



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS  
DEMOCRACY FUND  
Contract NO.PD:C0110/10**

**EVALUATION REPORT**



**UDF-RWA-09-302 – Promoting democratic and human rights values among Rwandan youth**

**17 February 2014**



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I.

The project was generally **effective** in the sense that many of the planned activities took place as anticipated in the project proposal. The Final Narrative Report to UNDEF reviewed in detail the activities implemented by the project. It concluded that about 5,450 young people were trained, which represented about 77% of the planned 7,000. Although not unsatisfactory in itself, this number is somewhat disappointing in view of the fact that NAR had claimed the 7,000 were already NAR members ±there was therefore no need to conduct specific outreach to identify the targeted young people.

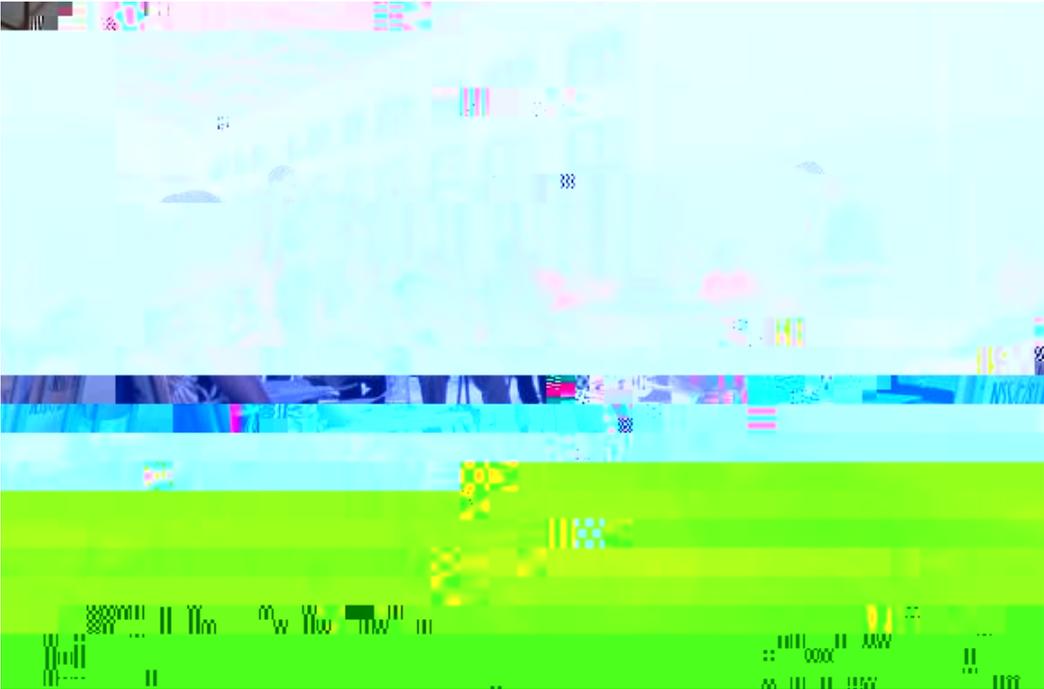
The third prong of the project ±engagement with authorities ±was the weakest in terms of effectiveness. There were a number of instances of such engagement, for example when local government representatives were invited to attend public debates, as happened in Bugesera District. Despite these examples of engagement with the authorities, the project fell somewhat short of the sustained lobbying and advocacy for human rights and democratic consultative processes that was outlined in the project document.

The quality of project implementation was a good indicator that the project was soundly managed and **efficient**. A project team made up by the



for their proposed intervention. It should also provide guidance to applicants concerning the implementation of simple surveys to be carried out toward the end of a project, to help assess its outcomes.

**Public debate with young people, Nyagatare 2011 ©NAR**



**II. INTRODUCTION AND DEVELOPMENT CONTEXT**

*(i)*

The evaluators carried out detailed interviews with the NAR Director and staff. They held panel discussions with the NAR Director and staff in Kigali and in the districts of G L V F X V V L R Q V Z L W K W U D L Q H K G I G A X W K E U G E S E Z I A Q S R D T A B O U F D I S south of Kigali. They also met:

- x Trainers used by the project;
- x A locally elected youth council member;
- x Participants in training sessions;
- x Representatives of a legal assistance NGOs who took part in some of the activities;
- x A senior representative of the National Unity and Reconciliation Commission in charge of peace-building;
- x A teacher at the Kigali Lycée (secondary school) who collaborated with NAR on project-related activities;
- x Representatives of the Justice and Peace Commission of the Catholic Church, involved in activities on governance;
- x The author of the baseline study submitted to the evaluators by NAR;
- x A senior journalist who has written on conflict resolution and national reconciliation in Rwanda.

