

# TECHNICAL & FINANCIAL FILE

“SUPPORT TO STRATEGIC APPROACH  
TO CAPACITY BUILDING 2013-2017”

RWANDA

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THE BELGIAN  
DEVELOPMENT COOPERATION **.be**

# TABLE OF CONTENTS

<b>ABBREVIATIONS .....</b>	<b>4</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>7</b>
<b>ANALYTICAL RECORD OF THE INTERVENTION.....</b>	<b>9</b>
<b>1 SITUATION ANALYSIS .....</b>	<b>10</b>
1.1 POLICY CONTEXT .....	10
1.2 THE GOR'S APPROACH TO CAPACITY BUILDING.....	15
1.3 PSCBS IMPACT AT SECTOR LEVEL.....	18
1.4 STATE OF CAPACITY BUILDING IN THE PUBLIC SECTOR.....	21
1.5 SWOT ANALYSIS (SYNTHESIS).....	26
<b>2 STRATEGIC ORIENTATIONS.....</b>	<b>29</b>
2.1 CURRENT INTERVENTION IS BASED ON EXISTING STRATEGIC DOCUMENTS .....	29
2.2 ENTRY-POINT OF THE INTERVENTION: ORGANIZATIONAL STRENGTHENING OF PSCBS .....	32
2.3 GUIDING PRINCIPLES FOR THE INTERVENTION .....	33
<b>3 INTERVENTION FRAMEWORK.....</b>	<b>36</b>
3.1 GENERAL OBJECTIVE.....	36
3.2 SPECIFIC OBJECTIVE .....	36
3.3 EXPECTED RESULTS.....	36
3.4 PROPOSED ACTIVITIES .....	40
3.5 INDICATORS AND MEANS OF VERIFICATION .....	45
3.6 DESCRIPTION OF BENEFICIARIES .....	48
3.7 RISK ANALYSIS .....	48
<b>4 RESOURCES .....</b>	<b>52</b>
4.1 FINANCIAL RESOURCES .....	52
4.2 HUMAN RESOURCES.....	54
4.3 MATERIAL RESOURCES.....	58
<b>5 IMPLEMENTATION MODALITIES .....</b>	<b>59</b>
5.1 INTRODUCTION.....	59
5.2 PROJECT DURATION AND LIFE CYCLE.....	59
5.3 PROJECT ORGANIZATION AND ANCHORAGE.....	60
5.4 TECHNICAL CONTENT MANAGEMENT .....	64
5.5 PROCUREMENT MANAGEMENT .....	65
5.6 FINANCE MANAGEMENT .....	67
5.7 HUMAN RESSOURCES MANAGEMENT .....	71
5.8 QUALITY ASSURANCE (MONITORING AND REVIEW) .....	73
5.9 AUDITS.....	74
5.10 .MODIFICATION OF THE TFF .....	75
<b>6 CROSS CUTTING THEMES .....</b>	<b>76</b>
6.1 GENDER .....	76
6.2 HIV / AIDS .....	82
6.3 ENVIRONMENT .....	83
<b>7 ANNEXES.....</b>	<b>84</b>
7.1 LOGICAL FRAMEWORK .....	85

7.2	IMPLEMENTATION CALENDAR .....	90
7.3	BUDGET .....	91
7.4	TOR LONG-TERM PERSONNEL.....	93
7.5	TOR FOR MISSIONS AT THE START OF THE PROJECT .....	101

## ABBREVIATIONS

AFD	Agence Française de Développement
AfDB	African Development Bank
AIDS	Acquired Immune Deficiency Syndrome
BTC	Belgian Technical Cooperation ( Belgian Development Agency)
BTC HQ	Belgian Development Technical Cooperation Headquarters
CB	Capacity Building
CBA	Capacity Building Assessment
CBF	Capacity Building Fund
CBP	Capacity Building Plans
CBPF	Capacity Building Pool Fund
CD	Capacity Development
CEDAW	Committee on the Elimination of Discrimination Against Women
CNA	Capacity Needs Assessment
CS	Cluster Specialist
DGD	Directorate of Development Cooperation and Humanitarian Aid
DP	Development Partners
DFID	Department for International Development
DHMT	District Health Management Team Structure
DOTS	Directly Observed Treatment Short Course
EC	European Commission
EDPRS	Economic Development and Poverty Reduction Strategy
EWSA	Electricity, Water and Sanitation Authority
FWCW	Fourth World Conference on Women
FIT	Financial Implementation tool
FY	Financial Year
GDP	Gross Domestic product
GFP	Gender Focal Points
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HDI	Human Development Index
HIDA	Human Resources and Institutional Capacity Development Agency
HIV	Human Immunodeficiency Virus

HR	Human Resources
HRD	Human Resource Development
HRH	Human Resources for Health
HRM	Human Resources Management
HRT	Health Resource Tracker
HSSP III	Health Sector Strategic Plan III
ICP	Indicative Cooperation Program
ICT	Information and Communication Technology
IEC	Information, Education and Communication
IT	Information Technology
ITA	International Technical Assistance
JICA	Japan International Cooperation Agency
JSR	Joint Sector Review
KIMP	Knowledge and Information Management Policy
KM	Knowledge Management
KMS	Knowledge Management System
KRA	Key Results Areas
LenCD	Learning Network on Capacity Development
LFA	Logical Framework Approach
LG	Local government
MAJ	Maison d'Accès à la Justice
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goals
MDR TB	Multi drug resistant Tuberculosis
M&E	Monitoring and evaluation
ME&R	Monitoring Evaluation and Reporting
MES	Monitoring and Evaluation System
MIFOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry in charge of Gender and Family Promotion
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Economic Planning and Finance
MININFRA	Ministry of Infrastructure
MINISANTE	Ministry of Health
MIS	Management Information system
MoU	Memorandum of Understanding

MSCBP	Multi-Sector Capacity Building Program
MTEF	Medium Term Expenditure Framework
NGP/PNG	National Gender Policy
NGO	Non-Governmental Organization
OECD	Organisation for Economic Co-operation and Development
PFM	Public Financial Management
PIU	Project Implementation Unit
PM	Project Management
PMO	Prime Minister's Office
PO	President's Office
PO	Programme Officer
PSC	Project Sector Committee
PSCBS	Public Sector Capacity Building Secretariat
PSCBS POM	Public Sector Capacity Building Secretariat Procedures and Operations Manual
PSSPHA	The Public Sector Strategic Plan for HIV and AIDS
QA	Quality Assurance
RBC	Rwanda Biomedical Centre
RDB	Rwanda Development Board
RPPA	Rwanda Public Procurement Authority
SCBI	Strategic Capacity Building Initiative
SDC	Swiss Agency for Development and Cooperation
SPIU	Single Project Implementation Unit
SWG	Sector Working Group
SWOT	Strengths, Weaknesses, Opportunities, Threats
TA	Technical Assistance
TB	Tuberculosis
TFF	Technical and Financial File
ToC	Theory of Change
ToR	Terms of Reference
TWsG	Technical Working sub-Group
UN	United Nations
UNICEF	United Nations Children 's fund
USAID	United States Aid
WFP	World Food Programme

## EXECUTIVE SUMMARY

The state of capacity building in Rwanda is an outcome of historical developments in the post-1994 period. After the war and genocide that befell the country in 1994, the GoR engaged in an ambitious program to re-establish state institutions and to re-organize the public administration for better service delivery. This implied the need to address the capacity building challenge broadly to cover the human resource and institutional aspects as well as to develop a common framework to guide capacity building initiatives in all sectors.

The Rwanda-Belgian Indicative Country Programme (ICP) for the period 2011-2014 retained, capacity building as an unequivocal, strategic and cross-cutting component of all bilateral projects and programmes in the Belgian concentration sectors defined in the ICP as well.

In Rwanda, the mandate of capacity building support in the public sector was transferred to one of the eight autonomous public agencies under the tutelage of MINECOFIN: the Public Sector Capacity Building Secretariat (PSCBS), which mandate is to guide, facilitate and coordinate the implementation of capacity building interventions in the public sector.

In order to support PSCBS to carry out its strategic role, an amount of 4 million € is foreseen for direct support to PSCBS. Decentralization, Energy and Health will also be supported in their CB initiatives under the ICP.

The duration of the intervention is 5 year and the proposed objectives and results for the “support to strategic approach to Capacity Building” are:

The General objective is: the capacities of public institutions and civil servants to deliver effective services are strengthened.

The specific objective is: the capacities of PSCBS to effectively coordinate the strategic approach to capacity building, in particular in the sectors of Energy, Health and Decentralization, are strengthened.

The intervention’s strategy is based on PSCBS capacity development framework with its organizational level as entry point to also achieve results at individual and institutional levels. Three results (also called “outcome statements” in this document to stick to partner’s preferred terminology) have been defined and corresponding strategies have been developed to achieve each result.

RESULT 1: PSCBS’ capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced

RESULT 2: The PSCBS involvement in the successful development and implementation of MDAs Capacity Building strategies is enhanced

RESULT 3: PSCBS capacity to respond to and influence a changing environment is enhanced

The first outcome seeks to strengthen PSCBS’ organizational support functions. The second outcome focuses on the organizational output of a more effective service delivery towards MDAs. Finally, the objective of the third outcome is to support PSCBS’ ability to influence and respond to changes in the environment to keep its relevance as an organization.

Technical support to the results will take multiple forms like national outsourced capacities; international twinning partnerships with sister-organizations and/or international CB centres of excellence ; national, regional and international coaching and mentoring opportunities; national and international technical assistance. Regarding technical assistance, the intervention will align on the principles described in the Aid Manual of Rwanda (prioritise transformational over transactional activities ; all technical assistance provided will be concerned primarily with the transfer of capacity to the GoR by building skills and capabilities and developing systems and procedures).

Furthermore, in line with the Paris Declaration, the Aid Agenda of Accra, the Rwanda Vision 2020, this

project will combine various modus operandi, depending on the management area. The aim is to come as close as possible to full alignment to the PSCBS Procedures and Operations Manual, while taking into account risks and constraints. One should notice that a major constraint at the time of the formulation of the project is the lack of a legal framework in Belgium that allows national execution in finance and procurement in bilateral projects. No matter the choices made in terms of systems and responsibility modes, partnership, collaboration, transparency and mutual information will apply in managing the project.

Finally, and as regards cross cutting issues, the focus will be mainly on gender and HIV&AIDS. The gender approach for the present project is triple and transversal. It responds to the more precarious situations of women and strengthens the PSCBS capacities to produce adequate answers while interacting with the MDAs of Health, Energy at Decentralization. On one hand MDAs generally have limited capacities in gender analysis, planning and budgeting for effective gender mainstreaming. MDAs M&E frameworks and MIS systems do not foresee gender disaggregated indicators. The triple approach pays attention to 1) PSCBS' capacities regarding gender, 2) their collaboration with the gender focal points of involved MDAs and 3) their networking with the gender machinery to generate a more gender friendly environment.

HIV aids is also mentioned in this TFF because of its importance in policy framework, its relevance for HR policies and the entry points it may provide for better CD strategies in some specific sectors.

## ANALYTICAL RECORD OF THE INTERVENTION

Intervention number	NN 3012857
Navision Code BTC	RWA 12 084 11
Partner Institution	Ministry of Finance and Economic Planning (MINECOFIN) Public Sector Capacity Building Secretariat (PSCBS)
Length of the intervention	60 months for implementing (72 months from the signing of the Specific Agreement)
Expected starting date of the intervention	2013
Contribution of the Partner Country	€400,000
Belgian Contribution	4.000.000 €
Sector (CAD codes)	15011- Government Administration 43081 – Multisector Education & training
Brief description of the intervention	Support to PSCBS, strategic approach to coordinate capacity development in the Public Sector
Global Objective	The capacities of public institutions and civil servants to deliver effective services are strengthened
Specific Objective	The capacities of PSCBS to effectively coordinate the strategic approach to capacity building in particular in Energy, Health and Decentralization, are strengthened
Results / Outcome Statements	<p>PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced</p> <p>The PSCBS involvement in the successful development and implementation of MDAs Capacity Building strategies is enhanced</p> <p>PSCBS's Capacity to respond to and influence a changing environment is enhanced</p>

# 1 SITUATION ANALYSIS

## 1.1 Policy context

The Government of Rwanda embarked on a far-reaching public sector reform to make public services more responsive to citizens' needs in the context of the realization of the Economic Development and Poverty Reduction Strategy (EDPRS) which is the Medium Term Development framework based on Rwanda's Vision 2020. The main orientations in civil service reform are: downsizing, pay restructuring and capacity building of the civil service. Capacity building of the civil service is a key results cluster in the EDPRS.

### 1.1.1 The Public Sector Capacity Building Secretariat (PSCBS) in the institutional landscape

After the war and genocide that befell the country in 1994, the GoR engaged in a broad and ambitious program to re-establish state institutions and to re-organize the public administration for better service delivery. In the Rwandan context, capacity building is a long-term challenge. This implied the need to address the capacity building challenge broadly to cover the human resource and institutional aspects as well as to develop a common framework to guide capacity building initiatives in all sectors. It is in this context that the GoR launched the Multi-Sector Capacity Building Program (MSCBP); meant to provide greater coherence, consistency and coordination in formulating and implementing capacity building interventions in the country. In 2005, the Government of Rwanda established the Human Resources and Institutional Capacity Development Agency (HIDA) under the tutelage of the Ministry of Public Service and Labour (MIFOTRA) to coordinate implementation of the MSCBP.

In 2009, in the spirit of restructuring public institutions to ensure improved service delivery, HIDA merged with six other agencies to form the Rwanda Development Board (RDB). Its mandate in capacity building support in the public sector was transferred to the newly created Public Sector Capacity Building Secretariat (PSCBS). With PSCBS, the GoR managed to initiate a more systemic approach to public sector capacity building.

PSCBS' mandate is to guide, facilitate and coordinate the implementation of capacity building interventions in the public sector. More specifically, PSCBS is to be systematically involved in the design of capacity building (CB) in the public sector, act as a guarantor of quality for the implementation of CB activities and coordinate the monitoring of CB.

PSCBS's stakeholders include all government institutions at central and local government level (about 120 at this stage of the decentralization process) and development partners. It is a member of the Steering group of the International Learning Network on Capacity Development (LenCD), and has collaborated with OECD and other international organizations on global CB policy issues (PSCBS was part of Rwanda's delegation to the Busan High level forum on Aid Effectiveness in 2011).

### 1.1.2 Funding for Capacity-Building

Capacity building in the public sector is mainly funded through a broad array of institutional arrangements and modalities as follows. Lessons learned from DP's support to PSCBS or to PSCBS activities in the MDAs have been taken into account in the design of the current project as described in this TFF. They will continue to be considered in the future.

### 1.1.2.1 Managed by PSCBS:

Funding source	Programme/ Project	Areas of focus	Duration	Budget
GoR	Annual Capacity Building Fund	Priority areas as identified by annual leadership retreat in line with EDPRS	Annually	Approx. 4 Billion RFW
World Bank, UNDP	Strategic Capacity Building Initiative (SCBI)	Energy (electricity); Agriculture (crop intensification programme); Mining (generating revenue); and Private Sector Development (deal conversion)	2011 -2014	40M USD (WB) 1M USD (UNDP)
AfDB	Strategy and Policy Development Project	Support to Strategic Policy Unit (Office of the President) and Institute of Policy Analysis and Research (IPAR)	Ending 2013	1.5m USD (AfDB)
World Bank	Public Sector Capacity Building Project	PFM reforms; CSR reforms; M&E and coordination of CB	Ended December 2011	20m USD (WB)
African Capacity Building Foundation (ACBF)	Grant 143 – support to the implementation of MSCBP	Support to parliament; local training institutions; training of public servants; IPAR and coordination of CB	Ended in December 2011	4m USD
Belgian Government	Support to Capacity Development in Rwanda Project	Targeted public sector institutions; 10 selected districts (coaching); support to priority areas for local government (land management; cooperatives management; administrative statistics and benchmarking/ exposure visits)	Ending December 2012	5m Euros
<b>New Projects</b>				
USAID	Human and Institutional Capacity Development (HICD)	Agriculture others to be determined	Planned to be launched in October 2012	16m USD (Directly managed by USAID with PSCBS as a GoR partner)
Dutch Government	Capacity Building support to Food Security	MINICOM; RAB; NAEB; RBS; and RCA	Under preparation set to be effective by end of 2012	5m € (To be confirmed based on project document)
Belgian Government	Support to CB component under new ICP	Energy, Health, Decentralization and PSCBS	Under preparation set to be effective in 2013	4 M€for PSCBS ; 5 M€ for energy; 2 M€ for Health 16.5 M€ for decentralization sector

Table 1: PSCBS' DPs

### **1.1.2.2 Managed by other GoR entities**

Besides the above, there are also other CB resources, although not limited to institutional arrangements that are managed as follows:

- Capacity Development Pooled Fund (CDPF) in the Health Sector funded by multiple development partners. Belgium is already contributing to this pooled fund and could continue under the ICP 2011-2014;<sup>1</sup>
- Innovation and Capacity Building Fund in the Education Sector
- Rwanda Governance Board; Rwandese Association of Local Government Authorities (RALGA) and Rwanda Local Development Fund (RLDF) formerly Common Development Fund – have some CB resources for the local government drawn from development partners and the government ordinary budget (GoR) Belgium intends to support capacity development in the decentralization sector under the ICP 2011-2014;<sup>2</sup>
- A Technical Working Group is currently dealing with the possibility of a Capacity Building Pooled Fund to support capacity building of local governments as part of the implementation of the Capacity Building Strategy for Local Governments (2011-2015).
- Public Finance Management basket fund managed by MINECOFIN SPIU

### **1.1.2.3 Coordination of CB initiatives**

Over the years, PSCBS in collaboration with the line ministries and the SWGs, made a considerable effort to closely monitor and oversee capacity building initiatives under the aforementioned arrangements in order to enhance the synergy and harmonization of approaches and practices. However, a severe lack of coordination remains.

The coordination with sector CB initiatives remains weak due to a plethora of inter-sectoral policy frameworks on capacity building. Capacity building initiatives in the sectors are in principle coordinated in the Sector Working Groups (SWG) and PSCBS is represented in most of them by a cluster specialist (CS). On top of that, PSCBS initiated and now coordinates the Strategic Capacity Building Initiative (SCBI) with various institutions in four priority sectors that include Energy; Agriculture; Mining and Private Sector Development.

### **1.1.2.4 Mandate, Vision and Mission of the Public Sector Capacity Building Secretariat (PSCBS)**

The Public Sector Capacity Building Secretariat (PSCBS) is a specialized Secretariat with a legal and administrative autonomous status.

Its mandate<sup>3</sup> is to guide, facilitate and coordinate the implementation of capacity building interventions in the public sector. More specifically, PSCBS is to be systematically involved in the design of CB in the public sector, act as the guarantor of quality for the implementation of CB components and coordinate the monitoring of CB. Its core functions are:

- To manage the national Capacity Building Fund (CBF) and oversee capacity building pooled funds in the public sector;
- To coordinate capacity building activities across the public sector;

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<sup>1</sup> Formulation mission for this CB component in the health sector will take place after the formulation of the current intervention.

Connections between those two have been examined and will be further explored

<sup>2</sup> Formulation mission for this CB component in the decentralization sector will take place after the formulation of the current intervention.

Connections between those two have been examined and will be further explored

<sup>3</sup> The Cabinet in its session of 19th June 2009 approved the Prime Minister's Order establishing PSCBS and the Order was legally assented on by the Prime Minister's Order No 56/03 of 14/08/2009. Cabinet in its session of 8 June 2010 approved a revised draft Prime Minister's Order detailing out a new Steering Committee and a new structure for PSCBS

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- To carry out regular human and institutional audits of public institutions to identify capacity gaps and provide appropriate remedial mechanisms;
- To develop guidelines and provide quality assurance for capacity needs assessments in public sector institutions;
- To establish and update a national database for skills available and skills required for implementation of activities in the public sector;
- To monitor progress, assess impact and value for money of capacity building activities in the public sector;
- To prepare and present an annual report on the state of capacity in the public sector;
- To provide technical support in mobilizing resources required for implementation of capacity building programmes in the public sector.

### 1.1.3 Vision, mission and organizational values

The PSCBS vision is inspired by Rwanda vision 2020, which envisions Rwanda as a middle income and fully capable modern state by the year 2020: a Public Sector with the capacity to deliver Government programmes and quality services.

The mission is derived from the legal instrument that established PSCBS in 2009, and was later modified by the Prime Minister's Order of June 2010. In brief, the mission of the PSCBS is: To develop the capacity of the public sector through coordination and promotion of capacity building in line with the national development agenda.

PSCBS' organizational values are team spirit, result orientation, innovativeness and professionalism. PSCBS' operations are guided by the following six principles: client-focus, continuous learning and improvement, responsiveness and accountability, the pursuit of excellence, a concern for value for money, and respect for diversity.

### 1.1.4 Implementation of PSCBS' coordination role

It has been a challenge to clearly delineate PSCBS' coordination role and mandate vis à vis the GoR's rapidly changing institutional environment while ensuring that expectations of the different MDAs across sectors both at the central and local level are effectively met.

As a coordinating agency, PSCBS is expected to:

- Lead, advise and influence public sector institutions (clients) on the basis of mastering comparative technical knowledge;
- Catalyze capacity building among its clients;
- Identify gaps in capacity and initiate remedial action;
- Mobilize resources necessary to support the strategic capacity building measures of all client-institutions; and
- Continually monitor and evaluate as well as report on the capacity building measures across the public sector. The results of M&E will be the bedrock of its initiatives and accountability.

### 1.1.5 Structure and organogram

PSCBS is governed by a high level Steering Committee, chaired by the Permanent Secretary, MINECOFIN and Co-chaired by the Permanent Secretary, MIFOTRA. Membership is composed of the Permanent Secretary, Ministry of Education; Permanent Secretary, Ministry of Local Government;

Executive Director, Higher Education Council; Executive Director, the Institute of Policy Analysis and Research; and Director General, Coordination Unit, and the Office of the Prime Minister.

The Executive Secretary of PSCBS is entrusted with leading day to day operations of the Secretariat and is supported by three coordinators, a pool of specialists, experts and professional staff.

The framework and structure for the Secretariat was designed to allow information flow to various public sector structures for easy and more coordinated implementation.

In the last quarter of 2012, PSCBS expects to undergo a major restructuring through the creation of the Single Project Implementation Unit (SPIU), effectively orienting SPIU to undertake operational activities based on the various requisite technical expertise while allowing management to focus on strategic matters concerning CD in Rwanda.

### 1.1.6 Strategic Plan

In its Strategic Plan (2011-2015), PSCBS translates its vision and mission in Key Results Areas (KRA). The Strategic Plan is based on a SWOT analysis, whose contents were revisited during the formulation missions.

The strategic Plan provides a framework that will enable leadership, management and staff of PSCBS to internalize, interpret, plan and monitor the delivery on the mission given by the GoR.

Strategies and initiatives have been specified for each Key Result Area but will remain flexible and subject to regular reviews to enable PSCBS management and staff to continuously adapt and be responsive to the changing environment. Furthermore, risk analysis, a mitigating plan including a results monitoring framework were developed.

Key Results Areas and their corresponding objectives are presented in the table 2 below.

**Table 2 – 5 Key Results Areas and Strategic Objectives<sup>4</sup>**

<b>Key Result Areas (KRA)</b>	<b>Strategic objectives</b>
KRA 1: Capacity Building Coordination and Knowledge Management	Synergy and harmonization of capacity building initiatives and practices Public institutions and development partners make informed decisions when planning their capacity building initiatives National Leadership is informed of performance in capacity building across the public sector
KRA 2: A fully fledged Capacity Building Fund	Efficient and effective utilization of CBF in line with national priorities
KRA 3: Improved targeted support to public sector institutions	Significant reduction of capacity gaps in MDAs Ownership of capacity building interventions by MDAs
KRA 4: Information Education, Communication and Resources Mobilisation	Stakeholders appreciate the mandate of PSCBS Increased support for strategic capacity building initiatives by GoR and DPs Partnerships between public sector institutions with global and regional centres of excellence in capacity building
KRA5: Programmes Management	Enhanced capacity of PSCBS to fulfill its mandate

<sup>4</sup> As per the period of project formulation July-September 2012  
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## 1.2 The GoR's approach to capacity building

### 1.2.1 CB strategy

The groundwork for the development of the GoR's approach to capacity building was already prepared in 2003 in the policy document that explains the vision and strategic framework for the *Multi-Sector Capacity Building Programme*. The vision as thus expressed is still relevant today and was based on a review of capacity-building activities in Rwanda and elsewhere in Sub Sahara Africa. CB activities have contributed to the rehabilitation of infrastructure and public administration system, the development of a Human Resource Development policy framework, the promotion and application of ICT and the training of public servants. Gaps identified were mainly related to the lack of a common framework for CB, low HR development, weaknesses in coordination and institutional framework, as well as problems in knowledge management.

Lessons drawn include the realization that capacity building is a process, which takes time and underscore the criticality of coordination and the need to integrate capacity building in the broader institutional context.

The concept of capacity building adopted is broad and comprehensive. Capacity building is a comprehensive process, which includes the ability to identify constraints and to plan and manage development. It involves both the development of human resources and institutions and a supportive policy environment. The GoR adopted the OECD/DAC definition of capacity development (OECD DAC, 2006). That is '**Capacity development is the process by which individuals, groups, organizations, institutions and societies increase their abilities to perform core functions, solve problems, define and achieve objectives; and understand and deal with their development needs in a broad context and in a sustainable manner**'. (OECD, 2011)

The concept of capacity building is multi-dimensional comprising the processes of creating new capacities (capacity creation), effectively mobilizing and utilizing existing capacities (effective capacity utilization) and sustaining the capacity over time (capacity retention). The three concepts of capacity creation, capacity utilization and capacity retention are central dimensions of capacity building.

The GoR's strategy is the expression of a paradigmatic shift towards a systems perspective in which an enabling institutional environment is key to any CB effort. Capacity building initiatives are determined by their institutional and organizational context and individual CB must be instrumental to building capacity at organizational level.

