more on schools and health infrastructures which will bring people together during construction and will benefit all members of the community. The motto and symbol motto of such infrastructure should be peace building and reconciliation which should be re-emphasized in the schools curriculum (Executive Secretary- Rwemiyaga sector)

Negative impact:

- Goats projects are not relevant given the current government policy of “one cow one family” which provides more economic benefits to the families- more milk and manure. Goat projects have generally failed because did not involve the local authorities and did not factor the capacity of the communities to feed the animals (**Kabera Canisius: Cell Executive Secretary** Bugarama Cells, Rugarama Sector).
- The programme goals and objectives were good but could not be achieved because keeping goats in the shade was not possible. Goats are easily stolen unlike cows (Muvamwezi Patricia president of the Project, Bugarama Cells, Rugarama Sector, and Village: Nyakasenga)
- **Working with Authorities:** OXFAM has not adequately communicated with the sector and as the result programme has caused conflicts when some people do not benefit while others mismanage the grant projects . He also said that there no goat can be found in the shade and its is Oxfam to blame since Oxfam imposed this condition without consulting the authorities (Executive Secretary Rugarama Sector)

- **The** project has not achieved its objectives because the economic conditions of the people have not improved. The mill has not been operational for a long time due to frequent break down and has moved from its original place- It has not generated adequate income and in most cases OXFAM has not been aware.(Executive Secretary Rwankumba Cell, Mirambi Sector)

SOUTHERN REGION

Project performance:

- Agricultural projects have been more successful given that majority of the rural pop. are engaged in agriculture which bring people together during land preparation, planting, weeding and harvesting. Crops can easily be visible and cannot be distributed or stolen (Project Staff).
- Poultry projects have failed because they were imposed on the community who had no prior experience in poultry management besides the fact that feeds and drugs were very expensive while the importation of chick were banned due to avian fever. Poultry is also very delicate such that they are suitable for communal management (project staff)
- Despite the technical support provided by the project staff and authorities, the grant funds were not adequate compared to the area and number of people such that the impact was not visible and targeted few projects which could not break even (project staff).

Relevance

- It was and still is relevant because without peace there is not development and by the time the programme started the district and nation was confronted with the problems of Demobilized soldiers, genocide survivors, overcrowded prisons with 800,000 accused of genocide burdening families to visit them while others were looking at the prisoners with hatred (Francois Byabarumwazi- Mayor of Ruhango District)

IMPACT

- The impact of reconciliation is not visible but what is clear is that genocide survivors and those who engaged in genocide are no longer harassed by their neighbours and conflicts have reduced in areas where Oxfam is working (Francois Byabarumwazi- Mayor of Ruhango District)
- Impact of MILLING PROJECTS: communities interact when turn up for meetings to discuss progress and management issues as well as interacting during the course of bring grains to be milled. The mill also reduces distance and burden of women who are traditionally responsible for food processing (project Staff).
- The cassava project generated a profit of 265,000 which was invested in buying improved cassava cuttings some of which was distributed to the members, helped to buy a coffin and renting land and bought a bull. Goats are providing manure for vegetable production and have sold some goat to cater for their household needs, assisted the sick and bought a coffin for the member when lost a grand son (Cassava and goats projects in Mutara cell, Kinizi Sector).
- According to the control cells, Mutara village projects have made achievements in terms of resolving conflicts, groups formation and enhance income through cassava, goat and mill projects. The communities have as result extended assistance to the poor- has reduced poverty as compared to their cell which has also bought manure from mutara cell (Control Cell, Kinazi Sector).

- The community in the control cell “ has emulated the success and has started an assoc. and a revolving fund. The association is made of genocide survivors and those involved in the genocide and are out of prisons and other vulnerable people (control cell, Kinazi Sector).
- Women have emulated from their counterpart from Mutara village who came to sensitize them about conflict and project management. As a result women in the control cells have contributed money in their association to help their fellow women whose husbands are in prisons (control cell, Kinazi Sector).

IMPACT ON TRAINING ON REDUCING IMPACT (by staff)

- Conflicts reports to sector and cell leader reduced
- Leaders and gacaca judges are good listeners and no longer biased when making judgment
- People are more tolerating towards each other and have overcome ethnic biases
- One trained person reconciled with his wife after getting training as a trainers
- After training women are empowered to stand for election in various posts and levels
- Training of programme management committees has instilled a sense of discipline in management funds.

IMPACT OF TRAINING:

- Has contributed to resolve conflicts between families after their husbands were released.
- Have helped in mobilization of community to manage projects and monitor to improve performance (Cell project coordinator, Kirwa Cells, Kinikizi Sector).
- The carpentry workshop has provided vocational skills to the youth and facilitated them to interact and work together instead of being idle and drunk (Youth representative, Kirwa cells, Kinikira sector).

