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The Assessment of Climate change Governance of Green Gicumbi project: The use of Political Economy Analysis approach

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Executive Summary

The Government of Rwanda is the foremost actor in development policymaking and stays attentive on transmuting Rwanda into a middle-income country by 2030 and high-income country by 2050. To achieve this, Rwanda needs to produce sustained economic growth and improving socio-economic conditions of citizens. In addition to EDPRS 1&2, Rwanda is implementing the government seven years program that plans to heavily improve standards of living of its people by 2024. Among prioritized socio-economic sectors, building climate change resilience towards conducive livelihoods remains at the top due to the socio-economic returns brought about by investments in climate change projects. It is for such strong government's commitment that the implementation of environment and climate change policy is prominently reflected in the current national budget.

Additionally, the Government of Rwanda welcomed other independent environmental and climate change activists including international development partners, civil society groups and private sector operating in the same area to contribute through their respective mandates and missions to achieve the Government of Rwanda set targets as far as climate change mitigation and adaptation are concerned.

In the framework of the above context, Transparency International Rwanda under its project entitled “*climate Governance Integrity*” conducts the political economy analysis under Green Gicumbi project to inform key implementing entity and other key stakeholders about the project success factors or bottlenecks (political, economic, social, technological, legal and environmental) to inform future policy reforms or project implementation adjustments.

Results of this study indicate the following key findings which need more innovative corrective actions that can cope with COVID-19 for upcoming phases of the project:

- **On the project environmental and institutional architectures, the analysis shows that Rwanda environmental institutional and legal architecture are in place and the project relevance is well documented.**

As far as the implementation is concerned, through the analysis of the role of various actors involved and compliance with available governance tools, below are the identified challenges that

need corrective measures to mitigate their negative impacts on the smooth of the project implementation:

- Majority of respondents on the side of beneficiaries revealed that they are not more aware about and involved in the implementation of green Gicumbi project.
- No risk registers for all project's components to mitigate possibly risks.
- No comprehensive project guidelines for coordinated and monitored implementation.
- Low absorption (32%) rate for transferred funds from the accredited entity to the implementing entity account.
- Very few communication and feedback mechanisms, especially from project implementing entity and local government to beneficiaries.
- Generally, the documentation of the project implementation needs more attention and improvement to ease tracking implementation of the project's activities and learning from implementation's experience.
- As far as gender is concerned, females are more included for the component of employment but less included in the leadership especially in steering committee (11%), Technical coordination committee (26%) while at local level is (20%).

Based on the above-mentioned findings this PEA strongly recommends the implementing entity to adopt more innovative strategies that can serve to increase the awareness of the project among beneficiaries and their active participation in the implementation of the project's activities. Additionally, the project management unit and project implementing unit should address significantly all found issues for smoothly implementing the project

1. Introduction

Climate change is defined by the 1992 United Nations Framework Convention on Climate Change (UNFCCC) as “*a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time period*”. According to the UNFCCC, there is a distinction between climate change which is attributable to human activities and climate change attributable to natural occurrences (Friedrich, 2018).

Current data demonstrates that the climate is changing at an unprecedented rate, with unparalleled levels of human induced greenhouse gas (GHG) emissions, and it is now clear that climate change has become an impediment to the sustainable development of many countries which requires urgent actions for mitigation and adaptation. Although climate change has moved to the top of the global political agenda over the past two decades, national mitigation policies remain a subject of intense debate. Scientists are still uncertain about the exact size and distribution of the long-term economic damages resulting from climate change (IPCC, 2007). As a result, policymakers in some countries remain reluctant to introduce aggressive climate change mitigation policy (Giddens, 2009). However, many countries have often unilaterally cut their emissions over the past twenty years.

