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**EVALUATION REPORT**



**TRANSTEC**  
PROJECT  
MANAGEMENT

**UDF-RWA-09-303 – Access to Justice and human Rights education (Rwanda)**

**17 September 2013**

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All errors and omissions remain the responsibility of the authors.

### Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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## I. EXECUTIVE SUMMARY

### *(i) Project data*

The Access to Justice and Human Rights Education project was a two-year USD 60,000 project implemented by the Human Rights First Rwanda Association (HRFRA) in partnership with the Independent Institute of Lay Adventists of Kigali (INILAK). The project ran from 1 January 2011 to 31 December 2012. It targeted marginalised groups among the rural population of the southern district of Kamonyi, including people living with HIV/AIDS and the Twa, known as a historical ethnic minority. The project's general objective was to increase access to justice for this segment of the Rwandan population. It sought to achieve this by:

- Providing direct access to free legal assistance, through the opening and daily operation of a Legal Aid Clinic in the rural district of Kamonyi;
- Setting up a citizens' system and strengthen the local capacity to face judicial issues through the education and training of paralegals; and
- Creating a responsible and solidarity-based dynamic where law students provide direct legal aid on the spot as part of their school curriculum.

### *(ii) Evaluation findings*

The project was **relevant** in that it addressed the need for improved legal mechanisms in rural areas and for training and basic education in civil rights. The project document explicitly cited poverty as hampering the exercise of the right to justice. Further obstacles include discrimination on the basis of gender, geographic origin, and ethnic identity. Women lodged some 80% of the complaints brought to the Legal Aid Clinic. The choice of the intervention area has proven especially relevant, as Rwanda's South Province, which includes Kamonyi district, has one of the country's highest poverty rates.

The decision to intervene in Kamonyi district, when the eastern part of the country has often been cited for its history of land tenure disputes and its heavy demand for legal mediation, was based on the experience of the project's university partner, INILAK. The intervention format was equally relevant, as it was tailored to the local legal mechanisms designed under the national reform to decentralize the justice system.

However, one factor limiting the relevance of the project was that the INILAK law students involved in the Legal Aid Clinic were not individually graded. Their activities in the project ultimately had no impact on students obtaining credits toward their education or their law degree, thus reducing the relevance of the project to INILAK students themselves.

The project was highly **effective**. It implemented 90% of the activities programmed and achieved nearly all the intended outcomes. This result is even more positive when the efficiency considerations are taken into account. The Legal Aid Clinic was created and operational throughout the project period. A reception center, more than a clinic, this facility received residents of the Kamonyi district in a formal setting. A paralegal network was created and its members trained. Law students were mobilized and a lasting partnership was established with the Independent Institute of Lay Adventists of Kigali (INILAK). Getting the students involved in settling disputes in rural areas was undeniably an ingenious and promising initiative.

However, the effectiveness of the project was somewhat undermined by some aspects of its modalities. Students were not required to conduct thorough reviews of cases submitted to the Legal Aid Clinic. The students also lacked a supervisor, who could have improved the quality of their intervention.

The project was **efficient**: the ratio of the resources invested in this project to the results obtained is especially positive. HRFRA obtained maximal results with a minimal budget. In fact, it met and sometimes exceeded all of its quantitative objectives on time, notwithstanding any reservations about the quality of the framework of the INILAK students' interventions. Given the meager resources invested, it is laudable that HRFRA managed to achieve such good outcomes. Taking the number of cases handled by the clinic (excluding those targeted by the student-run public awareness campaigns), the cost per case was US\$0.35. The breakdown of expenditures by post shows high-to-medium efficiency. This slight variation by no means detracts from the positive assessment of the efficiency of the project, whose organizational and financial effort and mobilization of the resources necessary for that performance should be saluted. It is also testimony to the good cooperation between the two partners.

HRFRA had to rethink its action plan and the allocation of its funds following an error concerning the length of the project (the budget of US\$60,000 was initially calculated for a period of one year). HRFRA successfully bet on operating almost entirely with volunteers. However, regardless of financial conditions, it could be recommended that HRFRA and INILAK give their students more responsibility, not unlike the National University of Rwanda, which has chosen to require students to do six-week internships.

The project also achieved a significant level of **impact**. The project improved legal structures and services in the Kamanyi district and contributed greater justice at the local level. The paralegals' application of their newly acquired knowledge not only raised the basic educational level of part of the district's population but legitimized a significant number of issues that had traditionally been ignored due to lack of means. By including women in the paralegal network, the project promoted representativeness and the defense of women's interests at the local level. This effort complemented a recent initiative by the Ministry of Gender and Family, which in early 2013 introduced the "Umugoroba evenings" – public events to enable women to interact and share advice. The project improved the training of INILAK law students, introducing a practical dimension that brought them closer to local issues and realities. It also significantly raised awareness among Kigali law students about the legal situation and recurrent problems in rural areas and how the law was enforced there year in and year out, as well as the population's low level of education.

At the time of the evaluation visit in May 2013, five months after the project had ended, the legal aid clinic was still open and the legal aid officer still in her post, demonstrating to a large extent the **sustainability** of the project. Moreover, the paralegals who had been working with the project had joined the HRFRA project financed by the British National Lottery, factors indicative of the HRFRA's stable sustainability strategy.

Furthermore, the priority accorded by HRFRA to upgrading the paralegals' skills, and, as an innovative element, those of the students, is testimony to its strategic vision of building human capital. The project sought to create a multiplier effect through the training and experiences of the volunteer paralegals and students, who once it was over, would be able to foster an understanding of the law and the settlement of disputes. The project's emphasis on training women paralegals was another key factor in sustainability, as the higher social status acquired

through training encourages women to become more invested in their communities, thanks to the mechanisms for recognition and confidence building.

### **(iii) Conclusions**

**The project offered a highly relevant response to the target district's needs.** Furthermore, the project was able to target its activities and **develop specific tools** for land tenure and matrimonial disputes. **This approach enhanced the quality of the intervention.**

**HRFRA and INILAK met their commitments** and even exceeded some of the planned outcomes. As a result, the project carried out all the programmed activities at minimal cost.

**The project fostered the development of key human capital.** It created a network of paralegals in the district. The higher social status afforded women guaranteed the paralegals' civic engagement with their communities and gave women access to the justice lacking in the application of traditional customary law to land tenure and matrimonial issues.

**The law students enhanced their awareness** and understanding of their chosen profession. Some students intensified the experience by making it their thesis topic, as observed in the section on the impact of the project.

**The project's sustainability strategy was characterized by strengthening of its paralegal network and its specialization** in land tenure and matrimonial issues. These factors undoubtedly contributed to the NGO's stability.

### **(iv) Recommendations**

It is recommended that HRFRA continue its ongoing effort to build local capacity and upgrade the skills of paralegals. **Further development of the mechanisms for supervising and training the paralegals is desirable to guarantee the quality of their legal counseling.**

The evaluators **encourage HRFRA and INILAK to develop a more explicit partnership framework—one, for example, with annual quantitative objectives.** A future project should envision assigning an INILAK resource to monitor the visits and mentor the students as support for the legal aid officer.

**The students' intervention format should be more binding to reduce the risk of absenteeism and maximize the initiative's impact on their professional and personal development.** HRFRA and INILAK should ensure that student participation and certain exercises are graded and count towards a diploma. In this same vein, HRFRA and INILAK could explore the possibility of assisting complainants from the start to the end of their case. This approach would encourage greater responsibility and more intensive work on the ethics of the profession.

