



Republic of Rwanda
Ministry of Environment



Implemented by
giz Deutsche Gesellschaft
für Internationale
Zusammenarbeit (GIZ) GmbH

GOVERNANCE STUDY PRESENTATION

CLIMATE, ENVIRONMENT AND NATURAL RESOURCES
SECTOR WORKING GROUP

December 15, 2023 – Hotel Villa Portofino, Kigali



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Enhancement of the Sector Working Group & Thematic Working Groups on Climate Change, Environment and Natural Resources Effectiveness Presentation and discussion of the final results

15th December 2023



Presentation Outline

- Objectives of the assignment
- Background and Sector Working Groups
- Findings
- Actionable Recommendations

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Objectives of the Assignment

- The overall objective of the assignment is to **support the Ministry of Environment (MoE) and the CENR-SWG** to reflect on how the SWG could be more efficient, effective, relevant and inclusive;
- The assignment seeks to guide and assist in **re-engineering** the CENR-SWG set-up, its functionality, communication, and coordination mechanism in order to assure the fulfilment of its mandate.
- The same process would apply to the Thematic Working Groups (TWGs).
- Employed the following methodological approach:
 - In-depth desk review
 - Consultations
 - Focus Group Discussion & Key Informant Interviews

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Background & Sector Working Groups

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Background

- Rwanda is exposed to a wide range of **environmental and climate change challenges** due to its geographical location, its population density, & externalities of economic growth;
- The NST1, Nationally Determined Contribution, Vision 2050 and the recently revised GGCRS-2050 of June 2023 show how the Government & stakeholders are paying serious attention to the establishment of **appropriate policy and institutional frameworks** to effectively deal with issues of environment and climate change,
- While paying strong commitment to **Paris Agreement** and to a **climate-resilient and low-carbon economy by 2050**.
- Rwanda is closely working with development partners and other stakeholders to enhance natural resources and environmental management in the course of transforming Rwanda into a **middle-income country by 2035**.

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Background

In this process, the role of Sector Working Groups (SWG) and Thematic Working Groups (TWGs) is critical to enhancing:

- Coordination;
- Ownership;
- Aligning support to the national priorities;
- Division of labor;
- Accountability;
- Efficiency and effectiveness at the sector level, as advanced by the Paris Declaration (PD) on Aid Effectiveness;
- Result-orientation;
- Inclusiveness
- Evidence-based policies & decisions - focus on R&D

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Sector Working Groups

- The adoption of the Aid Policy Framework by most developing countries ushered in the adoption of **Aid coordination**....., among all stakeholders including the **Government, donor community, private sector, research organizations, and civil society organizations** involved in the national planning and implementation;
- The SWGs were conceived as one of the **instruments** to implement the principles of the **Aid Policy and Development Cooperation Strategy (DCS)**,
 - *which seeks to improve the quality and effectiveness of development cooperation and ensure that the support provided by development partners and other stakeholders is coordinated, harmonized, ownership, result-oriented and aligned to the national priorities.*

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SWGs in Rwanda

- In 2006, the GoR initiated SWGs as a **high-level technical working forum** through which the Government and stakeholders meet to **discuss sector and cross-sector planning and prioritization** according to strategic plans and development programs;
- The focus of the GoR is ensuring the **efficient, effective and accountable use of resources** in delivering development outcomes.
- The **strength** of a SWG lies mainly in two features:
 - **1st**, members' **collective experience and the expertise** they bring to the round table. Being sector-wide and drawing its members from different backgrounds, but interested in one sector;
 - **2nd**, the fact that members come from different background, it is characterized as a **credible high-level forum** to coordinate development interventions in the sector.
- The overall national coordination and oversight of the SWGs and their respective TWGs remains is in the portfolio of **MINECOFIN**.

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Roles & Objectives of SWGs

MINECOFIN, 2016

- In the context, SWGs were established to **improve development cooperation, ensure the efficient, effective and accountable use of resources** in delivering development outcomes;
- Provide a **forum for policy, strategy and implementation discussion at sector level**. Specifically, to
 - **Coordinate all activities** within the sector and ensure alignment and harmonization to reach sector outcomes;
 - **Develop, update and validate NST indicator matrix** and the Sector Specific Indicators, targets and measurable actions to be implemented;
 - **Conduct Joint Sector Reviews (JSRs)** as per the planning calendar issued by MINECOFIN;
 - **Develop Sector Wide Approaches (SWAPs)** for planning, implementation, monitoring and reporting;
 - Ensure **mainstreaming of cross-cutting issues** at sector level including capacity building, gender and climate change among others identified in the NST-1 (former EDPRS 2);
 - **Mobilize resources** for the sector in line with Rwanda's Aid Policy, etc.