Rwanda is highly exposed to climate change factors and conditions in all parts of the country. It is very sensitive and highly affected by climate change. The changes in temperature and precipitations are the primary factors affecting climate-related natural hazards such as floods, landslides and droughts that struck Rwanda in recent years with a devastating effect on the population. The climate change vulnerability index 2015 for Rwanda revealed that the national impact of vulnerability is high (0.428) compared to the potential impact of 0.498.

The large number of people farming on Rwanda’s hilly and mountainous terrain has led to serious environmental degradation due to overexploitation of the soil and extensive erosion which results in soils being washed down the hillsides into the valleys causing extensive sedimentation of the main rivers and other waterbodies. The farmed Northern and Western uplands of Rwanda, important for potato and bean production, are considered the most vulnerable to erosion due to their steeper terrain and higher annual rainfall.

Data from meteorological stations, observations and analysis show that over last two decades, some parts of Rwanda have experienced unusual irregularities in climate patterns including variability in rainfall frequencies and intensity, persistence of extremes like heavy rainfall in the northern parts and drought in the eastern and southern parts. The climate change vulnerabilities have dramatically increased and impacted negatively the agricultural activities and livestock in highlighted parts of the country.

Rwanda, as signatory of the Paris Agreement established in December 2015 to reduce the effects of climate change, has committed like many other Governments to maintain global temperature rise within 2°C above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5°C. Likewise, Rwanda agreed to reinforce the adaptation capacities to face the effects of climate change. The UNFCCC provisions establish that all Parties in the Paris Agreement must “promote and cooperate in education, training and public awareness related to climate change and encourage the widest participation in this process, including non-governmental organizations” (IDB, 2019). The participation from non-Convention actors such as Civil Society and the private sector can increase the Nationally Determined Contributions (NDC) implementation and the commitments that will help Parties achieve the reduction goals of the Paris Agreement on the reduction of climate change. In this context, access to information and other citizen engagement practices may contribute to the effective implementation of NDCs by providing a clear vision of the measures taken towards the Convention objectives (purpose of the transparency framework), mobilizing and enhancing climate change actions and reinforcing mitigation and adaptation actions (Paris Agreement, Article 12).

It is under this perspective that in 2015, Transparency International Rwanda (TI-Rwanda) joined other 10 chapters of Transparency International movement to implement the project entitled “***Climate Governance Integrity***” that was conceived to nurture more integrity, transparency and accountability in decision-making processes and operations climate financing institutions and mechanisms at all levels. During the first phase of this project, more dialogue and advocacy were engaged with governments and other non-state actors and they have resulted into updated environment and climate change policies as well as international commitments to build the climate change resilience.

In addition to the above-mentioned engagement in climate governance integrity by Transparency International Rwanda, TI-RW has included among other project components, to conduct a Political Economy Analysis (PEA) with the aim to understand the extent at which stakeholders' roles and interests can influence the performance and success of the project “**GREEN GICUMBI**”. Indeed, Political Economy Analysis has gained renewed prominence in recent years among bilateral and multilateral organizations, as a way to better understand how political narratives, economic incentives, informal rules and relationships shape the distribution and contestation of power and resources between individuals and groups (McLoughlin, 2014).

As also put by Guillermo (2015), the political economy of climate change, tries, more than anything else, explain and correct the multiple causes (economic, political and social), and the effects generated by this warming; product model of capital accumulation on a global scale based on the extreme inequality and liberalization. It is also true to consider that such corrections are more or less drastic and gradual, under all the relationships involved. According to this Author, it should be noted that, ultimately, GHEs are just one indicator of climate change, so those are not sufficient as an explanation; since this (as well as part of the environmental crisis) should be fought not only in its physical effects but in economic and socio-cultural causes (which have a basis on the mindset of the time).

Considering this evolving context, it is important to undertake a political economy analysis of the climate change responses under the “Green Gicumbi Project” in order to critically review how the choice of regulatory (legal, institutional and policy) instruments is intended to operate, and how this impacts the roles of stakeholders (including the public) as well as the country's progress in addressing adaptation and mitigation.