In the Rwandan policy context, a system perspective towards capacity building entails:

- Coordination between CB efforts within MDAs, between MDAs, within GoR and with development partners;
- A shift from a supply-driven towards demand activation and client-oriented approach based on realistic projections and actual needs of MDAs and other stakeholders;
- Not a "one-size-fit-all" approach but a long-term perspective to CB based on customized solutions that are continuously reviewed.

This has the following operational implications:

- Need for the development of an IEC strategy to convince MDAs of the need for a more strategic, comprehensive systematic approach to CB based on a specific set of tools (CB Toolkit);

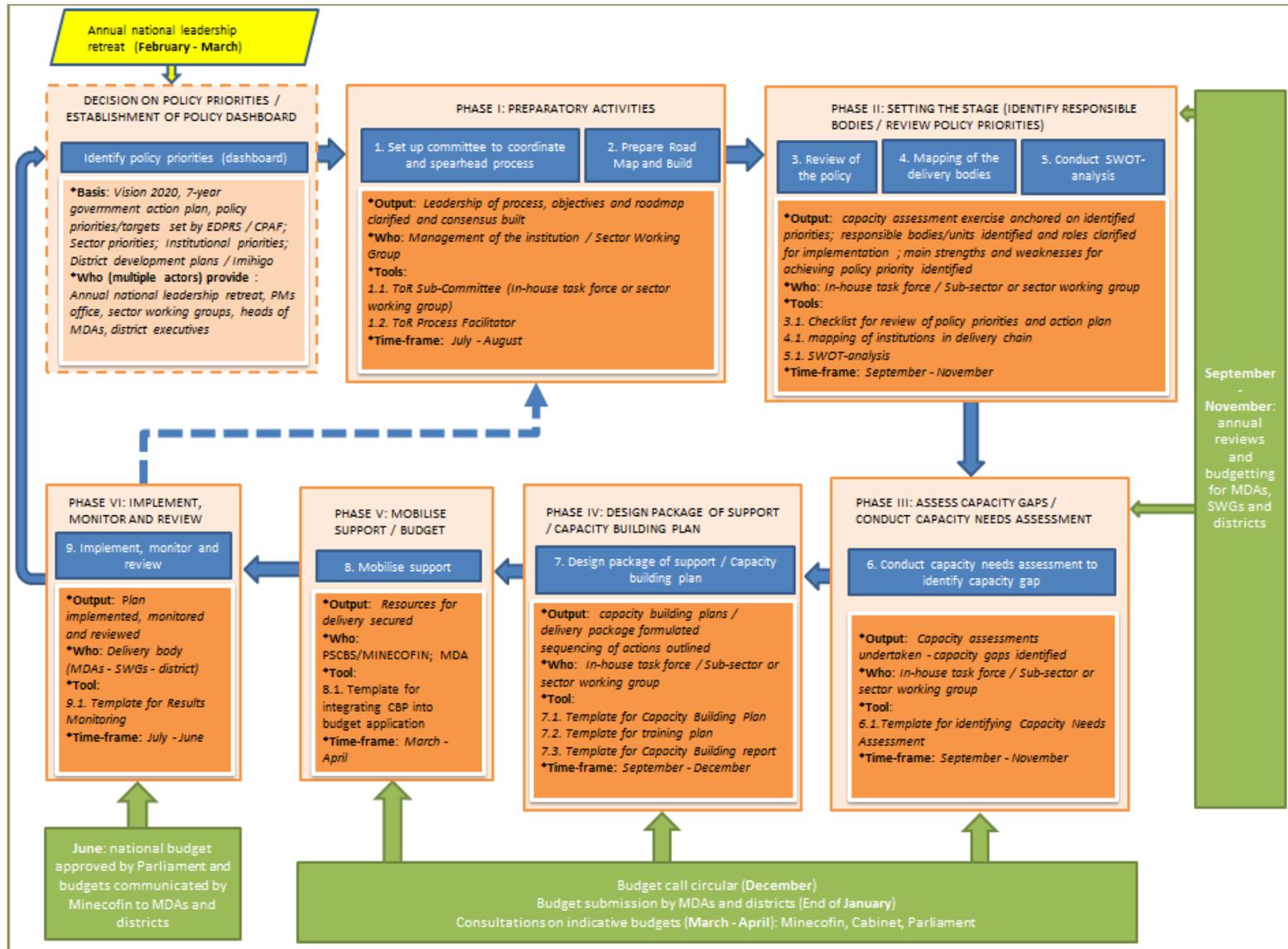
- Adapt institutional arrangements to accommodate information exchange between MDAs on CB best practices;
- Put in place a robust M&E system to systematically monitor and re-steer CB practices embedded in a perspective of continuous organizational change (See the learning organization)

## 1.2.2 The Capacity Building Cycle

### 1.2.2.1 CB Cycle

With effect from Fiscal Year 2012/2013, a Capacity Building Action Plan Template was annexed to the Budget Call Circular requiring all public institutions, provinces and districts to attach CB plans to their annual action plans and budgets. This has opened a new phase for PSCBS, which now directly engages with all public sector institutions in the framework of national planning, M&E and the budget cycle. It is expected that the CB cycle will enhance PSCBS' leverage in coordinating CB interventions in the public sector. Figure 1 shows the CB cycle which PSCBS requires MDAs to adopt.

Figure 1 – CB cycle (Source: PSCBS CB Toolkit, 2011)



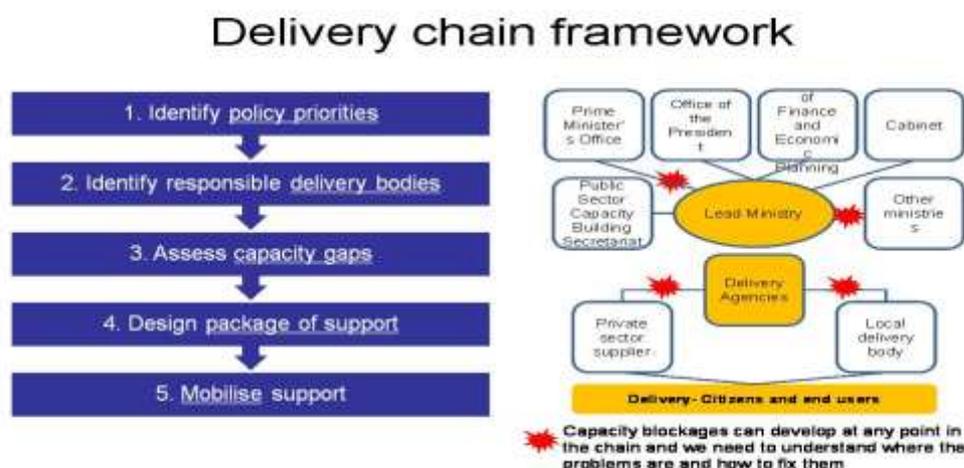
### 1.2.2.2 CD Toolkit

A Toolkit developed by PSCBS<sup>5</sup> provides the tools to use in the CB cycle. These include tools for capacity needs assessments, establishment of CB plans as well as the CB M&E framework. This “Guide for Strategic Capacity Building in the Public Sector” is a valuable toolkit<sup>6</sup> providing guidance for conducting Capacity Needs Assessments (CNA) and formulating Capacity Building Action Plans (CBP) for Rwandan public sector institutions developed by PSCBS in 2011. With the toolkit, PSCBS aims to further position itself as a catalyst of capacity development in Rwanda, and to act as a technical knowledge broker (provider) to support Rwandan institutions in their CB efforts.

The toolkit proposes a five step process which has been linked to the GoR planning and budgeting cycle. The full cycle of CNA/CBP should be undertaken once every three years and reviews should be done annually in synchronization with the planning and budgeting process.

The CB toolkit is continuously being updated with innovative approaches, concepts and tools. In line with the Toolkit, the GoR has piloted the delivery chain framework through the Strategic Capacity Building Initiative (SCBI) where CB is linked to delivery (Figure 2).

Figure 1 - The delivery chain approach for sector wide CB



### 1.2.2.3 CB and Technical Assistance in the GoR Approach

The GoR’s CB approach is closely integrated with the GoR’s strategy on technical assistance as laid down in the Aid Policy and Procedures Manual (May, 2011). PSCBS’ coordination role is confirmed in the Aid Policy Manual as it is mandated to oversee technical assistance in all public sector entities.

Externally funded TA is seen as only one of the inputs in the GoR CB strategy and is thus, bound to specific requirements. TA should be transformational rather than transactional, i.e. contributing to long lasting organizational change. Technical assistance should take the form of mentoring and coaching rather than ‘fly in - fly out TAs’. This implies that all TAs should at least have a CB component built in their job descriptions.

PSCBS supports MDAs in the TA cycle of identification and alignment, negotiation, implementation and evaluation and impact analysis.

## 1.3 PSCBS impact at sector level

PSCBS identified that a major weakness in the implementation of its mandate is the low demand from

<sup>5</sup> with support from Belgium

<sup>6</sup> The toolkit was field tested with institutions both at central and district level and Capacity Needs Assessments were conducted in the agriculture, energy and mining sectors.

beneficiaries and a low level of understanding PSCBS role. Therefore, the Secretariat is developing a strategy for activating this demand (e.g. IEC strategy – see section 1.3.2)

Several recent reports<sup>7</sup> have collected information on the CB Cycle at sector level. The formulation team took stock of those analyses and cross checked with several stakeholders in the 3 sectors where the Belgian cooperation has a specific interest under the on-going Indicative Cooperation Programme (ICP 2011-2014): Decentralization, Health and Energy.

Broadly speaking, findings show that MDAs acknowledge the importance of CD regarding the achievement of the EDPRS objectives and mention the central role of PSCBS in the public sector but have a different level of understanding of the opportunities and the services offered by the PSCBS<sup>8</sup>. A variable level of basic knowledge on CD concepts was also observed.

Most of the institutions do not have a specific focal point in charge of capacity development. CD seems to be understood at individual level only. CNAs are not systematic executed by MDAs neither are they aware of specific processes, tools or available support to implement such analyses.

The main features are summarized below:

### 1.3.1 CB Cycle at sector level (in the 3 concentration sectors of Belgian cooperation)

#### 1.3.1.1 Decentralization

The GoR has undertaken a progressive decentralization reform embedded in a comprehensive policy framework and supported by a number of capacity building initiatives. Stakeholders repeatedly claimed that there are substantial capacity gaps at the local level; although formal needs assessments have not always been undertaken. CB activity during the financial year (FY) 2010-2011 focused primarily on short-term, in-country vocational training (60%) with limited activities regarding institutional CB needs. This situation has been corrected recently with the direct support of PSCBS. The Secretariat has already accumulated enough experience in supporting LG, to develop and implement the CD implementation strategy for LG and supporting about 7 districts in the developing of their own CB Plan<sup>9</sup>.

Main challenges identified:

- Lack of clear guidelines/tools in relation to collaboration between Central Government Institutions (Ministries, Departments and Agencies and) and local Governments e.g. M&E framework, etc
- Weak and non-updated organization procedures and processes in LGs
- National Joint planning and M&E are not harmonized. Robust M&E is not in place which is a major concern as it hampers assessment of impact. However, stakeholders often identified positive outcomes from the programmes.
- Weak sectoral decentralization : Decentralization implementation plan not yet effective in some sectoral Institutions
- There is evidence of weak coordination of CB activities and duplication of organizational activities and mandates in the sector. This is due to poor leadership in the sector as well as remaining parallel organizational structures and staffing at the district level (e.g. District

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<sup>7</sup> See annual report of the state of capacity building in the Public sector 2010-2011, march 2012

<sup>8</sup> For instance, None of the interviewed people know about the CB Handbook.

<sup>9</sup> With financial support of the ongoing Belgian project RWA 07 054 11

Health Management Team Structure –DHMT, Maison d’Accès a la Justice – MAJ, etc.). Communication and information sharing are not effectively streamlined.

- Weak HRM and Job security in LGs and Non-conducive working environment (office space, housing, remuneration, workload, other facilities) not allowing to attract and retain competent staff

The Belgian Cooperation will support CB in this particular sector through the relevant institutions<sup>10</sup>. Main opportunities and challenges will be further identified at a later stage and the links between PSCBS and institutions in charge of Capacity development of the Districts will be further developed.

### **1.3.1.2 Health**

The Human Resources for Health (HRH) Strategic Plan 2011 (based on a comprehensive capacity needs assessment) notes capacity gaps in coordinated planning of sector programmes, numbers of equitably distributed staff, productivity and performance of health workers, and HR planning, management and development systems at all levels.

Accurate and comprehensive data on CB is collected by the Health Finance Unit’s Health Resources Tracker (HRT) which enables centralised planning, tracking and monitoring of CB expenditure that show a total spending on CB activities in the Health sector for FY 2010-11 of US\$ 32,518,895, of which 73% went to organisational CB. Funding for CB in the Health sector is dominated by the US Government - the HRT shows the US as having provided almost \$21 million for Health CB alone. Most executing agencies (DFID, BTC, GIZ and SDC) in the health sector pool their funds and implement through one PIU all their activities. USAID is an exception as it executes its own projects.

Even with the HRT, there is still need to improve the M&E system, particularly regarding CB outcomes. Under the ICP 2011-2014, Belgium plans to fund CB activities through the CBPF. During the formulation, in October 2012, of this particular intervention linkages with PSCBS were explored as well as operational opportunities to strengthen the link between PSCBS and Health institutions. PSCBS is already invited to the (monthly) Steering Committee of CBPF. In addition recommendations to use tools provided by the Secretariat as well as the support by the Social Cluster expert of PSCBS have been made to the Ministry of Health. Main areas of improvement are :

- development of a sound Result oriented M&E system for Human Resources for Health (HRH-strategy),
- continued attention for the development of an integrated data management system,
- strengthened dialogue
- limited fragmentation by activating the HRH TWsG where PSCBS is represented by a Cluster Specialist.

### **1.3.1.3 Infrastructure (Energy)**

There are and have been several on-going capacity building initiatives in the energy sector. All CB interventions in the energy sector need to be coordinated at the level of EWSA and in MININFRA. For the energy sector there is the Strategic Capacity Building Initiative (SCBI) under PSCBS for the electricity sector (UNDP, World Bank, African Development Bank). JICA is supporting the development of institutional capacity and specifically supports EWSA to develop operation and maintenance systems. Several other donors (EU and GIZ) also received requests for TA support. An annual capacity building plan for EWSA, including all components from all development Partners, should be developed in line with the new budget cycle..

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<sup>10</sup> Identification fiche was under discussion at the time of the formulation of the current intervention (July-September 2012)

General findings from reports<sup>11</sup> indicate that:

- Training has mainly been supply-driven, ad hoc and reactive,
- The amount of recent institutional change has created instability, weakened institutional memory and has impacted on CB,
- The institutional framework does often not encourage utilization of skills gained through training. For example clear job profiles are missing, and job descriptions are out of date, etc.
- Retention is a major challenge, with staff being lost to the region and internationally. A review of pay and conditions may be necessary to ensure that positions are attractive.
- At the moment the sector is reliant on TAs which is ultimately costly.

A budget of 5M€ has been allocated by Belgium under the ICP 2011-2014. The formulation of this CB component in the energy sector will be formulated in 2013 and will pay special attention to the linkages with PSCBS. A sound complementarity with other initiatives will be developed to avoid duplication and to confirm PSCBS in its coordination role, and to reinforce PSCBS' strategic linkage with beneficiary institutions in the sector of energy.

## 1.4 State of Capacity Building in the Public sector

### 1.4.1 Evaluation of PSCBS activities in terms of CB support at sector level

The main objective of the **Post Capacity Building Assessment**<sup>12</sup> done by PSCBS was to establish whether its capacity building interventions for the period 2010-2011, had ultimately positively or negatively impacted on the livelihoods of the citizens.

The same study found that, the **tools for CB planning and monitoring** such as strategic plans were developed by 64%, Capacity building plans by 68%, Capacity building needs assessment by 41%, Monitoring and Evaluation systems by 32% of MDAs and that all have staff performance evaluation systems. While 86% of MDAs reported that all their staff members were aware of their job ToR and responsibilities.

The study also pointed out that, in most new institutions, there was no **enabling environment for effective capacity building** due to insufficient legal and regulatory frameworks. Other areas of concern reported by 27% of the MDAs are lack of sufficient facilities, equipment and personnel and some have "out of date" organisational structures which do not reflect current staffing arrangements.

Regarding the type of CB needed, the study identified variable **expectations** from the MDAs:

- At individual level, 64% expressed the need for more academic training instead of "on-the-job training", which was represented by only 32%; 14% expressed the need for Technical Assistance (TA).
- At the organizational level, 55% of the MDAs had not yet developed a M&E system while 32% did not possess internal policy/planning and human resource management systems.
- At the institutional level, the need for a legal and regulatory framework and a governance mechanism was identified by 41% and 23% respectively.

As increased CB support is needed more than ever before, especially with the introduction of

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<sup>11</sup> annual report of the state of capacity building in the Public sector 2010-2011, march 2012 ; Assessment of Capacity Building Intervention among beneficiary institutions of Public Sector Capacity Building Secretariat (PSCBS) 2010-2011", PSCBS, August 2012

<sup>12</sup> "Assessment of Capacity Building Intervention among beneficiary institutions of Public Sector Capacity Building Secretariat (PSCBS) 2010-2011", PSCBS, August 2012

performance contracts (*imihigo*), the **funding for CB** has become very competitive. As a result, not all budgets for CB can be financed.

PSCBS in collaboration with different Development Partners have intervened in various areas of capacity building. These have included (i) support to Strategy and Policy development (ii) Institutional Capacity Development Support, (iii), Public Financial Management Reforms, (iv) Civil Service Reforms, (v) Management and Coordination.

The **Outcomes of CB interventions** in different MDAs are discussed in details in the assessment, which include:

- 63% stated that training has increased their expertise in executing their tasks within the MDAs. A related secondary effect is the improvement in public service delivery in which 38% of the MDAs attribute to the trainings acquired.
- 73% of the respondents have stated that training had a positive effect on their work by improving their efficiency. This has not only increased their competency but also confidence in their work. They also reported better performance as they were able to execute their tasks in shorter time delay and with less difficulty.
- 38% of the MDAs attribute improvement in service delivery to the training of their staff.

#### **1.4.2 Main findings of the Annual Report of the state of Capacity Building in the Public Sector (2010-2011)**

PSCBS impact at sector level and main challenges that the sectors are facing to is detailed in annex 7.1 with a special focus on the 3 sectors of concentration in the Belgian ICP. The following analyse is more general and cross-cutting.

##### **1.4.2.1 Strong ownership but weak coordination**

It is worth to underline that both the GoR and DPs are showing commitment to CB through providing considerable funding. CB programmes are often high profile and visible within the sectors. It was consistently reported that GoR ownership of CB programmes and activities was high, with strong alignment between CB and GoR priorities, in part as a result of a well-functioning Sector Working Group (SWG) system and Joint Sector Review (JSR) processes. Nevertheless, there remains a weak coordination of CB across the sectors, particularly in Decentralization and Infrastructure.

##### **1.4.2.2 Donor involvement**

A wide range of bilateral donors (through their respective development agencies) are involved in funding CB across the different sectors. These include the United States, the United Kingdom, Belgium, the Netherlands, Switzerland, France and Japan. Many multilateral donors are also supporting CB, in particular the World Bank, the EC and some of the UN agencies, for example UNICEF and WFP. Often funds are channelled through multi-donor arrangements, which support harmonisation and alignment. This complicates attempts to retrieve exact figures for donor contributions during the year.

##### **1.4.2.3 CB Cycle**

###### **Needs assessments**

The quality of needs assessments across the sectors was variable, but could generally be strengthened. In some sectors the identification of needs was described as 'ad hoc', and driven by personal requests for training rather than part of a coherent, holistic strategy. Ideally, needs assessments would lead to a strategic CB plan which could then be implemented and monitored over a given period. Unfortunately, this level of strategic planning and coordination of CB was not evident in any of the sectors.

## **CB activities**

Quantitative data demonstrate that CB activities tend to focus more on the individual level, with a bias towards short and long term vocational training. However, this does differ across sectors: for example, it holds true for Education but much less so for Health. CB strategies to target the institutional level are the least visible,

## **CB planning**

While “CB plans” were prepared and even reported, these were consolidations of individual training requests. No institution produced a CB plan developed from performance objectives, containing all the elements that would enable the plan to be implemented and measured for contribution to those objectives.

### **1.4.2.4 Capacity retention**

PSCBS has a framework for CB that includes capacity creation, utilisation and retention but most interviews carried out and reports reviewed tended to focus on activities to create capacity. However, there are retention problems in many sectors, for example Infrastructure and Agriculture, which has led to a reliance on technical assistance (TA) to temporarily fill gaps.

### **1.4.2.5 Consolidation of Data**

The annual state of capacity building report produced by PSCBS mentions that data are not comprehensive due to the fact that CB data were reported in different formats, making consolidation difficult. The major constraints cited include lack of availability of staff from Ministries, Departments and Agencies (MDAs) and Development Partners (DPs) to assist the consultancy team with data collection, and gaps in reporting where CB activities often could not be matched against costs. While much information is collated and shared on CB activity, important gaps exist in the data that is routinely collected and needs to be accurately translated into results for planning and policy-making.

It is therefore difficult to give exact figures for CB activity across the sectors.

### **1.4.2.6 Measuring impact**

Due to the inadequate and nascent monitoring and evaluation (M&E) systems in all sectors, it is very hard to identify which significant changes have been achieved by CB interventions. This is a major concern and has been highlighted in almost all CB reports. Whilst there are various anecdotal success stories abound, there are no rigorous reporting and monitoring systems that allow for analysis of whether capacity has been created, utilized and retained from the CB activities. Often outputs rather than outcomes have been recorded for instance, numbers of people attending training, which is a simple but fairly meaningless indicator.

## **1.4.3 Information, knowledge and monitoring**

PSCBS is fully aware of the challenges it has to overcome in order to be more effective in such a context. The Strategic Plan reflects these issues. Studies and deep analyses have been undertaken in 2011 and 2012 to build strategies for each of them. Main constraints at PSCBS level (confirmed during formulation mission) are developed below.

### **1.4.3.1 Sensitising MDAs on CB: PSCBS' IEC Strategy**

PSCBS can only be successful if MDAs are buying into the GoR CB approach and are willing to collaborate and exchange information. This is key to fulfilment of PSCBS core mandate as a coordinating agency and crucial for PSCBS' M&E and knowledge management strategies. It is recognized by PSCBS that communication structures are relatively weak. PSCBS developed a 5 year Strategic Plan and its implementation framework in December 2011 to strengthen internal and external communication functions through, amongst others, organizing open day sessions and events in collaboration with stakeholders, strengthen the capacity of staff that act as focal points with specific

institutions and to implement pro-active media relations.

The objectives of the IEC Strategy include: (a) to increase awareness, improve knowledge and build support for PSCBS among key stakeholders; (b) to increase the levels of communication between PSCBS and other arms of Government as well as key stakeholders; (c) to increase levels of communication within PSCBS; and (d) to make PSCBS a *one stop centre* for information dissemination about capacity building in Rwanda.

Under this strategy, the following outputs are envisaged: (a) effective stakeholder communication and knowledge sharing within (internally) and outside (Externally) of PSCBS; (b) Effective and sustained communication and collaboration between PSCBS and stakeholders; and (c) establishing sustainable visibility of PSCBS as a 'centre of excellence' and as a 'one stop centre' for CB in Rwanda. (d) Capacity of PSCBS to coordinate capacity building initiatives strengthened

#### **1.4.3.2 Information exchange on CB: PSCBS' knowledge management strategy**

PSCBS cannot perform its mandate as a coordinating agency without having a system and entity that ensures timely access to accurate and reliable information and knowledge for and about capacity building in Rwanda. This should take on an integrated approach providing access to physical and online information resources and services.

The terms of reference of Knowledge Management, IEC and IT specialist tend to conflict. The task of managing institutional knowledge and information resources by ensuring proper collection, processing, storage and retrieval appears to be ignored. The emphasis is put on the Information Resource Centre as an information dissemination channel without clear guidance on what should happen before the information is disseminated. Consequently, the management of PSCBS vital information resources, which would constitute the institutional memory, is absent. The following characteristics of the Management Information Systems have been observed:

- Absence of an institutional policy to enforce proper document management;
- Absence of a central storage facility for capacity building historical documents (CB Archives). There is no PSCBS filing system;
- The current technology and set up of the online IRC cannot offer a sustainable platform for building a usable information resource centre at PSCBS;
- Failure by MDAs to comply by submitting CB reports, making coordination difficult;
- Failure by CB implementing agencies to maintain proper records leading to submission of reports without sufficient data;
- While all CB implementing agencies are expected to submit reports to PSCBS, there is no storage facility for them;
- Difficulty in guiding PSCBS clients about credible training institutions because such information is lacking;
- High risk of loss due to current practices and attitudes ( lot of official documents stored on individual, no PSCBS inventory of its information resources, Poor e-document management skills among PSCBS staff, ...);
- Emphasis appears to be laid more on current information/knowledge resources with little or no attention paid to preservation of institutional memory for research, legal, evidence, fiscal and historical value in future.

#### **1.4.3.3 Monitoring and evaluation system conducive to organizational learning**

Continuous monitoring of CB is crucial in a vision of organizational change and continuous

organizational learning.

Monitoring and Evaluation of Capacity Building projects and programs is quite a new phenomenon in the Republic of Rwanda. The review findings<sup>13</sup> indicate clearly that M&E systems are generally underdeveloped and inadequate, although the basic building blocks are usually present as a result of governments strategic planning and budgeting systems. However, the results also show that monitoring and evaluation is widely seen as a strategically important area of management.

Currently, a results monitoring, evaluation and reporting matrix is applied based on regular reporting to the Steering Committee. In addition, quarterly coordination fora are to be held with senior technical staff of the MDAs. An Annual State of Capacity Building report is to be presented to the Cabinet and Stakeholders Forum. This will be organized to inform priorities and adjustments in the Strategic Plan.

A cost proposal was prepared in December 2011 to develop a web-based M&E system which feeds data from M&E systems of the MDAs to a central M&E system managed by PSCBS. The proposed system is a secondary (repository) system in the sense that it is not involved in primary M&E functions of the MDAs (development indicator frameworks, data collection and analysis, database management, verification and validation of information).