Some meetings could not be held due to constraints on the availability of some informants (Electoral and Human Rights Commissions in particular). In the case of the Ministry of Youth, personnel changes meant that no representative with specific knowledge of the project was available to meet the evaluators. Despite these problems, the meetings that were held were appropriate to give the evaluators a well-rounded view of the project, including achievements and shortcomings.<sup>2</sup> The list of people interviewed is provided in Annex 3.

During the preparatory work (Launch Note UDF-RWA-09-302,) the evaluators identified several issues, which they followed up on during interviews. These included:

- x Project results compared to baseline survey. NAR had carried out a baseline survey at the start of the project. Its methodology appeared appropriate, but NAR reports contained no specific information comparing the situation at the end of the project period with the situation outlined in the baseline report.
- x Training of trainers. The evaluators were keen to meet trainers who implemented the ToT to assess their actual skills and capacities, and see their views on the actual training activities.
- x Public debates. Dozens of public debates on human rights and democracy were meant to be covered in the media so as to benefit a broader audience. The evaluators sought information about the media coverage these debates achieved, and any synergies with the planned radio and TV broadcasts.
- x Magazines, brochures and other publications. A number of those were produced by NAR and the evaluators sought to clarify how widely these were distributed and how they were used to raise awareness about rights and democracy.
- x Project outcomes. The reports set out a number of anticipated project outcomes, and the final report gives some anecdotal information suggesting that the planned outcomes were broadly achieved. The evaluators gathered more information about achievement and challenges.

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<sup>2</sup> The same team of evaluators, joined by Aurélie Ferreira, carried out the evaluation of another project in Rwanda during the week of 6 May 2013. Some of the meetings held on that occasion also contributed to provide the evaluator with contextual information relevant to this project – legal experts in particular. See UDF-RWA-09-303 evaluation report.

x

the transformations needed to improve the social and economic situation of the nation. That document does not include a specific strategy concerning young people, although it does emphasize the need for universal education (see below an overview of the current VLWXDWLRQ ,O DOVR SULRULWL]HV <sup>3</sup>JRRG JRYHUQDQFH D through accountability, transparency and efficient deployment of state resources. In this FRQWH[W WKH GRFXPHQW KLJKOLJKWV WKH SURPRWLRQ RI OHYHO' SDUWLFXODUO\ WKURXJK WKH GHFHQWUDOL]DWLR EH <sup>3</sup>HPSRZHUHGVLRQWRKINGLQJLSURFHVV'

- x The second guiding document is the Economic Development and Poverty Reduction Strategy (EDPRS)<sup>9</sup> that seeks to address constraints towards achieving the Millennium 'HYHORSPHQW \*RDOV 0'\*V DQG WKH EDPRS Verophas LVLRLQ <sup>3</sup>DFFRXQWDEOH JRYHUQDQFH' WR EH DFKLHYHG WKURXJK service delivery. Youth are not specifically targeted in the context of this policy, but

students, and young people outside school [15%]). Non-participating youth (students from the National University in Butare, southern Rwanda) were also interviewed, for comparison