**Finally, it would be desirable to further develop the printed support material and continue distributing it to paralegals with a view to its replication and assimilation.** The material should be more didactic while conserving a flexible format like the one adopted. It should be written in the local language; its length should be reasonable; and the clarity of the examples and visual support, as well as the memorability of the illustrations, should be improved.

## II. INTRODUCTION AND DEVELOPMENT CONTEXT

### ***(i) The project and evaluation objectives***

The Access to Justice and Human Rights Education project was a two-year, USD 60,000 project implemented by the Human Rights First Rwanda Association (HRFRA) in partnership with the Independent Institute of Lay Adventists of Kigali (INILAK), belonging to the private education system. USD 6,000 of this budget was retained by UNDEF for evaluation and monitoring purposes. The project ran from 1 January 2011 to 31 December 2012. It targeted rural population living in the Southern district of Kamonyi and put a special focus on marginalized groups, including people living with HIV/AIDS and the Twa, known as historical ethnic minority. The project's general objective was to increase the access to justice for this segment of the Rwandan population. It sought to achieve this by:

- Providing direct access to free legal assistance, through the opening and daily operation of a Legal Aid Clinic in the rural district of Kamonyi;
- Setting up a citizens' system and strengthen the local capacity to face judicial issues through the education and training of paralegals; and
- Creating a responsible and solidarity-based dynamic where law students provide direct legal aid on the spot as part of their school curriculum.

The evaluation of this project is part of the larger set of evaluations of the Rounds, 2, 3 and 4 UNDEF-funded projects. The purpose of these evaluations is to “contribute to a better understanding of what constitutes a successful project, which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved”.<sup>1</sup>

### ***(ii) Evaluation methodology***

The evaluation took place in May 2013 with field work done in Rwanda from 6-10 May 2013. The evaluation was conducted by two international experts and one national expert. The UNDEF Rounds 2, 3 and 4 evaluations are more qualitative than quantitative in nature and follow a standard set of evaluations questions that focus on the project's relevance, effectiveness, efficiency, impact, sustainability and any value added from UNDEF-funding (Annex1). This is to allow meta-analysis in cluster evaluations at a later stage. This report follows that structure.

The evaluators reviewed available documentation on the project and on the Rwandan legal context. They interviewed Human Rights First Rwanda Association staff at the central level and at the level of Kamonyi district, where they interviewed the local legal officer in charge of the Legal Aid Clinic. Focus groups were organised with a sample of paralegals and so called “clients.” In order to assess the partnership developed by HRFRA, meetings were also organized with the Dean of the Law Faculty in Kigali (INILAK) and with the Law Professor who followed the Legal Aid Clinic project during almost the entire project life. Focus groups were organized with post-graduate students who had been involved in the Legal Aid Clinic as part of their curriculum. With a view of setting the initiative in a broader context, the evaluators spoke with civil society representatives and public entities working on similar issues such as the Joint Development

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<sup>1</sup> Operational manual for the UNDEF-funded project evaluations, page 6

Action Forum (JDAF), CLADHO, PROLIDHOR, Haguruka and the Legal Aid Forum. Though it was planned to interview a representative from the Ministry of Justice, the meeting could not take place during the international experts’ visit, because of availability constraints; however it was possible for the national expert to meet with one representative from the National Community of Mediators the week after.

The list of persons interviewed is provided in Annex 3.

During the preparatory work (Launch Note UDF-RWA-09-303) the evaluators identified several issues which they followed up on during interviews. These included:

- Project relevance to the local governance and law system reforms, synergies with local policies, and coherence with the current decentralization process;
- The relevance of the services offered to people when compared to (i) their educational level, (i) their needs, and (iii) legal counsel and support available in the absence of financial means or with limited ones.
- Project effectiveness and sustainability despite the low level of financial support and considering the high dependence on volunteers.

In addition, UNDEF asked the evaluation to look at the replication potential of the initiative.

***(iii) Development context***

**Access to Justice and Human Rights in Rural Areas.**

The HRFRA project addresses the issue of access to justice services in a country that ranks 167th out of 187 on the Human Development Index and where 44.9% of the population lives below the poverty line.

The project was structured around the following assessment: access to the Rwandan formal justice system is the privilege of an isolated urban minority. Rwanda has a population of just over 12 million, and, according to 2011 World Bank figures, 19.1% of it resides in major cities, while over 80,9% is concentrated in rural areas, signifying that, in the specific context of this project, rurality is associated with exclusion from the justice system.



Low educational levels and little knowledge of the basic principles of civics and civil rights, which are widespread and attested to by Rwanda’s National Institute of Statistics, confirm the ignorance among the majority of the population and, de facto, their vulnerability as parties in legal matters. A 2012 study revealed that most people aged 14-35 have never been to school or



have never finished primary school (62.2%); 31.5% have finished primary school; and only 4.9% have attended a secondary school or pursued professional training or a university education<sup>2</sup>. These figures take on special significance when one considers, for example, that plaintiffs must write their own briefs to file their case with a court of first instance.

In the financial sphere, the figures for 2012 put the average annual income of a Rwandan at US\$1,500<sup>3</sup>, while the standard attorney's fee for a typical case ranges from 300,000 to 4 million Rwandan francs (RWF), according to the people interviewed during the evaluation visit in 2013—that is, from US\$470 to more than US\$6,000. It comes as no surprise, then, that an estimated 80% of plaintiffs have no legal representation.

### **Justice reform: a work in progress.**

In certain respects, the legal system reflects the history and state of Rwanda's social fabric. Handicapped by the flight or killing of qualified people, it has taken the country some time to rebuild, and it is still in the process of developing its new profile and operational procedures.

Rwanda first had to overcome the structural hurdles of the immediate post-genocide period, and then, a 9-year postwar political transition overseen by the Government of National Unity (GUN). For example, it was not until March 1997 that a new law created the Bar and until August of that year that some 40 attorneys were sworn in. A sign of the slow rebuilding of the profession, the country had only 730 licensed attorneys in 2010, primarily in Kigali.

The year 2003 saw a renewal of government activity, and the judicial branch was not exempt from this trend. The first parliamentary and national elections were held, and a series of reforms spurred by the decentralization imperative were adopted.

The number of unresolved complaints that were lodged and the structural inability of the national courts to hear all the suits filed led to the decentralization and redistricting of the legal system and its authorities. The Constitution of 2003 established the ordinary courts (Supreme Court, High Court of the Republic, Provincial and Kigali Tribunals, and the District and City Tribunals) and the special jurisdictions (Gacaca and military courts)<sup>4</sup>. It also created the *Abunzi*,<sup>5</sup> mediators in a proceeding that must occur prior to the referral of any case to the national courts.

The government has given mediation an important place in the legal system. This strategic decision has enabled it to delegate a substantial part of its responsibilities to the local level while respecting the traditional foundations and customs of Rwandan justice. For example, the Gacaca, whose name literally means “justice on the grass,” existed before the genocide. Refashioned in 2001 to deal with genocide cases, these community tribunals, which ended in June 2012 after judging over 1.9 million cases, were gradually replaced by mediation committees, created in 2006 to deal with present-day issues. Whatever the chronology, the underlying political intent was to provide a solution closer to home for the people seeking justice and handle as many cases as possible at the local level to reduce case referrals to the national courts to a minimum. This solution, well suited to the traditions and context, has posed problems, calling into question the neutrality and competence of the mediators, who are elected by the community (usually in public) and only rarely have any legal training.