1.1 The Purpose of this study

This study is one of the components of Transparency International Rwanda Project “*Climate Governance Integrity*”. As Transparency International Rwanda supports effective and sustainable improved livelihoods of the communities through more pragmatic and fruitful responses other than good policies and well-designed projects; this study envisions to help TI-Rwanda to contribute on the successful implementation of Green Gicumbi Project by early signposting areas of risks. To be sure and tangibly contribute to the project success, TI-Rwanda uses the Political Economy Analysis

(PEA) approach to identify and understand the extent at which stakeholders' roles and interests can influence the performance of the project. The findings of this PEA allow to TI-Rwanda to continuously assist the implementing entity and other key stakeholders to understand the key challenges to overcome for the sake of smooth implementation of the project. It is expected that the experience from the implementation of the first phase of the project will enlighten the smooth implementation of outstanding project's phases. Additionally, this work particularly emphasized on the importance of involvement and relationship of local stakeholders in implementation of the project.

1.2 Political Economy Analysis to scan the project implementation

According to the Australian Government, (2016) the Political economy analysis (PEA) is all about knowledge of political dimensions on any context and greatly exploit such knowledge to feed policies and programs' design and implementation. The political economy analysis is also recognized as the process through which ideas, powers and resources are postulated, negotiated, and applied by different parties at various levels (Allouche, 2011). This approach assumes that policy decisions are "not just a rational choice, but are shaped by new ideas, incentives and powers of different actors". Concisely, the political economy analysis approach means the scrutiny of the interaction of political and economic powers in a given society (pact, 2014). It is important to the project implementers to deeply understand local realities related to economic and political interests as well as cultural behaviors that can affect intended project's impacts. The PEA helps to know and understand factors that favor and undermine the project implementation (DIFD, 2009).

1.2.1 Importance of Political Economy Analysis for Project Implementation

The political economy analysis matters in the implementation process of the project, policy and programme. PEA assists project implementers to determine the incentive structure that drives the behavior of individuals and organizations and explains why things work the way they do. It supports the design of change's strategies that try to address the underlying reasons, why problems persist and provides an analytical framework that can help to generate new knowledge and stories that can be shared and discussed (Capability, 2019).

As risk mitigation is the core part of the project management, findings from political economy analysis allows project implementers to timely know risks that may impede the smooth

implementation of the project, the PEA helps them to inform them about risks to be avoided for to achieve success. According to DFID (2009), the political economy analysis facilitates: (1) the shared understanding among project's stakeholders, (2) it better informs policy/programs makers about feasibility and challenges for policies and programs, (3) it provides wide range of dialogue among project/program's stakeholders around key challenges and opportunities.

1.3 Country Development Profile

Since in 2000, the Government of Rwanda (GoR) has embarked with long term development aspirations preceded by vision 2020. Currently, Rwanda seeks to move to Middle-Income Country status by 2035 and to the status of High-Income Country (HIC) by 2050. These ambitions will be implemented through a series of seven-year known as National Strategies for Transformation (NST1) (MINECOFIN, 2017) supported by comprehensive sectoral strategies that aimed at achieving the Sustainable Development Goals.

The Environment and Climate Change management are considered under NST1 as key factors to be considered for reaching sustainable development. If the environment deterioration and climate change shocks are not genuinely addressed, the livelihood will become more threatened on this globe. According to Munasinghe (2002) environmental and climate change issues affect negatively human security through hunger due to floods and droughts, health issues caused by extreme heat and floods, malnutrition, illness, and deaths. The OECD (2015) reiterated that the high temperature results from environment deterioration and severe climate change consequence and it heavily undermines socio-economic conditions. Additionally, it leads to the economic stagnation and persistent poverty especially in least developed countries.