The way the concepts of monitoring and evaluation are understood differs from institution to institution. In the Public Sector, it seems as though the two functions are linked to varying degrees. While monitoring remains a management function for programmes and projects, little efforts are being made to coordinate evaluation of capacity building initiatives.

Most MDAs have existing M&E units or are in the process of establishing such units. In some cases, the roles of M&E are integrated across programmes and clusters and linked to the strategic plan.. However, there are no clear patterns about how M&E systems are developing nationally. It is clear that pockets of systems and practices are emerging in different ways and at different frequencies, but not for capacity building. Some institutions undertake monitoring and evaluation even with the absence of formal units, while there are cases where units exist but no systems are in place to support them. It is important that the Monitoring Evaluation and Reporting (ME&R) strategies/policies are integrated into the institutions so that an M&E culture is developed. Existing M&E systems or units often do not have adequate and skilled staff, resources, budget and infrastructure. They are challenged to integrate M&E and Management Information Systems, and at the same time, create an evaluation culture amongst diverse groups.

While a central M&E unit does go a long way to streamline access to data and information, it does not solve all the problems that MDAs face such as lack of staff (skilled or trained), resources (finances, technology), and motivation (will to improve) and outdated MIS systems.

Although it is unlikely that these systems can be centralized, there is a need to:

- Facilitate the formation of M&E units in the MDAs (including in the concentration sectors under the ICP 2011-2014<sup>14</sup>);
- Strengthen, coordinate, streamline and connect these systems across themes, domains, demands and priority areas within a common framework;
- Develop M&E frameworks that will ensure uniformity of purpose amongst government MDAs;
- Have central government provide assistance to provinces and districts to develop their capacity for monitoring and evaluation.

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<sup>13</sup> "Towards a Technical Proposal for PSCBS's Web-Driven Monitoring and Evaluation System of Capacity Building", December 2011

<sup>14</sup> Already taken on board in the current reflection (October 2012) on Belgian support to CBPF in the Health Sector

Since most MDAs have not progressed very far in the development of their M&E systems, the PSCBS M&E system enjoys the advantage of “late coming”, learning from others’ experiences and applying international best practices. It can also be developed without having to accommodate or cater extensively for other existing systems and processes. Even though not always centrally located or ideally configured, most MDAs have some level of monitoring and evaluation capacity in place. This means that once the PSCBM&E system articulates its reporting requirements to MDAs they will have human and other resources available, even if it will take time to get institutional and operational arrangements functioning optimally.

In summary, the PSCBS M&E system needs to be:

- Prescriptive and clear about **what** information should be submitted to it by MDAs and other public entities but;
- Accommodating and flexible with regard to **how** information should be collected and **who** should be responsible for doing so.

In regard to existing hardware and software, PSCBS has cutting-edge ICT equipment in terms of computers with the recommendable computing power. However, the server is outdated in terms of specifications. There are no internal storage devices for backing up data, institutional useful files and computer images from different operational units of the institution. There are efforts to develop a national data centre at RDB which may be used for external data storage<sup>15</sup>.

## 1.5 SWOT analysis (synthesis)

The fundamental strength of PSCBS derives from the spirit, policy objectives and commitment of the Government of Rwanda in establishing the Secretariat, and the mandate bestowed on it thereof. Furthermore, the composition of the Steering Committee, as the organ that provides strategic leadership and oversight for the Secretariat, communicates strong Government commitment to the mission of the Secretariat, as well as the high expectations of the Government. Yet, despite the position articulated above which places PSCBS in a strong position to execute its mandate, there are also a host of challenges (see table 3) which in a way impede the Secretariat from achieving its objectives.

The transfer of tutelage from MIFOTRA to MINECOFIN further underscores the importance that Government attaches to the function of PSCBS which further raises the bar of expectations from various stakeholders in regard to the PSCBS mission. The policy decision to consolidate capacity building activities of MDAs by establishing the CBF has enhanced the coordination function of PSCBS in CB activities.

One major challenge that PSCBS still faces is the inability of MDAs to adopt a proactive and strategic orientation to capacity building activities. The tendency has been to wait for PSCBS to deliver for them by performing even the most basic of functions like developing ToRs.

In all, the table below presents major results from the SWOT analysis that shows major strengths that PSCBS may capitalize in the drive to the realization of its mission as well as the missing links that are impeding effective service delivery of PSCBS.

**Table 3 – SWOT analysis for the PSCBS (based on the SWOT analysis included in the Strategic Plan and complemented through a participatory exercise during formulation process)**

<b>STRENGTHS</b>	<b>OPPORTUNITIES</b>
A strong resource base provided by the Government and several development	CB is a national priority Strong political will from top government

<sup>15</sup> Progress to-date is un-known

<p>partners to support CB activities</p> <p>A powerful and influential steering Committee chaired by PS MINECOFIN</p> <p>A team of highly qualified and committed staff</p> <p>Tutelage of MINECOFIN which gives the Secretariat a strategic positioning</p> <p>Dynamic and committed leadership</p> <p>Management of the Capacity Building Fund</p> <p>Strong governance arrangement (Steering Committee Composition)</p> <p>Autonomy, clear mandate, responsibility of the PSCBS and scope for CB interventions</p> <p>Available tools and templates for needs assessments;</p> <p>Establishment of SPIU to provide more coherent planning and implementation of PSCBS mandate</p>	<p>leaders towards CB</p> <p>Prospect of more development partners and increased support</p> <p>Government drive for better use of CB resources across sectors (division of labour among DPs)</p> <p>An enabling structural framework for coordination of CB interventions (SWGs, clusters, PSCB stakeholders' forum, etc.)</p> <p>Opportunity to forge regional and global partnerships</p> <p>New tools for coordinating CB including a new assessment framework</p> <p>Potential to be a service centre of reference in capacity building</p> <p>Well-articulated national policies on CB e.g. the Aid policy</p> <p>Strategic positioning as the national leader in CB</p> <p>Representation in the Development Partners coordination group and other strategic fora;</p> <p>PSCBS enjoys immense goodwill from stakeholders</p>
<p><b>WEAKNESSES</b></p>	<p><b>THREATS</b></p>
<p>Limited data information and knowledge about capacity needs of public institutions</p> <p>No clear resource mobilisation strategy</p> <p>Lack of harmonized use of CB tools and concepts among stakeholders</p> <p>Weak M&amp;E systems at all levels (PSCBS and MDAs) to track and measure the impact of CB interventions in the MDAs</p> <p>Limited capacity to fully and effectively engage all stakeholders</p> <p>The disconnect between capacity building and performance assessment in MDAs</p> <p>Inherent weaknesses in internal processes to effectively respond to demands from MDAs</p> <p>Low visibility about PSCBS activities and clarity about its mandate</p> <p>Absence of a CB policy articulating "Rules of</p>	<p>Perceived lack of clarity about PSCBS mandate and performance among the MDAs</p> <p>To high stakeholder expectations demanding to be fully be met given PSCBS resource base</p> <p>Conflicting priorities and expectations of stakeholders (GoR and DPs)</p> <p>Dependency on projects with limited life span</p> <p>Risk of overlapping roles with other existing institutions</p> <p>Frequent changes in policy and institutions</p> <p>High staff turnover leading to loss of PSCBS trained and experienced staff to other agencies and private sector</p> <p>Limited capacity and ownership by beneficiary institutions to implement CD interventions</p> <p>Government policy on CB is scattered in</p>

<p>the Game” to all stakeholders</p> <p>Poor document tracking system which complicates the service delivery process</p> <p>Lack of clarity of roles and responsibilities of some role functions e.g. cluster specialists</p> <p>Lack of a comprehensive system to enable the different PSCBS fiduciary and other functions to communicate effectively in real time</p> <p>Weak data collection and management system</p> <p>Complex procedures for MDAs to access CB funds from PSCBS</p> <p>Lack of capacity to rigorously follow-up on CB activities in MDAs</p>	<p>different documents</p> <p>Lack of ownership of interventions (processes) by MDAs due to inability to clearly identify capacity needs</p> <p>Changes from HIDA, MSCBS to PSCBS causing confusion among some stakeholders</p> <p>Existing structure which provides for staff numbers that are inadequate to effectively handle the workload</p> <p>Lack of mandate and capacity to enforce the use of CB handbook and tools</p> <p>Some DPs do not work in the established framework of CB cycle</p>
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## 2 STRATEGIC ORIENTATIONS

### 2.1 Current intervention is based on existing strategic documents

#### 2.1.1 Strategic Plan 2011-2015

In its Strategic Plan (2011-2015) presented in Chapter 1, PSCBS translates its vision and mission into Key Results Areas (KRA). The Strategic Plan is based on a SWOT analysis, whose content was updated in the formulation process (see 4.5).

The current intervention aims to directly support strategic objectives 1 (Capacity Building Coordination and Knowledge Management), 3 (Improved targeted support to public sector institutions), 4 (Information Education, Communication and Resources Mobilization) and 5 (Enhanced capacity of PSCBS to fulfill its mandate) and corresponding initiatives. That option offers an opportunity to be included in the Medium Term Expenditure Framework and reported in the national budget.

Each KRA and corresponding initiatives have been prioritized and budgeted in a Medium Term Expenditure Framework (MTEF) in annex of the Strategic Plan. The table of the summary budget (below) shows that the bulk of the MTEF funds (56%) over the three-year period will be allocated to the third KRA - capacity building targeted to specific institutions and initiatives. A significant proportion (34%) will go to implementing a specific policy objective and strategy of a demand-driven approach of the GoR. The allocation to the other three components ranges from 1% to 7%.

Table 4 - PSCBS MTEF: % per Key Results Area

Key Results Area	2011/2012	2012/2013	2013/2014	TOTAL
KRA 1: Capacity Building Coordination and Knowledge Management	2%	1%	3%	2%
KRA 2: Capacity Building Fund	20%	36%	47%	34%
KRA 3: Other targeted support to public sector institutions	71%	55%	40%	56%
KRA 4: Information Education, Communication and Resources Mobilisation	1%	1%	1%	1%
KRA 5: Programmes Management	5%	8%	9%	7%
TOTAL	100%	100%	100%	100%

Source: PSCBS Strategic Plan 2011-2015, Volume 2, March 2011

The current intervention will support, as far as possible, key activities that have been identified in this Strategic Plan and so far underfinanced in the Expenditure Framework.

#### 2.1.2 Lessons learned from experiences with PSCBS

As mentioned in section 1.1.2.1, several DPs have been supporting PSCBS in its activities or CB activities in the sectors. The lessons they have learned have been shared during the formulation process<sup>16</sup> in order to precise the scope of the intervention. Most of them will continue to support PSCBS activities but won't focus particularly on PSCBS own organizational Development. Therefore the risk of duplication with the Belgian support is low.

<sup>16</sup> Through interviews, their participation to workshops during formulation as well as their reports

Belgian cooperation has already some experience with PSCBS since Belgium has been supporting capacity building in Rwanda since September 2007. The project (5 years, worth 5,100,000 euros, end date projected at December 2012) supported the implementation of the Multi-Sector Capacity Building Program through providing support for training and skills development of public servants, for organizational effectiveness, and for strengthening HIDA as the national coordinating agency for capacity development in Rwanda.

The Mid Term Review of this intervention recommended to strengthen (and clarify) PSCBS' role as a catalyst of the CB process in the three Belgian concentration sectors. This was confirmed in the ICP 2011-2014 and the Identification File and is specifically addressed under result 2 of the present intervention. Nevertheless the benefits of the current intervention will not be restricted to the 3 concentration sectors of the ICP as the wording of the specific objective of this intervention may suggest. The expected impact is rather that PSCBS is enabled to deliver on its mandate towards all beneficiaries, and support CD activities in the 3 concentration sectors more efficiently and effectively. The spill over benefits will not be restricted.

An administrative and financial audit of PSCBS was conducted in the last quarter of 2011. Its recommendations have been taken into consideration during the formulation of this intervention. Areas identified by the organizational assessment on Financial management and Procurement and covering overall organization, continuity measures, process documentation, improvement of budget control processes and financial management system, implementation of half-yearly closing and reconciliation exercises, roles and responsibilities, reactivation of internal audit and external audit functions, etc) are given priority under the upcoming intervention.

Last but not least, PSCBS (supported by the project team) conducted a workshop in June 2012 to share lessons and concrete recommendations in order to enhance the design of the present intervention.

### 6.1. Lessons learned in relation to the findings

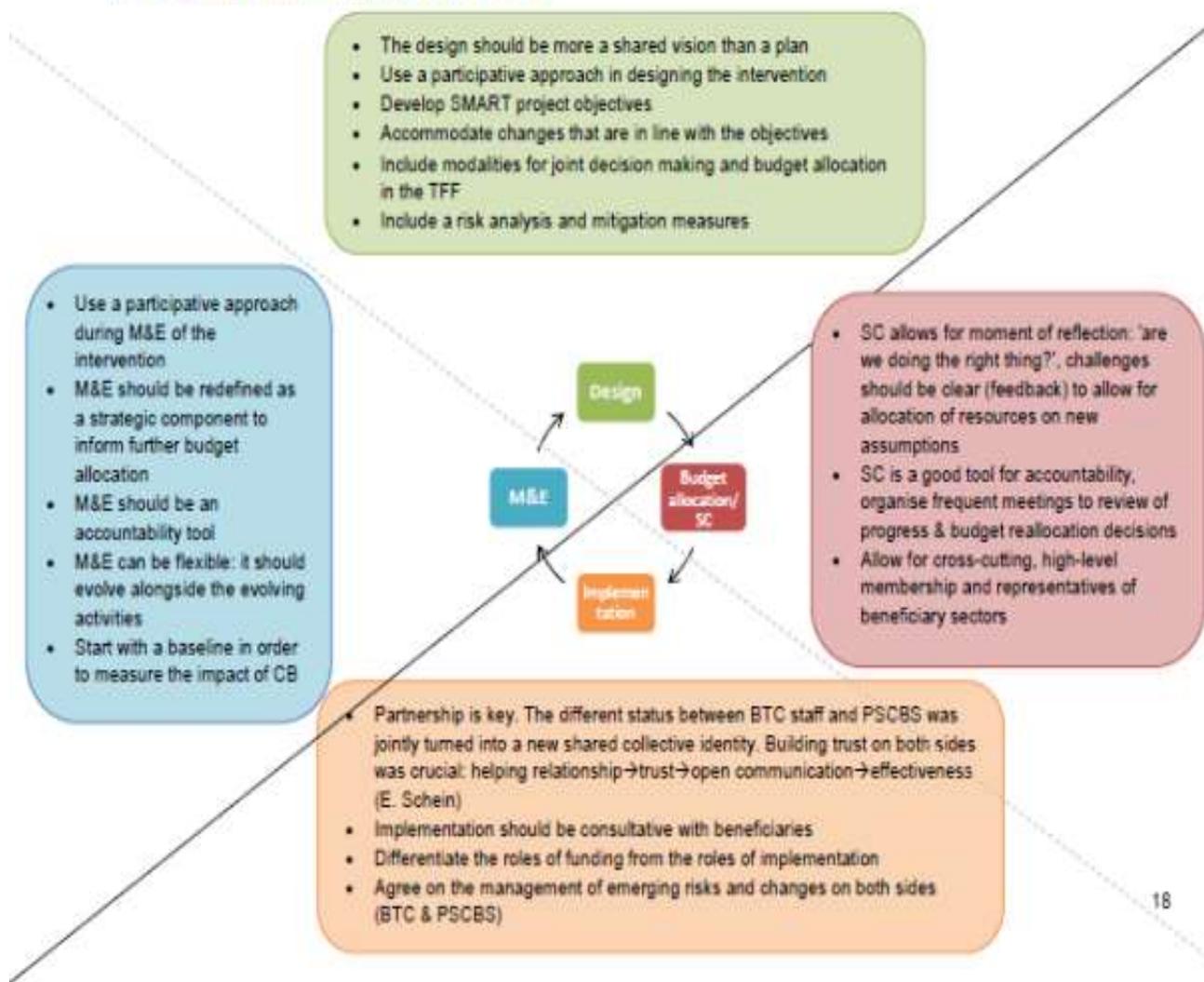


Figure 4: Lessons learned RWA 017 54 11

Some specific recommendations regarding the links between monitoring & evaluation, knowledge management and strategic decision-making were added:

- There is no need to reinvent the wheel – continuity with current organizational change processes and lessons from the past intervention should be ensured;
- Monitoring and evaluation is a strategic component of the future intervention and should thus be designed that it allows for continuous feedback loops to test the assumptions on which the intervention was originally designed;
- The M&E system should be developed in parallel to a knowledge management system that draws in external learning on what works in CB;
- The intervention should support PSCBS in taking up its role in supporting planning and M&E of CB in the three Belgian concentration sectors and more generally in Rwanda's EDPRS II as a cross-cutting process;

## 2.2 Entry-point of the intervention: Organizational strengthening of PSCBS

Deriving from the definitions and conceptual approaches described under section 1.3, capacity development can be crystallized under three broad elements:

- **Individual level:** experience, knowledge and technical skills vested in people.
- **Organizational Level:** internal policies, arrangements, procedures and frameworks that allow an organization to operate and to deliver on its mandate.
- **Institutional Level:** policies, legislation, power relations and social norms that describe the broader system within which individuals and organizations function, and one that facilitates or hinders their existence and performance.

The links between those 3 levels are made clear if Capacity Development is also understood to be “an endogenous process which entails change of knowledge, skills, work processes, tools, systems, authority patterns, management style, etc. It is a process that takes place in people or organizations, and cannot be forced. People and organizations can have strong or weak incentives to change, develop, and learn, coming from the environment and/or from internal factors. However, eventually the change is an internal process that has to happen in the people or organizations changing”<sup>17</sup>.

Equally important and useful concepts are: capacity creation, capacity utilization and capacity retention since those 3 steps should necessarily be taken into account when developing strategies and objectives.

The table 6 summarizes this matrix approach adopted by PSCBS in its framework.

**Table 6: PSCBS’ capacity building framework**

	Capacity creation	Capacity utilization	Capacity retention
Individual level	Development of adequate skills, knowledge, competencies and attitudes 	Application of skills, knowledge, competencies on the workplace 	Reduction of staff turnover, facilitation of skills and knowledge transfer within institutions 
Organizational level	Establishment of efficient structures, processes and procedures 	Integration of structures, processes and procedures in the daily workflows 	Regular adaptation of structures, processes and procedures 
Institutional environment and policy level	Establishment of adequate institutions, laws and regulations 	Enforcement of laws and regulations for good governance 	Regular adaptation of institutions, laws and regulations 

Based upon PSCBS’ capacity development framework (table 6), the entry-point of the intervention is the organizational level. The intervention wishes to strengthen PSCBS’ organizational capacities as a means towards a more efficient and effective delivery of its mandate, i.e. the facilitation of CB in the MDAs. The focus on organizational strengthening is to be supported through innovative strategies at the individual and institutional level. Innovative individual CB modalities such as mentoring and coaching contribute to the development of knowledge and the skills set of staff fitting PSCBS’ role as a

<sup>17</sup> PSCBS guide for Strategic Capacity Building in the Public Sector, September 2011, from ADB Capacity Development Toolkit, 2008

technical center of excellence. Institutional CB strategies contribute to increasing PSCBS' responsiveness to and influence on a rapidly changing institutional environment. Organizational efficiency and effectiveness of PSCBS will be pursued through strengthening its organizational support functions such as strategic and operations management, financial management (including contract management), procurement, human resource management, MIS and ICT.

Based upon PSCBS' strengthened internal organizational effectiveness and efficiency, the intervention will seek to bolster PSCBS' responsiveness to MDAs' CB demands through supporting an IEC strategy focusing on the SWGs, the operationalization of CB tools in the sectors and a CB initiative - tracking system, resulting in more effective service delivery.

The intervention also seeks to strengthen PSCBS' sustained influence on the institutional environment through supporting the development of a comprehensive policy framework and a resource mobilization strategy.

The intervention aims to facilitate those organizational change processes and to support PSCBS management in steering change. To this end, BTC will provide an ITA organizational change manager (misplaced – should be in the resource section).

## **2.3 Guiding principles for the intervention**

### **2.3.1 General principles**

#### **2.3.1.1 Alignment**

This intervention is in support of PSCBS' organizational strategy as set forth in the Strategic Plan 2011-2015 and more specifically Key Results Areas 1, 3, 4 and 5;

Strategic orientations were further informed by the following strategic plans and project documents: Annual Plan 2012-2013, the Feasibility Study for Establishing an Information Resource Centre conducted in June 2012, and the study in preparation of a technical proposal for a web-driven M&E system (December 2011).

The intervention adopts PSCBS' CB approach (as defined in the CB Handbook) and builds upon the lessons learned of past interventions in both technical and operational aspects.

To enhance PSCBS' organizational effectiveness and efficiency, the intervention seeks to strengthen the development of a Comprehensive Policy Framework buttressing the PSCBS's strategic planning function.

Operational planning, technical and financial resources of future interventions take the planned organizational restructuring of PSCBS into account when approved by Cabinet (creation of the SPIU) and are based on the recommendations of the organizational assessment conducted by BTC in January 2012.

The intervention's M&E framework is embedded in PSCBS' M&E system. The intervention plans activities for the further development of PSCBS' results-oriented M&E framework in support of continuous organizational learning (e.g. progress markers on organizational behaviour change).

#### **2.3.1.2 Focus on critical challenges that hampers PSCBS to deliver on its mandate**

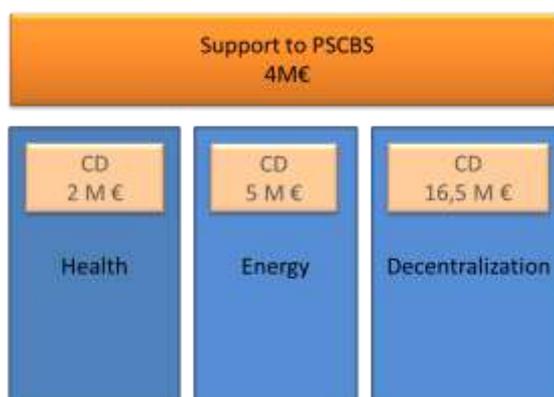
Deriving from the situation analysis in chapter 1, a special attention will be given to main constraints that PSCBS is facing with when collaborating with the sectors. The intervention will support specific activities that strengthen the linkages between PSCBS and its beneficiaries. The sectors of Decentralization, Health and Energy will specifically, but not exclusively, be addressed. For instance, the intervention will support PSCBS' IEC strategy to advocate for CB in the SWGs and will support the operationalization of CB tools and a data information system to better keep track of sector CB initiatives.

The intervention will also identify ways to further integrate the knowledge management, IEC, M&E strategies and processes to feed into PSCBS' strategic function and to further enhance organizational coherence.

### 2.3.1.3 Link with the concentration sectors of Rwanda Belgian ICP 2011-2014

The ICP has a double track approach towards capacity development in the Rwanda-Belgian partnership. On the one hand, it recognizes the critical role of PSCBS in coordinating CB initiatives in the Public Service in Rwanda and, on the other hand, it earmarked CB funds in each sector of concentration (Decentralization, Health and Energy).

The “support to Capacity development in Rwanda” (2007-2012) has been supporting organizational structures of PSCBS as well as CB activities in the sectors (eg. Decentralization). The new commitment of Belgium in its support to Capacity development will be translated into 4 separate interventions, one for direct support to PSCBS with the objective to help this organization to deliver more effectively on its coordinating mandate when the three other sectoral CD interventions<sup>18</sup> will be supporting and financing those sectors in the implementation of their CB cycle.



The current intervention to PSCBS is mainly focused on the necessary synergies and privileged relationship between PSCBS and those 3 particular sectors. The formulation of targeted CD support of each of the sectors will necessarily include an analysis on how facilitate the involvement of PSCBS in the sectors.

### 2.3.1.4 Ensuring strategic and evidence-based policy making

CB in public sector reform in Rwanda and the organizational development of PSCBS are happening in a fast-paced, rapidly changing environment. Therefore, flexibility is required in implementation and operations planning to provide room to take advantage of opportunities in the environment. The regular monitoring and evaluation of how things are moving on, which challenges appear and how they have been overcome helps to feed the dialogue with stakeholders and to adapt or develop adequate policies. In that sense, the opportunities in the 3 sectors of concentration under the Rwanda-Belgian cooperation agreement will be particularly examined.

The intervention follows up on the recommendation of PSCBS<sup>19</sup> to involve the Project Steering Committee more closely in organizational learning as the Steering Committee is the key decision making entity during project implementation; Based upon recommendations of the Project Steering Committee, the project should be allowed to re-steer activities in order to keep pace with opportunities in a fast-paced environment. The participation to the steering committee of representatives from Decentralization, Health and Energy sector will allow PSCBS and Belgian cooperation to measure progress in those particular sectors against general progress made towards the beneficiaries of

<sup>18</sup> 2 M€ for Health, 5M€ for Energy and 16.5 M€ for decentralization have been allocated in the ICP and will be further designed with the adequate involvement of PSCBS.

<sup>19</sup> Lessons learned report

PSCBS.

### **2.3.1.5 Giving room for testing and learning**

The intervention should enable PSCBS to test new approaches on CB initiatives in the three Belgian concentration sectors and learn from pilot undertakings. Result 2 express explicitly the possibility to test new approaches of coaching in the decentralization sector.

This will be a unique opportunity for learning. In the same spirit, all activities targeting gender integrating provide new opportunities for development.

The intervention should enable PSCBS to support CB initiatives more effectively in the three Belgian concentration sectors but not exclusively as spill over benefits will not be restricted. For instance, CNAs in the inception phase of every future Belgian intervention in Rwanda, with the support of PSCBS, will include an assessment of the capacity in gender mainstreaming (by means of a gender mainstreaming analysis).

### **2.3.1.6 Putting visible efforts to integrate relevant cross cutting issues**

The intervention retained gender as an intervention cross-cutting issue and developed a triple track approach, closely linked to the strategy of the intervention. It is expected that PSCBS will enhance its own capacities on gender, that the collaboration with the Gender Focal Points in MDAs will be strengthened and that the networking with the Gender Machinery in Rwanda will be effective. On top of that there will be activities to include gender-sensitive indicators in the intervention's M&E framework, to integrate gender budgeting tools in the CB cycle and to develop gender-sensitive CB indicators in support of the Gender Monitoring Office's strategy for gender mainstreaming in EDPRS II.