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<sup>2</sup> National Institute of Statistics of Rwanda, Youth EICV3 Thematic Report, Pvi Youth

<sup>3</sup> <https://www.cia.gov/library/publications/the-world-factbook/geos/rw.html>

<sup>4</sup> Article 143, Chapter V, Section 2 of the Constitution

<sup>5</sup> Article 149, of the Constitution

Aware of these shortcomings, the government has instituted a series of measures to buttress local structures, notably with the opening of the *Maisons d'Accès à la Justice* (access to justice offices) (MAJ) in each district. The Ministry of Justice has created the *l'Institut de développement de la pratique judiciaire* (Institute for the development of judicial practice) to coordinate professional training for the various actors in the judicial system, along with an independent decentralized Public Ministry Authority.

Many measures must still be deployed. For example, MAJ attorneys provide legal counseling but do not actually represent indigent people in the courts. Only since 2004 has the criminal code allowed the accused to be assisted by an attorney, even in the interrogation phase. Today it is also a matter of expanding the right to plead a case and not confining legal representation to attorneys who are members of the Bar, opening it instead to legal experts active in the association who could represent clients pro bono.

According to the experts, a number of steps must be taken before the legal system can become a stable structure satisfactory to all parties concerned.

### **The land tenure issue at the heart of disputes.**

In the absence of real public solutions, a lack of trained personnel, and minimal civic education, disputes turn into local conflicts, most commonly around basic issues.

The annual reports of the Ombudsman attest to the centrality of land and property rights in this country of only 26,338 km<sup>2</sup>, with a very high population density (433 pop./km<sup>2</sup> in 2012) and a shortage of land. Today, an estimated 200,000 Rwandan families—that is, around 20% of the population—are landless or have less than 0.2 hectares to cultivate<sup>6</sup>. Rwandan families generally hold and cultivate 1 hectare.

Inspiring envy, the land issue has fueled numerous murderous designs and today is the subtext of countless conflicts related to succession and the restitution of land, livestock, or other property—for example, in cases of people returning to their village or adopted orphans who reach the age of majority.

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<sup>6</sup> <http://www.ruralpovertyportal.org/country/home/tags/rwanda>

### III. PROJECT STRATEGY

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

The HRFRA strategy was designed to respond to the problem of “unequal access to justice” in Rwanda. The project document describes access to justice as a privilege reserved for the elite: an urban prerogative that discriminates against uneducated, low-income populations living largely in rural areas. The project strategy was developed to address the following circumstances:

- The courts and the Bar are concentrated in major cities, mainly Kigali, de facto discriminating against the rural population.
- In response, the government has created decentralized legal systems; however, no court can hear a case before it has gone through the mediation process.
- This mediation phase is managed by mediators who do not necessarily have the appropriate competencies or training.
- The population is largely unaware of its rights.

HRFRA is comprised of attorneys and has been active in an assortment of networks since its creation in 2005. Its structure and positioning among the Rwandan civil society agents have enabled it gauge the real needs in the Kamonyi district. HRFRA is, for example, a member of the Legal Aid Forum, a network of 34 organizations that in 2007 conducted a situation analysis of the centers providing legal services, noting which services were provided in the different provinces of the country and which were not. The decision to intervene in the Kamonyi district was also influenced by the project’s partner, INILAK, which was already raising awareness and educating the population in this district of the South Province, which has one of the country’s highest poverty rates.

The project document (UDF-RWA-09-303), drafted in January 2011, underscores the problems created by this unequal legal system, namely:

- Injustices and judicial mistakes when ruling in certain cases, owing to poor knowledge of the law or corruption.
- Conflicts among citizens, particularly over land issues.

This analysis focused on strengthening the rule of law, which varied with the interpretation of representatives that were elected, but not necessarily trained, in communities that were strangers to the basics of the Law. In light of this, the project document called for the following three areas of action:

- Increase access to justice by offering free legal services;
- Increase the general knowledge of the public about the fundamentals of the law that it itself had designed; and finally,
- Help strengthen and democratize the legal profession by getting law students involved in the settlement of cases filed by the Legal Aid Clinic that was opened in Kamonyi.

These spheres of action gave rise to the project’s general objective: to democratize legal services and educate the most disadvantaged citizens about their rights. This devolved into four outcomes, specified in the project document as:

- Open a Legal Aid Clinic where every citizen can go and request free assistance.

- Train a group of resident paralegals to act independently and help their neighbors navigate the legal system.
- Get INILAK students in their final year of law in Kigali involved in the resolution of cases.
- Publish a booklet, based on a survey of citizens and de facto targeting the needs of the local population, to guide paralegals or any other community resource person in the settlement of disputes.

The activities designed to lead to these outcomes included training courses, a survey, a publication, and small-scale publicity campaigns (radio messages, the printing of brochures). The project targeted the population of the Kamonyi district in the South Province, estimated at some 250,000—primarily vulnerable groups such as women (especially widows), people with HIV/AIDS, and historical minorities (Twa), who had already been targeted by a similar 1-year project funded by the European Union. The legal aid officer was instrumental in implementing the project; as the intermediary between the Kamonyi clinic and HRFRA’s main office in Kigali, she conveyed information and news about the cases handled and served as a counselor for trainees, paralegals, INILAK students, and citizens fighting an injustice or involved in a dispute.

HRFRA has an extensive database of paralegals. Called to develop it further, thanks to recent British funding from that country’s National Lottery, it plans to train 1,500 paralegals over a three-year period with a budget of £270,000. This new project, dubbed “Your land, your rights,” confirms HRFRA’s strategic orientation, which is to boost local legal capacity, with an emphasis on land tenure issues. The gap between the budget and quantitative objectives of this new project and those financed by UNDEF reveals a presumed mistake on the part of the NGO, which had developed its budget and activities plan on the basis of a 1-year project. This mistake required it to reformulate certain plans that were already being implemented. The consequences were manifested in the allocation of human resources, essentially volunteers, and in the communications tools and the paralegal’s ability to travel. If HRFRA had not been constrained by this situation, it would have liked to search for disabled people, whose condition often leaves them geographically isolated.

## ***ii. Logical framework***

The project document translates HRFRA's programmatic approach into a structured plan of project activities and intended outcomes, including achievement of the project's general and specific objectives. The framework below aims to systematically capture the project logic, attempting at the same time to eliminate confusion between activities, intended outcomes, and impacts, which the evaluators sometimes observed in the project document's outcome framework.

Project Activities & Interventions	Intended outcomes	Project general objective	LT Development Objectives
<ul style="list-style-type: none"> <li>- Opening of a Legal Aid Clinic.</li> <li>- Assistance to the local population from a full-time legal aid officer, available 5 days/week.</li> <li>- Public awareness campaigns and promotion campaigns by the Legal Aid Clinic targeting the provincial population and local authorities (meetings, posters, radio messages, word of mouth).</li> <li>- Establishment of a system for weekly visits and assistance from INILAK law students, under the supervision of an instructor.</li> </ul>	<p>Strengthening of legal aid structures and mechanisms in the Kamonyi district of the South Province.</p>	<p>Plaintiffs receive legal aid, regardless of their economic status, geographic origin, sex, or ethnicity.</p>	<p>Local resources join government efforts to offer all citizens equal access to justice.</p>
<ul style="list-style-type: none"> <li>-Creation of a network of 80 paralegals in collaboration with local authorities.</li> <li>- Training of paralegals in recurrent rights issues in the Kamonyi district, following a needs assessment.</li> <li>- Assistance and strengthening of the paralegal network.</li> <li>- Administration of a survey to a sample of 100 district residents about the disputes in which they are involved and for which they might wish to receive assistance.</li> <li>-Production of an informative booklet written in Kinyarwanda that offers legal guidance, in collaboration with INILAK instructors and local authorities</li> <li>-Distribution of 480 copies to resource people (paralegals, local authorities, etc.).</li> </ul>	<p>Heightened community knowledge about basic rights.</p>	<p>The rural population of the Kamonyi district benefits from the services and support of the Legal Aid Clinic, as well as the locally trained human resources, to better understand and exercise its rights.</p>	
<ul style="list-style-type: none"> <li>- Development of a pilot university curriculum in partnership with INILAK.</li> <li>- Weekly meeting with instructors and the dean of the Institute.</li> <li>-Selection and training of 80 law students in legal aid mechanisms.</li> </ul>	<p>Foundations proposed for a long-term partnership between the Institute and HRFRA</p>		