### III. PROJECT STRATEGY

#### *i. Project strategy and approach*

##### **Overview**

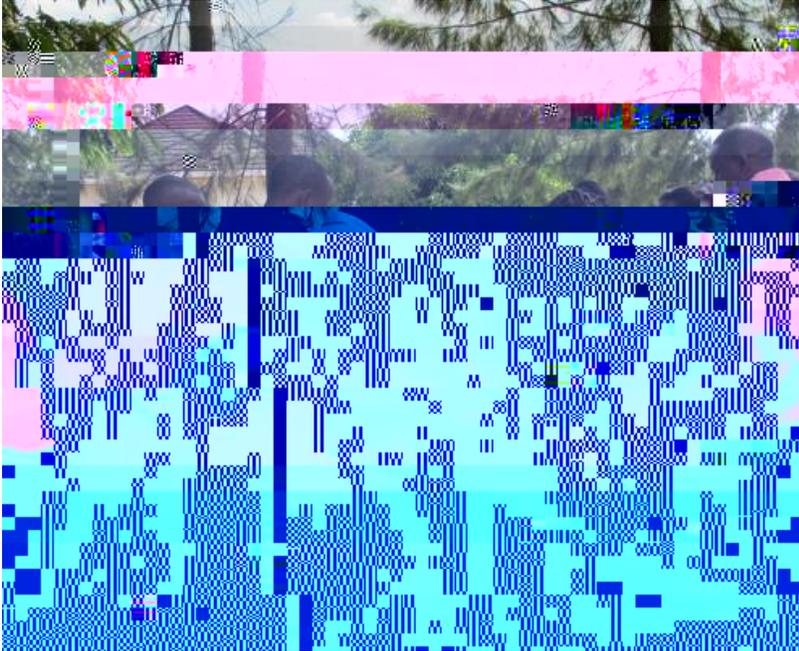
The project refers to the government policies of building democracy, supporting good  
JRYHUQDQFH SURWHFWLQJ HTXDO ULJKWKHRSHRSOHLWJHDQ  
³HPSRZHULQJ 5ZDQGDQ \RXWK WR SOD\ DQ DFWLYH DQG YLVLEO  
XQGHUVWDQG SURPRWH DQG The overall objective of the project was to  
empower and build the capacity of young people to promote and protect human rights and to  
support democratic processes. The project sought to achieve this objective by enhancing access  
to information by young people through training, public debates and other means.

The project targeted 7,000 young p

debate and consultation. This approach raises the concern that the project may not adequately address the constraints imposed by the government on freedom of expression.

### Strategy

The three components of the project – training, public events and engagement with authorities – effectively represented the three stages of a strategy aimed at involving young people in policy dialogue with decision-makers. The first stage was training, to ensure that the youth had a sufficient understanding of the human rights and governance issues at stake. The second stage was about debates and related public events (such as theater shows) to disseminate notions of



Human rights and democracy field training, 2012 ©NAR

democracy and seek views from the broader public. The third stage was dialogue with the authorities, to address with decision-makers the concerns formulated by young people.

The project document left open, reasonably, the question of what these concerns would be. Implicitly, however, the document suggests that the concerns would revolve around issues of socio-economic development and good governance. There was no explicit expectation that the youth would raise concerns about democratic accountability or human rights.

**ii. Logical framework**

The framework on the next page aims to capture the project logic, attempting at the same time to eliminate confusion between activities, intended outcomes, and impacts.

Project Activities & Interventions	Intended outcomes	Project general objective	LT Development Objectives
<p>Baseline survey to collect data and the initial level of understanding of human rights and democracy by targeted young people.</p> <p>Training of trainers on democracy and human rights based on the baseline survey outcomes.</p> <p>Training modules designed for the target young people groups.</p> <p>Public debates on democracy and human rights in schools and universities, and in communities.</p> <p>Production of radio and TV broadcasts on topics relevant to democracy and human rights.</p> <p>Production and distribution of a magazine and brochure on the relevant topics.</p> <p>Development of human rights and democracy content for the NAR website.</p> <p>Identification of new districts to host NAR clubs, and awareness raising visits on democracy and human rights in these districts.</p>	<p>To raise awareness among young people on issues of democratic process.</p> <p>Awareness empowers young people to debate socio-economic and</p>		



- x The three-pronged approach (training; public events and dissemination; and engagement with the authorities) were broadly appropriate:
  - o Training (and related activities such as ToT, design of training modules, etc.) was clearly a prerequisite to ensure that targeted young people developed an adequate understanding of democratic processes and human rights. It was particularly relevant since most of the trainees had had minimal or no exposure to human rights in the past.
  - o Public and closed-door debates (including in schools and universities), as well as publications, broadcasts and theater plays were also helpful to ensure that the targeted young people gain exposure to the views of broader groups of people and that they disseminate the skills acquired.
  - o Engagement with the authorities ±that is, lobbying and advocacy with relevant officials and representatives of institutions ±was clearly a logical step following empowerment, and one that could lead to actual improvements in the situation of targeted young people.
- x 7KH SURMHFW GUHZ IURP 1\$5¶V SUHYLRXV H[SHULHQFH LQ building programs. It was also consistent with the broader professed mission of the RUJDQL]DWLRQ ZKLFK LQ LWV GLUHFWRU¶V ZRUGV LV ³WR VXSSRUWLQJ \RXQJ SHRSOH´



Training of trainers session, 2011 ©NAR

However, some aspects of the project design have reduced its relevance. They included the following:

- x The project design did not explicitly outline what it meant by empowering young people to raise concerns and consult with the authorities at local level and to debate issues of accountability from government.