HIV and environment have also been taken into account.

## **2.3.2 Implementation principles**

For the implementation of the project, chapter 4 and 5 of the current TFF are embedded in following key principles :

- The planning of the intervention will be aligned with the GoR's Mid Term Expenditure Framework (and can be on budget by the start of the fiscal year in 2013-2014)
- The intervention will align as much as possible with the Rwandan vision of Technical Assistance<sup>20</sup>. The profile of the ITA has been defined together with PSCBS, its recruitment and evaluation shall be jointly managed BTC and PSCBS
- Creating parallel structures for day to day management of the intervention will be avoided by integrating the project in the future Single Project Implementation Unit (SPIU) when in place;
- Project Human Resources Strategy will be aligned as much as possible with the PSCBS HR and outsourcing strategy (See. ongoing organizational restructuring). Different types of support to the project are considered and include outsourced capacities; International twinning partnerships with sister-organizations and/or international CB centres of excellence; National, regional and international coaching and mentoring opportunities (See South-South cooperation through regional CB networks); targeted national technical assistance and International technical assistance (preferably process facilitators)

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<sup>20</sup> as laid down in the GoR Aid Policy Procedures Manual

## 3 INTERVENTION FRAMEWORK

### 3.1 General objective

The capacities of public institutions and civil servants to deliver effective services are strengthened

### 3.2 Specific objective

The capacities of PSCBS to effectively coordinate the strategic approach to capacity building, in particular in the sectors of Energy, Health and Decentralization are strengthened

### 3.3 Expected results

The intervention's strategy is based on PSCBS capacity development framework with its organizational level as entry point to also achieve results at individual and institutional levels. Three outcome statements (also called "results" in this document) have been defined based on an internally-conducted problem analysis<sup>21</sup> validated during several consultative workshops with key internal and external stakeholders. Expected results have been defined as outcome statements and corresponding strategies have been developed to achieve each result (Outcome).

The first outcome seeks to strengthen PSCBS' organizational support functions. The second outcome focuses on the organizational output of a more effective service delivery towards MDAs. The objective of the third outcome is to support PSCBS' ability to influence and respond to changes in the environment to keep its relevance as an organization.

#### **RESULT 1: PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced**

The PSCBS' capacity in key technical areas for enhanced coordination and value for money of public sector capacity building is strengthened. Support PSCBS' efficiency through improved systems, processes and workflows...

#### **RESULT 2: The PSCBS involvement in the successful development and implementation of MDAs Capacity Building strategies is enhanced**

The PSCBS' overall role of capacitating the public sector institutions to deliver on their mandates, through strategic partnerships, information, education and communication and mentoring of PSCBS staff and their counterparts in partner institutions is strengthened;

#### **RESULT 3: PSCBS capacity to respond to and influence a changing environment is enhanced**

PSCBS' sustained influence on the institutional environment through supporting the development of a comprehensive policy framework and a resource mobilization strategy is strengthened. PSCBS is able to make evidence-based policies, learning from field tested CB strategies and on a robust M&E system.

#### **3.3.1 RESULT 1 : PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced**

The organization's strengths and weaknesses analysis (see the SWOT in Chap 1) and the organizational assessment conducted in 2011 show that the main functions are in place but that serious constraints still diminish the organizational effectiveness and efficiency. Several causes have been identified such as the lack of clearly defined roles and functions, the absence of clear linkages between responsibilities and functions, lack of developed HR systems, the lack of feedback between

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<sup>21</sup> (Theory of Change workshops and organizational assessment)

colleagues (vertical & horizontal), lack of mechanisms for quality insurance, no automated M&E systems, lack of authentic data and slow implementation; lack of computerised software and filing systems, etc.

The first proposed outcome statement of the upcoming intervention is to directly support the **Key Result Area (KRA) 5** of the PSCBS' strategic Plan 2011-2015 related to Programme management.

Focusing on the continuous improvement of the PSCBS's organizational and individual capacities, the intervention will:

**Contribute to the enhancement of organizational capacities (structures, systems, workflows and processes),**

- Streamline the organization's processes
- Support the development of Manuals of Procedures for key functions in PSCBS
- Support the Procurement and financial capacity (in areas identified by the organizational assessment on Financial management and Procurement)
- Support the implementation of an integrated Management Information System for the PSCBS (Knowledge management)
- Support the Planning, Monitoring & Evaluation capacity in view of a fully-fledged and operational M&E system for CB in the public sector
- Put in place a system to track the performance of CB investments through thorough impact assessment based on established ToRs (Establish a robust web-based M&E mechanism linking all PSCBS functions to harmonize the operations of all PSCBS core functional units)
- Strengthen internal communication processes through better use of existing structures as well as strengthening staff capacities to implement IEC strategy, in particular the Strategic Objective 1 "to increase levels of communication within PSCBS"
- Support the ICT (as a tool to improve Service delivery) to enhance Management Information Systems

**Support the development of adequate skills, knowledge, competencies and attitudes among PSCBS staff in order to create, use and retain the right capacities. The PSCBS' ambition in this respect is to create a pool of talents (not only having experts).**

- Establish a pool of talents in order to be in better position to provide professional guidance and advise to MDAs by introducing a rigorous caching program for rare skills,
- The project will pay specific attention to gender equity under this component even if gender balance in PSCBS staff is already good.

Areas of action described under the umbrella of this Outcome Statement are linked to the strategic objectives of KRA 5 ; KRA 1 and KRA 4 of the PSCBS' strategic Plan 2011-2015.

### 3.3.2 RESULT 2 : PSCBS' involvement in the successful development and implementation of Sectors CB strategies is enhanced

PSCBS' legitimacy comes first from its political support. Mandate, mission and vision of PSCBS derive directly from broad national development strategies like EDPRS II and Rwanda Vision 2020. This positioning has been reinforced with the Budget Circular that implies a new compliance role for PSCBS that goes beyond quality insurance of CB activities. However, PSCBS should also work on strategies for **activating demand** for CB.

Critical efforts have already been made by PSCBS to provide tools and guidance on CB to MDA's but recently collected information shows that awareness and understanding of CB concepts among them is variable and –generally speaking- relatively low. There is a window of opportunity to activate the demand for CB support and for PSCBS mentoring at sector level with the new Budget Circular<sup>22</sup> that will oblige MDAs to plan and budget their CB activities. PSCBS will play a key role in this new process in providing **technical guidance, quality assurance** (through revising and potentially validating CB plans) and supporting their implementation through adequate funding mechanisms, such as memoranda of understanding with MDAs, strategic partnerships with training institutions etc. This new role will offer an entry point for better coordination, in particular with the 3 concentration sectors of ICP 2011-2014.

The intervention will support the PSCBS to become a recognized centre of reference for Capacity Building and to enable it to support MDAs to successfully develop and implement their own capacity building strategies. To do so, PSCBS will first work on its communication with beneficiaries and implement its **IEC strategy** in order to increase awareness, improve knowledge of CB issues, track practices and make PSCBS a real “one stop shop” for information about Capacity Building in Rwanda (**strategic objectives 2.3 and 4 of the IEC strategy**).

PSCBS has also to strengthen its capacities at sector level, in particular through the “cluster experts” to be able to take full advantage of the sector working groups and to customize CB tools and guidance in order to operationalize the CB cycle. The limited number of concentration sectors defined under the Rwanda-Belgian ICP offers an opportunity to develop and test new approaches in a (more) favourable context. The intervention will allow room for learning in creating teams and critical mass around one (or two) sectors. Establishing **communities of practices** will help to adapt continuously the CB cycle to the needs and expectations of sector stakeholders. The project will specifically put efforts on gender equity under this particular component. The implementation and continuous adaptation of the CB cycle should integrate gender sensitive components at every stage (assessing capacity needs, planning and budgeting capacity activities, monitoring capacity interventions).

The lessons learned will be shared with other stakeholders in the relevant Sector Working Groups and/or through the multi-donor Steering Committee when in place under the upcoming SPIU.

In a nutshell, this result area will focus on:

- Operationalizing the CB cycle (Guide and support MDAs to use the CB handbook and tools and encourage feedback about the relevance and suitability of the tools to provide a basis to further refine them; Harmonize the use of CB tools across all MDAs to ensure consistency in approach for maximum CB impact; Cause the inclusion of CD in the assessment of MDAs' performance using the performance contracts (imihigo) framework to guarantee their commitment,
- Implementing the IEC strategy (external Information components),

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<sup>22</sup> To be implemented from Budget cycle 2013-2014

- Advocate and lobby for a CB component in sector strategies through the SWGs or the use focal points (e.g. Directors of Planning),
- Get the services close to the MDAs as well as local government entities, for instance by decentralizing cluster specialists at beneficiary level (secondment arrangements between PSCBS and relevant MDAs and Districts, depending on the scope of the activities)
- Develop strategic partnerships with national and/or regional institutions to enhance the relevance of PSCBS' sector knowledge and expertise to be able to mentor MDAs

Areas of action described under the umbrella of this Outcome Statement are linked to the strategic objectives of KRA 3 of the PSCBS' strategic Plan 2011-2015.

### 3.3.3 RESULT 3 : PSCBS' capacity to respond to and influence a changing environment is enhanced

Beyond “respond”, PSCBS should be able to **anticipate, shape and influence** its environment (see the perception and match expectations with reality; how to see coherence in all the initiatives, how to get it institutionalized and identify the limits).

In order to be a true reference centre for CD, PSCBS will develop a **Strategic and Policy function** to be able to initiate a comprehensive policy framework based on evidence. The strategy will be to establish a **critical think tank** among the organization through CB policy analysts and advisers **for the improvement and development of the organization**.

One key area of improvement will be **establishing and utilizing mechanisms for collecting and analysing CD activities to inform policy and planning**. The implementation of a full-fledged CD monitoring and evaluation system throughout the entire public sector in Rwanda will enable PSCBS to learn from experience and to feed its own reflection on CB issues and to adapt and renew its approaches.

Establishing **strategic partnerships** with national and international institutions and participating actively in practitioners networks will help PSCBS to build its visibility, internally and externally. This recognized positioning will enable PSCBS to be pioneer in the implementation of Busan recommendations on CD (CD country-led compact; getting useful knowledge on capacity development topics to decision makers and practitioners, capturing the lessons from country experience; building a robust knowledge architecture for practical knowledge-generation and -exchange, including strengthening existing networks and platforms).

Under this component, PSCBS will develop a resource mobilization strategy, play a strong role of advocacy and improve Stakeholder engagement by increasing its visibility, networking and brokering.

The lessons learned will be shared with other stakeholders in the relevant Sector Working Groups and/or through the multi-donor Steering Committee when in place under the upcoming SPIU.

This result area will focus on:

- Developing a set of MoUs with CB centres of excellence in the region and beyond to harness the use of resource pool including sharing of experience to accelerate behaviour change,
- Mainstreaming and aligning CB support from the DPs,
- Strengthening quality assurance and technical guidance: developing a Quality assurance strategy: field-test, evaluating, documenting and adapting CB handbook and tools for different target groups/ MDAs at different levels; Quality assurance of the products: having benchmarks and setting standards; quality assurance of overall PSCBS service delivery: not only the quality of the specific work, but how the PSCBS

functioning in capturing information of what does not work, keeping an eye on what is not working, checking and ensuring internal discipline.

- Preparedness for innovation: A “research and development” capacity that ensures strategic organizational innovation, policy level flow of information, knowledge appropriation, looking inside critically as a Critical interface between the technical and general units

Areas of action described under the umbrella of this Outcome Statement are linked to the strategic objectives of KRA 1 ; KRA 3; and KRA 4 of the PSCBS’ strategic Plan 2011-2015

## 3.4 Proposed Activities

### 3.4.1 RESULT 1

#### 3.4.1.1 Activity 1.1. Strengthen the Organizational effectiveness: strengthen the capacity of key internal functions (structures, systems, workflows, procedures)

**Strengthening PSCBS internal capacity to develop or adapt systems, workflows, procedures and frameworks for key functions:**

- Support the Procurement and Financial capacity (in areas identified by the organizational assessment on Financial management and Procurement: e.g.: overall organization, continuity measures, process documentation, improvement of budget control processes and financial management system, implementation of half-yearly closing and reconciliation exercises, roles and responsibilities, reactivation of internal audit and external audit functions, etc)
- Support the implementation of an Integrated Management Information System for the PSCBS (Knowledge management)
- Support the ICT (as a tool to improve Service delivery) to enhance MIS
- Support the Planning, Monitoring and Evaluation capacity in view of a fully-fledged and operational M&E system for CB in the public sector
- Strengthen internal communication processes through better use of existing structures as well as strengthening staff capacities to implement IEC strategy, in particular the Strategic Objective 1 “to increase levels of communication within PSCBS

**Support the Organizational development**

- Review strategic roles and functions of PSCBS, have a clear list of services that PSCBS provides and clarify the gearing of the different units within PSCBS
- Support the development and implementation of the Single Project Implementation Unit (including structure, systems, workflows, procedures and framework)
- Streamline the organization’s processes
- Development of Manuals of Procedures for every department and function in PSCBS: procurement, financing, M&E, HR, communication, etc. (communication is one of the key areas, internal and external flow of information).
- Improve internal communication by holding meetings regularly as the IEC Strategy proposes; Sharing information through informal channels; installing ICT programmes that facilitate internal communication

- Support gender analysis, planning and budgeting for effective gender mainstreaming through a gender audit for the PSCBS and train gender auditors within the PSCBS, who will be able to conduct gender audits in other MDAs.

#### **Develop the M&E framework (PSCBS M&E System)**

- To develop and implement the PSCBS Monitoring and Evaluation System (MES), through financing the core components identified in the Technical Proposal for PSCBS' Web Driven Monitoring and Evaluation System of CB (Dec 2011): Monitoring and Evaluation design, Research and Analysis (options for computerization), Piloting and prototyping, Programming, Test the functionality of software, Purchase of software, etc.
- Given the rapidly changing internal and external environment of PSCBS, the relevance of the different components included in the above-mentioned technical proposal will be re-assessed and validated by the parties prior to any investment.

#### **Develop a Management Information System (MIS and KMS)**

- To Develop and implement a PSCBS Knowledge and Information Management Policy (KIMP);
- Develop Knowledge and Information Management Procedures and Guidelines,
- Set up and management of a Knowledge Resource Centre
- full proposal IRC including software, hardware, staff, TA,
- Support the development of gender sensitive and diversity conscious CB tools (adaptation CB handbook and tools);

#### **Establish synergies between the PSCBS MES and the Knowledge Management System.**

Identified resources for the above-mentioned activities include Targeted Technical Assistance and Advisory Services (Process/Change Management), Procurement Specialist/ Coach, Financial Specialist/ Coach, MIS Specialist/ Coach, Program Manager (CD Projects), Support Implementation of M&E and KM Study Technical Recommendations, Support Implementation of IEC Strategy, coaching & mentoring, Support Implementation of the POM, hardware and software facilities and equipment, facilities for KM Resource Centre, etc

#### **3.4.1.2 Activity 1.2 Enhance the capacities of PSCBS Staff to handle the strategic functions**

- Sustain and structure the "learning clinics" and hold regular staff meetings on strategic issues
- Develop and implement staff development plans
- Train staff in core functions (procurement, project management, audit and finance) as well as in generic skills (negotiation, conflict resolution, client-oriented behaviour, etc )
- Enhance the capacities of PSCBS staff on gender (women and men) through gender training.
- Organize specific training for women in decision-making functions within the PSCBS, develop with them their individual action plans. Follow up with regular coaching (national gender expertise).

Identified resources for the above-mentioned activities include Exchange programmes with Centres of Excellence, Benchmarking Tours, Staff Development & Training Fund, Twinning arrangements, etc

## 3.4.2 RESULT 2

### 3.4.2.1 Activity 2.1. Support operationalization of CD tools and templates

- Related to the identification of the institutional gearing: clear definition of who will be the face of PSCBS with the MDAs, for what, and how regular.
- Ensure that CB tools are institutionalized: Set up learning spaces/calendars of training and update processes for the MDAs to use the tools developed for CB purposes.
- Organize feedback mechanisms (based on Cluster Experts/interface of MDAs, M&E, IEC)
- Review the CB tools and establish a mechanism to continuously update those tools (e.g. customize them into the different sectors)
- Integrate Gender National Policy (especially Budgeting in CB Cycle)
- Strengthen the capacity of the GFP through training
- Support the integration of gender disaggregated data through technical support to MDA capacity building M&E frameworks.

Specific attention will be given to the MDAs in Decentralization, Energy and Health.

Identified resources for the above-mentioned activities include Targeted Technical Assistance and Advisory Services, International Technical Assistance (Process/Change Management), CD Process Facilitators (Sector based), ICD Advisor Consultative Session Costs and related Logistics Costs, Technical Assistance to develop and update CD Tools, Technical Assistance to support Gender Mainstreaming in the CD Cycle operations

### 3.4.2.2 Activity 2.2. Development of mechanisms to improve engagement of sectors

- Implement IEC strategy (external component): develop IEC materials targeted at various audience (MDA different levels, DPs): Develop communication products to have harmonized messages on CB and on PSCBS' mandate
- Facilitate access to and share capacity building information, best practices and knowledge to MDAs
- Awareness-raising and training of policy makers, planners, strategic and operational managers of MDAs on gender mainstreaming of policies, strategic and operational plans etc. and support actual implementation of these policies and plans (gender analysis, planning and budgeting);
- Organize a pilot gender audit in key MDAs, conducted by the gender auditors of the PSCBS and develop a gender action plan for key MDAs on the basis of the gender audits, organise gender trainings for staff of the MDAs on the basis of the gender action plans and organise 'plaidoyer' trainings facilitating the implementation of the gender action plans.
- IEC coach (HR)
- Disseminate CB handbook and tools for use in MDAs
- Support cluster experts (HR)
- Promote peer mentoring with information officers in MDAs; seconded staff from MDAs
- Coaching in engaging with sector CB approaches, negotiating skills

- Build better knowledge on labour market (especially the youth) in sectors – link with new technologies
- Test new approaches: create teams / critical mass around sectors, sector specialists or pool of (accredited) facilitators (train the trainer), communities of practices. Decentralization as a pilot sector.

Specific attention will be given to the MDAs in Decentralization, Energy and Health.

Identified resources for the above-mentioned activities include Targeted Technical Assistance and Advisory Services (Process/Change Management), Coaching & mentoring, Extra staff (Clusters experts), Expertise (accredited facilitators), Printing and Dissemination costs of CD Tools and Templates, Consultative Session Costs and related Logistics Costs, Field Work Costs, Costs of Targeted Cluster Based Teams.

### 3.4.3 RESULT 3

#### 3.4.3.1 Activity 3.1. Support Policy function

- Research & Development: create a critical think tank and institutionalize best practices (benchmark) in the organisation – produce policy briefs, quality resource centre
- Consolidate the policy framework (go beyond the tools and clarify mandate of PSCBS and roles and responsibilities of other actors in CD in Rwanda (DP, government agencies, ...)
- Technical guidance: Training PSCBS staff didactic skills;
- Quality assurance strategy: field-test, evaluate, document and adapt CB handbook and tools for different target groups/ MDAs at different levels
- Strategic intelligence – scenario planning: Create ability to link departments of the organization: create the capacity to recognize challenges (internally or externally) and issues and to organize a response (re-orientate strategies, adapt the tools)

Identified resources for the above-mentioned activities include Strategy and Policy Advisor, Targeted External support (Cluster Based), Printing and Dissemination Costs of CD Policy Briefs, consultative Session Costs and related Logistics Costs, Field Work Costs

#### 3.4.3.2 Activity 3.2. Support strategic networking and partnerships

- Participation at national, regional and international conferences ;
- South-South Cooperation (pilot and test applicability CB handbook in other SA);
- Strategic Partnerships (opportunities of secondments with institutions that have comparative advantages)
- Twinning arrangements with other Centres of Excellence
- Benchmarking & practitioners networks (LenCD, OECD)
- Strengthen the networking mechanisms' of the Gender Focal Points
- Support strategic networking with the gender machinery (Ministry in charge of Gender and Family Promotion (MIGEPROF, Gender Cluster, Gender Monitoring office and National Women's Council).

Identified resources for the above-mentioned activities include Exchange programmes with Centres of Excellence in CD Policy, Conference Costs and related Logistics Costs, Travel Costs, Targeted

External support (Cluster Based) , Costs of Thematic Talks by reputable resource persons in CD

### **3.4.3.3 Activity 3.3. Support strategic utilization of Data to inform Policy and Planning**

*This activity describes potential areas of actions linked to strategic objectives of KRA 1*

Operationalize internal M&E framework (synergies between existing M&E tools such as MTEF, Results Monitoring Framework & M&E plan, action plan, individual workplans ...)

- Develop M&E system internally with special focus on action research and organizational learning tools and methods (customize Theory of Change and Outcome Mapping methodologies).
- Support to development of an M&E strategy for the PSCBS in view of public sector CB system
  - Implement the Technical Proposal for PSCBS's Web-Driven Monitoring and Evaluation System of Capacity Building
  - Support M&E unit in MDAs (pilot exercise)
  - Pilot Evaluations in sectors (Decentralization can be the pilot sector given to previous experience in developing CB cycle at district level)
- Collaboration with Gender Monitoring Office to mainstream EDPRS II - Integrate Gender monitoring tools (e.g. develop gender sensitive CD indicators)

Identified resources for the above-mentioned activities include Costs of implementing M&E Study; State of CB Report & Post CB Assessment recommendations, Targeted Technical Assistance (CD Statistics and M&E), Costs of CD Thematic Surveys and Studies, Consultative Session Costs and related Logistics Costs, Printing and Dissemination Costs of CD Statistical Based Reports, Field Work Costs

### **3.4.3.4 Activity 3.4. Support to advocacy, lobbying and resource mobilization for CD**

- Reinforce Strategic Planning, concretizing PSCBS strategic plan and regularly review the strategic objectives
- Undertake studies to identify strategic gaps
- Actively promote CB and attract DP assistance for strategic CB activities through active participation in key stakeholders' forums (SWG, Joint Sector Reviews, DPCG, annual retreat ...)
- Provide accurate information on state of CB in the Public Sector
- Develop mechanisms to mobilise support for strategic CB
- Increase visibility of PSCBS; publish strategic success of PSCBS and publicize the success stories, organize visibility events linked with the IEC strategy

Identified resources for the above-mentioned activities include Targeted External support (Resource Mobilisation for CD), Consultative Session Costs and related Logistics Costs (GoR & DPs on CD related issues), Printing and Dissemination Costs of Thematic Briefs on Priority CD gaps and required resources (resource mobilization strategy for CD), Extra staff for targeted advocacy, lobbying and resource mobilisation functions (IEC and Stakeholder Engagement), Field Work Costs, Travels, Study fund, consultancies.

### 3.5 Indicators and means of verification

A result oriented monitoring and evaluation framework has been designed for this intervention, based on the Monitoring, Evaluation and Reporting Matrix derived from PSCBS Strategic Plan and from the participatory workshop held during the formulation process.

The indicators reflect outputs as well as organizational changes.

For the latter, the project design framework borrowed from several methodologies used by PSCBS such as “Theory of Change” and “Outcome Mapping”. Progress markers have been identified at outcome level in order to track behavioural changes. These progress markers are based on the desired situation that is expected to be established through the present intervention. In that case “Means of Verification” are ad hoc (e.g. survey among beneficiaries) but Indicators reflecting outputs are specific, measurable, reachable and tangible (e.g. number of Capacity needs assessments undertaken).

In the last quarter of 2012 PSCBS has planned a baseline exercise as an initial step to implement its M&E strategy (see chapter 1). During the start-up phase of this intervention, a specific baseline survey (see ToR in annex 7.6) for the M&E framework of this particular intervention will be undertaken on the basis of the agreed M&E framework at PSCBS level. The monitoring framework below will be adapted (see chapter 5.8.1)

Table 7 - IOV	Indicators/progress markers	Sources of verification
<p><b>Specific objective :</b> The capacities of PSCBS to effectively coordinate the strategic approach to capacity building, in particular in the sectors of Energy, Health and Decentralization are strengthened</p>	<p>MDAs understand their role in implementing CB approach</p> <p>MDAs liaising with PSCBS on implementing CB initiatives</p> <p>PSCBS possessing adequate expertise to facilitate implementation of CB initiatives in sectors</p> <p>Successfully implemented CB initiatives leading to effective and accountable public service delivery</p>	<p>EDPRS progress reports</p> <p>Annual state of CD report</p> <p>Minutes of Sector Working Group meetings</p> <p>(client satisfaction) Survey among Beneficiaries</p> <p>PSCBS and MDA annual reports</p>
<p>R1 : PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced</p>	<p>PSCBS is able to offer added value in procurement of CB expertise for MDAs</p> <p>PSCBS is able to monitor its performance against annual targets of strategic plan and able to review organizational strategies based on performance reviews</p> <p>Staff development plans are available and implemented</p> <p>HR policy including a Staff retention strategy is available</p> <p>Management Information Systems are in place</p>	<p>Client satisfaction survey reports</p> <p>PSCBS annual implementation results report (Strategic Plan)</p> <p>Internal and external audit reports</p> <p>Management meeting reports</p>
<p>R2. The PSCBS involvement in the successful development and</p>	<p>PSCBS is able to motivate sectors/MDAs on using CB approach (strategic partnerships, peer mentoring PSCBS-MDAs)</p> <p>PSCBS is in continuous dialogue with sectors/MDAs on how to</p>	<p>Reports of cluster experts on sector dialogue with MDAs</p> <p>Documentation of sector CB best</p>

<p>implementation of MDAs Capacity Building strategies is enhanced</p>	<p>adapt CB approach to their sectors</p> <p>PSCBS is able to document and share CB best practices</p> <p>PSCBS is able to develop an M&amp;E of capacity building strategy and pilot system in view of a public sector CB M&amp;E system</p> <p>Improved quality of annual CB plans</p> <p>Number of capacity needs assessments of MDAs facilitated by PSCBS</p> <p>Number of CB strategies successfully implemented by MDAs</p> <p>Harmonized and authentic data from Public Institutions on CB</p> <p>Percentage of targeted institutions where PSCBS CB tools have been institutionalized</p>	<p>practices</p> <p>Annual state of CB report</p> <p>PSCBS and MDA annual reports</p> <p>Annual state of CB report</p> <p>PSCBS annual implementation results report (Strategic Plan)</p>
<p>R3 :PSCBS capacity to respond and to influence a changing environment</p>	<p>PSCBS is able to develop quality assurance strategy e.g. to field- test and adapt CB tools and to document these exercises</p> <p>PSCBS is able to develop knowledge management strategy e.g. to develop an online resource centre</p> <p>PSCBS is able to raise adequate resources (increased proportion of DP targeting CB interventions)</p> <p>Level of PSCBS participation in key stakeholders forums</p> <p>Number of quick wins proposed, approved and implemented as a result of informed policy research / analysis</p>	<p>KM, QA, M&amp;E strategies tested and implemented</p> <p>Reports and documents international CD networks, south-south cooperation, twinning arrangements</p> <p>PSCBS organizational learning tools and events (e.g. action research – reports)</p> <p>PSCBS annual implementation results report (Strategic Plan)</p>

## 3.6 Description of beneficiaries

The direct beneficiary of the intervention is PSCBS and its staff.