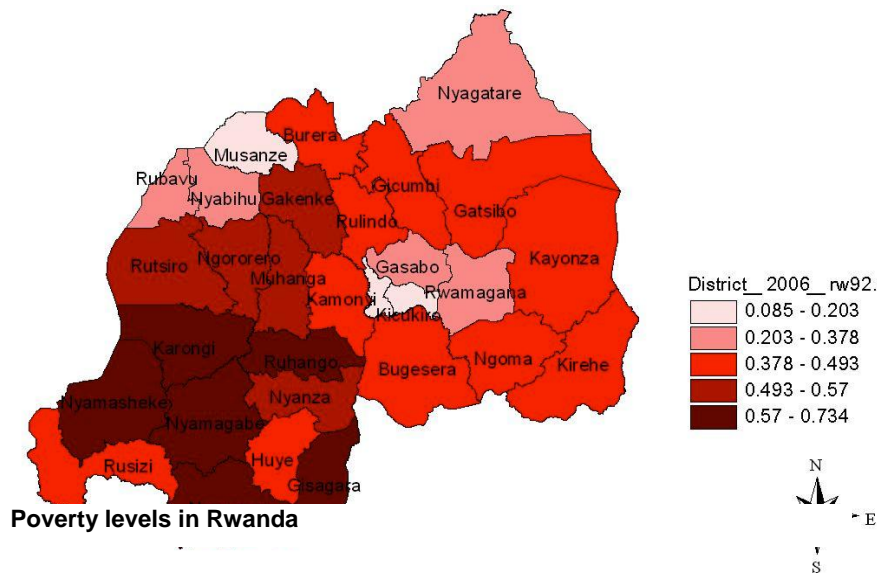
## IV. EVALUATION FINDINGS

This evaluation is based on evaluation questions formulated to meet the evaluation criteria of the Development Assistance Committee of the Organisation for Economic Cooperation and Development. The questions and subquestions are found in Annex 1 of this document.

### (i) *Relevance*

The HRFRA project, designed to give the population of the South Province's Kamonyi district access to justice and human rights education, was relevant, as it addressed the need for improved legal mechanisms in rural areas and for training and basic education in civil rights. The project document explicitly cited poverty as a factor militating against every citizen's inalienable right to justice—exacerbated by the variables of gender, geographic origin, and ethnic identity. Following from this, it stated that the activities to be carried out would target “disadvantaged, vulnerable, and poor segments of [the country] rural communities,” especially groups with a greater potential for vulnerability, namely “women, children and HiV Aids victims.”

The support for these groups is a response to the high number of widows, orphans, and AIDS sufferers in the country since 1994 and the predominance of land tenure issues brought before the courts or referred for local mediation. Numerous studies cite the prevalence of land alienation in cases of illness, polygamy, divorce, or succession (among orphans who reach the age of majority; the right of primogeniture denied to women; etc.). Some 80% of the complaints brought to the Legal Aid Clinic were lodged by women. Fewer cases were brought by men, partly because tradition offers greater protection of their land rights, and they were related more to the acknowledgement of paternity.

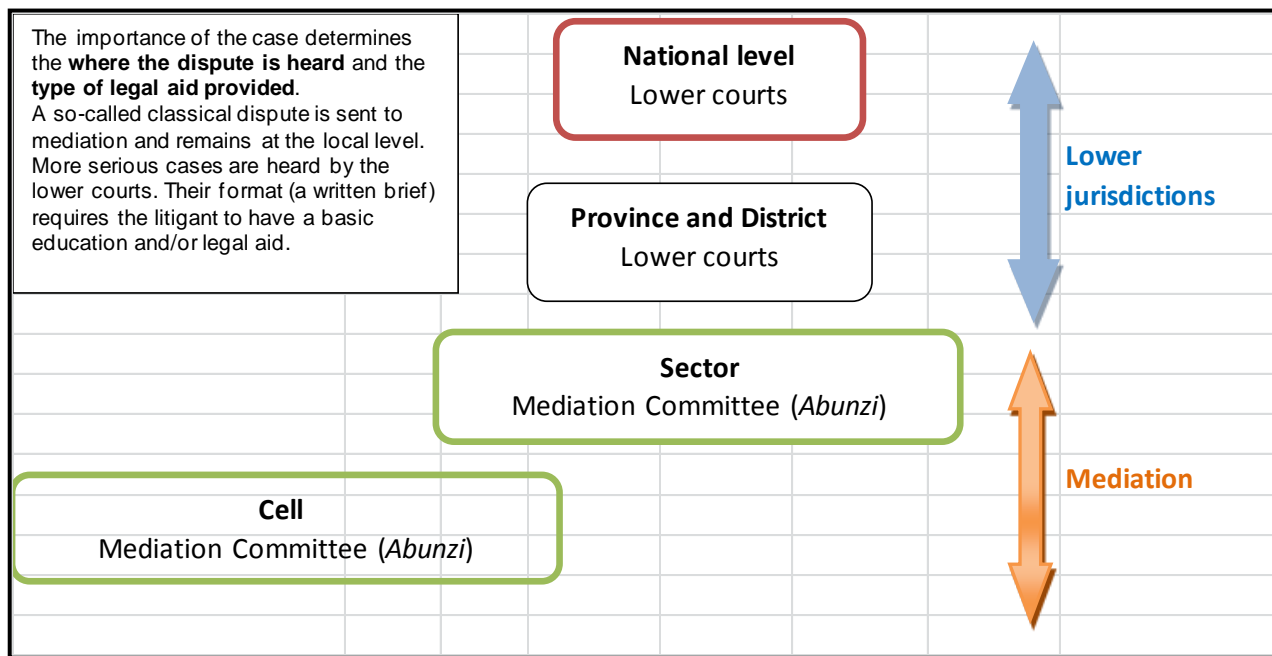


In light of this, the choice of the intervention area has proven especially relevant, as Rwanda's South Province, and without exception, the Kamonyi district, shows one of the country's highest poverty rates, as seen on the map<sup>7</sup>. Rwanda's predominant rurality and the clear dependence on income from farming in these areas where arable land is scarce are equally factors in poverty and by extension, exclusion from the legal system.

<sup>7</sup> The evolution of poverty in Rwanda from 2000 to 2011, Results from the Household survey EICV, DFID, European Union and UNDP Rwanda.

Thus, the decision to intervene in the Kamonyi district in the South Province, when the eastern part of the country has often been cited for its history of land tenure disputes and its heavy demand for legal mediation, was based on the experience of the project’s university partner, INILAK, in the province. The advantages of this prior experience are visible in several areas. In addition to the direct proximity of the Kamonyi administrative center to Kigali, which facilitated travel by the INILAK students and the legal aid officer, it made it possible to assess the situation, confirm the absence of a legal aid clinic, learn about problems in the area, and finally, create a network for communicating and collaborating with the local authorities, who, it should be recalled, also have local mediation systems and must approve the composition of any external assistance. Following the standard procedures, the authorities were responsible for selecting the paralegals, based on the criteria set by HRFRA during the preparation of the project document (secondary education, good teaching profile, gender balance).