Gender

- Because of death and imprisonment, women headed households are majority and therefore women contribute more labour to agricultural project activities (project staff)
- The illiterate women can participate in meetings with confidence and with ideas and now is respected by others after attending the training for the illiterate women. Has empowered women who have become more active in community and family level project and are more self-confident in community meetings. (a lady in Mutara village, Kinazi Sector)
- The mat making project started in 2006 (was initiated by Oxfam) with 15 members and has increased to 43. Group members consists mainly of adult women, including widows, the elderly (the oldest being 70 years) including those who are lonely and isolated as well as women whose (majority) husbands are imprisoned for participating in genocide– it brings women together to discuss to resolve conflicts (Immaculate – Treasurer and Irumunate Wambaze a member-Dusiban women group, Syira Cells, Busoro Sector, Gagiko village)
- Women members have not benefited in terms of income but have acquired skills and the mat project provides a forum for women to discuss their special development needs (Immaculate – Treasurer and Irumunate Wambaze a member-Dusiban women group, Syira Cells, Busoro Sector, Gagiko village)

Negative impact

- It is not easy to measure impact of the program given that the grants were small and scattered . Moreover the reports submitted to the districts do not show this impact, which can only be measured if conflicts in control and project areas have reduced- the extent of reduction. The fact that the government is building capacity and have gacaca, it is difficult to measure the impact of Oxfam programme (**Munyankole Francous-Mayor Nyanza District**)
- **Involvement of the local authorities:** The sector was not involved in the design of many projects and this explains why projects are not performing well (Christine Muhawagamaida Secretaire Compatible, Kinikira Sector).
- **Goat project failed because of the diseases which were related to the poor and inappropriate roofing materials (plastic sheets) which exposed the goats to the cold weather (Cell project coordinator, Kirwa Cells, Kinikizi Sector).**
- When many goats are kept many in one shade, they (goats) fight and abort while congestion make them sick and spread of diseases (an elderly lady, Mutara village) .
- If Oxfam was to support the community, this cell would prefer a bull project which should be managed by families because communal management of livestock is not culturally acceptable in the Rwanda culture (control cell, Kinazi Sector).
- In Rubona cell/village the community planted sweet potatoes and rejected the idea of the goats project because grand fund for a goat project was not enough and this would cause conflicts since the goats would be few compared to the number people /households in the community.

The way forward

- Need to be flexible in handling restrictive funds which can be invested in social infrastructure development projects. The idea of communal goat projects should be discourage because it is not culturally acceptable and practical (project staff)
- Now that conflicts have reduced and districts relatively more peaceful, focus should be on IGAs and build capacity of cooperatives (Francois Byabarumwazi-Mayor of Ruhango District)
- **Including the vulnerable:** The district priorities like the cows will be easy to manage by the poor with assistance from prisoners of genocide who would will help vulnerable (Catherine Musketeer, Deputy Mayor- In charge of Economic Affairs and JAF)
- Whereas the project activities have been relevant to district needs when it was designed , Oxfam should not continue with this program because the government is addressing issues of unity and peace. What is critical is development and poverty reduction and this should be the focus of Oxfam- improving people livelihood and complement government efforts to encourage income generating activities ((**Munyankole Francous- Mayor Nyanza District**)).
- Other areas of focus should be family planning mitigate the high population density which is the root cause of family and community level conflicts ((**Munyankole Francous- Mayor Nyanza District**)).
- **Sustainability:** if projects are profitable and therefore goats are constantly distributed to all members in the cell and then to other cells, the project is likely to continue to

make profits and savings which can be invested in other projects. (Christine Muhawagamaida Secetaire Compatible, Kinikira Sector).

Lessons:

- The approach of group formation provides a solid foundation for cooperative groups which are integral to government policy whereas the goats projects provides relevant lessons for the government proposed programme of on of one cow and one goat.(**(Munyankole Francous- Mayor Nyanza District)**).
- Despite the failure associated with communal management of goat projects, the approach is relevant to such programmes as ubedehe, oumuganda and land consolidation where people are expected to cooperate to use their land by planting similar crops in a given areas. **(Munyankole Francous- Mayor Nyanza District)**.
- Important lesson that can be learnt from Oxfam approach – similar to Action aid is the participatory nature (inclusiveness) and group formation **(Munyankole Francous- Mayor Nyanza District)**.