All nations are facing consequences and costs of climate change during 21st century and will pose economic, social, and political predicaments that will challenge the successful implementation of Sustainable Development Goals (SDGs) Koubi, (2016). To cope with environmental damages and climate change effects, the Government of Rwanda adopted mitigation and adaptation programs, policies, and institutional arrangements at all levels of the country. There is a ministry of environment (MoE) that coordinates all environment and climate change policies and programs at national, sectoral, and up to the local level.

1.4 National Environment and climate Change Governance

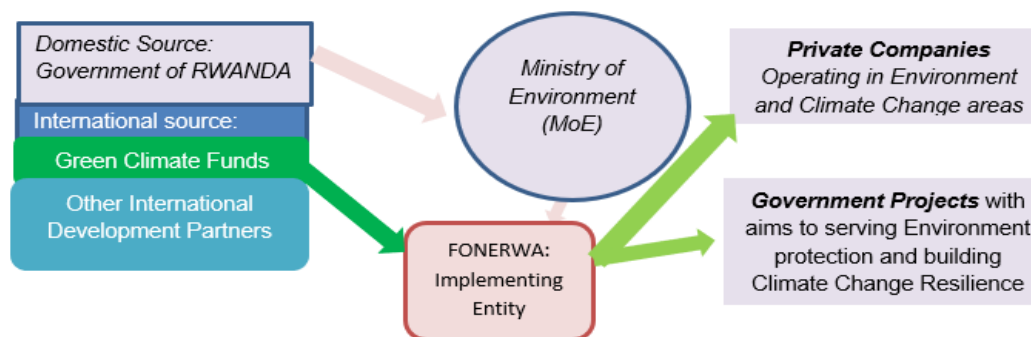
As one of developing countries, Rwanda continues to demonstrate significant efforts to mobilizing more resources retorting to climate change either locally or internationally. This fact shows a strong need of robust climate change governance to ensure the rational use of mobilized climate change funds. In Rwanda, the national climate change institutional structure is set as per both national and international environment protection and climate change funds requirements. The environment and climate change funds are mainly mobilized, disbursed, and spent under national financial management systems and respecting international terms and conditions. Additionally, all operations related to the environment and climate change are coordinated by one coordinating ministry. Mainly the national environment and climate change governance structure is made of the following key institutions:

- **Ministry of Environment (MoE):** It is the coordinating ministry and is the mandated organ to design environment and climate change policies and oversee all national and international environmental and climate change commitments made by the government of Rwanda. It is the same ministry that is accredited entity to satisfy GCF's funding requirements.
- **Rwanda Environment Management Authority (REMA):** It is an affiliated institution to the MoE with core mission to promote and ensure the protection of the environment and sustainable management of natural resources through decentralized structures of governance. It is also a designated entity in GCF on behalf of the Government of Rwanda.
- **National Green Fund (FONERWA):** It is national institution in charge of managing and channel environment and climate change funds through public and private projects aim at promoting green growth economy and climate change resilience. FONERWA is the national implementing entity as per GCF requirements to qualify to its funds.

The figure below, illustrates how the funds for environment protection and Climate change resilience projects are mobilized, managed, and channeled to their effective use in Rwanda. As the Government of Rwanda has constantly revealed its commitment to safeguarding the environment and mitigating climate change effects, in its annual budget, always a budget line to implement planned projects responding to the national environment protection and climate change resilience is considered. The domestic funds serve together with funds from worldwide

especially, Green Climate Change (GCF) whose funds are mobilized from developed countries to help less developed countries to be resilience from climate change vulnerabilities. All funds mobilized by MoE and it is all affiliated institutions are consolidated and managed by FONERWA that is mandated to channel them either to private or public successful projects.

Figure 1: Flow of Climate Change Funds Mobilization and Utilization flow



Beside the institutional arrangements, the Government of Rwanda holds its high commitment to deal with environment deterioration and climate change vulnerabilities to achieve high level of resilience through tougher strategic plans. Recently, Rwanda revealed its strong determination to emission-cutting plan to reduce 16% of CO₂ by 2030 (Climate Home News , 2020). In May 2020, Rwanda has submitted its national determined contribution (NDC) to fulfill its commitments aligned to the Paris agreements which its implementation happening through actions allowing the achievement of inclusiveness and sustainable development. Around \$11billion will be disbursed to successfully complete all mitigation and adaptation actions (GoR, 2020). Last year, a new integrated national environment and climate change policy was approved (MoE, 2019).