Indirect beneficiaries are Ministries, Departments and Agencies of the Public Sector in Rwanda, with emphasis on Decentralization, Health and Energy institutions.

Final beneficiaries are the people of Rwanda that will have access to better public service delivery.

## 3.7 Risk Analysis

### 3.7.1 Implementation risks

**Table 8**

Risks	Risk Level	Mitigation measures
Availability of technical expertise in CB and public sector reform	Medium	PSCBS using its involvement in international knowledge networks / Communities of practice to recruit highly qualified short term expertise
Sectors' buy in into PSCBS approach	High	Intervention foresees strategies to reinforce trust between PSCBS and sectors: better information exchange, closer relationship cluster experts-counterparts in MDAs, PSCBS involvement in CNAs and CB plans
Project results not adequately appraised through organizational learning	High	One of the project activities will be the development of a results-oriented M&E system taking into account organizational learning processes developed with the assistance of the PSCBS M&E coach (already in place)
Bureaucracy in project implementation especially SPIU formation within PSCBS	Medium	Clearly articulate the procedure for project resources approval process in the procedures manuals
Lack of appropriation and/or availability of the recommendations and suggestions made by the project team, in particular in relation to change management at the highest level at PSCBS	Medium	Joint description of the ToR of the change co-manager, joint selection and joint appraisal of his performance should increase appropriation by PSCBS of the outputs of the project

### 3.7.2 Management risks

**Table 9**

Risks	Risk Level	Mitigation measures
High staff turnover	High	PSCBS is currently developing staff attraction and retention strategy
Organizational restructuring- PSCBS changing its Procedures and Operations Manual	Low	Close follow up through Project Steering Committee
Organizational restructuring - creation of SPIU: aligning project operations with organizational strategy	High	Close follow up through Project Steering Committee (PSCBS to develop update of Strategic Plan 2011 based on clarification role as technical facilitator – procurer for sector CB initiatives
PSCBS not able to keep up with demand from MDAs	Low	Based on exchange with MDAs, PSCBS to establish growth path / priorities in new Strategic Plan
Delays in procurement of adequate national and international technical assistance	Medium	sufficient support functions to the project implementation is foreseen. The ToR of the change co manager foresee the support for drafting ToR and technical provisions for the consultancies

### 3.7.3 Effectiveness risks

**Table 10**

Risks	Risk Level	Mitigation measures
Insufficient demand because of inadequate understanding of CB and its added value by MDAs	High	PSCBS implements its quality assurance strategy, IEC and knowledge management strategy  PSCBS to develop pilots in several MDAs to facilitate CNA, implementation CB plan, monitors quality, document best practices. Based on practices, PSCBS should adapt its CB strategy continuously
Delays in formulation sector CB initiatives announced in the ICP	Medium	MDAs, and stakeholders (development partners) involved in formulation process current intervention
CB tools and solutions not adapted to the realities of various MDAs	Medium	Intervention supports close collaboration with MDAs through various modalities to adapt CB tools to MDA realities and to customize CB solutions (IEC, knowledge management and quality assurance strategy)  PSCBS takes on facilitator role in development

		<p>CNAs and CB plans</p> <p>Cluster experts develop close working relationships with counterparts in MDAs</p> <p>Based on exchange with MDAs, PSCBS to establish growth path / priorities in new Strategic Plan</p>
Low project impact due to changing circumstances	Medium	Conduct periodic project reviews to reassesses assumptions made during formulation

### 3.7.4 Sustainability risks

Table 11

Risks	Risk Level	Mitigation measures
Related to ICP-framework for inter-sector coordination: CB initiatives not institutionally embedded in MDAs	Medium	<p>Development of M&amp;E, knowledge management and quality assurance strategy to ensure follow up of results</p> <p>Intervention foresees close collaboration between PSCBS and MDAs to develop adapted CB solutions</p>
Weak harmonization of Development Partners' CB initiatives	High	<p>Intervention builds on DP's project initiatives under the aegis of PSCBS</p> <p>Exchange with DPs part of ToR International Project Expert</p> <p>Representation of PSCBS in DP coordination fora whenever Capacity Building is involved</p>
Knowledge transfer from TAs including the DELCO	Medium	Attach local counterparts to TAs
Global economic crisis-dwindling resources for CB implementation	High	PSCBS has a resource mobilization strategy and sufficient international visibility

### 3.7.5 Fiduciary risks

The first element of fiduciary risk that funds are not used for the intended purpose is low. Indeed the organizational assessment conducted during the past intervention evaluated PSCBS favourably in terms of financial controlling measures. BTC and PSCBS are following up on the recommendations. Internal and external audits regarding the use of funds will be carried out, by the GoR (RPPA) and by Belgium. There will be frequent monitoring and evaluation (M&E) of project activities. All these measures put together will bring the risks to a satisfactory level. Furthermore, quality assurance will be closely monitored by a Steering Committee that has to endorse work plans and budgets.

The second type of fiduciary risk, that funds are not properly recorded and accounted for is higher, but acceptable. BTC financial management system, procedures and country guidelines combined with regular controls will limit that risk. Improvement areas have been identified by the organizational TFF PSCBS (RWA 12 084 11) Final Version

assessment and progress is ongoing. The co-management modality and the presence of a technical assistant in charge of Administration / Finance / Procurement are considered as additional mitigating measures.

The third type of fiduciary risk, that the project does not achieve value-for-money objectives, is medium but will be limited by the following measures: first of all, this intervention is based on the fundamental lessons learned by the previous project. Special attention has been paid to introducing flexibility, reorientation possibilities and continuous adaptation to change. The fact that this project can benefit from a previous joint and successful experience of reorienting activities in order to achieve value-for-money objectives is, in itself, a strong mitigating factor. Secondly, the fact that this project will start with the support and expertise of a full-time, dedicated change co-manager, who will accompany the change process and make sure that required technical assistance and investments are relevant from a qualitative and technical point of view is another mitigating measure. In this respect, the division of tasks between the change co-manager and the project co-manager is an asset for the intervention, allowing each of them to focus on quality and value-for-money in their respective fields of intervention. Last but not least, regular backstopping missions and reviews (covering efficiency aspects) are planned and budgeted.

## 4 RESOURCES

### 4.1 Financial resources

#### 4.1.1 Rwandan contribution

The Government of Rwanda translates its high level commitment by a corresponding budget allocation in the National Budget. Annex II-6 of the National Budget indicates the budget breakdown by Governmental Agency. An equivalent of 8.5 Million euro have been allocated for the fiscal year 2012/2013 with an expected increase up to 10.9 million euro by the fiscal year 2014-2015.

For this particular intervention, the Rwandan contribution consists of the following elements:

- Full commitment of the entire PSCBS staff to the success of the project, regardless of the source of funding for the staff (GoR or project funds)
- Provision of office premises (with Internet connection, water and electricity services and security) for the project
- Payment of any tax and other related statutory obligations, including VAT on the supplies and equipment, works and services as agreed upon in the General Development Cooperation convention signed on the 18 of May 2004 between both governments. The GoR contribution to this shall be €400,000.

#### 4.1.2 Belgian contribution

The Belgian contribution for this project is 4 million Euro. The detailed budget per year is presented in the tables in Annex 7.4. The “modality” mentioned in the table below refers to the selected modality for fund disbursement process, see 5.6.3.1.

<b>Strategic Support to PSCBS</b>				
<b>TOTAL BUDGET</b>			<b>BELGIAN CONTRIBUTION</b>	<b>modality</b>
<b>A</b>	<b>The capacities of PSCBS to effectively coordinate the strategic approach to capacity building, in particular in the sectors of Energy, Health and Decentralization, are strengthened</b>		<b>3.286.800</b>	
A	01	<i>PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced</i>	<b>1.734.800</b>	
A	01	01 Strengthen the Organizational effectiveness: strengthen the capacity of key internal functions (structures, systems, workflows, procedures)	1.106.200	co-management
A	01	02 Enhance the capacities of PSCBS Staff to handle the strategic functions	147.000	co-management
A	01	03 Organizational Change Management / Technical Assistance	116.000	direct management
A	01	04 Targeted Technical Assistance, Consultancies and Advisory Services	221.600	co-management
A	01	05 Project Coordinator	144.000	co-management
A	02	<i>The PSCBS involvement in the successful development and implementation of MDAs Capacity Building strategies is enhanced</i>	<b>940.000</b>	
A	02	01 Support operationalization of CD tools and templates	55.000	co-management
A	02	02 Development of mechanisms to improve engagement of sectors	533.000	co-management
A	02	03 Organizational Change Management / Technical Assistance	116.000	direct management
A	02	04 Targeted Technical Assistance, Consultancies and Advisory Services	236.000	co-management

A	03		<i>PSCBS capacity to respond to and to influence a changing environment is enhanced</i>	<b>612.000</b>	
A	03	01	Support Policy function	30.000	co-management
A	03	02	Support strategic networking and partnerships	150.000	co-management
A	03	03	Support Strategic utilization of data to inform Policy and Planning	60.000	co-management
A	03	04	Support to advocacy, lobbying and resource mobilisation for CD	60.000	co-management
A	03	05	Organizational Change Management / Technical Assistance	116.000	direct management
A	03	06	Targeted Technical Assistance, Consultancies and Advisory Services	166.000	co-management
A	03	07	Capitalization	30.000	direct management
<b>X</b>			<b>Contingency</b>	<b>94.200</b>	
X	01	01	Contingency	94.200	co-management
<b>Z</b>			<b>General means</b>	<b>619.000</b>	
Z	01		<i>Wages and Salaries</i>	<b>424.000</b>	<i>direct management</i>
Z	01	01	Project Co-Management	274.000	direct management
Z	01	02	Project accountant	120.000	direct management
Z	01	03	Driver	30.000	direct management
Z	02		<i>General and Statutory contributions</i>	<b>65.000</b>	<i>co-management</i>
Z	02	01	IT and office equipment	5.000	co-management
Z	02	02	Operational budget (incl stationary, fuel, communications, ...)	60.000	co-management
Z	03		<i>Audit, monitoring, evaluation</i>	<b>130.000</b>	<i>direct management</i>
Z	03	01	Evaluations (mid term and final)	30.000	direct management
Z	03	02	Technical backstopping BTC	30.000	direct management
Z	03	03	Audit (annual)	70.000	direct management
<b>TOTAL</b>				<b>4.000.000</b>	

### Contingency (3% of activities):

An amount for contingency of 94.200 Euros is set to compensate the exchange rate fluctuations and to allow flexibility in the project implementation.

The average exchange rate has been estimated at 750 RWF for 1 Euro

## 4.2 Human resources

### 4.2.1 Principles

- Technical Assistance programmes in Rwanda should prioritise transformational over transactional activities. All TA should be first and foremost transformational, with at

least 75% of all Technical assistants' time to be devoted to capacity building activities<sup>23</sup>

- All technical assistance provided will be concerned primarily with the transfer of capacity to the GoR by building skills and capabilities of local staff and/or developing systems and procedures which will be codified in an accessible manner<sup>24</sup>
- Need for long-term embedded coaching and mentoring rather than “fly in – fly out” TA
- TA should not only be technically proficient but also have clear capacity building skills
- Value for money
- Project Human Resources Strategy will be aligned as much as possible with PSCBS HR (cfr. ongoing organizational restructuring) and outsourcing strategy
- Special attention will be brought to former BTC funded national staff within PSCBS in case they would apply for this project, taking into account their performance evaluation.
- Special attention will be brought to gender consideration in planning, implementing and M&E of human resources acquisition, utilization and retention

**Technical assistance** to the project will take multiple forms:

- **Short Term, Medium Term or Long term technical assistance (local, regional or international):** Technical assistants in development interventions exist in many forms, and act in a diversity of ways. They can be commonly defined as **change facilitators** in complex situations. They should have more than technical sector skills, planning and management skills. They should be able to combine system thinking, critical analysis based on explicit models and system research with field experience. This requires transformational skills focused on process and change management: capacities to facilitate, coach, negotiate, communicate and network within a constantly changing context.
- A Technical advisor will play an essential role in capacity development through ‘**on-the-job-training**’. This training can be technical (increased technical know-how, research skills, practical management skills, etc.), but also attitudinal (listening to subordinates, taking lessons from observed situations, auto-criticism, etc.). The latter is equally important and is linked to the anchorage of the intervention and the use of TA.
- Technical assistance can also include support to administrative, procurement and financial management of the project.
- Under the forms of consultancies, **ad hoc expertise** can also be part of the planned activity package. In general their added value is on the pure technical side and so they are recruited for specific expertise and skills rather than for their broad knowledge on the sector.
- Establishing **Strategic Partnerships** is one of the recommendations made after the MTR: piloting a partnership arrangement with UNDP regional center to reinforce PSCBS in CBA, CBP, M&E or developing **international twinning partnerships** with sister-organizations and/or international CB centres of excellence will be conducted during the intervention.
- **Secondment** of staff, **networking** (LenCD), national, regional and international **coaching and mentoring** opportunities, national **outsourced capacities**, **Junior Assistants programme** (if possible), to name a few, are also among the possible sources of technical

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23 Rwanda Aid Policy Manual of Procedures May 2011

24 ICP Belgium Rwanda 2011-2014

TFF PSCBS (RWA 12 084 11) Final Version

assistance to PSCBS.

The list of the **project staff** is indicated in the following table (see organizational structure in chapter 5):

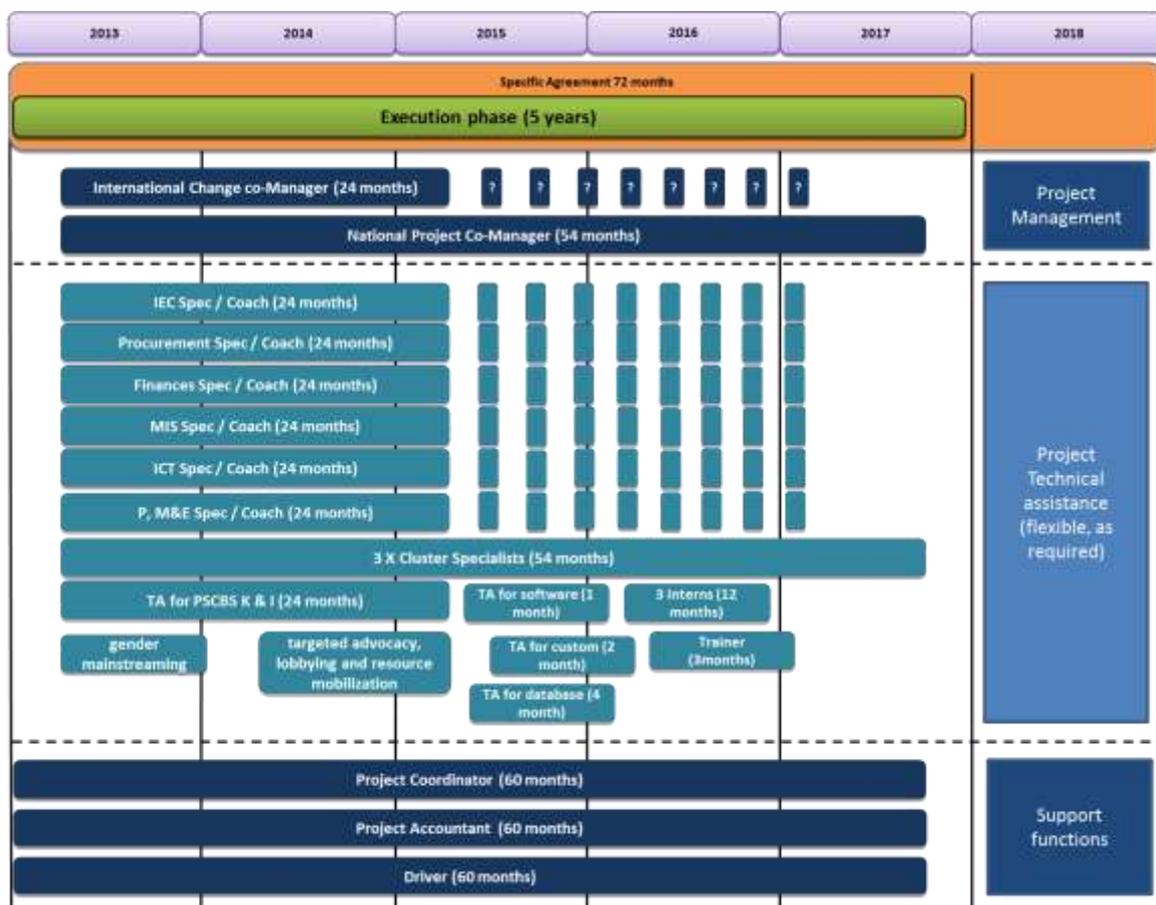
**Table 13: Project Staff**

	Quantity x Duration	Budget Lines	Remarks	
<b>Project Director</b>	1 x 60 months	N/A	Seconded by PSCBS	
<b>Change co-Manager</b>	1 x 24 months	A_01_03 A_02_03 A_03_05	Part of the Project Management BTC International Technical Assistant (ITA) MTR will define if this profile needs to be extended (in years 3 and 4) <sup>25</sup>	<b>Project Management</b>
<b>Project Co-Manager (Delco)</b>	1 x 54 months	Z_01_01	Part of the Project Management BTC Technical Assistant (NTA) with local contract	
<b>Project Coordinator<sup>26</sup></b>	1 x 60 months	A_01_05	Support function PSCBS resource dedicated to the project	<b>Support Functions</b>
<b>Project Accountant</b>	1 x 60 months	Z_01_02	Support function PSCBS resource dedicated to the project	
<b>Driver</b>	1 x 60 months	Z_01_03	Support function Extension of current support under RWA 0705411	

<sup>25</sup> The necessary budget to extend the this position in years 3 and 4 is split over the three budget lines “Targeted Technical Assistance, Consultancies and Advisory Services”

<sup>26</sup> The Project Coordinator will become a “(SPIU) Programme Manager” when the SPIU will be put in place.

Figure 8: Human Resources involved in the project



**Technical expertise** made available for the project will be **demand-driven**. The functions presented in the TFF are based on the present situation. The actual needs will be regularly reviewed in the annual strategic planning process and adapted accordingly. The proposed **project technical assistance** that could be **funded** by the intervention is indicated in the following table:

Table 14: Proposed positions and assistance

	Quantity x Duration	Remarks	
IEC Specialist/Coach	1 x 24 months	For Result 1	
Procurement Specialist / Coach	1 x 24 months	For Result 1	
Finances Specialist / Coach	1 x 24 months	For Result 1	
Information Management System Specialist	1 x 24 months	For Result 1, taking over after the installation described above	

ICT Specialist / Coach	1 x 24 months	For Result 1	Project Technical assistance (flexible, as required)
Planning, Monitoring and Evaluation Coach	1 x 24 months	For Result 1	
Cluster Specialists	3 x 54 months	For Result 2	
TA for PSCBS Knowledge and Information Management Policy	1 x 24 months	For Result 1, included in Feasibility Study for establishing an Information Resource Centre for PSCBS (June 2012)	
Various Technical Assistance related to the implementation of the Resource Center	1 x 11 months	For Result 1, included in Feasibility Study for establishing an Information Resource Centre for PSCBS (June 2012)	
Interns	3 x 12 months	For Result 1, included in Feasibility Study for establishing an Information Resource Centre for PSCBS (June 2012)	
TA to support gender mainstreaming	lumpsum	For Result 2	
Extra staff for targeted advocacy, lobbying and resource mobilization function	lumpsum	For Result 3	

### 4.3 Material resources

Equipment and resources related to the setup of a Knowledge and Resource Center within the PSCBS and included in the Feasibility Study for establishing an Information Resource Centre for PSCBS (June 2012) are integrated in the budget.

Limited ICT investments will cover software and consumables.

It is estimated that the car purchased under the previous project (RWA 0705411) can still be used by the upcoming one. The RWA 0705411 Steering Committee will have to act officially this transfer in its closing session. Funds are foreseen for maintenance and running costs.

## 5 IMPLEMENTATION MODALITIES

### 5.1 Introduction

This chapter describes how the project will be managed, from start-up until closure, in all its management areas (strategic steering, operations and technical content, procurement, finance, human resources, quality, etc) and is intended to enable stakeholders directly involved in the project to:

Understand which **management system** applies to which project management area. There are two possibilities:

- **Use of the Rwandan system** (or of an **harmonized donor system** recognized by Rwanda as its system),
- **Use of the BTC system.**

Be aware of his **responsibilities** and of those of the other stakeholders in the various project management areas. There are three modes:

- **Rwandan responsibility:** the Rwandan partner is responsible,
- **Joint responsibility:** both the Rwandan partner and BTC are responsible. For finance and procurement, the term “co-management” is used.
- **BTC responsibility:** BTC is responsible. For the finance and procurement, the term “régie or direct management” is used.

These possibilities in terms of system and responsibility mode can be related to the three *modus operandi* for the project support as introduced in the Rwanda Aid Policy Manual of Procedures:

- A “**Fully run by GoR**” project is a project where the Rwandan system is used under Rwandan responsibility (this situation is called “national execution” in Belgian terminology).
- An “**embedded**” project is a project where there is a joint responsibility, regardless of the system used (from Rwanda or from BTC).
- A “**stand-alone**” project is a project run under BTC responsibility, usually using the BTC system.

In line with the Paris Declaration, the Aid Agenda of Accra, the Rwanda Vision 2020, this project, like all BTC projects, will combine various *modus operandi*, depending on the management area. The aim is to come as close as possible to a “fully run by GoR ” situation, with full alignment to the PSCBS Procedures and Operations Manual, while taking into account risks and constraints. A major constraint at the time of the formulation of the project is the lack of a legal framework in Belgium that allows national execution in finance and procurement in bilateral projects.

No matter the choices made in terms of systems and responsibility modes, partnership, collaboration, transparency and mutual information will apply in managing the project.

### 5.2 Project duration and life cycle

The estimated duration of the project is five years. This is the execution duration of the intervention. All project activities must be terminated at the end of that period.

The duration of the Specific Agreement is six years.



**Figure 7: Timeline**

The effective start date of the project is the date of signature of the specific agreement. The tentative start date of project is January 2013.

The approval of the TFF by the formulation steering committee is the milestone for beginning the preparation of the project. From this milestone on, the activities and expenses described at paragraph 5.6.5 of the TFF can be carried out (preparation activities). After the signature of the specific agreement, the project enters its effective start-up phase, of about 4 to 6 months, during which project human resources will be hired, bank accounts will be opened, first cash call will be made, baseline activities and first year planning will be done, culminating in the production of the start-up project report.

The execution ends with a closure phase of about 6 months to ensure proper technical and administrative closing and hand-over. Project final report is produced after the end of the execution period.

Consolidation activities are planned at various moments during the project life cycle and during the closure phase.

## 5.3 Project organization and anchorage

At the time of writing this TFF, PSCBS was going through a restructuring process following the GoR decision to equip PSCBS with a Single Project Implementation Unit (SPIU), in order to strengthen its operational effectiveness and increase its ability to manage donor funded projects.

The structure of PSCBS has not yet been fully adapted according to that decision. This paragraph is written according to the present situation but with the future structure in mind (see figure 9).

The project organizational structure (including each individual function funded and not funded by the project) and anchorage will be updated by the Project Management when the SPIU structure is put in place, in order to align the project management with the newly created SPIU and to review and adapt if deemed necessary the anchorage of the PSC. The PSC will evolve towards a multi-donor SPIU steering committee.

### 5.3.1 Project Steering Committee (PSC)

#### 5.3.1.1 Role

The PSC is the highest level of decision in the project. It is in charge of the strategic steering of the intervention. The main responsibilities of the PSC are:

- Defining the project strategy and ensuring its alignment on the overall PSCBS strategy (strategic planning, annual planning and budgeting),
- Assessing the development results obtained by the project (strategic quality assurance and control) and approve project reports,
- Managing strategic changes on overall and specific objectives, on total project budget and/or on duration) and other important changes like budget line and intermediate

results changes, changes on implementation modalities as well as the adaptation of the project organization and anchorage to the new structure of PSCBS,

- Solving problems that cannot be solved at the operational level in the PM,
- Enhancing harmonization among donors.

The responsibilities of the PSC are further developed in the following paragraphs.

#### **5.3.1.2 Composition**

The **voting members** of the PSC are:

- The PSCBS' Executive Secretary, being the chair of the PSC and acting as the official with the highest authorizing power (Chief Budget Officer) for the Rwandan side,
- The BTC Resident Representative, acting for the Belgian side as the official with the highest authorizing power in finance and procurement ("Co-chief Budget Officer"),
- A representative of the MINECOFIN,

**Non-voting members** of the PSC are:

- Representatives of the MDAs targeted by the other Belgian capacity development projects (Energy, Health and Decentralization)
- The other members of the PSCBS Management Team,

The members of the Project Management participate as regular observers and informants. The Project co-manager acts as the secretary of the PSC.

#### **5.3.1.3 Operating rules of the PSC**

The PSC shall be meeting quarterly (preferably at the same moment than the regular meetings of the PSCBS Steering Committee) by invitation of the Chairperson and at any other time deemed necessary. The invitation shall be received by the members at least 7 days before the meeting. The invitation shall include an agenda, suggested decisions and supporting documents. A PSC meeting shall be postponed if less than 2/3 of its members are present.