The intervention format proposed by HRFRA was equally relevant, as it was tailored to the local legal mechanisms designed under the national reform to decentralize the justice system. In fact, as illustrated in the diagram below, Rwanda decided to delegate the settlement of many disputes to local bodies to free up a centralized system that was unable to handle them. In certain respects, the paralegals were delegated the responsibilities of 12 mediators at the sector and cell level. This was something different, with justice-seekers perceiving that the newly appointed paralegals might not have the bias of an elected mediator.



At the time of the evaluation visit, an important law for inclusion in the general reform was being debated. Among other things, it provided for expanding the right to plead cases to legal experts, even those working in civil society organizations, since this prerogative is currently reserved for members of the Bar. Involving young law students would integrate the project into the overall process of expanding and professionalizing the field along less elitist lines. While in principle, the idea was really promising because of the sustainability that it offered, we will see further on that the way it was implemented could have been improved. It is unfortunate that the partnership

agreement did not specify more obligations for the parties involved. The clear absence of a requirement to produce results is reflected in the format for the student interventions, which were neither graded nor individualized and ultimately had no impact on students obtaining credits toward their education—especially, and even more importantly, toward their law degree.

However, the matters in which the population received legal aid, which were addressed in the informational booklet, were local concerns. In a survey of 100 people, HRFRA found a clear preponderance of matrimonial and land tenure issues. Annex 5 contains the detailed results of the survey.

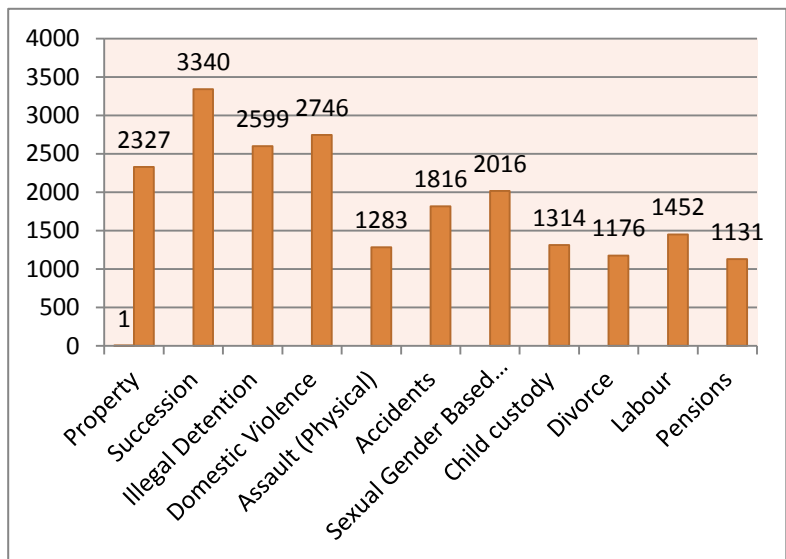
The figure below on the number and nature of the cases filed shows, by the correspondence among the issues, that HRFRA was responding to the needs of the target population—needs that are also described as “critical” in the annual reports of the Ombudsman.

**(ii) Effectiveness**

The project can certainly be saluted for its effectiveness. It implemented 90% of the activities programmed and achieved nearly all the intended outcomes. This result is even more positive when the efficiency considerations detailed in the next section are taken into account.

The following activities have been effectively implemented, sometimes exceeding the initial expectations.

**- The Legal Aid Clinic was created and operational during the period programmed.** A reception center, more than a clinic, this facility received residents of the Kamonyi district in a formal setting. As planned, the clinic was run by a legal aid officer, an attorney by training. Based in Kigali, this young woman remained in this position for the life of the project and was still working at the time of the evaluation visit, six months after the project had ended. Likewise, HRFRA was still using the clinic facilities, thanks to British funding from the National Lottery.



**21,200 cases dealt with by Human Rights First Rwanda Association between 2011 and 2012**

The position of legal aid officer was clearly at the heart of all the activities. The centrality of this key post could have put the project at risk. No particular strategy seems to have mitigated this risk from the outset. On the other hand, monthly monitoring was guaranteed by visits from the legal aid officer to headquarters in Kigali and the submission of monthly reports and by occasional visits from the Kigali-based project director, who was replaced in June 2012, six months before the project ended.



Monthly visitor records attest to high use of the clinic, especially when it opened (700 people vs. 500 per month, on average). These figures corroborate the effectiveness of HRFRA's small-scale publicity campaign, which involved the distribution of posters and brochures, the broadcasting of radio messages, and communication via community networks (religious or public).

The project had no difficulty meeting the quantitative objective of handling 12,480 cases over the life of the project and attaining almost double that figure: 21,200 cases in two years, as seen in the figure above. Here, it should be noted that the term "case handled" means initial legal advice or counseling, but nothing systematically as in a case resolved. This caveat in no way detracts from the relevance of the intervention or its response to existing needs.

"I am proud to have worked on many cases and to have enabled fair settlements to be reached." **Gaudiane UMUTESI, legal aid officer** cites the example of a girl orphaned by the genocide whose neighbor had expropriated her murdered parents' land.

The young lady sought help from the clinic. Gaudiane went with her to find the neighbor and when she was rebuffed, accompanied her to the sector chief, who found in her favor and obliged the neighbor to return the expropriated land.

- **A paralegal network was created and its members trained.**

HRFRA easily completed the first compulsory stage of joint identification of the paralegals. It is actually common for local authorities to take over certain stages of a project of this type. Information on the content, modalities, and objectives of the intervention should be shared in advance. For example, a survey should be authorized by the government's statistics authorities or conducted informally. Implementation of this initial stage was successful for several reasons, among them the accreditation of HRFRA, formerly annually and then sporadically, considered hard to obtain and detailed further on under the heading "UNDEF value added," and the existing relationship between the authorities and INILAK. It can therefore be said that the resources deployed by HRFRA and its partner made a real contribution to the implementation of the activities planned. The legal aid officer regularly advised the paralegals and accompanied them, when necessary, before the respective legal bodies. Moreover, INILAK's instructors provided the training and oversaw the preparation of the booklet on the fundamentals of rights, as planned.

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**Paralegal training – Kamonyi, May 2011**

If the paralegals were generally satisfied with the training, it should be noted that it was really like lifting the veil from a thoroughly abstract and obscure topic: the fundamentals of rights, the articulation among the various judicial bodies, and their hierarchical structure. Similarly, the booklet prepared by the project was very well received. Written in Kinyarwanda and containing a

brief and concise discussion of issues selected through surveys, this succinct 23-page booklet appears to have been built on a solid foundation. Nevertheless, while the absence of an English version is by no means problematic, it is unfortunate that the booklet did not make greater use of illustrations, considering the level of circulation envisaged. Even if the readership were literate, the paralegals could have made good use of the diagrams or illustrations when counseling clients or to facilitate understanding and appropriation of a case. In this case, certain illustrations were barely legible due to lack of a suitable font size and sometimes the rather poor quality of the printing. These factors should be considered if similar support materials need to be printed. The budget for this project covered printing costs for only 480 copies.