This policy was designed in a manner to match with national long terms development aspiration including National Strategy for Transformation (NST1) and Vision 2050 as well as Africa Agenda 2063. It is expected that all those drivers will allow Rwanda to achieve a climate-resilient, low-carbon economy.

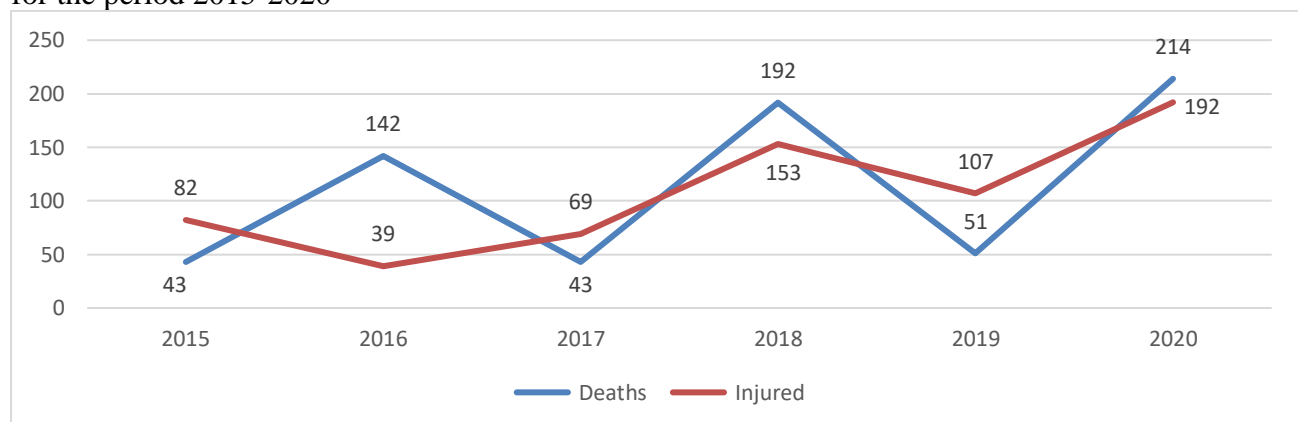
1.5 Country climate change Profile

Rwanda is country characterized by a moderate climate and comparatively high precipitation. Rwanda has four major climatic areas including: the eastern plains, central plateau, highlands, and

regions around Lake Kivu. The eastern plains get between 700 mm and 1,100 mm of a rainfall of per annum, with an annual average of temperature changing between 20°C and 22°C. The annual rainfall benefited by central plateau region is between 1,100 mm and 1,300 mm, with an annual mean temperature of between 18°C and 20°C while the highlands (the Congo-Nile Ridge and volcanic chains of Birunga), enjoy an annual rainfall of between 1,300 mm and 1,600 mm, and an annual mean temperature ranging between 10°C and 18°C. Areas nearby Lake Kivu and Bugarama plains have an annual rainfall of between 1,200 mm and 1,500 mm, with an average temperature of between 18°C and 22°C per annum (MINIRENA, 2010). Rwanda is gradually facing climate change's effects and characterized by heavy and unpredictable rainfall forecasted to increase by 5% to 10% (REMA, 2017).