- x The project did not have adequate plans to provide support to participants who formulated human rights-related grievances. A number of interviewees (participants in training, trainers themselves and NAR representatives) said that several young people recounted traumatic events they suffered as an indirect result of the genocide ± including for example ill-treatment at the hands of adoptive families after their relatives were killed. The project had not anticipated that this situ-205(s)16(i)-3(( )-205(tFo8( )-302(i)28( )-334(a)40(s)16gJETE

The project would have benefited from a more qualitative approach in which respondents could explain the rationale for their views. The project was most needed.

### **(ii) Effectiveness**

The project was generally effective in the sense that many of the planned activities took place as anticipated in the project proposal and that several of the expected outcomes (summarized in the project report) were achieved to a lesser extent than originally envisioned, and some outcomes were particularly in relation to engagement with the authorities were effectively set aside.

### **Activities**

The Final Narrative Report to UNDEF reviews in detail the activities implemented by the project. The report concludes that about 5,450 young people were trained, which represented about 77% of the planned 7,000. Although not unsatisfactory in itself, this number is somewhat disappointing in view of the fact that NAR had claimed the 7,000 were already NAR members there was therefore no need to conduct specific outreach to identify the targeted young people. The report does not explain the shortfall in coverage, but the evaluators concluded that it was at least partly related to the lack of commitment and skills of some of the trainers. Above all, the shortcoming in coverage happened because several, if not most, of the trainers failed to hold more than one or two onward training sessions, as explained below.

This was made clear as a result of interviews with ToT participants and trainers. The 66 ToT participants undertook a 5-day workshop on democracy and human rights, which they widely considered to have been relevant and of good quality. Each trainer received a handbook, in Kinyarwanda or English, which they could use as a basis to conduct onward training sessions, normally lasting 2 days each.

According to trainers, the first of the 2-day onward sessions covered definitions and basic concepts of human rights and democracy, as well as the historical and legal background of human rights and their implementation in East and Central Africa. On the second day, sessions would usually address practices relating to the monitoring of human rights and good governance.

The ToT sessions addressed these issues in much more detail. Some ToT participants noted that they represented a good use of time and had a potential multiplier effect beyond the NAR project, since many of the ToT participants were future primary and secondary school teachers, who would potentially be able to disseminate their knowledge beyond the NAR members involved in onward training. However the ToT process had two flaws:

- x It was mostly focused on explaining the domestic and international laws and policies underpinning democratic processes and human rights, and did not give sufficient attention to the practical aspects of human rights (as acknowledged by the evaluators) interviewed by the evaluators) acknowledged that the trainers had acquired a good understanding of democracy and human rights issues, but did not know precisely how to convey this knowledge to groups of younger, less educated people. As a result, some ToT participants were reluctant to conduct onward training.

- x Another flaw of the ToT is, precisely, that the participants were not formally required to commit to conducting a number of onward training sessions. NAR organized at least one onward session per trainer, but found it difficult to organize more because trainers were not available. Some, for example, had to complete their teacher training curriculum, which logically took precedence over involvement with the NAR project. As a result of this situation, ToT participants conducted fewer onward sessions than anticipated, thus

**Public debate, Rwamagana, March 2012 ©NAR**

By contrast with the training activities, the public debates were implemented as planned. According to NAR, they involved 1,300 young people, government officials, experts and activists. In addition, 3 debating competitions were held in secondary schools, familiarizing students with the practice of debating democracy and human rights. NAR provided the evaluators with a list of topics addressed during the debates (and reproduced in the final narrative report). An analysis of the list shows that the topics chosen were predominantly related to development matters: about

In addition, the project also held public talks by experts, attended by young people and broadcast on local radio. These covered topics such as reconciliation and good governance; post-genocide and democracy; and youth employment. Radio and TV broadcasts were also produced and aired as planned, including a series of 18 radio broadcasts on an FM channel. Topics ranged from peace and democracy to social issues (access to health services or water in rural areas), the fight against HIV, family planning, etc. Magazines and brochures were produced with information on democracy and rights, and the information also appeared on the NAR website.