Decisions shall be taken by consensus. Observers and informants shall have no voting power.

Decisions of each meeting of the PSC shall be recorded in minutes signed by its present voting members.

The PSC may invite external experts or stakeholders as informants for a particular meeting.

### **5.3.2 Project Management (PM)**

#### **5.3.2.1 Role**

The PM is the operational level in the project. It takes operational decisions and actions on a day to day basis in order that the project strategy is fully implemented, in time and within budget, as approved by the PSC. The main responsibilities of the PM are to:

- Develop and implement the project strategy and operational plans and prepare quarterly and annual activity and financial plans and reports for the PSC,
- Coordinate and provide quality assurance and quality control in the processes of procuring the capacity building services and any other services, goods or works requested by the project (content management), as well as proper monitoring and evaluation of the intervention.

- Ensure proper management and apply stringent accountability arrangements for the management of the financial resources allocated to the project,
- Ensure that procurement processes and procedures used by the project conform to the applicable procurement guidelines,
- Ensure proper human resources management practices conforming to the applicable guidelines,

The responsibilities of the PM are further developed in the following paragraphs.

### 5.3.2.2 Composition

The members of the PM are:

- A PSCBS appointed **Project Director**, acting as a project manager and as an authorizing officer for the Rwandan side for all administrative, financial, operational and technical matters, executed in joint responsibility. The Technical Services Coordinator is designated as the Project Director. When the SPIU is in place, this function will be split on 2 officials: the Technical Services Coordinator for technical and content management and the SPIU coordinator for administrative and financial matters.
- A BTC appointed **Change co-manager**<sup>27</sup>, acting as direct advisor to the project director and project coordinator and as authorizing officer for the Belgian side for technical, content and quality matters implemented in joint responsibility. He/she will oversee and guide overall change, ensuring global coherence, focus and coordination. As change co-manager, he will interact on a regular basis with the PSCBS Management Team (see ToR 7.5.2).
- A BTC appointed **Project Co-manager**<sup>28</sup>, acting as authorizing officer for the Belgian side for all administrative and financial matters executed in joint responsibility.

	Rwandan side			BTC side	
	Role	before SPIU	after SPIU	Role	
<b>Project Steering Committee</b>		BTC Steering Committee	Multi-donor SPIU Steering Committee		
<b>decision making :</b> consensus between voting members	<b>Chair*</b>	Executive Secretary	same as before	<b>Co-chair*</b>	Resident representative
	<b>Other voting member</b>	Representative MINECOFIN	same as before (for BTC project)		
	<b>Regular informant and observer</b>	still to be defined by PSCBS, among members of the PSCBS management team		<b>Regular informant and observer</b>	Program officer
<b>Project Management</b>					
<b>decision making :</b>  For <i>content &amp; quality</i> , consensus between project director and change co-manager	<b>Project director</b>	Technical Services Coordinator	Technical Services Coordinator	<b>Change co-manager</b>	X (international position, to be recruited)
For <i>administration</i> (procurement, finance, deadlines, etc.), consensus between project director and project co-manager			SPIU Coordinator	<b>Project co-manager</b>	X (national position, to be recruited)
<b>Support functions</b>					
	<b>Project Coordinator</b>	BTC Project Coordinator (to be recruited)	BTC SPIU Program Manager (to be recruited)		
	<b>Accountant</b>	Accountant (to be recruited)	SPIU accountant (to be recruited)		

\*Chair and co-chair act as chief budget officer for their respective organization

**Figure 9: description of the Project Steering Committee (PSC) and the Project Management (PM)**<sup>29</sup>

27 and 17 : In order to guarantee a quick start of the intervention and a proper closure, in case of late arrival or early departure of the co-managing positions, a support by the BTC programme Officer is budgeted (total of 4 months PO FTE during start-up and closure phases (1/3 time over 2 x 6 months). This budget will be used if deemed necessary. It will be planned and mutually agreed upon. Specific ToRs for these assignments will be jointly developed by BTC and PSCBS and approved by the PSC. If the support is not needed, PSC will decide on new budget destination.

### 5.3.2.3 Operating rules of the PM

The PM meets at least once a month and at any other time deemed necessary..

For matters executed in joint responsibility, decisions are taken by consensus between:

- a) the project director and the change co-manager for technical matters, content and quality
- b) the project director and the project co-manager for administrative and financial matters

Decisions of each meeting of PM are recorded in minutes.

As soon as the SPIU structure is in place, a similar management structure will be put in place in PSCBS and in the BTC project: content and quality will be co-managed by the Technical Services Coordinator (as of the time of the formulation mission, the title can change when the SPIU is in place, without change in the ToR of that position) and the Change co-manager, while project administration will be co-managed by the SPIU Coordinator and the Project co-manager.

### 5.3.3 Organizational structure and institutional anchorage

As the project aims at changing deeply and sustainably the functioning of the PSCBS organization and is providing substantial funds in comparison with the total functioning budget of PSCBS, the Project Steering Committee is anchored to the PSCBS Executive Secretary.

The PM is anchored to the PSCBS management team as its tasks are similar to the tasks of that team as described in the PSCBS POM (2.1 a. ii, pages 10 -11). The PM is located in the PSCBS building.



Figure 10: anchorage of the project

## 5.4 Technical content management

Technical content management (or scope management) encompasses the processes that transform the project strategy into activities to be properly defined, planned, executed and monitored. It also includes the regular result-oriented reporting on project operations as well as possible backstopping by BTC HQ.

### 5.4.1 Operations planning

System:	BTC system
Responsibility:	Joint responsibility

BTC Operations planning consists in updating a quarterly operations plan for the PSC and for BTC HQ. This process will be managed in order to feed into PSCBS own planning and budgeting cycle, as described in the PCSBS' Procedures and Operations Manual (POM).

The quarterly operations plan, together with the quarterly procurement plan, feed into the quarterly financial plan.

The Project Director and the Change co-manager both approve the quarterly operations plan in joint responsibility .

Operations planning tasks are performed by the Change co-manager, with the support of the PM.

### 5.4.2 Operations definition, execution and monitoring

System:	Not Applicable, as these processes are not really formalized
Responsibility:	Joint responsibility

The definition and writing of the specifications (terms of reference) and the technical follow-up (including provisional and final technical acceptance) for all services, goods or works to be procured by the project and the definition, execution and follow-up of the activities lead by the project team itself, are a joint responsibility of the project director and the change co-manager, except if expressly stated otherwise here under.

The project director and the change co-manager are supported by the other members of the project team and by other PCSBS staff and external stakeholders, depending on the activity.

ToR of mid-term review and end-term review will be jointly elaborated.

ToR of BTC audits are a BTC responsibility and will be shared with PSCBS for information.

### 5.4.3 Operations coordination

System:	Not Applicable, as these processes are not formalized
Responsibility:	Joint responsibility

The PM meets formally at least once a month, in order to review project progress, identify issues and risks and proactively take actions.

#### 5.4.4 Operations result-oriented reporting

System:	BTC system
Responsibility:	Joint responsibility

Operations reporting consists in:

- A project start-up report for the PSC and for BTC HQ,
- A quarterly operational report for the PSC and for BTC HQ,
- An annual operational report for the PSC and the Belgian Embassy
- A final operational report for the PSC and for the Belgian Embassy.

These reports must comply with the BTC templates. Alignment with existing reports from the Rwanda national system will be sought after. Replacement of a BTC model by a Rwanda national model must be formally approved by the PSC, with formal backing of the BTC HQ, depending on the type of report.

The project director and the change co-manager both approve the quarterly operations report in joint responsibility.

Operations reporting is performed by the change co-manager, with the support of the PM team.

#### 5.4.5 Technical backstopping

System:	BTC system
Responsibility:	BTC responsibility or joint responsibility

Technical backstopping is the possibility for the project or the PSC to ask the support of BTC HQ.

A backstopping mission can also be decided by BTC representation or BTC HQ.

Backstopping findings and recommendations are presented to the PSC.

### 5.5 Procurement management

Procurement processes shall be implemented according to the Rwandan Law on Public Procurement and the PSCBS POM. In addition, specific BTC requirements apply, as described here under.

#### 5.5.1 Procurement planning

System:	RWA system <u>and</u> BTC system
Responsibility:	Rwandan responsibility for the RWA system Joint responsibility for the BTC system

BTC requires a quarterly procurement plan for all project procurement processes.

Procurement planning is performed by the project co-manager and the project director, with the support of the procurement service of PSCBS.

The Project director and the project co-manager both approve the quarterly procurement plan in joint responsibility.

## 5.5.2 Procurement execution and contract management

System:	RWA system as default, BTC system for some clearly defined activities (see below)
Responsibility:	Joint responsibility when the RWA system is used BTC responsibility when the BTC system is used

In addition to the Rwandan system, “no objection” by BTC staff is required at 2 key moments during the tendering process: before launching and before awarding. The contract must be signed by Rwanda and BTC.

**Table 15: The authorizing power, depending on thresholds, for procurement launching, is distributed as indicated here under: (shorter table)<sup>30</sup>**

RWA	BTC	Threshold (X Equivalent EUR):
Project Director	Project Co-manager	$X < 25,000$
“Chief budget officer” (see 5.2.1.2)	Project Co-manager, after review by Resident Representative	$25000 < X < 67000$
“Chief budget officer” (see 5.2.1.2)	Project Co-manager, after review by Resident Representative and advice from local independent lawyer	$67,000 < X < 200,000$
“Chief budget officer” (see 5.2.1.2)	Resident representative, after review by local independent lawyer and by BTC HQ	$200,000 < X$

X is the amount of the tender, VTA included, in EUR or converted from FRW in EUR on the day of publication, using the EUR buying rate of exchange on the National Bank of Rwanda website.

**Table 16: The authorizing power, depending on thresholds, for awarding and contract signing, is distributed as indicated here under.**

RWA	BTC	Threshold (X Equivalent EUR):
Project Director	Project Co-manager	$X < 25,000$
“Chief budget officer” (see 5.2.1.2)	Resident Representative	$25,000 < X < 67,000$

<sup>30</sup> In compliance with BTC financial rules and regulations  
TFF PSCBS (RWA 12 084 11) Final Version

“Chief budget officer” (see 5.2.1.2)	Resident representative, after review by local independent lawyer appointed by BTC	67,000 < X < 200,000
“Chief budget officer” (see 5.2.1.2)	Resident representative, after review by local independent lawyer and by BTC HQ	200,000 < X

X is the amount of the tender, VTA included, in EUR or converted from FRW in EUR on the day of publication, using the EUR buying rate of exchange on the National Bank of Rwanda website.

#### Use of the BTC procurement system:

The tendering processes that will use the BTC procurement system in BTC responsibility are:

- Consulting services for supporting BTC backstopping, if required
- Audit services for project audit on behalf of BTC
- Consulting services for the mid-term review
- Consulting services for the end-term review
- Capitalization services (BTC framework contract)

## 5.6 Finance management

All finance management processes must use the BTC system, as described in the BTC guideline on project execution (administration and finance), most of them in joint responsibility.

### 5.6.1 Budget management

Budget processes have to be implemented both in the BTC system and in the Rwandan system, in order for Rwanda to be able to track project progress in its own financial system.

#### 5.6.1.1 Budget planning

System:	BTC system <u>and</u> RWA system
Responsibility:	Joint responsibility for the BTC system Rwandan responsibility for the RWA system

The budget attached to the TFF sets out the budgetary limits within which the intervention must be executed. It also indicates expected disbursements per (BTC financial) year.

Budget planning processes have to be implemented both in the BTC system and in the Rwandan system, in order for Rwanda to be able to track project progress in its own financial system.

Key point of attention: PSCBS Management Team has the obligation to ensure that the project budget is integrated in the general budget of the PSCBS.

#### 5.6.1.2 Budget follow-up and review

The project expenses cannot exceed the total budget of the intervention and the budget per responsibility mode may not be exceeded.

Any change to the budget must be approved by the PSC on the basis of a proposal that is drawn up

by the PM, according to the BTC rules in this respect. Possible budget changes include:

- Change of the structure of the budget (for instance, addition of a budget line),
- Reallocation of amounts between budget lines,
- Reallocation of amounts between responsibility modes.

The budgetary reserve may only be used for project activities after approval by the PSC. The use of the budgetary reserve must be translated into a corresponding change in the budget.

Quarterly reports on budget execution are produced, as part of the financial reporting.

## 5.6.2 Accounting, financial planning and reporting

### 5.6.2.1 Accounting

System:	BTC system
Responsibility:	Joint responsibility

Accounting is done on a monthly basis. The monthly outputs of the accounting process are an electronic file presenting all the supporting documents as well as the bank statements and petty cash statements. They must be transmitted to the BTC representation each month.

Accounting tasks are performed by the project accountant. The Project director and the project co-manager both approve the monthly accounting in joint responsibility.

### 5.6.2.2 Financial planning

System:	BTC system
Responsibility:	Joint responsibility

The PM elaborates quarterly a financial plan to inform the PSC. This plan must be forwarded to the BTC representation. Financial planning is based on the quarterly action and procurement plans. Financial plan details expenditures quarter by quarter for the next quarter and for the current year and year by year for the years after the current year.

Financial planning tasks are performed by the project accountant, based on the operations planning. The Project director and the project co-manager both approve the quarterly financial plan in joint responsibility.

### 5.6.2.3 Financial reporting

System:	BTC system <u>and</u> RWA system
Responsibility:	Joint responsibility

Financial reporting processes have to be implemented in the BTC system and could be in the Rwandan system, in order for Rwanda to be able to track project progress in its own financial reporting system.

#### To the Steering Committee:

If required by the PSC or deemed useful by the PM, the PM presents the following financial information:

- Budget execution report (see 5.6.1.2),
- Update of financial planning (see 5.6.2.2),
- List of main commitments (see 5.5.1) ,
- Overview of bank account balances (see 5.6.2.4),
- List of funds received per responsibility mode and payments made by BTC headquarters (only for BTC responsibility mode),
- Any budget change proposal, if necessary (see 5.6.1.2) ,
- Action plan pursuant to the recommendations of a financial audit (see 5.9)

### 5.6.3 Cash management

#### 5.6.3.1 Managing intervention accounts and payments

System:	BTC system
Responsibility:	Joint responsibility or BTC responsibility

##### Accounts in joint responsibility:

As soon as the specific agreement has been signed, an account in EUR (main account) and two operational accounts (one in EUR and one in Rwandan Franc) will be opened at the National Bank of Rwanda (NBR). Payments from these accounts require a double authorization (BTC and RWA), according to the following specifications:

Authorizing officer for RWA:	Authorizing officer for BTC:	Threshold (EUR):	Type of account
Project director	Project co-manager	< 25,000	Operational
Chief budget officer	Manager Administration & Finance (BTC MAF) Resident Representative <i>following BTC mandates</i>	> 25,000 <sup>31</sup>	Main

For logistical reasons, other accounts in joint responsibility may be opened with the approval of the “chief budget officer” and the resident representative.

##### Account in BTC responsibility:

For local expenses under BTC responsibility, a project account will be opened at BTC, with double BTC authorization.

Supporting documents for all payments must be kept in the project office.

#### 5.6.3.2 Managing cash and transfers

System:	BTC system
Responsibility:	Joint responsibility or BTC responsibility

<sup>31</sup> According to BTC systems  
TFF PSCBS (RWA 12 084 11) Final Version

First transfer on the main account:

Once the signed specific agreement has been notified to BTC, a first cash call can be sent by the PM to the BTC representation, per responsibility mode. The requested amount must correspond to the needs for the first three months of implementation.

Following transfers on the main account:

The main account is replenished quarterly. The project must submit a cash call per responsibility mode to the BTC representation at the beginning of the month preceding the following quarter.

A cash call must be signed by the project director, the project co-manager and by the chief budget officer before being signed by the resident representative and transmitted to BTC HQ.

The amount of a cash call equals the estimated cash needs for the following quarter including a safety margin of one month.

BTC HQ transfers funds at the beginning of the quarter. BTC can also propose a specific financing schedule (payments in several instalments or payment upon request).

The fund transfer is only executed on condition that:

- Accounts of the quarter that precedes the cash call have been forwarded to the BTC Representation,
- The updated financial planning has been forwarded to the BTC Representation,
- The amount of the cash call does not exceed the available budgetary balance.

In case of emergency, the project can submit an early cash call provided the need is clearly explained.

Cash management tasks are performed by the project accountant. The Project director and the project co-manager both sign the quarterly cash calls in joint responsibility. The first cash call can be signed by the BTC program officer if the project co-manager has not been appointed yet.

A cash call must be signed by the “Chief budget officer” before transmission to the BTC representation and then by the Resident Representative before transmission to BTC HQ for execution.

### 5.6.4 Assets and inventory management

System:	BTC system
Responsibility:	BTC responsibility

### 5.6.5 Expenses before the signature of the specific agreement

The following expenses can be incurred by BTC before the signature of the specific agreement, in order to speed up the start of the project.

- Investment: IT equipment
- Recruitment costs of the International Technical Assistant, Project Co-Manager and the PM support Staff

**Table 17: Expenses before the signature of the specific agreement**

Activity	Amount in Euros	Period and Comments
Recruitment costs	9,000	National / regional / International staff
Capital Investment	5,000	ICT equipment
<b>Total</b>	<b>14,000</b>	

## 5.6.6 Financial closure

### 5.6.6.1 Financial balance

Six months before the end of the project operations, the PM must elaborate a financial balance according to BTC procedures. This financial balance must first be verified by BTC before it is presented to the Steering committee

### 5.6.6.2 Destination of balances at the end of project operations

According to the modalities of the Specific Agreement, balance reallocation is decided by mutual agreement between Rwanda and Belgium (Partner Committee) on proposal by the PSC.

### 5.6.6.3 Expenses beyond the end date of the specific agreement

No commitment can be made in the last six months of validity of the specific agreement without prior approval of the PSC and on exclusive condition that activities close before the end of the specific agreement. After the end date of the specific agreement, no expenditure will be authorised except if it is related to commitments engaged before the end of the Specific Agreement and mentioned in the minutes of the PSC. Operational expenditures after this date will not be accepted.

## 5.7 Human resources management

The project funds the following employee positions:

PSCBS employees	BTC employees
Project Coordinator	Project co-manager
Project Accountant	Change co-manager
Driver	

The PSCBS project director is not funded by the project as he is provided by GoR. This position is nevertheless crucial for the success of the project.

The following modalities apply:

System:	BTC system for BTC employees, RWA system for PSCBS employees
Responsibility:	Rwandan responsibility for PSCBS employees and BTC responsibility for BTC employees, with many aspects of joint responsibility as detailed below.

**Table 18: Responsibility mode per human resource management process, by position:**

Position: HR process:	PSCBS Project accountant and PSCBS Project coordinator	PSCBS Project director	BTC Project co-manager	BTC Change co-manager
ToR (job description and profile)	Joint (in the TFF)	Joint (in the TFF)	Joint (in the TFF)	Joint (in the TFF)
Short listing	Joint	N/A	Joint	Joint
Assessment	Joint	N/A	Joint	Joint
Contracting	PSCBS	PSCBS	BTC	BTC
Orientation	Joint	Joint	Joint	Joint
Probation and performance appraisal	Joint	Joint	Joint	Joint
Training	Joint	PSCBS	BTC	Joint
Missions and leave	Joint	Joint	Joint	Joint
Payroll	PSCBS	PSCBS	BTC	BTC

Additional remarks:

Positions are open for men and women. Female candidates will be encouraged to apply.

If the ToR defined in this TFF must be revised before advertisement, the revised ToR need to be approved by the PSC.

The PSCBS accountant will be trained by BTC as he/she will use many aspects of the BTC management system, in addition to his/her duties in the Rwandan management system. No training other than on the use of the BTC systems is foreseen for the change co-manager, except on explicit request from the project director.

Mission expenses by the change co-manager can be funded by the project only if approved by the project director and the project co-manager.

## 5.8 Quality assurance (monitoring and review)

### 5.8.1 Baseline

System:	RWA system
Responsibility:	Joint responsibility

Establishing a baseline in the beginning of the project is a BTC system requirement. Nevertheless, the PSCBS' own monitoring system will be used and project baseline indicators will originate from the PSCBS monitoring framework. Indeed PSCBS is presently engaged in the process of defining an overall baseline for all aspects of its operations. The baseline study mentioned in this TFF will make full use of the outputs of the PSCBS baseline study.

The project M&E framework will be aligned with the PSCBS framework and methodologies used to design the content of this intervention, namely the Theory of Change approach combining Logical Framework, Outcome Mapping, Result-Based Monitoring and Most Significant Change theory, without duplication of studies.

Generic Terms of reference are provided in Annex 7.5 and will be completed by the change co-manager at the beginning of the intervention.

A baseline report will be established at the beginning of the project (ideally within the 9 months after the first project steering committee (start-up PSC) and with the involvement of the change-co-manager). In case of late arrival of the change co-manager, the baseline report will be produced no later than 6 months after his/her arrival.

The baseline report will be approved in joint responsibility by the project director and the change co-manager.

### 5.8.2 Mid-term review and end-term review

System:	BTC system
Responsibility:	BTC responsibility

The mid-term review has the generic objective of bringing an external point of view on the development performance of the project, for strategic steering and accountability purposes. Besides this generic objective, specific objective(s) can be added to the review, in order to analyse thoroughly crucial aspects of the project in order to better inform strategic decisions or to contribute to learning processes.

The end-of term review is similar to the mid-term review, except it focusses on learning, rather than on strategic decision making for the project.

The MTR will take place mid of 2015 and will evaluate the need to extend the position of the change co-manager beyond the initially planned duration of 24 months (value for money, role, modality, etc) and make proposal for the use of the budgeted reserve.

MTR and ETR findings and recommendations are presented to PSC for approval.

Tor of MTR and ETR will be jointly elaborated (see 5.4.2)

### 5.8.3 Capitalization

System:	BTC system
Responsibility:	Joint responsibility

A specific budget line is introduced to allow for capitalization activities during the lifecycle of the project.

## 5.9 Audits

### 5.9.1 Project audits by BTC

System:	BTC system
Responsibility:	BTC responsibility

BTC Audit will be organised by BTC in the first and third year of the project implementation. A qualified external financial auditor selected and contracted by BTC, will execute the auditing. BTC will elaborate the Terms of Reference and select the audit firm. The audit will include the following items:

- verification of the existence and the respect of procedures;
- verification if the accounts of the project reflect reality

The auditor's reports will be presented to the PSC. If necessary, the project team will elaborate an action plan in order to improve the procedures and to prove that corrective measures have been taken.

### 5.9.2 Project Audits by External Control Bodies

System:	BTC system for co-management and direct management budgets RWA system for co-management budget and partner contribution
Responsibility:	Cour des comptes for Belgium Office of the Auditor General for Rwanda

Each year, BTC accounts are audited by the Belgian government auditors, who have the right to audit any project implemented by BTC. BTC internal audit chief officer is also free to decide to audit any project implemented by BTC.

The Rwandan authorities, either PSCBS or its parent ministry MINECOFIN or the Office of the Auditor General for State Finances of Rwanda can also decide to audit the project. In this instance, the project director is the primary respondent to the auditor's requests. The BTC Resident Representative must be informed in advance.

Project audits reports are mutually shared and presented to the PSC.

If the project is audited by the Auditor General Office of Rwanda, the audit should focus on the activities executed under the Rwandan system.

Moreover the scope of control will focus on the co-management budget whereas direct management will remain under full responsibility of BTC and therefore governed by the jurisdiction of its external TFF PSCBS (RWA 12 084 11) Final Version

control bodies (Belgian government auditors). If necessary, information on amounts spent in “direct management” can be provided upon request by BTC headquarters.

## 5.10 .Modification of the TFF

The present TFF may be amended by mutual consent of the parties.

It is essential to install an attitude of expecting and encouraging a practice of regular modifications based on the insights gained during the implementation. The task of the project management and the PSC is to assess the quality of the argumentation for the suggested changes and to request further explanation if necessary

Careful consideration must be given not to change the present TFF in a way that would unnecessarily change the outcome of the intervention as originally agreed between the parties. A formal agreement by the Belgian government is needed for the following:

- Modification of the duration of the Specific Agreement;
- Modification of the total Belgian financial contribution;
- Modification of the Specific Objective of the intervention.

The following changes to the TFF will have to be approved by the Steering Committee:

- Significant changes of the budget without changing the total budget; the project results and activities and their respective budgets;
- The specific objective indicators and result indicators;
- The composition and responsibilities of the Steering Committee;
- The mechanisms to change the TFF.

All other changes to the TFF should be approved by the chairman of the PSC and the BTC resident representative. The adapted version of the TFF shall be communicated to the BTC headquarters and to the Attaché for International Cooperation (DGD).

## 6 CROSS CUTTING THEMES

Given the context of the intervention, some priority cross cutting issues under the Belgian Co-operation development law are less relevant for this project (children rights and social economy) because there are no specific entry points given the PSCBS Mandate (coordination of Capacity development of Officials in the Public Sector). But public sector capacities to deliver services have an important impact on gender equity. On the other hand, integrating gender issues has an important impact on the quality of the CD tools developed by PSCBS.

In order to have a tangible impact on the integration of relevant Cross Cutting Issues, it was agreed during the formulation to focus mainly on gender and develop a specific strategy HIV/aids is also mentioned in this TFF because of its importance in the policy framework, its relevance for HR policies and the entry points it may provide for better CD strategies in some specific sectors. To a lesser extent, environment could also be taken into account in the PSBCS Strategy, in promoting environment friendly solutions to internal or external challenges.

### 6.1 Gender

The political leadership in Rwanda after 1994 and the Fourth World Conference on Women in Beijing (FWCW) in 1995 stressed important changes in Rwandan society wherein women were critically involved in the country's recovery and reconstructions while the Beijing recommendations spurred women's involvement in decision-making.

The progress is manifest in several fields. International declarations and policy frameworks to which Rwanda adheres at international and regional level (Convention on the Elimination of Discrimination Against Women, Millennium Development Goals MDG 3, African Union Abuja Declaration on Sexual and Reproductive Rights) gave rise to the integration of gender<sup>32</sup> in the GoR's Vision 2020 and the EDPRS (2008-2012).