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CENR-SWG & TWGs

- Like other SWGs, the CENR-SWG has facilitated the coming together of stakeholders around a common framework for climate change, environment, natural resources;
- Existing evidence reveal that, CENR-SWG is **characterized by good cooperation and coordination** among the development partners that have generally agreed to a division of labor in their interventions with the SWGs, TWGs and the Government;
- Thematic Working Groups (TWGs) allow **in-depth thematic dialogue, teamwork, ownership and accountability** of the Development Agenda by all stakeholders;
- The TWGs are formed based on the **affiliated agencies** under a particular sub-sector, and they are within the responsibility of the MoE and its affiliated agencies;
- Currently, there are **5 TWGs under five sub-sectors**

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CENR-SWG & TWGs

Lead Sub-Sector	Lead Institution	Co-Chair
Meteorology	Meteo - Rwanda	GIZ
Forestry & Nature Conservation	RFA (Rwanda Forestry Authority)	Enabel
IWRM – Integrated Water Resource Management	RWB (Rwanda Water Resources Board)	Netherlands Embassy
GM – Geology & Mining	RMB (Rwanda Mining Board)	<i>Still in Pipeline</i>
LM - Land & Mapping	NLA (National Land Authority)	Netherlands Embassy
ECC- Environment & Climate Change	REMA and FONERWA – Rwanda Environment Management Authority	World Bank

Source: MoE

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Findings



Membership of the SWG

Membership evolve

- The Lead Ministry (MoE), other participating line Ministries and agencies;
- The Lead Donor and other donors active in the sector;
- Prime Minister's Office;
- Ministry of Finance and Economic Planning;
- Representative of the Ministry of Local Government;
- Representative of the institution in charge of Capacity Building and other cross-cutting issues;
- National Institute of Statistics of Rwanda;
- Civil Society;
- Private sector actors;
- Academia and research organizations



Reporting/Minutes

- The CENR-SWG is required to document minutes of its meetings and report main and strategic issues to MINECOFIN every after CENR-SWG meeting;
- The CENR-SWG reports directly to MINECOFIN through its Chair and Co-Chair;
- The report of CENR-SWG should include recommendations for action;
- The CENR-SWG Secretariat consolidates all the reports and issues from the TWGs to be presented to the CENR-SWG meeting for discussion and deliberation.



CENR-SWG Secretariat

Specific Tasks

- Ensuring coordination of CENR-SWG activities;
- Coordinating M&E activities of the CENR-SWG;
- Preparing the Joint Sector Reviews in accordance with MINECOFIN guidelines;
- Ensuring monitoring and follow-up of decisions taken in meetings;
- Developing an annual work plan for the Sector Working Group, identifying strategic issues to be included on the agenda and recording minutes of the meeting;
- Coordinating development partner missions in the sector working with MINECOFIN;
- Planning and managing field visits for the CENR-SWG as relevant;
- Communicating/Circulating/publishing/information timely to all SWG members;
- Ensuring SWGs have clear ToRs and deliverables

Challenges for the CENR-SWG

Summarized responses

No	Challenges & their Level of Rankings	1 (least)	2	3	4	5 (very high)
		Percentage (%)				
1	Stakeholder coordination at CENR/TWGs respectively	6.7	33.3	13.3	13.3	33.3
2	Donor support is not aligned with the sector priorities and overall national priorities	26.7	53.3	6.7	13.3	0
3	Weakness in the Financial Management Capacity & Accountability	60	6.7	20	0	13.3
4	Inconsistency of Meetings, communication and reporting by CENR-SWG & TWGs	13.3	33.3	6.7	26.7	20
5	Planning, implementation, evaluation & reporting within the CENR-SWG & TWGs are in silos	6.7	13.3	33.3	13.3	33.3
6	Limited Budget support and funding pools	20	6.7	6.7	20	46.7
7	Harmonization and alignment to the sector priorities	20	13.3	40	13.3	13.3
8	Lack of inter-agency coordination by donor agencies	6.7	20	13.3	53.3	6.7
9	The format of the CENR-SWG/TWGs does not encourage substantive and inclusive discussion	26.7	13.3	6.7	20	33.3
10	Limited use of research and data does not allow evidence-based discussion and decisions	6.7	0	6.7	26.7	60



Challenges for the CENR-SWG

1. Limited Engagement and Contribution by members

the agenda, but there is no room to contribute to the agenda of the meeting."

Participants in the discussion emphasize the issue that the CENR-SWG is largely **dominated by Government officials** and few representatives from **donor communities** with close interest in the sector.

2. Limited Contribution to the Agenda-Setting of the Meeting

3. Membership

The process of becoming a member of the CENR-SWG was **strongly raised**, with arguments that the **criteria for being a member of the SWG and TWG are not clear**. In addition, there are no formal criteria for leaving the sector, mostly to the development partners, CSOs and NGOs.

4. The CENR-SWG meeting is always compact with lengthy presentations

Most of the time presentations are routine, and most often **focus on the indicators determined by MINECOFIN**, while other key priorities of the sector are rarely given a chance for discussion.