In general, the number of public debates, broadcast and publication activities implemented was therefore consistent with the plans outlined in the project document. However, the range of topics addressed in these activities went significantly beyond the democracy and human rights issues that were central to the project, and included economic development, employment and other topics which had not been explicitly foreseen in the project proposal.

The third prong of the project ±engagement with authorities ±was the weakest in terms of effectiveness. There were a number of instances of such engagement, for example when local government representatives were invited to attend public debates, as happened in Bugesera District. Similarly, the project organized other debates with public officials:

- x A talk on unity and reconciliation in development involving 50 Kigali secondary school students and the Executive Secretary of the National Unity and Reconciliation Commission ;
- x \$ W D O N R Q 5 Z D Q G D ¶ V W U D g e n o t i b e t o D e m o c r a c y b r i n g i n g t o S e n e W 150 university students and a representative of the Rwanda Governance Advisory Council ;
- x A talk on youth unemployment, between 60 young people and parliamentarians.

In addition to these, NAR representatives met on several occasions with representatives of the Elections Commission, the National Unity and Reconciliation Commission, the Ministry of Youth, and other relevant institutions. These meetings were all relevant to the project, and participants interviewed in Kigali and Bugesera assessed them positively. Local government officials in Bugesera also gave a positive assessment of their interaction with NAR groups, saying that the discussion with them was fruitful and that they found the youth well informed and articulate. The officials also noted that they were able to address some of the concerns raised by the young people, particularly in relation to the development of income generation schemes.

**Training on democratic processes ± the views of some trainers**

NAR staff and trainers knew that participating young people would be wary of talking in a critical way about democracy and human rights issues. Trainers told the evaluators that they got over this concern by discussing processes in general and by stimulating G L V F X V V L R Q V W K U R X J K or by referring to incidents that happened in other districts than those where training was taking place.

1 \$ 5 V R X J K W W R D G G U H V concerns in an inclusive way, bringing

Despite these examples of engagement with the authorities, the project fell somewhat short of the sustained lobbying and advocacy for human rights and democratic consultative processes that was outlined in the project document. The evaluators understood that any such engagement is politically sensitive, and that NAR has been effective at making the most of those advocacy opportunities it had. However it would have been desirable to seek more contacts with authorities and institutions (such as the independent bodies on human rights and elections) that have a mandate directly related to the issues covered by the project.

### **Outcomes**

The project doubtless achieved some of the planned outcomes listed in the logical framework. In particular, the skills development aspect of the project was effective. Participants in the ToT stated that they benefited from new awareness and understanding of democratic consultation process and of human rights standards at international and national levels; this view was substantiated by the quality of the training material developed by NAR and the quality of the trainers selected by the organization to conduct the ToT. Similarly, participants in onward training sessions interviewed by the evaluators had clearly acquired an understanding of democratic processes and human rights, which some of them had been able to disseminate to others in their community.

The planned outcome in relation to participation in awareness-raising activities and debates was also achieved, though it was difficult to assess how many of the young people sensitized to democracy and human rights had actually been involved in subsequent public debates, theater plays and related activities. Some of those who had conducted such activities, however, had



**Public screening of human rights film, Kigali 2012 ©NAR**

It should be noted that the project had the unplanned additional outcome of enhancing some \RXQJ SHRSOH¶V SDUWLFLSDWLRQ LQ Jenera Activities. Some of the participants interviewed by the evaluators referred to other NAR activities they engaged in subsequently to the training, including small lending schemes. Some youth in Bugesera who joined a district-administered vocational training scheme felt that the debating skills they acquired through the project helped them get selected into the scheme.

***(iii) Efficiency***

The project was generally efficient: financial and human resources were appropriately used, largely according to the original proposal. Project management was sound. However, there were some weaknesses, summarized below, mainly related to issues of management skills and strategic direction.

**Human and financial resources**

The planned budget was used correctly. Within the overall envelope of US\$250,000, the main items of expenditure were the following:

- x Personnel costs amounted to US\$47,000; they included a full-time project director and a part-time assistant. 50% of the salary of the NAR Executive Director was also covered by the project budget.
- x The largest single area of spending (US\$92,000) concerned training and public events. Participants received moderate payment (for example in the case of meetings in districts, where participants did not actually incur significant travel expenses). This practice, though unfortunate, is



that NAR should continue to cultivate its independence as a civil society organization, including by reaching out to all sectors of Rwandan society that address the situation of young people.