The adoption in 2003 of the Constitution, and more precisely the article 11, enshrines the gender non-discrimination norm and principle of gender equality and triggers extensive legal reforms aimed at removing discriminatory provisions. (CEDAW, 2009).<sup>33</sup> The National Gender Policy, the National Population Policy, the Reproductive Health Policy and the Gender-Based Violence Law, have enhanced women's rights, promoted gender equality and strengthened the elimination of discrimination against women.

#### 6.1.1 Policy framework

##### 6.1.1.1 EDPRS and the National Gender Policy

The overall goal of the EDPRS are achieving equity of voice, participation and accessibility to services in every sector. The three Flagships have the potential to impact women and men differently, and therefore also the gender relations in Rwandan society. The overall purpose is that by the completion of the EDPRS in 2012, gender equity can be demonstrated in the key areas identified below.

- Gender equity in halving the proportion of people living below the poverty line by 2015
- Gender equity in a reduced income disparity (Gini coefficient, shares of the poorest quintile in national consumption)
- Gender equity in increased GDP per capita US\$

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32 as well as the transversal themes 'environment' and 'HIV/AIDS'

33 CEDAW (Committee on the Elimination of Discrimination against Women) 43<sup>rd</sup> session, 19 January 2009, CEDAW/C/RWA/CO/6\*

- Gender equity within the increased average GDP growth rate (to 8%)
- Gender equity in progress towards the MDGs

In order to contribute to the achievement of the nation's goal for sustainable development<sup>34</sup>, the vision of the National Gender Policy (PNG) is: «to set the Rwandan society free from all forms of gender based discrimination and see both men and women participate fully and enjoy equitably from the development processes.» The overall goal is to promote gender equality and equity in Rwanda through a process of mainstreaming gender needs and concerns across all sectors of development. 4 approaches underlie the strategies used in the NGP:

- 1) Gender mainstreaming approach which aims at integrating gender issues into the policies, programs, activities and budgets in all sectors and at all levels;
- 2) Affirmative actions approach that aims at correcting the huge gender imbalances existing in the various development sectors;
- 3) Institutional capacity development of different gender machineries and stakeholders in the implementation of the national gender policy;
- 4) Involvement of men in addressing gender issues.

#### 6.1.1.2 National Gender Machinery

The creation of a gender *machinery* consisting mainly of a Ministry of Gender and Family Promotion, a Gender Cluster, a Gender Monitoring Office and the National Women's Council strengthen the implementation of this NGP. Contacts with these organisms should be taken at the start of the programme, more specifically during the preparation of the baseline, the organization of gender trainings (for staff and target groups) and during the setup of the monitoring and evaluation system.

The ministerial department was created in 1999 and strengthens women's capacities in all fields. Objectives are the empowerment of women, the reduction of marginalization and the assurance of their rights, in short: the translation of national gender policy into actions. Earlier the focus has only been on the promotion of women rights. This included problem analysis of potential obstacles to the advancement of women's rights, identification and revision of laws that discriminate against women and preparation of legislation enshrining the equality of men and women.<sup>35</sup> More recently the focus of the **Ministry in charge of Gender and Family Promotion** (MIGEPROF, in the Prime Minister's Office) orients less to the operational level and more towards policy design and coordination of the implementation of the National Gender Policy.

The **Gender Cluster** coordinates, monitors and guides the implementation process of the national gender policy. The cluster is chaired by the MIGEPROF. The Gender Cluster brings together different development partners (Belgium is not yet participating), sector ministries and organizations from the civil society and the private sector. It plays a significant role in advocating for the implementation of the national gender policy.

The **Gender Monitoring Office** is established (2007, Constitution, art. 183) as an independent public institution.<sup>36</sup> The Office is monitoring the gender respect, gender equality and equity outcomes and promotes gender in national development.<sup>37</sup> Other tasks include the monitoring of the existence of

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34 Mission of the National Gender Policy: The main mission of this policy is to contribute to the elimination of gender inequalities in all sectors of national life, in order to achieve the nation's goal for sustainable development. 35 CEDAW/C/RWA/6 Committee on the Elimination of Discrimination against Women.

36 Art. 185 Constitution of the Republic of Rwanda (O.G n° special of 4 June 2003) and its amendments of 2nd December 2003 (O.G n° special of 2nd December 2003) and of 8 December 2005 (O.G n° special of 8 December 2005) and of 13 August 2008 (O.G n° special of 13th August 2008).

37 LAW N° 51/2007 OF 20/09/2007 DETERMINING THE RESPONSIBILITIES, ORGANISATION AND TFF PSCBS (RWA 12 084 11) Final Version

policies and programs promoting gender equality, the implementation and allocation of budget, the development of gender responsive indicators; the proposition of strategies to relevant institutions to enhance the promotion of gender equality and the delivering of advice to institutions in order to respect the principles of gender equality at all levels.

The **National Women's Council**, established by law in 1996, is a critical social forum, where (young) women gather and discuss their views, propose problems, and contribute to the empowerment of women and development.<sup>38</sup> Their functions are to advocate for gender equality; to lobby for gender equality and women's rights, to mobilize women to participate in different development activities and to follow-up and evaluate the implementation of the national gender policy. The forum is created in order to coordinate the organizational structures from the base to the national top. It's advocacy function is combined with a close collaboration with the MIGEPROF on the one hand and the local authorities on the other hand while implementing, monitoring and evaluating programs promoting gender equality.

### 6.1.1.3 Gender Focal Points (GFP)

Under the instruction of the Prime Minister's Office (Directive from the Prime Minister), gender focal points were established in several line ministries & institutions. Priority was given to persons involved in decision-making (Directors of Planning). Their main task on the operational level is to ensure the effective implementation of the National Gender Policy. Two problems however hamper the effectiveness of this system, the high turnover of staff and the lack of technical capacity. In order to strengthen the capacities and to support the GFP of the MINAGRI, it is strongly recommended to support its tasks and responsibilities. Support can be given on the operational level and concern first of all to support the monitoring of the implementation progress of the National Gender Policy within partner institutions. GFPs are also involved in supporting the assessment of the training and capacity needs of staff members. GFP stress that all collected data should be disaggregated by sex. Finally they assist the formulation of gender responsive policies, programs and budgets.

### 6.1.1.4 Gaps in decision-making

The successful use of quota has led to a strong female representation of 45 women in Parliament (2008: 56.25%), the highest female representation worldwide. The Senate counts 38,46% (2011).<sup>39</sup> Nonetheless disparities still exist, undermining female participation in decision-making at all levels and in all domains. There are for example only 10% of female mayors, 17% of female Heads of public secondary schools and 12% female specialist Doctors, as the table here below indicates.

**Table 19 Women in higher positions compared to men in 2010**

Government	2010 Percentage (% women)
Ministers	29
State Ministers	67
Senators	35
Parliamentarians/Deputies	56
Supreme Court	43

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#### FUNCTIONING OF THE GENDER MONITORING OFFICE IN RWANDA.

38 Art. 187 Constitution of the Republic of Rwanda (O.G n° special of 4 June 2003) and its amendments of 2nd December 2003 (O.G n° special of 2nd December 2003) and of 8 December 2005 (O.G n° special of 8 December 2005) and of 13 August 2008 (O.G n° special of 13th August 2008). 18/08/2003 - LAW N° 27/2003 DETERMINING THE ORGANIZATION, ATTRIBUTIONS AND FUNCTIONS OF THE NATIONAL WOMEN'S COUNCIL.

39 [http://www.ipu.org/parline/reports/2376\\_A.htm](http://www.ipu.org/parline/reports/2376_A.htm) (consulted on 07.09.2012)  
TFF PSCBS (RWA 12 084 11) Final Version

Judges	39
Inspectors	17
Judges/Higher courts	25
Judges/Primary courts	42
General Prosecutors	0
Permanent Secretaries/Ministers	50
Directors Generals	16
Directors of Units/ministries	23
Governors	25
Offices of Districts' Council	38
Districts' Council	41
Mayors	10
Specialist Doctors	12
General Doctors	18
Heads of Public secondary schools	17
Heads of Public primary Schools	29

Source: Gender monitoring office, Rwanda Statistical YearBook 2011, page 5, 6

### 6.1.2 Gender and poverty

According to the UN Human Development Index, Rwanda is among the least developed countries, ranking 166st out of 177 countries (2011). Poverty is assessed by the GOR through three dimensions 1) being confronted to a complexity of inter related problems, without finding solutions, 2) living in precarious conditions due to lack of resources for basic needs and 3) the incapacity of taking care of oneself. The EICV2 reports that 56,9% of the Rwanda population lives under the poverty line.

Unequal distribution of human development is linked with a high inequality between women and men. For women, poverty is manifest in the lack of perspectives and economic autonomy, insufficient consideration of gender equality in policies, social services insufficiently taking into account the specific situations of women, the vulnerability of women in the employment market and conflicts and changes in family structures.<sup>40</sup> The GII (Gender Inequality Index) reflects inequalities in reproductive health, empowerment and the labor market.<sup>41</sup> Rwanda is classified 82nd with an index of 0,453 compared to 0,114 for Belgium (ranked 12th). The higher ranking on the GII, compared to the HDI, can be explained by the high representation of women in Parliament, which is one of the indicators for empowerment (see below).

Around 5.2 million women live in poverty and 3.6 million of them in extreme poverty. The difference is more striking when comparing the percentage of Female Headed Households living in extreme poverty, with that of their male counterparts in the same group (43,5% compared to 35,08% respectively).<sup>42</sup> Overall, the poverty incidence is much higher in rural areas than in urban areas (66% incidence in rural areas compared to 11% in Kigali and 18% in other cities). There is a direct link

40 Secrétariat exécutif permanent du suivi de Beijing, Pauvreté et promotion socio-économique de la femme Rwandaise, Novembre 2007, p. 8-10

41 It varies between 0—when women and men fare equally—and 1, where one gender fares as poorly as possible in all measured dimensions.

42 BAD, Memorandum, Rwanda Gender Assessment: Progress towards improving women's election status, p. 4 TFF PSCBS (RWA 12 084 11) Final Version

between the incidence of poverty and the type of employment in which one is engaged.

### 6.1.2.1 Employment & economic empowerment of women

The economically active population is estimated at 4,492,000 people, 44,8% men and 55,2% women (2005). Figures show that 56,4% (2005) of all women is economically active. Women are more active in rural areas (57,3%) than in urban areas (51,3%). Some sources<sup>43</sup> report on a significant progress in statistics but stress the difficult situation for women in Rwanda, which can be characterized through a number of characteristics. First of all regarding the employment situation. The table 2 below shows that only 4,1% women are employed in skilled services, 86,3% is employed in agriculture and fisheries, whereas 5,4% is employed in commerce and sales and only 1,5% is categorized as professional. No women can be detected as senior officials and managers, neither as office clerks.

**Table 20. Overview of male and female active population in different sectors**

	Male		Female		Total	
	2000/01	2005/6	2000/1	2005/6	2000/1	2005/06
Professionals	2,4	2,6	1,5	1,5	1,9	2
Senior officials & managers	0,1	0,1	0	0	0	0,1
Office clerks	0,1	0,5	0	0	0,1	0,1
Commercial & sales	3,3	6,5	2,3	5,4	2,7	5,9
Skilled services	3,4	7,2	2,4	4,1	2,8	5,5
Agriculture/fisheries	83,5	71,2	92,4	86,3	88,6	79,6

Source: EICV Poverty Analysis for Rwanda's Economic Development and Poverty Reduction Strategy, May 2007

The public sector restructuring that took place over the last years has contributed to the expansion of the informal sector. Self-employment is therefore the major form of employment for women and men, accounting for 75%. As everywhere in Africa, women are more involved in the informal sector and in detail. The number of people engaged in the formal sector (public and private) is limited (295,742 workers in 2001). Women have a low rate of participation 34,6%<sup>44</sup> in the public sector. Rwanda's formal private sector is also limited, estimated at 400 large private companies in the country, of which 50% employ less than 50 workers. There are about 3.000 formal (registered) firms. Only 18%<sup>45</sup> of them are in the hands of women. The exact number of firms owned by women is not known, a few women entrepreneurs have ventured as owners and managers of successful businesses.<sup>46</sup>

The economic gaps between women and men are marked by the higher unemployment and underemployment rates for women, in the private and the public sector and their concentration in low paid jobs (especially in agriculture). Women are mostly employed in the informal sector and only a minority earns a monetary income, hence the relative economic dependence on men.

### 6.1.3 Gender approach for the PSCBS programme

The gender approach for the present programme is triple and transversal. It responds to the more precarious situations of women and strengthens the PSCBS capacities to produce adequate answers while interacting with the MDAs of Health, Energy at Decentralization. On the one hand MDAs generally have limited capacities in gender analysis, planning and budgeting for effective gender

43 Secrétariat exécutif permanent du suivi de Beijing, Pauvreté et promotion socio-économique de la femme Rwandaise, Novembre 2007, p. 2

44 BAD, Memorandum, Rwanda Gender Assessment: Progress towards improving women's election status, p. 12

45 Secrétariat exécutif permanent du suivi de Beijing, Pauvreté et promotion socio-économique de la femme Rwandaise, Novembre 2007, p. 2

46 BAD, Memorandum, Rwanda Gender Assessment: Progress towards improving women's election status, p. 13  
TFF PSCBS (RWA 12 084 11) Final Version

mainstreaming. MDAs M&E frameworks and MIS systems do not foresee gender disaggregated indicators. On the other hand gender mainstreaming is already integrated in PSCBS' operational principles. In the Strategic Plan 2011-2015, it is stated that 'The Secretariat will observe meritocratic principles but at the same time, it will be gender-sensitive and cognizant of the needs of the physically challenged or other particularly disadvantaged citizens'.

PSCBS contributes to the implementation of the NGP and the Strategic Plan for the Implementation of the NGP (May 2010). The PSCBS gender approach is linked to the 'Good governance and justice' programme of the National Gender Policy (NGP), which has 5 objectives: 1) Strengthening women in decision-making, 2) Human rights and the rule of law, 3) Peace building and reconciliation, 4) Public finance management and 5) Decentralization and community participation.

More specifically the PSCBS programme focusses on the latter in order to: 1) sensitize women and men to participate actively in decision-making positions up to at least 30%, and 2) to sensitize women for self-confidence.

The triple approach pays attention to 1) PSCBS' capacities regarding gender, 2) their collaboration with the gender focal points of involved MDAs and 3) their networking with the gender machinery to generate a more gender friendly environment.

**R1: PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced**

- Enhance the capacities of PSCBS staff on gender (women and men) through gender training.
- Support the development of gender sensitive and diversity conscious CB tools (adaptation CB handbook and tools);
- Organize specific training for women in decision-making functions within the PSCBS, develop with them their individual action plans. Follow up with regular coaching (national gender expertise).
- Support gender analysis, planning and budgeting for effective gender mainstreaming through a gender audit for the PSCBS and train gender auditors within the PSCBS, who will be able to conduct gender audits in other MDAs.

**R2: The PSCBS involvement in the successful development and implementation of MDAs Capacity Building strategies is enhanced**

- Awareness-raising and training of policy makers, planners, strategic and operational managers of MDAs on gender mainstreaming of policies, strategic and operational plans etc. and support actual implementation of these policies and plans (gender analysis, planning and budgeting);
- Strengthen the capacity of the GFP through training
- Organize a pilot gender audit in key MDAs, conducted by the gender auditors of the PSCBS and develop a gender action plan for key MDAs on the basis of the gender audits, organise gender trainings for staff of the PDAs on the basis of the gender action plans and organise 'plaidoyer' trainings facilitating the implementation of the gender action plans.
- Support the integration of gender disaggregated data through technical support to MDA capacity building M&E frameworks.

**R3: PSCBS capacity to respond and to influence a changing environment**

- Strengthen the networking mechanisms' of the GFP

- Support strategic networking with the gender machinery (Ministry in charge of Gender and Family Promotion (MIGEPROF, Gender Cluster, Gender Monitoring office and National Women's Council).

## 6.2 HIV / AIDS

HIV/AIDS is a cross-cutting development issue that the Belgian Government finds of importance to build capacity to mitigate the pandemic. The GoR also put HIV/AIDS at the centre of national strategic planning framework as highlighted in the Vision 2020 document that “the HIV/AIDS prevalence rate of 13% of the total population is high and constitutes a major economic problem”. To deal with the problem government set an ambitious target to reduce AIDS prevalence from 13% in 2000 down to 8% by 2020<sup>47</sup>.

In the EDPRS I, it was envisaged that the detection rate of TB would increase from 45% to 65%, while the rate for those tested for HIV would rise from 60% to over 95% in the planning period of EDPRS I (2008-2012). The success rate for the treatment of TB cases registered under Directly Observed Treatment Short Course (DOTS) was expected to increase from 83% to 95%, while the success rate for treating multi-drug resistant-TB (MDR-TB) was envisaged to rise from 60% to 70% within the same period<sup>48</sup>.

The Public Sector strategic plan 2011-2013 for HIV and AIDS will have been developed to help to know the current situation of HIV and AIDS in public sector in Rwanda and how it came about, to define goals and/or objectives and to map a possible route to the goals/objectives for public servants.

It is acknowledged that HIV and AIDS epidemic constitutes one of the most formidable challenges to development and social progress. Beyond the suffering it imposes on individuals and their families, the epidemic is profoundly affecting the social and economic fabric of societies. HIV and AIDS is a major threat to the world of work because it affects the most productive segment of the labour force and reduces earnings, and it also imposes huge costs on enterprises in all sectors through declining productivity, increasing labour costs and loss of skills and experience.

The Public Sector Strategic Plan for HIV and AIDS (PSSPHA) is linked to the vision 2020, the Rwanda National Strategic Plan (NSP) 2009-2012, Economic Development Poverty Reduction Strategy (EDPRS) 2008 – 2012 and Health Sector Strategic Plan (HSSP-II) July 2009 – June 2012 in various ways. In all of them, mechanisms to build capacity to curb the pandemic are provided.

The impact of HIV/AIDS in countering capacity building efforts in Rwanda had already been recognized in the vision and strategic framework developed for the Multi-Sector Capacity Building Programme in Rwanda. The incidence of HIV/AIDS on the urban educated and other productive human resource capacity is considerable. It is resulting in an increasing labour cost, the deskilling of the labour force and lower motivation to invest in skills. The HIV/AIDS prevalence rate is 2,9% (UNAIDS, 2009).

The GoR has a National AIDS Control Programme and Plan of Action steered by the National Council for AIDS under the President's Office and the AIDS Commission Secretariat.

PSCBS could contribute to the implementation of the National Strategic Plan on HIV and AIDS 2009-2012 through supporting capacity needs assessments and plans of the Rwanda Biomedical Center which houses the former TRAC+ (Centre for Treatment and Research on AIDS, Malaria, Tuberculosis and other Epidemics) and CNLS (National Commission for the Fight Against HIV/AIDS) of both central level management staff and service providers such as community health workers.

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<sup>47</sup> Vision 2020 Document pg 14

<sup>48</sup> EDPRS I Document pg 41

TFF PSCBS (RWA 12 084 11) Final Version

For service providers a systematic CB plan should be elaborated at central level, on the basis of a needs assessment conducted during regular formative supervision. The best approach for complementary training should be selected according to specific situations and constraints. Even if the issue of capacity building for the HIV infected from various public institutions through targeted training in small business, business plan training and competition, best practices and an experience sharing through field visit is articulately presented in the PSSPHA<sup>49</sup> can constitute another entry point for this project.

### 6.3 Environment

Even if the mandate of the PSCBS has no direct impact on environment and natural resource protection, PSCBS can act on two levels. On the one hand, the social corporate responsibility of the Secretariat could integrate environmental friendly behaviour among the Staff and screen the IEC and KM strategy in order to avoid negative impact on the environment. On the Other hand, the tools and guidance developed by PSCBS can probably be more directive on environmental solutions (e.g. promoting e-learning, organize dissemination of digital document/training material rather than hard copies, ...)

## 7 ANNEXES

## 7.1 Logical framework

	Logic of the intervention	Indicators	Sources of verification	Hypotheses
<b>GO</b>	<p><u>Global objective I</u></p> <p>The capacities of public institutions and civil servants to deliver effective services are strengthened</p>			
<b>SO</b>	<p><u>Specific objective</u></p> <p>The capacities of PSCBS to effectively coordinate the strategic approach to capacity building, particularly in Energy, Health and Decentralization sectors are strengthened</p>	<p>MDAs understand their role in implementing CB approach</p> <p>MDAs liaising with PSCBS on implementing CB initiatives</p> <p>PSCBS possessing adequate expertise to facilitate implementation CB initiatives in sectors</p> <p>Successfully implemented CB initiatives leading to effective and accountable public service delivery</p>	<p>Annual EDPRS II progress reports</p> <p>PSCBS and MDA annual reports</p> <p>PSCBS' CD state report</p> <p>Minutes Sector Working Group meetings</p>	<p>Political leaders remain committed to public sector reform and CB approach</p> <p>Sectors willing to participate, collaborate and exchange information on CB initiatives</p> <p>Civil servants motivated and committed to improve public sector accountability</p>
<b>R 1</b>	<p><u>Result 1</u></p> <p>PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced</p>	<p>PSCBS able to offer added value in procurement of technical and managerial expertise for MDAs</p> <p>PSCBS able to monitor and measure its performance against annual targets of strategic plan and able to review organizational strategies based on performance reviews</p> <p>Staff development plans are available and implemented</p>	<p>PSCBS annual implementation results report (Strategic Plan)</p> <p>PSCBS' Client satisfaction survey reports (frequency to be defined in the baseline report)</p> <p>PSCBS' Quarterly and monthly implementation reports</p> <p>PSCBS' Internal and external audits</p>	<p>PSCBS adequately staffed and personnel possessing adapted technical and managerial expertise</p> <p>TAs with the right skills and know how are recruited in the change process</p> <p>Development partners committed to supporting PSR/CB</p>

		<p>HR policy including a Staff retention strategy is available and utilised</p> <p>Management Information Systems are in place and functional</p>	<p>Management meeting reports</p>	
<b>R 2</b>	<p><u>Result 2:</u></p> <p>The PSCBS involvement in the successful development and implementation of MDAs Capacity Building plans or strategies is enhanced</p>	<p>PSCBS able to motivate sectors/MDAs on using CB approach (strategic partnerships, peer mentoring PSCBS-MDAs)</p> <p>PSCBS able to have continuous dialogue with sectors/MDAs on how to adapt CB approach to their sectors and feedback incorporated to ensure learning</p> <p>PSCBS able to design customized sector CB strategies together with sectors/MDAs</p> <p>PSCBS able to document CB best practices</p> <p>PSCBS able to develop M&amp;E strategy of capacity building, pilot strategy in view of a public sector CB M&amp;E system</p> <p>Harmonized and authentic data from Public Institutions on CB</p> <p>Improved quality of annual CB plans</p> <p>Percentage of targeted institutions where PSCBS CB tools have been institutionalized</p>	<p>PSCBS' annual implementation results report (Strategic Plan)</p> <p>Internal and external audits</p> <p>Client satisfaction surveys</p> <p>Management meeting reports</p>	<p>MDAs committed to develop CB strategy based on capacity needs assessments facilitated by PSCBS and to implement these</p> <p>Sectors/MDAs share information to monitor and document CB best practices</p>
<b>R 3</b>	<p><u>Result 3:</u></p> <p>PSCBS capacity to respond to and influence a changing environment is enhanced</p>	<p>PSCBS able to develop quality assurance strategy e.g. to field- test and adapt CB tools and to document these exercises</p> <p>PSCBS able to develop knowledge management strategy e.g PSCBS able to raise adequate resources (increased</p>	<p>KM, QA, M&amp;E strategies tested and implemented</p> <p>Reports and documents on international CD networks, south-south, north-south cooperation, twinning arrangements</p>	<p>GoR, MDAs and international community committed to confirm and support PSCBS as a technical centre of excellence in CB</p>

	<p>proportion of DP targeting CB interventions)</p> <p>Level of PSCBS participation in key stakeholders forums</p> <p>Number of quick wins proposed, approved and implemented as a result of informed policy research / analysis</p>	<p>PSCBS organizational learning tools and events (e.g. action research – reports)</p> <p>PSCBS annual implementation results report (Strategic Plan)</p>	
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	Activities to reach Result 1	Means
R 1	<u>Result 1</u>	
A 1.1	A 1.1 Strengthen the Organizational effectiveness: strengthen the capacity of key internal functions (structures, systems, workflows, procedures)	<p>Change manager, process facilitator</p> <p>Procurement Specialist/ Coach</p> <p>Financial Specialist/ Coach</p> <p>MIS Specialist/ Coach</p> <p>Program Manager (CD Projects)</p> <p>Targeted Technical Assistance and Advisory Services</p> <p>Support Implementation of M&amp;E and KM Study Technical Recommendations</p> <p>Support Implementation of IEC Strategy</p> <p>Support Implementation of the POM</p> <p>Facilities for KM Resource Centre</p> <p>Hardware and software facilities and equipment</p>

A 1.2	A 1.2 Enhance the capacities of PSCBS Staff to handle the strategic functions	<ul style="list-style-type: none"> <li>Exchange programmes with Centres of Excellence</li> <li>Benchmarking Tours</li> <li>Staff Development &amp; Training Fund</li> <li>Twinning arrangements</li> <li>Targeted Consultancies (Process/Change Management)</li> </ul>
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Activities to reach Result 2		Means
R 2	<u>Result 2</u>	
A 2.1	A 2.1 Support operationalization of CD tools and templates	<ul style="list-style-type: none"> <li>CD Process Facilitators (Sector based)</li> <li>ICD Advisor</li> <li>Consultative Session Costs and related Logistics Costs</li> <li>Technical Assistance to develop and update CD Tools</li> <li>Technical Assistance to support Gender Mainstreaming in the CD Cycle operations</li> </ul>
A 2.2	A 2.2 Development of mechanisms to improve engagement of sectors	<ul style="list-style-type: none"> <li>Printing and Dissemination Costs of CD Tools and Templates</li> <li>Consultative Session Costs and related Logistics Costs</li> <li>Field Work Costs</li> <li>Costs of Targeted Cluster Based Teams</li> </ul>
Activities to reach Result 3		Means
R 3	<u>Result 3</u>	
A 3.1	A 3.1 Support Policy function	<ul style="list-style-type: none"> <li>Strategy and Policy Advisor</li> <li>Targeted External support (Cluster Based)</li> </ul>