**Booklet on human rights and access to justice from Human Rights First Rwanda Association**

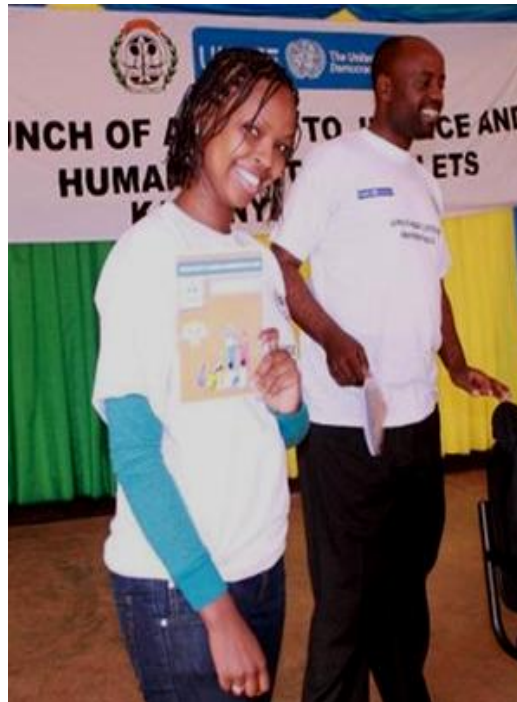
In addition, the higher social status gained by paralegals in the community undoubtedly contributed to the construction and strengthening of the paralegal network. This status had real advantages, such as apprenticeship in the fundamentals of rights, and gave volunteers valuable recognized work of 1-2 hours per week that was occasionally remunerated when travel was involved (a fixed rate of 5,000RWF, equivalent to the daily wages of a farmer). While the value accorded this volunteer work encouraged paralegals to get involved, HRFRA still had to find ways to temper as much as possible the risk of problems such as those for which the *Abunzi* had been criticized (ill-informed judgments, bias, etc.). This risk could have been mitigated, for example, by more regular monitoring of the quality of the counseling provided and perhaps more formal monitoring by the legal aid officer or, in new ways by the INILAK instructor.

- **Law students were mobilized and a lasting partnership was established** with the Independent Institute of Lay Adventists of Kigali (INILAK). Getting the students involved in settling disputes in rural areas is incontestably an ingenious and promising initiative. It is a perfect fix for the deficiencies of the student environment—that is, a lack of hands-on experience, coupled with lack of opportunities for internships in a country with high youth unemployment—and with the realities of a profession eager for new competencies.

HRFRA and INILAK can certainly encourage this approach and proclaim its legitimacy and innovative nature, because there was only one equivalent program in the country at the time of the evaluation visit. Since 2006, the National University of Rwanda (NUR) has in fact had a similar mechanism in the remote district of Butare in the South Province. Based on the same principle, students offer legal advice— however, without representing people before the law. For six weeks they counsel clinic clients under the watchful eye of the legal aid officer. HRFRA and INILAK fulfilled the commitments set forth in the project document. Eighty students were identified and trained and then helped to settle disputes in the Kamonyi district under the supervision of an instructor from INILAK. HRFRA and INILAK signed a Memorandum of Understanding (MoU), holding several meetings to select an appropriate curriculum for this module. Nevertheless, a reading of the MoU, coupled with interviews of the students, the dean of the law school, and the director of HRFRA show that not enough mechanisms were set up to guarantee the quality and effectiveness of student interventions.

The validity of the initiative was undermined by the following:

- The students were under no obligation to produce results. While visits were compulsory, they were not a condition for obtaining credit or a diploma. The absence of grading clearly diminished the impact on students and their commitment to the initiative.
- Although the students had to handle particular cases, they were not responsible, for example, for conducting a thorough case review. More than once, absenteeism during the exam period was brought to the evaluators' attention.
- All the same, while the students all confirmed the importance of having learned about the situation in rural areas, the absence of a thorough review of a given case may have detracted from the quality of the learning and made it difficult to take full advantage of the process to raise their awareness, and by extension, the work on the ethics of the profession mentioned in the project document.
- In terms of the INILAK instructors, a supervisor was responsible for mentoring the students and advising them during their visits, but the volunteer status of this post was certainly no benefit to the project. A resource person financed part-time could have improved the framework for the students' intervention.



**Launch of the Human Rights and Justice Booklet in Kamonyi – INILAK students**

### ***(iii) Efficiency***

The ratio of the resources invested in this project to the results obtained is especially positive. HRFRA obtained maximal results with a minimal budget. In fact, it met and sometimes exceeded all of its quantitative objectives on time, notwithstanding the reservations about the quality of the framework of the INILAK students' interventions. Given the meager resources invested, it is laudable that HRFRA managed to achieve such good outcomes. Taking the number of cases handled by the clinic (excluding those targeted by the student-run public awareness campaigns), the cost per case was US\$0.35. The breakdown of expenditures by post shows high-to-medium efficiency. This slight variation by no means detracts from the positive assessment of the efficiency of the project, whose organizational and financial effort and mobilization of the resources necessary for that performance should be saluted. It is also testimony to the good cooperation between the two partners.

In terms of costs, the expenditures were balanced. Most of the funds were allocated in almost equal proportions to:

- staffing (including the full-time salary of the legal aid officer and the part-time salary of the accountant for a 2-year period), for a total of US\$18,600, or US\$775 per month for 1.5 persons;
- training sessions (locale for classrooms, transportation, and meals) for the 80 paralegals (5 days) and 80 INILAK students (4 days), for a total of US\$14,400, or US\$20 per day per person;
- US\$12,000 for the design, printing, and distribution of 480 booklets on justice and human rights (at a reasonably efficient cost of US\$25 each).
- The clinic locale (US\$6,600 for a 2-year lease, or US\$275 per month) and the technical contribution of the INILAK instructors (US\$2,400) to the training and curricula came to US\$10,000.



**Paralegal training in Kamonyi – May 2011**

As mentioned above, HRFRA had to rethink its action plan and the allocation of its funds following an error concerning the length of the project. The budget of US\$60,000 was initially calculated for a period of one year—admittedly, with identical results but with staff hired for a shorter period, resulting in lower costs. The immediate consequence of extending the project was to rethink the nature of the interventions by key personnel, especially those of its partner, INILAK, and solicit volunteers to work with the project. While INILAK accepted this change and confirmed its participation during the evaluation visit, it also noted that its staff had visited the clinic on its own time without any compensation. The impact of this situation on the quality of the assistance is easy to predict. Nevertheless, under the circumstances, HRFRA appears to have chosen the best alternative and successfully bet on operating almost entirely with volunteers. While this alternative is clearly feasible in the case of paralegals, where HRFRA discarded the idea of compensation from the outset, it is hardly likely that a repeat of this experience would be acceptable to—or accepted by—any partner. On the other hand, under more favorable financial terms, there would be no reason not to hire someone to assist the students.

Nevertheless, under identical financial conditions, it could be recommended that HRFRA and INILAK give their students more responsibility, not unlike the National University of Rwanda, which has chosen to require students to do six-week internships. Even if the content of the instruction differs and HRFRA introduces students to pleading cases, the continuity of this approach appears to heighten student engagement and foster more in-depth exploration of the day-to-day practical and technical issues in rural areas. This scheme seems more amenable to closer monitoring of a specific case.

#### **(iv) Impact**

The impact of projects associated with democracy issues can be seen in changes in attitudes and practices. It is therefore a matter of determining whether they have changed how the members of the target groups and beneficiaries behave and whether the situation on the ground is beginning to change.

Of course, in a qualitative project like this one, any changes that occur cannot necessarily be attributed to the project's activities. An attempt can reasonably be made, however, to identify the *impact factors* that are moving in the direction desired by the project.