Conflicts

- Besides genocide, there are other dimension of conflicts which are causes and consequences of conflicts and are associated with complex socio-cultural and historical factors (Prof. Paul Ratayisire, Centre for Conflict Management)
- Conflict related to bride price or dowry which has to be paid by women to men is an emerging issue which is associated with high level of concubine in the face of number of single women as result of genocide and imprisonment (Prof. Paul Ratayisire, Centre for Conflict Management)

WESTERN PROVINCE

Impact

- **Impact of training:** Oxfam has trained leaders and community in conflict management and this has changed attitudes and knowledge besides reducing conflicts in the area and the workload on the part of the sector which in now referring cases back to the communities because they convinced that those trained at lower levels can handle such cases (Gashyama Saiba – Executive Secretary of Gishyita Sector)
- The executive secretary has benefited and appreciate the training which was conducted by professional training and this has influenced his methods and approaching of dealing and interacting with people and communities personally and professionally. He is more patient and tolerant and now good listener. He recommended that training in organic farming should be extended to the sector agriculture officers (Gashyama Saiba – Executive Secretary of Gishyita Sector)
- generally women projects in the areas are performing better than community and men projects and have a track record of paying back loan. Men try to misappropriate funds from the associations while women are honest and target their members. Men misuse funds and feared to be told to refund and punitive fines (Murekatere Alexie – Gerante People Bank and Coordinator CNF in Gishita Sector)

Multipurpose of MAIZE MILL (Programme Management Committee, Nkoto Cell, Mirambi sector)

- reduced distance, burden of women and improve quality of grain flour. Women have saved time which is used to do engage in other activities whereas school attendance

has improved. The milling price is affordable compared to the private mills, while enhance employments as well generating income so of which is used to help the vulnerable. The maize mill has also contributed to peace building during meetings and when members of various categories come to the mills for grinding their grain.

- **Impact of grain mills:** Women customers who include those who are on the committee confirmed that the mill has contributed to their livelihoods helping reducing time and distance for women, elderly and orphans- they used to travel a long distance and children would miss school. The mill also produce better quality of grain flour than. They used to walk for 4 hours for the nearest mills and if use water transport they would use 400 and therefore this money is saved and used for milling while time used for other activities. The meetings and interaction that take place at the mill when people bring their grain enhances unity and reconciliations (Nkoto Cell,)
- Women have been empowered to manage their projects despite the fact that they do not have skills and their records are also impressive.

advantages of communal shades (Programme Management Committee, Nkoto Cell, Mirambi sector):

- It is safer to monitor in the communal livestock shades which are easier to monitor and it is more convenient treat livestock in communal shades rather than when they are scattered. Common shades also provide an opportunity for members to meet and interact and this important for peace building and unity.

Importance of grants projects (Programme Management Committee, Nkoto Cell, Mirambi sector):

- Livestock: benefits from livestock projects are immediate and produces manure besides providing forum for working together. Manure is very important for enhancing productivity.
- Graining milling suffer from managerial and technical/mechanical problems but benefits every body more specifically the women- in terms of reducing distance and work load as now no long use the arduous methods of milling grain.
- Agriculture products bring the people together in all stages

The way forward

- **Increase** funding in order to create impact and include more cells because the district and the province in general lags behind other regions because was very much affected by genocide which is aggravated by the influx of refugees from Congo.(Benard Kayumba- Mayor Karongi District).
- **The need to move away from handouts:** The sector is promoting the government policy of encouraging people to start income generating activities and change attitude of dependency on handouts and grants which are mismanaged because they were used to relief aid- this is a challenge to the leaders (Gashyama Saiba – Executive Secretary of Gishyita Sector)
- **Recommendations for creating more impact:** (unique example-Project implementation should be at the level of Njumba kumi whereby fewer people would be able to manage the project, attend meetings and be closely monitored. This will also be convenient for the vulnerable who cannot walk long distance as well as for pregnant women and who are overburdened with domestic work (programme staff).

- **Integrated approach:** Agriculture and livestock projects can be profitable if they are well managed but an integrated approach is necessary given that each supports the other. While livestock provides manure to agriculture products, the latter provides fodder to the former while the success of grain mills depends on bumper seasons. Likewise by-products from the grain mills can be used as animal feeds (programme staff).
- Consolidated project activities in few sectors/cells rather than scattering and recruit more staff and provide another vehicle. (programme staff)

Negative impact:

- Seeds were received at the end of the planting season and therefore harvest of (potatoes and soya beans) was poor harvest (Programme Management Committee, Nkoto Cell, Mirambi sector).
- The smaller the groups the better- When the group is too big, it becomes less participatory in terms of peoples' contribution to meetings and projects management. They would find it inconvenient to travel long distances to attend meetings and to feed the animals. Further in a big group, those who would demoralize those who are active (Murekatere Alexie – Gerante People Bank and Coordinator CNF in Gishita Sector)