A 3.2	A 3.2 Support strategic networking and partnerships	<p>Printing and Dissemination Costs of CD Policy Briefs</p> <p>Consultative Session Costs and related Logistics Costs</p> <p>Field Work Costs</p> <p>Exchange programmes with Centres of Excellence in CD Policy</p> <p>Conference Costs and related Logistics Costs</p> <p>Travel Costs</p> <p>Targeted External support (Cluster Based)</p> <p>Costs of Thematic Talks by reputable resource persons in CD</p>
A 3.3	A 3.3 Support strategic utilization of Data to inform Policy and Planning	<p>Costs of implementing M&amp;E Study; State of CB Report &amp; Post CB Assessment recommendations</p> <p>Targeted Technical Assistance (CD Statistics and M&amp;E)</p> <p>Costs of CD Thematic Surveys and Studies</p> <p>Consultative Session Costs and related Logistics Costs</p> <p>Printing and Dissemination Costs of CD Statistical Based Reports</p> <p>Field Work Costs</p>
A 3.4	A 3.4 Support to advocacy, lobbying and resource mobilization for CD	<p>Targeted External support (Resource Mobilisation for CD)</p> <p>Consultative Session Costs and related Logistics Costs (GoR &amp; DPs on CD related issues)</p> <p>Printing and Dissemination Costs of Thematic Briefs on Priority CD gaps and required resources (resource mobilization strategy for CD)</p> <p>Extra staff for targeted advocacy, lobbying and resource mobilisation functions (IEC and Stakeholder Engagement)</p> <p>Field Work Costs</p>

## 7.2 Implementation calendar

			YEAR 1				YEAR 2	YEAR 3	YEAR 4	YEAR 5
<b>A The capacities of PSCBS to effectively coordinate the strategic approach to capacity building, in particular in the sectors of Energy, Health and Decentralization, are strengthened</b>			Q1	Q2	Q3	Q4				
A	01	<i>PSCBS's internal capacities to deliver on its mandate are strengthened</i>								
A	01	01 Strengthen the Organizational effectiveness: strengthen the capacity of key internal functions, structures, systems, workflows and procedures			X	X	X	X	X	X
A	01	02 Enhance the capacities of PSCBS Staff to handle their strategic functions					X	X	X	X
A	01	03 Organizational Change Management / Technical Assistance			X	X	X	X		
A	01	04 Targeted Technical Assistance, Consultancies and Advisory Services					X	X	X	X
A	01	05 Project Coordinator	X	X	X	X	X	X	X	X
A	02	<i>PSCBS involvement in the successful development and implementation of Sector/MDA CB strategies is enhanced</i>								
A	02	01 Support operationalization of CD tools and templates					X	X	X	X
A	02	02 Development of mechanisms to improve engagement of sectors			X	X	X	X	X	X
A	02	03 Organizational Change Management / Technical Assistance			X	X	X	X		
A	02	04 Targeted Technical Assistance, Consultancies and Advisory Services					X	X	X	X
A	03	<i>PSCBS capacity to respond and influence a changing environment is enhanced</i>								
A	03	01 <b>Support Policy function</b>					X	X	X	X
A	03	02 <b>Support strategic networking and partnerships</b>					X	X	X	X
A	03	03 <b>Support Strategic utilization of data to inform Policy and Planning</b>					X	X	X	X
A	03	04 <b>Support to advocacy, lobbying and resource mobilisation for CD</b>					X	X	X	X
A	03	05 <b>Organizational Change Management / Technical Assistance</b>			X	X	X	X		
A	03	06 <b>Targeted Technical Assistance, Consultancies and Advisory Services</b>			X	X	X	X	X	X
A	03	07 <b>Capitalization</b>								X
X	<b>Contingency</b>									
X	01	01 Contingency				X	X	X	X	X
Z	<b>General means</b>									
Z	01	<i>Wages and Salaries</i>								
Z	01	01 Project Co-Management	X	X	X	X	X	X	X	X
Z	01	02 Project accountant	X	X	X	X	X	X	X	X
Z	01	03 Driver	X	X	X	X	X	X	X	X
Z	02	<i>General and Statutory contributions</i>								
Z	02	01 IT and office equipment		X	X	X				
Z	02	02 Operational budget (incl stationary, fuel, communications, ...)	X	X	X	X	X	X	X	X
Z	03	<i>Audit, monitoring, evaluation</i>								
Z	03	01 Evaluations (mid term and final)						X		X
Z	03	02 Technical backstopping BTC			X		X	X	X	X
Z	03	03 Audit (annual)					X	X	X	X

## 7.3 Budget

Strategic Support to PSCBS										
TOTAL BUDGET				BELGIAN CONTRIBUTION	modality	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
<b>A</b>	<b>The capacities of PSCBS to effectively coordinate the strategic approach to capacity building, in particular in the sectors of Energy, Health and Decentralization, are strengthened</b>			<b>3.286.800</b>						
A	01	<i>PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced</i>		<b>1.734.800</b>		<b>241.700</b>	<b>960.450</b>	<b>282.950</b>	<b>132.150</b>	<b>117.550</b>
A	01	01	Strengthen the Organizational effectiveness: strengthen the capacity of key internal functions (structures, systems, workflows, procedures)	1.106.200	co-management	143.900	825.900	136.400	0	0
A	01	02	Enhance the capacities of PSCBS Staff to handle the strategic functions	147.000	co-management	0	27.750	39.750	39.750	39.750
A	01	03	Organizational Change Management / Technical Assistance	116.000	direct management	29.000	58.000	29.000	0	0
A	01	04	Targeted Technical Assistance, Consultancies and Advisory Services	221.600	co-management	40.000	20.000	49.000	63.600	49.000
A	01	05	Project Coordinator	144.000	co-management	28.800	28.800	28.800	28.800	28.800
A	02	<i>The PSCBS involvement in the successful development and implementation of MDAs Capacity Building strategies is enhanced</i>		<b>940.000</b>		<b>124.885</b>	<b>346.523</b>	<b>165.864</b>	<b>165.864</b>	<b>136.864</b>
A	02	01	Support operationalization of CD tools and templates	55.000	co-management	11.000	11.000	11.000	11.000	11.000
A	02	02	Development of mechanisms to improve engagement of sectors	533.000	co-management	44.885	257.523	76.864	76.864	76.864
A	02	03	Organizational Change Management / Technical Assistance	116.000	direct management	29.000	58.000	29.000	0	0
A	02	04	Targeted Technical Assistance, Consultancies and Advisory Services	236.000	co-management	40.000	20.000	49.000	78.000	49.000
A	03	<i>PSCBS capacity to respond to and to influence a changing environment is enhanced</i>		<b>612.000</b>		<b>117.500</b>	<b>136.500</b>	<b>119.000</b>	<b>119.000</b>	<b>120.000</b>
A	03	01	Support Policy function	30.000	co-management	6.000	6.000	6.000	6.000	6.000
A	03	02	Support strategic networking and partnerships	150.000	co-management	30.000	30.000	30.000	30.000	30.000
A	03	03	Support Strategic utilization of data to inform Policy and Planning	60.000	co-management	29.000	19.000	4.000	4.000	4.000
A	03	04	Support to advocacy, lobbying and resource mobilisation for CD	60.000	co-management	13.500	13.500	11.000	11.000	11.000

A	03	05	Organizational Change Management / Technical Assistance	116.000	direct management	29.000	58.000	29.000	0	0
A	03	06	Targeted Technical Assistance, Consultancies and Advisory Services	166.000	co-management	10.000	10.000	39.000	68.000	39.000
A	03	07	Capitalization	30.000	direct management	0	0	0	0	30.000
<b>X</b>	<b>Contingency</b>			<b>94.200</b>		<b>18.840</b>	<b>18.840</b>	<b>18.840</b>	<b>18.840</b>	<b>18.840</b>
X	01	01	Contingency	94.200	co-management	18.840	18.840	18.840	18.840	18.840
<b>Z</b>	<b>General means</b>			<b>619.000</b>		<b>106.800</b>	<b>119.300</b>	<b>139.300</b>	<b>119.300</b>	<b>134.300</b>
Z	01	<i>Wages and Salaries</i>		<b>424.000</b>	<i>direct management</i>	<b>84.800</b>	<b>84.800</b>	<b>84.800</b>	<b>84.800</b>	<b>84.800</b>
Z	01	01	Project Co-Management	274.000	direct management	54.800	54.800	54.800	54.800	54.800
Z	01	02	Project accountant	120.000	direct management	24.000	24.000	24.000	24.000	24.000
Z	01	03	Driver	30.000	direct management	6.000	6.000	6.000	6.000	6.000
Z	02	<i>General and Statutory contributions</i>		<b>65.000</b>	<i>co-management</i>	<b>17.000</b>	<b>12.000</b>	<b>12.000</b>	<b>12.000</b>	<b>12.000</b>
Z	02	01	IT and office equipment	5.000	co-management	5.000	0	0	0	0
Z	02	02	Operational budget (incl stationary, fuel, communications, ...)	60.000	co-management	12.000	12.000	12.000	12.000	12.000
Z	03	<i>Audit, monitoring, evaluation</i>		<b>130.000</b>	<i>direct management</i>	<b>5.000</b>	<b>22.500</b>	<b>42.500</b>	<b>22.500</b>	<b>37.500</b>
Z	03	01	Evaluations (mid term and final)	30.000	direct management	0	0	15.000	0	15.000
Z	03	02	Technical backstopping BTC	30.000	direct management	5.000	5.000	10.000	5.000	5.000
Z	03	03	Audit (annual)	70.000	direct management	0	17.500	17.500	17.500	17.500
<b>TOTAL</b>				<b>4.000.000</b>		<b>609.725</b>	<b>1.581.613</b>	<b>725.954</b>	<b>555.154</b>	<b>527.554</b>

## 7.4 ToR long-term personnel

The long term personnel financed by the project will have several roles: some positions are clearly entitled with financial and administrative management where others will play a technical and advisory role exclusively.

### 7.4.1 Project Management

#### 7.4.1.1 BTC International Change co-Manager – 24 months, with possible extension

BTC will appoint a TA/Change manager with significant international experience in Capacity Development. He/she will serve as the overall technical advisor of the project. He will be the BTC representative within the project technical framework. He will act as a technical co-manager and support joint decision on a technical point of view. The International Expert will be based within PSCBS office where the project implementation unit will be hosted.

The MTR of the project will analyse the need to extend the position of the Change co-Manager beyond the original duration of 24 months.

#### Basic functions

The responsibilities of the Advisor will include (but not necessarily be limited to) the following areas:

- Support PSCBS management in the organizational change
- Provide strategic guidance
- Provide technical advice related to capacity development
- Fully participate and provide technical advice to the PSCBS Management Team and its members
- Support the participatory planning process through active participation in the dialogue, advice on policy and capacity building issues relevant to the project specific objective and expected results
- Provide technical input into the preparation of terms of reference for the various studies and capacity building activities subcontracted and support the implementing agency to ensure their adequate implementation
- Support and provide technical advice for recruitment of specific technical international and national expertise required for the project implementation
- Ensure coherence and coordination of project strategies and activities and support PSCBS in policy dialogue through the Sector Working Groups for areas related to capacity building
- Support, develop and implement a project monitoring and evaluation plan.

He will also, in close coordination with the Project Director of the intervention

- Organise, coordinate and technically supervise the implementation of project activities in accordance with the approved work plans
- Attend and prepare the Steering Committee meetings on a regular basis
- Contribute to the operations reports to be submitted to the Steering Committee

- Report quarterly to BTC representative
- Contribute to the preparation of financial and procurement planning and budgeted work plans
- Establish and maintain good working relationships with project participants, counterpart agencies, donors and other relevant organizations and government agencies
- Share information about the project with other organizations and agencies as needed. Liaises and co-ordinates project activities with other relevant technical assistance projects

The TA **profile** will include:

- Relevant University degree (politics, anthropology, sociology, psychology, public or business administration,)
- 10 years of experience in development cooperation including significant international experience;
- 10 year proven experience in supporting change processes in public organizations in developing countries ;
- Significant experience in Institutional Capacity Development and provision of advice to high level decision makers;
- Proven, effective facilitator skills and the ability to develop effective interpersonal relationships; teamwork, negotiate and manage conflict.
- Excellent communication and report writing skills.
- Excellent planning, management and organisational skills
- A high level of computer literacy, including Word, Excel, Internet, E-mail, Power Point
- Excellent English.

#### **7.4.1.2 BTC Project co-manager (Delco) – 54 months**

Under local contract

He/she works under direct supervision of the BTC office in Kigali.

##### **Main duties and responsibilities**

As the person responsible for procurement, financial administration and procedures, he/she will:

- Control all financial administration issues: solve problems, help improve procurement and financial administration by developing tools, point out and correct errors and problems, report any major problem to the authorizing officers.
- Ensure a correct, smooth and efficient organization of the financial administration;
- Organize regular meetings with financial and administrative staff, and ensure good communication, information and cooperation within the financial administration team.
- Supervise compliance with legal and administrative procedures and guidelines; this implies the he/she studies, checks and reinforces financial guidelines and procedures of the Belgian Technical Co-operation and Ministry of Finance (for direct management) in

addition to the Rwandan regulations (for co-management), including the Specific Agreement, the TFF, the BTC quality handbook and any guidelines provided from Brussels or Rwandan legal texts.

- Ensure all instructions received from the representation or BTC headquarters are correctly applied and followed and that the requests are met within the deadline.
- Update guidelines and system of all types of payments in project, esp. allowances.
- Update Administrative and Financial Manual, and ensure communication of new procedures to all admin/fin staff involved.
- Review (and approve) the periodic (monthly/quarterly/bi-annual) accountability returns from implementing partners to ensure that they follow the regulations referred to in the TFF and Project Financial and Operational Manual and meet international accepted standards of public accountability ; and provide comments and advice in improving these systems when required;
- Ensure that the projects narrative and financial reporting guidelines are adhered to including the specified Monitoring and Evaluation processes
- Support the procurement process, contract management and supervision processes

#### **Financial activity reporting**

- Final responsibility for timely production of FIT statements; provide guidance and supervision to the accountant who produces the FIT statements.
- Produce financial reports whenever requested following format laid out (e.g. for steering committees), or develops customized formats for ad hoc reports (in excel).
- Make electronic back-up of final versions of financial reports

#### **Budgeting and financial planning**

- Follow up and update of budget; Compare budget and planning with actual expenses; provide monthly overview of budget balance to co-management and technical teams
- Financial short-and long term planning: overall, yearly and quarterly (in co-operation with co-management and technical teams); monthly and weekly, in co-operation with accountant.
- Overall management of bank and cash accounts, making cash calls on basis of the financial planning.

#### **Auditing, monitoring, consulting, training**

- Audit and analyse project expenses monthly, report any inconsistencies or irregularities.
- Control supporting accounting documents on quality and completeness, and follow up on corrections by the accountant.
- Consult and monitor financial issues related to technical project components (e.g. accountability of beneficiaries and institutions)
- Prepare and provide training on financial management for stakeholders
- Preparing and assisting internal and/or external financial audit missions

## **Any other tasks reasonably requested**

### **Profile:**

- University degree in finance, business administration or business economics;
- Minimum 8 year experience in financial management and project administration and procurement;
- Management experience and experience with an international organization or NGO, 3 years minimum;
- Very good hands-on knowledge of excel and word is a must. Other programs (Database, accounting programs) a strong advantage;
- Proficient in English and in French ?;
- Mature, good communicator and team player;
- Able to work under stressful conditions and not objecting to overtime and field missions.

## **7.4.2 Support Functions**

### **7.4.2.1 PSCBS Project Coordinator – 60 months**

The Government of Rwanda has received a grant from the Kingdom of Belgium to strengthen the capacity of the Public Sector Capacity Building Secretariat (PSCBS) in view of its role as an agency responsible for the coordination and management of capacity building across the Public Sector. Specific result areas under this intervention are

- a. PSCBS' capacities to deliver more effectively on its mandate in terms of systems, workflows and procedures are enhanced
- b. PSCBS' involvement in the successful development and implementation of MDAs capacity building strategies is enhanced
- c. PSCBS' capacity to respond to and influence a changing environment is enhanced

### **Position Overview**

The project coordinator will be responsible for ensuring effective understanding of and achievement of project objectives, analysis of and reporting on PSCBS development needs, together with establishment of institutional mechanisms required for timely collection and dissemination of project performance information. He/she will also be responsible for planning, executing, and monitoring project implementation to predetermine timelines and budgets. Building and managing project team, reporting to project director, and ensuring quality control throughout the project lifecycle central to this position.

### **Key Tasks/Responsibilities**

PSCBS will recruit a project coordinator for 60 months to implement capacity development activities financed under this Belgian grant. She/he will perform the following tasks:

- Assume overall responsibility for the successful execution of the project and ensure project objectives are accomplished within prescribed timeframe, funding parameters and in compliance with national /donor standards.

- Ensure smooth technical, administrative and budgetary management of the project, including development of annual and quarterly work plans and project reports.
- Arrange and prepare for project audits
- Conduct assessments to ensure intervention is based on existent needs and that regular progress towards meeting identified gaps is assessed and documented.
- Identify required technical assistance in relation to project objectives, develop terms of reference, oversee contracted consultants ensuring that work output meets expected deliverables and contributes to PSCBS organisational development.
- Document and ensure lessons learned from the previous project and during annual reviews inform the planning and implementation of the project leading to both improved process consultation and sustainable results.
- Oversee project budget execution and develop quality reports for management.
- Monitor and evaluate project environment, progress and effectiveness, recognize potential problems, risks, develop corrective measures.
- Establish operating procedures for the project in adherence to project goals.
- Prepare briefing documents; develop and update information materials to promote knowledge sharing of the project amongst all stakeholders.
- Regularly liaise with the project coordinator to maintain awareness of project objectives and ensure support for implementation of project activities
- Overall management and care to project assets
- Organise stakeholder's meetings and facilitate discussions
- Communicate monitoring information to management and key stakeholders in a timely manner, so as to ensure that "lessons learned" are taken into account when drawing up future project plans and identifying corrective measures
- Put in place arrangements to facilitate sharing of project financial information with both internal teams and external partners and promote knowledge sharing within stakeholders
- Lead, coach and motivate project team members on a proactive basis
- Ensure timely data collection and analysis for the purpose of preparing quarterly and annual reports, which take stock of project progress and highlight actual and potential problems or challenges affecting project deliverables
- Ensure that the project M&E framework is in line with the project logframe and emerging institutional developments and priorities
- Conduct and carry out project baseline, mid-term and project completion reports

**Profile:**

This post requires a development practitioner, with a relevant Postgraduate degree in Project Management and Administration or a related discipline with 5 year experience. Specifically the Project Coordinator shall:

- Knowledge of theoretical and practical aspects of project management
- Knowledge of project management techniques and tools

- Direct work experience in project management capacity
- Understanding of capacity building and its measurement of results
- Proven experience in people management
- Proven Experience in Strategic Planning
- Proven experience in risk management
- Proven experience in change management
- Proficient in project management software such as MS. Project or KickStart

### **Skills and Competencies**

Strong analytical skills preferably with demonstrated ability to apply them in analysis of monitoring and evaluation data for the project. Strong understanding of results based management (RBM), together with Logical framework analysis. Experience in design and management of evaluation processes, involving multiple stakeholders. Previous experience in managing similar projects, strong English oral and written communication skills with working knowledge of French, together with strong IT skills, particularly (Word, Excel, PowerPoint and Microsoft Project). The key competencies included but not limited to these enumerated below:

#### **Critical thinking and problem solving skills**

- Planning and organising
- Decision-making and communication skills
- Influencing and leading
- Negotiation, delegation and teamwork
- Conflict management, stress tolerant and adaptability

### **7.4.2.2 PSCBS Project Accountant – 60 months**

#### **Basic functions**

The Project accountant is under contract with PSCBS but financed by this project and is responsible for a variety of finance-related tasks including the ones listed below (this list is not exhaustive).

He/she works under direct supervision of the Project Coordinator PSCBS and of both co-directors for all Co-management-related expenses.

The is responsible for a variety of finance-related tasks including the ones listed below).

#### **Main duties and responsibilities**

##### **Banking & cheque and cash management**

- Prepare, register and keep cheques
- Prepare staff payroll for bank transfers at the end of each month.
- Ensures all invoices from external parties (contractors, suppliers,...) are paid in due time, by bank transfer, cheque or cash and arrange those documents by date: her/his task of preparing bank transfer and cheque documents. And manage pipe line payment to external parties.

- Check and approve document requested by Secretary and further the request to Finance officer then finally to co-manager for final approval.
- Attend and record all bank transactions, maintain bank accounts, ensure monthly bank statements and account overviews
- Final responsibility for the cash management, and supervision of secretary in this task: this includes regular daily cash counts, verification of balance of cash book and cash-on-hand, assistance of cashier in solving imbalances, establishment and signature of cash count statements.
- Ensure liquidation of any internal advances and update advance outstanding by the end of each month and report to Finance officer.
- Responsible for sound cash planning & cash withdrawals, so as to avoid cash shortages or large amounts cash in safe (security issue).
- Updates fixed asset register, follow up consultancies, contractor contract and stock of stationary.

### **Financial activity reporting**

- Record all project expenses properly in FIT, following guidelines and within the deadlines the latest 15th of the following month.
- Produce FIT statements for control by the Project Management, make all necessary corrections and make all preparations for the monthly closing of the accounting.
- Supervise daily entry of expenses in the cashbook by cashier.
- Produce FIT statements for control by the PM, make all necessary corrections and make all preparations for the monthly closing of the accounting.
- Supervise daily entry of expenses in the cashbook by secretary.
- Check and control to ensure quality and completeness of justification and supporting accounting documents of all expenses following guidelines
- Ensure accounting coding and budgeting lines are corrects: this includes verification of financial reports, expenses and supporting documents.
- Keep track accounting data by putting reference as GT and AT on the specific documents on the monthly basic.
- Ensure monthly balance of FIT/Cashbooks/Cashboxes and bank statements are the same, and responsible for completion and approval of reconciliation statements if any.
- Responsible for transparent and consistent filing of all accounting, banking and cash management documents (that arranged by secretary).
- Organize that copy of all supporting Bank documents and check cash document copy by cashier, before sent to LAF on a monthly basis.

### **Financial Administration**

- Check to ensure correct application of allowances.
- Assist the PM with a variety of tasks: e.g. cost calculations, filing finance-related documents, monthly and weekly financial planning, managing pipeline payments...etc.

### **Budgeting and financial planning**

- Provides all necessary accounting data and information to the PM, for him to be able to follow up on budget and planning.
- Assist the PM in the elaboration of reports, budgets or plans.

### **Profile:**

- Degree in accounting;
- Minimum 5 year experience accounting and project administration;
- Experience with an international organization or NGO;
- Very good hands-on knowledge of excel and word is a must. Other programs (Database, accounting programs) a strong advantage;
- Fluent in English, French and Kinyarwanda
- Mature, good communicator and team player;
- Able to work under stressful conditions and not objecting to overtime and field missions.

## 7.5 ToR for missions at the start of the project

### 7.5.1 Generic TORs for the baseline study

BTC will provide generic terms of reference for the baseline study at the beginning of the project. They will be adapted and filled in by the change-co manager and the project director.

The baseline workplan will cover the following topics:

#### 1. Project Fiche

#### 2. Theory of Change

[Here the project team will try to summarize its vision on the intervention and the achievement of the intervention's objectives. This implies a description of the logic between activities, outputs, outcome and impact and needs to reflect the intervention's Theory of Change. If useful, this can be illustrated by schemes, photos, etc. Please see BTC M&E GUIDE for more details on this approach.]

#### 3. Monitoring Matrix

[Showing what elements of the monitoring matrix are already complete at the time of the Baseline Workplan (and what elements need to be addressed in the Baseline)]

#### 4. Knowledge Gaps identified

[In this chapter the intervention team will describe all issues that need to be addressed by the Baseline.]

##### a. Monitoring Matrix

[In this subchapter the intervention team describes all elements of the Monitoring matrix that need further development (see '3 Monitoring Matrix'). This can thus imply a reformulation of results, reformulating indicators, proposing new indicators, measuring Baseline values (thereby testing those indicators), proposing (intermediate) target values, defining responsibilities for data collection, defining the frequency and timing of measurement, finding SoV, assessing the difficulty of measuring different indicators, etc. If relevant, briefly describe the existing M&E systems at the level of the partner institution and the available data ]

##### b. Risk analysis

[In this subchapter, describe what risks were already identified, assessed and what treatments were already planned. Next, this subchapter indicates to what extent the work done is satisfactory and whether these earlier findings (risk identification, and/or assessment and/or treatment proposed) will be followed. If applicable, this chapter will elucidate whether a complementary risk identification and analysis (+ risk mitigation strategy) is required, and determine its scope.]

##### c. Complementary Studies

[Possibly, the Baseline will also need to implement a number of complementary studies in order to arrive at a full Monitoring Plan. If this is the case, the intervention team should clearly delineate and explain what studies need to be done. Provide sufficient details on the precise content, scope, etc. Also indicate why it is important to do this study.]

## **5. Approach**

[In this chapter the project team can further elaborate how the different knowledge gaps are to be addressed. If the workplan is included in the TFF, the formulators here need to indicate how the Baseline process will take place. In case a study or multiple studies need be executed by an external consultant before the arrival of the project team, the formulators should elaborate how this will happen. The formulators need refer to the ToR needed for recruiting a consultant (in chapter 8 of this document, the responsibility for launching and managing the tender, the person responsible for quality assurance, etc. ]

## **6. Division of Labour & Deliverables**

[As different issues need to be addressed during the Baseline, it is quite probable that a division of labour needs to be established (should not be filled in if the whole Baseline is implemented internally): who is responsible for what deliverables and services?]

## **7. Period and Duration**

[should not be filled in if the whole Baseline is implemented internally]

## **8. ToR(s) study(ies)**

[only needs to be filled in when one or more studies are to be executed before the arrival of the project team]

## **9. ToR(s) Consultants**

[should not be filled in if the whole Baseline is implemented internally]