The project document and final report provide facts that can serve as baseline information about the situation in the Kamonyi district prior to the project, namely:

- There was no "legal clinic" in the district;
- The population was dependent on mediators with little or no training, in numbers proportionately inadequate to the number of requests for mediation;
- The exclusivity of the Bar, concentrated in Kigali, and the poverty that is rife in rural areas effectively deny most of the population, especially vulnerable groups, the right to justice.
- The low educational level in rural areas not only militates against the equitable settlement of disputes but fosters injustice.

Given this baseline data, the following can be said about the impact of the project:

- The project improved legal structures and services in the Kamonyi district and contributed to the national decentralization effort, and more specifically, to greater justice at the local level. A clinic was opened and the public mediators, 13 per cell or sector committee, received reinforcements in the form of a network of 80 district residents trained to serve as volunteer paralegals.
- The paralegals' application of their newly acquired knowledge not only raised the basic educational level of part of the district's population but legitimized a significant number of issues that had traditionally been ignored due to lack of means. The services provided to the population instilled in citizens the principles of legitimacy and the right to justice. On a personal level, they led to the lodging of some complaints.
- By including women in the paralegal network, the project promoted representativeness and the defense of women's interests at the local level. While Rwanda is among the world's best examples of women's political representativeness, progress must still be made when it comes to justice for women, especially in rural areas where customary and patriarchal law prevails. This special attention made women more comfortable explaining their problems than they would have been with mediators, who were generally men of an age more inclined to respect customs. This effort complemented a recent initiative by the Ministry of Gender and Family, which in early 2013 introduced the "Umugoroba evenings"—public events to enable women to interact and share advice.
- The project improved the training of INILAK law students, introducing a practical dimension that brought them closer to local issues and realities. By extension, it developed and strengthened the profession and steered its interventions toward neglected rural areas.
- It also significantly raised awareness among Kigali law students about the legal situation and recurrent problems in rural areas and how the law was enforced there year in and year out, as well as the population's low level of education. Some students expressed astonishment at the types of problems in the Kamonyi district, while others said that the

"Ignorance of the law is no excuse", but in reality, laws are passed by Parliament and published in the official gazette, and the people don't know anything about it [...] In the beginning, during the first contact, it was hard to explain things clearly to people, but that soon disappeared, and after two months a book could be written about all the issues and cases handled and explained."

**M. BAGAZA, INILAK student**

project had led them to change their educational or career plans. Certain INILAK students actually chose to write their thesis on a case that they had been involved with during their work in Kamonyi.

### ***(v) Sustainability***

At the time of the evaluation visit in May 2013, five months after the project had ended, the legal aid clinic was still open and the legal aid officer still in her post. Moreover, the paralegals who had been working with the project had joined the HRFRA project financed by the British National Lottery, factors indicative of the HRFRA's stable sustainability strategy.

HRFRA's sustainability strategy is based on the following elements: (i) its partnership with INILAK, which is familiar with the area and the local authorities, and its network stemming from its membership in the Legal Aid Forum; (ii) its network of paralegals, created prior to the UNDEF project with one year of funding from Europe, assembled first in a database and further developed over the three additional years of the project funded by the British National Lottery, and finally (iii) its specialization in land tenure law, a major—if not the main—source of disputes in Rwanda, signaled by the orientation of its new flagship project “Your Land, Your Right.”

The institutional and societal roots of HRFRA and INILAK in Kigali and the Kamonyi district are a sustainability factor that cannot be emphasized enough. Implementation of the project was possible due to the authorities' recognition of the two partners, notably thanks to HRFRA's accreditation, and to past INILAK interventions in Kamonyi. These played a significant role in the success of the activities and laid the foundation for collaboration in the district.

Furthermore, the priority accorded by HRFRA to upgrading the paralegals' skills, and, as an innovative element, those of the students, is testimony to its strategic vision of building human capital. The project sought to create a multiplier effect through the training and experiences of the volunteer paralegals and students, who once it was over, would be able to foster an understanding of the law and the settlement of disputes.

This multiplier effect is also heightened by the booklet on human rights, with 480 copies in print, which should allow the effects of the project to persist, even after it ended.

The project's emphasis on training women paralegals is another key factor in sustainability, as the higher social status acquired through training encourages women to become more invested in their communities, thanks to the mechanisms for recognition and confidence building.

All of these factors undeniably contributed to the organization's financial sustainability, signaled by its regular procurement of substantial funding from an array of donors and the budget restructuring that it proved capable of accomplishing at the start of the project: signs of organizational and financial competence.

### ***(vi) UNDEF value added***

At the project start-up, any civil society organization (CSO) wishing to operate had to obtain annual accreditation. To do so, each CSO had to fulfill a series of requirements (activities reports, description of training and its content, profile of the target group, etc.) A balanced

budget being one of them, UNDEF—at the time, HRFRA’s primary source of funding—helped the organization secure that accreditation.

Since then, thanks to a new law passed in 2013, the accreditation is now permanent. HRFRA is one of the CSOs to have obtained it.

## V. CONCLUSIONS

**(i) *The project offered a highly relevant response to the district’s needs.***

That response was based on a preliminary needs assessment that analyzed the national situation and then, the impact of concentrating judicial resources in districts outside the capital—districts, moreover, with one of the highest levels of poverty in the country. This conclusion is drawn from the observations on the relevance of the intervention.

**(ii)** Furthermore, by agreeing to provide counseling for all cases and ***surveying the population to learn its major concerns***, the project was able to target its activities and ***develop specific tools*** for land tenure and matrimonial disputes. ***This approach led to HRFRA’s subject specialization and the high quality of the interventions in this area.*** This conclusion is drawn from the observations on the relevance and sustainability of the intervention.

**(iii) HRFRA and INILAK met their commitments and even exceeded some of the programmed outcomes. The two NGOs displayed good organizational capacity** and enjoyed the recognition of their peers, which enabled them to move forward with the project. ***They mobilized a not inconsiderable network of volunteers that made possible both extensive assimilation of the content transmitted and the intended outcomes.*** This conclusion is drawn from the comments on the effectiveness and relevance of the project.

**(iv)** Remarkably, ***thanks to the HRFRA and INILAK networks, the project carried out all the programmed activities at minimal cost.*** While this is laudable, it is unfortunate that supplementary funding was not available to guarantee and optimize assistance to the students. This would undoubtedly have increased the value of the initiative, whose outcomes were slightly below its basic ambitions and objectives for lack of a specific strategy and means. This conclusion is drawn from the comments on the relevance and efficiency of the project.

**(v) The project fostered the development of key human capital. It created a network of paralegals in the district.** The higher social status afforded women guaranteed the paralegals’ civic engagement with their communities and ***gave women access***

**to the justice lacking in the application of traditional customary law to land tenure and matrimonial issues.** The deployment of these human resources and the **dissemination of their knowledge legitimized the grievances of each plaintiff**, an important step in ending judicial exclusion.

**(vi) The law students all commented that this experience had raised their awareness, noting its impact on their view of the profession.** According to the statements obtained, some students intensified the experience by making it their thesis topic, as observed in the section on the impact of the project.

**(vii) The project's sustainability strategy was characterized by continuous strengthening of its paralegal network and its specialization in land tenure and matrimonial issues.** These factors undoubtedly contributed to the NGO's stability and the sustainability of its activities. The successive funding received by the NGO attests to this.