5. The Substance of Discussion

The underpinning question is how to **improve the substance of the CENR-SWG discussions**. There is a need for an open and inclusive framework to suggest items to be put on the agenda. The contribution of TWGs is limited. The **role of research** and evidence in informing the discussion of both CENR-SWG and TWGs is paramount.

6. Knowledge Management and Feedback

There is need to **document outputs and proceedings** of the SWG; reports, minutes, Best-case studies, data, etc. However, there seems to be no formal, open and transparency repository to document and share the CENR-SWG information.



Challenges for the CENR-SWG

7. Cross Sectoral Mainstreaming of Environment & Climate Change

alleviate the lack of inter-agency coordination by donor agencies in supporting the sector and its sub-sector.

8. CENR-SWG Secretariat /support structure

9. Limited Financing of CENR-SWG and TWGs activities

Activities of both SWG & TWGs are important and complimentary to each other. However, the implementation of these activities is heavily affected by **limited and lack of financing**. Some attribute the irregularity of meetings of TWGs to the lack of financing.

10. Lack of the National Policy Framework on SWGs and TWGs

SWGs & TWGs are critically important structures, however, there is a need for an **updated & comprehensive documented policy framework** explaining what SWG & TWG are, and their **implementation modalities**.

11. Monitoring, Evaluation and Learning

Need for a **central coordinating structure** for all monitoring, evaluation, and research in the CENR sector to capture, output/outcomes, but learning, e.g lessons learnt from different interventions. M&E system needs streamlining to ensure feedback effect informs next interventions & policy discussions.

12. Knowledge Management

The activities & outcomes of the CENR-SWG are **scarcely documented and communicated**. Respondents emphasized the need to strengthen knowledge management; e.g. proceedings, and resolutions through different communication channels including website, social media, & repository of the sector activities.

Thematic working groups (TWGs)

- and challenges;
- 2. To provide technical guidance for CENR-SWG planning and other issues involving the CENR sub-sectors in support of achieving sector-wide targets, not working as a decision making authority:
- The SWG chair ensures forward and backward linkages between the SWG and TWGs, including information sharing and updates on the progress of the sector priorities and targets.
- However, the underlying question, is how effective and regular these TWGs have:
 - Been meeting, the substance of their discussions;
 - The information, inclusiveness and evidence-based;
 - How they inform the discussion of the CENR-SWG.



Challenges for the CENR-TWGs

1. Effectiveness of the TWG Meetings

reported to the SWG, other than indicators required by MINECOFIN. TWGs are supposed to meet at least twice a year. Unfortunately, the general impression about their functioning is **ineffectiveness**. Most TWGs are **not able to meet regularly** according to schedule, though, there are certain good cases.

2. Coordination and Reporting to the CENR-SWG

3. Funding

The issue of **inadequate funding** was strongly raised during FGDs and KII and contributes to irregular meetings. Yet, the ToR for the TWG from MINECOFIN recommend the Co-Chair of the TWG to financially support activities of the TWG. Limited funding affects field visits by members, monitoring and evaluation.

4. Research and Evidence-Based Policy Discussions

There is a consensus among respondents that **research and the use of evidence are critically important** to inform substantive discussions, planning and policy decisions, however, it is not strongly applied in the discussions of TWGs.

5. TWG Membership and Engagement

It is emphasized that the membership of TWGs is largely **dominated by the representatives from government institutions** and development partners, with less participation of members of the Civil Society, academia, private sector and research organizations.

6. Communication and Knowledge Management

The activities and outcomes of TWGs are **scarcely documented**. Lack of communication and knowledge management of TWG activities and outputs affect the visibility of the TWGs and the continuity of their work.

Actionable Recommendations



Actionable Recommendations

1. Establishing and Operationalizing the SWG Secretariat

2. CENR-SWG Basket Funding

3. An Inclusive agenda setting of the Meeting.

All members of the SWG and TWG need to **contribute to the agenda** of the SWG and TWGs respectively. Study suggests **systematic and bottom-up mechanisms by TWGs** be given an opportunity to submit strategic and policy issues that need to be discussed at the CENR-SWG level.

4. Strengthen the technical and analytical capabilities of the TWGs

it is essential to strengthen the **technical expertise** in the TWGs, to enhance the **credibility and relevance of the policy dialogue** and discussion by ensuring rigor and transparency in the process of policy making and reporting.

5. Monitoring, Evaluation and Learning

Improve M&E of sector and sub-sector indicators for effective & efficient coordination of the sector interventions. In collaboration with the planning unit at MoE needs a set up a matrix of performance indicators for the sector to monitor the implementation of CENR indicators implemented by the six TWGs.

6. Develop a National Policy Framework on SWGs and TWGs.

Natl Policy Framework for SWGs & TWGs is critically needed for effective & sustainable operations of SWGs and respective TWGs. MINECOFIN needs to **develop a national policy framework and guidelines** on how SWGs and TWGs operate beyond the provision of FLJSR and BLJSR ToRs & improve documentations.

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Thank you for your kind attention

Questions & Discussion