The past climate change experiences have posed various challenges for different regions of the country and significant socio-economic negative impacts. The mountainous west has heavily faced erosion, some parts of the central, north, and south have experienced severe floods, and the east and southeast have experienced droughts and desertification. The above stated regions faced too issues related to food security as most their habitants rely on the agriculture and pastoral activities (Ministry of Foreign Affairs of the Netherlands, 2018). In City of Kigali for years of 2013 and 2014, climate change effects especially floods have ravaged a net profit of urban businesses worth to 22% of 350 businesses (Tsinda, 2019). Additionally, for last five years, the climate change has adversely affected the livelihood in Rwanda where 685 deaths and 642 injuries of people were reported by Ministry of Emergency Management (MINEMA).

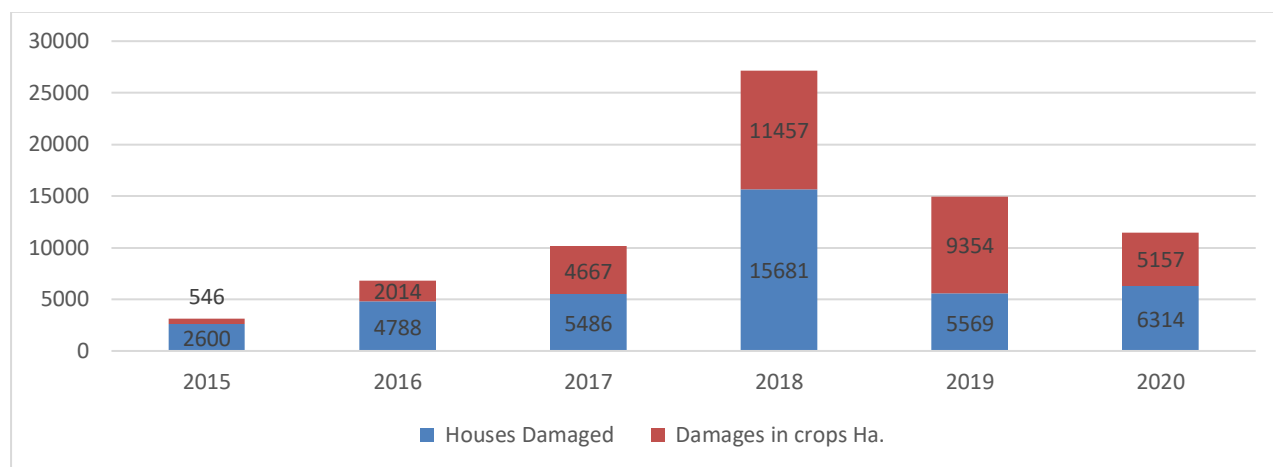
Figure 2: Trend of Deaths from and Injury caused Floods, Landslides, Rainstorm and Windstorm for the period 2015-2020



Source: Ministry of Emergency Management (MINEMA) 2015-2020

Apart from costing lives of people, disasters from the climate change have destroyed a significant number of houses and hectares of crops. For the above-mentioned period, 40,438 houses and hectares 33,194 of crops were damaged countrywide as per figure 2. Dangerous events such as droughts have had dramatic impacts across the important economic sectors including agriculture, infrastructure, and health. Droughts have affected the highest number of people in Rwanda. Floods alone has affected 2,012,150 people for the period of 1974-2018 (UNDRR, 2020).

Figure 3: Houses and Crops Damaged by Floods, Landslides, Windstorm for the period 2015-2020



Source: Ministry of Emergency Management (MINEMA) 2015-2020

It is in the line with the above stated context that the GoR continues to implement different mitigation and adaptation projects including the biggest project named “Strengthening climate Resilience in Rural Communities in Northern Province”. This project was proposed by the Government of Rwanda and was largely funded by GCF to increase the resilient livelihood in northern province in 9 sectors of Gicumbi district.