## VI. RECOMMENDATIONS

(i) Based on conclusions v and vii, it is recommended that Human Rights First Rwanda Association continue its ongoing effort to build local capacity and upgrade the skills of paralegals. **Further development of the mechanisms for supervising and training the paralegals is desirable to guarantee the quality of their legal counseling and guard against the stumbles observed and reported to the existing authorities** (lack of training, the bias of certain judgments, etc.). HRFRA's assistance to the paralegals, thanks in particular to the continued funding, makes it possible to envision a level of training higher than a basic education.

(ii) In order to optimize the human capital that was mobilized, the evaluators **encourage HRFRA and INILAK to develop a more explicit partnership framework—one, for example, with annual numerical objectives**. A similar project should envision assigning an INILAK resource to monitor the visits and mentor the students as support for the legal aid officer, whose responsibilities should not be focused entirely in that direction. This recommendation follows from conclusions iii and vi.

(iii) **The students' intervention format should be more binding to reduce the risk of absenteeism and maximize the initiative's impact on their professional and personal development**. HRFRA and INILAK should ensure that student participation and certain exercises are graded and count towards a diploma. In this same vein, HRFRA and INILAK could explore the possibility of integral assistance—that is, assistance from beginning to end. This could be done individually or with groups, depending on the practices in place. In any event, an approach of this type would encourage greater responsibility and more intensive work on the ethics of the profession. This recommendation follows from conclusion iii.

(iv) **Finally, it would be desirable to further develop the printed support material and continue distributing it to paralegals with a view to its replication and assimilation**. The material should be more didactic while conserving a flexible format like the one adopted. It should be written in the local language; its length should be reasonable; and the clarity of the examples and visual support, as well as the memorability of the illustrations, should be improved. This recommendation follows from conclusion vi.

## VII. ANNEXES

### ANNEX 1: EVALUATION QUESTIONS

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	<ul style="list-style-type: none"> <li>▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context?</li> <li>▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why?</li> <li>▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?</li> </ul>
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	<ul style="list-style-type: none"> <li>▪ To what extent have the project's objectives been reached?</li> <li>▪ To what extent was the project implemented as envisaged by the project document? If not, why not?</li> <li>▪ Were the project activities adequate to make progress towards the project objectives?</li> <li>▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?</li> </ul>
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	<ul style="list-style-type: none"> <li>▪ Was there a reasonable relationship between project inputs and project outputs?</li> <li>▪ Did institutional arrangements promote cost-effectiveness and accountability?</li> <li>▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?</li> </ul>
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	<ul style="list-style-type: none"> <li>▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address?</li> <li>▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative?</li> <li>▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization?</li> <li>▪ Is the project likely to have a catalytic effect? How? Why? Examples?</li> </ul>
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	<ul style="list-style-type: none"> <li>▪ To what extent has the project established processes and systems that are likely to support continued impact?</li> <li>▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?</li> </ul>
UNDEF value-added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	<ul style="list-style-type: none"> <li>▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc.).</li> <li>▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?</li> </ul>

## ANNEX 2: DOCUMENTS REVIEWED

### **Project documents:**

Project Document, UDF-RWA-09-303  
Mid-term Progress Report  
Memorandum of Understanding  
Project booklet on human rights

### **External sources:**

Rwanda Ministry of Justice – Bar of Lawyers: <http://www.rwanda.rw/justice/index.php>  
Rwanda 2003 Constitution: <http://democratie.francophonie.org/IMG/pdf/Rwanda.pdf>  
Ombudsman Office: <http://ombudsman.gov.rw/>; Annual Report 2010/2011.  
Rwanda Ministry of Education: <http://www.mineduc.gov.rw/>  
Legal Aid Forum: <http://www.legalaidrwanda.org/>

- The evolution of poverty in Rwanda from 2000 to 2011, results from the household survey (EICV), National institute of statistics of Rwanda, February 2012.  
[http://eeas.europa.eu/delegations/rwanda/documents/press\\_corner/news/poverty\\_report\\_en.pdf](http://eeas.europa.eu/delegations/rwanda/documents/press_corner/news/poverty_report_en.pdf)

## ANNEX 3: SCHEDULE OF INTERVIEWS

5 May 2013 – Arrival in country	
6 May 2013	
Job NZOVU RUZAGE	Executive Director, HRFRA
Louis BUSINGYE	Program Coordinator
Robert TURAHEBWA	Dean of the Law Faculty - INILAK
Emmanuel MAZIMPAKA	INILAK Law Teacher in charge of follow up of the Legal Aid Clinic
Baptiste BAGAZA Laetitia MUHORAKEYE Doncille UWINGENEYE Marie Grâce TUYISENGE Alice NIRERE Blaise Pascal NIYIBIZI Denis TWINOMUGISHA Louise UFITABE	Law students at INILAK
7 May 2013	
<i>Travel to Kamonyi</i>	
Clarisse Munezero	Legal officer
Madia NYIRAFARANGA Godeberthe MUKANDAHIRO Annonciata BANYANGIRIKI Cassien NDIMDIKI Philomène MUKASHEMA Veronique NZAMUTUMA	Paralegals from Kamonyi district
Marie Goretti MUREKATETE	Joint Development Action Forum
Novatha DUSABEYEZU Beatha UGINASIM Elina MUKANTWALI Agnès UWIRAGIYE Marie Jeanne TUYISHIMIRE Zaworda UWIMAMA Clémentine MUKANGENZI	Beneficiaries from Kamonyi district
Gaudiane UMUTESI	Project Legal officer
8 May 2013	
Andrews KANANGA	Executive Director, Legal Aid Forum
Elie NIZEYIMANA	Lawyer, Haguruka
Job NZOVU RUZAGE	Executive Director, HRFRA
9 May 2013	
Emmanuel Safari	Executive Director, CLADHO
Christophe HATEGEKIMANA	Information and Documentation Officer, LIPRODHOR
10 May 2013 = travel of the international consultants	
13 May 2013	
Anastase BALINDA	National Secretariat Coordinator for the Community Mediators( Abunzi), Ministry of Justice

## ANNEX 4: LIST OF ACRONYMS

GNU	Government of National Unity
HRFRA	Human Right First Rwanda Association
INILAK	Institute of Lay Adventists of Kigali
JDAF	Joint Development Action Forum
MAJ	<i>Maison d'accès à la Justice</i>
MoU	Memorandum of Understanding
NUR	National University of Rwanda
OSC	Organisation de la société civile
UNDEF	United Nations Democracy Fund

## ANNEX 5: BOOKLET SURVEY

### **Responses to the Survey Questionnaire administered to community members in Kamonyi District in preparation for the writing the booklet on human rights.**

100 persons responded to the questionnaire, and their answers are below:

**1. Have you faced any problems relating to Justice? If yes explain**

70% of them have already problem pending within the justice institutions.

**2. If No do you know anybody who has faced problems in relation to justice? Please explain**

30% of them have friends or neighbors who reported cases to the justice institutions.

**3. In your own opinion What is the purpose of law**

The purpose of the law for them is to settle disputes.

**4. Are our laws easy and user friendly**

80% answered that laws are not simple to understand and most of them are illiterate.

**5. What laws do you frequently encounter**

The laws, they frequently encounter are:

The law on matrimonial regimes, succession and liberalities

The law on land use and management in Rwanda

The law on prevention and punishment of Gender Based Violence

The law on the rights and protection of the child

**6. Kindly tell us what laws you think should be included in this booklet**

The laws they want to be included in the booklet are:

The law related to human rights

The law on matrimonial regimes, succession and liberalities

The law on land use and management in Rwanda;

The law related to the settlement of disputes.