***(iv) Impact***

The project achieved its main impact as a result of its training and public debate components. ToT participants acquired knowledge on democratic processes and human rights, which they were likely to disseminate beyond the project period, because most of them were teachers – a kind of multiplier effect that was likely to go beyond expectations during project planning. NAR members who participated in training sessions also said they acquired valuable skills, which were relevant to their future.

The training component also had an impact by enabling some participants to raise and deal with trauma from past human rights violation

WR 1 \$ 5 Existing working relationship with these institutions. There was little follow-up, and as a result it was not possible to identify specific new on-going relationships or coordination mechanisms between NAR groups and the institutions concerned.

**(v) Sustainability**

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## V. CONCLUSIONS

The three- *(i) The project was well designed and based on a proven methodology.*

**(vii) There was insufficient engagement with the authorities.** The key weakness of the project was that it was insufficiently planned and was not adequately budgeted. As a result, activities in that field were relatively limited and lacked follow-up.

## VI. RECOMMENDATIONS

**(i) NAR should review its baseline survey methodology.** The organization should be encouraged in particular to include a qualitative dimension in its baseline surveys, which would make it easier to compare the starting situation with that at the end of the project.

**(ii) NAR should make more intensive use of trainers.** The organization should make it a formal requirement for ToT participants to commit to conducting a significant number of subsequent training sessions.

**(iii) NAR should review its future lobbying and advocacy strategy.** Engagement with authorities should be more formally resourced and planned, and the organization should provide on-going support to its members to conduct regular consultations with government representatives, members of the National Assembly and representatives of state institutions.

**(iv) NAR should reinforce its partnership with legal assistance and psychological support organizations.** As it successfully encouraged some young people to direct them to a range of NGOs that can provide tailored support, including legal and socio-psychological.

**(v) UNDEF should encourage applicants to conduct short “ex-post” surveys at the end of project, to compare these with baseline data.** UNDEF has been encouraging applicants to compile data (as part of the initial application procedure) demonstrating the need for their proposed intervention. It should also provide guidance to applicants concerning the implementation of simple surveys to be carried out toward the end of a project, to help assess its outcomes.

## ANNEX 1: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<p>Were the objectives of the project in line with the needs and priorities for democratic development, given the context?</p> <p>Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why?</p> <p>Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?</p>
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<p>To what extent was the project implemented as envisaged by the project document? If not, why not?</p> <p>Were the project activities adequate to make progress towards the project objectives?</p> <p>What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?</p>
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<p>Was there a reasonable relationship between project inputs and project outputs?</p> <p>Did institutional arrangements promote cost-effectiveness and accountability?</p> <p>Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</p>
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<p>To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address?</p> <p>Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative?</p> <p>To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?</p> <p>Is the project likely to have a catalytic effect? How? Why? Examples?</p>
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<p>To what extent has the project established processes and systems that are likely to support continued impact?</p> <p>Are the involved parties willing and able to continue the project activities on their own (where applicable)?</p>
UNDEF value-added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	What was UNDEF able to accomplish that other donors could not?

## ANNEX 2: DOCUMENTS REVIEWED

### **Project documents:**

Project Document, UDF-RWA-09-302

Mid-term Progress Report

Final Narrative Report

Milestone Report

Milestone Verification Mission Report

NAR Baseline Survey

Youth clubs and association workshop 2012 Eastern Province

### **External sources:**

Rwanda 2003 Constitution: <http://democratie.francophonie.org/IMG/pdf/Rwanda.pdf>

Ombudsman Office: <http://ombudsman.gov.rw/>; Annual Report 2010/2011.

Entries on Rwanda, Amnesty International Report, 2010-2012

Submission by the Government of Rwanda to the Human Rights Council, Universal Periodic Review, January 2011

Annual report 2010-2011, Rwanda National Unity and Reconciliation Commission



**ANNEX 4: LIST OF ACRONYMS**

AJPRODHO \$ VVRFLDWLRQ GH OD MHXQHVVH SRXU OD SURPRWLRQ GHV GU  
EDPRS Economic Development and Poverty Reduction Strategy  
GDP