Targeting the Vulnerable:

- The committee meets twice a month to report on progress while cell meetings are not frequent since it is the cell leaders to convene such meetings... Although the venue seems to be central it is not convenient for the elderly, pregnant women and the sick who reside far from the venue.
- an old lady complained that the neighbor who was supposed to share with her the goat kid instead sold the goat while another lady complained that despite her contribution to construction of goats shed she never received a goat. A goat which was given to an orphaned youth was later taken away from him (Buhoro Cell)

Sustainability:

- Project goats should be tagged for easy identification to facilitate transparent distribution and solidarity among the survivors and those involved in genocide. The next phase should also consider supporting cattle projects that would be managed by households with capacity to feed them- for instance 5 cows in one village can have significant impact in terms of manure and milk which would have positive impact on productivity and nutrition) (Gashyama Saiba – Executive Secretary of Gishyita Sector)
- Grants should be managed in a manner that promotes sustainability and enhances income and good governance and priority should be directed to the orphans and elderly and PLWAs (Gashyama Saiba – Executive Secretary of Gishyita Sector)

OPPORTUNITIES AND ENTRY POINTS TO ECONOMIC DEVELOPMENT AND POVERTY REDUCTION STRATEGY, 2008-2012 (EDPRS, 2007)

The role of civil society

Participation of civil society in designing, implementing and monitoring the PRSP remains to be strengthened. The regulatory environment of civil society will also be improved to encourage development, partnerships with the public sector and its involvement in governance and socio-economic development.

Government commitment to support the vulnerable

It is estimated that between 7 and 10% of the national budget has been allocated to social protection related programmes over the period (e.g. funds for genocide survivors, people with disabilities) which specifically target the most vulnerable groups. Vulnerable households (headed by women, widows and children) represent 43% of all households of the poor) and poverty among vulnerable households is around 60% while food insecurity is highest among those with 'marginal livelihoods' including those dependent on social transfers and female-headed households. This group is defined as all those below the poverty line in the EICV2 (2005) ((EDPRS, 2007)

Major causes of poverty identified

	Share of respondents (%)
Lack of land (<i>Kutagira isambu</i>)	49.5
Poor soils (<i>Ubutaka butera</i>)	10.9
Drought/weather (<i>Izuba ryinshi</i>)	8.7
Lack of livestock (<i>Kutagira itungo</i>)	6.5

Source: MINECOFIN (2007a).

HIV/AIDS

HIV prevalence is estimated at 3% of adults and this is comparative lower than in many Sub-Saharan African countries, but still poses a potentially serious, systemic threat to economic growth and social development. Despite the national campaign to reduce stigma and considerable increase access to Voluntary Counselling and Testing (VCT), and treatment, concern remains about the high prevalence of HIV among young, urban and educated women as well as the low and decreasing condom use among unmarried women (4% of 15-24 year old women in 2005, down from 11% in 2000 (EDPRS, 2007)

UNITY AND RECONCILIATION:

A number of measures will be taken to reinforce mediation, unity and reconciliation mechanisms in society. The key challenge is the prevalence of a genocide ideology in the country and region. By 2012, all district, sector, cell and umudugudu leaders will have been trained on unity and reconciliation and will have mainstreamed it in their performance contracts.

- *Civic education programmes which stress the value of living in peace, unity and reconciliation will be supported and expanded at national and local level. The education syllabus and curriculum will be revised to include unity, reconciliation, mediation and conflict management..*
- *The National Unity and Reconciliation Commission will continue to disseminate the policy on unity and reconciliation and build the capacity of public, private and civil society organisations to ensure they systematically mainstream unity and reconciliation in their programmes..*
- *At the local government level, Activities suggested include sensitising and training all district, sector, cell & umudugudu leaders about unity and reconciliation, empowering districts to set up clear guidelines and principles for employment, recruitment and access to services; setting up unity clubs in all districts; facilitating the use of umuganda to discuss progress and constraints to achieving unity and reconciliation;*
- *Encouraging high participation in gacaca courts and citizen reconciliation; and providing material and financial support to local and community initiatives promoting the culture of peace and reconciliation through achieving higher standards of living.*
- *At regional and international level, the National Unity and Reconciliation Commission seeks to expand and use the infrastructure of the Rwanda Peace and Leadership Centre and raise its profile through training on peace and civic education, conflict resolution, mediation, unity and reconciliation; research on and documentation of best practice in governance; syllabus development; internships and regional and international exchange programmes.*

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