2. Objectives of the PEA

It is based on the robustness of the PEA approach that Transparency International Rwanda (TI-Rwanda) would like to use it to contribute on the implementation of the project of “Green Gicumbi Project”. Generally, the main objective of TI-Rwanda is to ensure the integrity, transparency, and accountability in use of funds allocated to this project to achieve the intended project’s results. Specifically, this work will respond to the following objectives:

- Map all key institutions that are directly and indirectly involved in the implementation of Green Gicumbi project.
- Determine the institutions 'powers and interests in the implementation of the project.
- Deeply assess all possible risks/challenges related to the project governance, financial capacity, weather, corruption, delays that may undermine the anticipated project's impact.
- Assess beneficiaries' values and behaviors on climate change mitigation and adaptation project.
- Scrutinize the level of beneficiaries' awareness and participation in the implementation of Gicumbi Green Funds in their respective locations.
- Review of transparency and accountability tools in place to ensure a fair distribution of project's benefits among beneficiaries.
- Analyze the level of flexibility regarding the climate change project's funding conditions (disbursement settings between funding entity and implementing entity).

3. Methodology

This section provides details on the methodology used in this study. Precisely, it describes methods, study population and sampling plan, data collection process, data analysis and report drafting, quality assurance and core ethical considerations.

3.1 Study population and sample

Considering the aim of this study, the study population includes Rwandan population aged from eighteen (18) years living seven sectors of Gicumbi District, and directly benefiting from the implementation of Green Gicumbi Project. Additionally, population includes staff from implementing entity (FONERWA) and Gicumbi district (7 sectors).

This study was much informed by qualitative data collected using purposive sampling technique whereby participants from beneficiaries were selected based on the project's components from which they have benefitted from it. As construction of radical and progressive terraces as well as forest management activities were largely implemented compared to other project's activities in the first phase of the project implementation, three farmers including site elected leader were selected. The motivation of selecting the cooperative/site leader was that he/she has been elected

by peers and represents them. Thus he/she can provide more and relevant information from his/her group related to the impacts of the project on their livelihood. The provided information can help the local administration and implementing entity to know the level of beneficiaries 'appreciation towards the project's outcomes.

On the side of direct implementing entity and District, the selection of respondents was based on their professional affiliation, especially whose responsibilities are closely linked to the project scope. Thus, seven FGDs were conducted in all seven sectors where the project activities have started. Generally, respondents were executive secretary of the sector, agronomist, and staff in charge of forest in the sector where it was applicable. During the process of collecting qualitative data, the project implementing unit was visited to provide information related to the progress of the project implementation. The chart below summarizes source of qualitative data.

Figure 4 Main Categories of Respondents



3.2 Data collection

This study has used qualitative approaches including literature review, mapping, Key Informant Interviews, and heterogeneous Focus Group discussions (FGDs).

The literature review served to review the importance of political economy analysis in the project implementation. Additionally, desk review underlined the importance of involvement and awareness of stakeholders in the project implementation. The mapping technique was used to map all direct and indirect stakeholders involved in the implementation of Green Gicumbi Project. Focus group discussions have been conducted to collect information related to the impact of project implementation phase 1 on the livelihood of beneficiaries. This study used heterogeneous FGDs to collect qualitative data from beneficiaries, local government and project implementing entity. Respondents were purposely proposed, the below figure indicates types of FGDs conducted.

Table 1: Category of Participants for FGDs

No	Category	Respondent per category	Number of sectors	Number of respondents	Conditions for being respondent
1	Beneficiaries	3	7	21	One Cooperative/site Leader + at least 2 beneficiaries
2	Local Government staffs	≥ 2	7	≥ 14	Executive secretary, agronomist, Staff in charge of forest management and sector engineer
3	FONERWA (Implementing Unit)	≥ 3	NA	≥ 3	Working closely with beneficiaries' engagement, terraces construction and Forest management project activities.

Key informative interview observation was conducted from selected practitioners working in coordinating and implementing entities (MoE and FONERWA). They were interviewed about their roles and responsibilities towards intended results.

During collection of qualitative data, attention was given to the glance of available evidence that proving the awareness and participation of all key stakeholders in the implementation of the above-mentioned project. The same practice has been applied for the scrutiny of other indicators in this

study. The availability of hard and soft facts including reports, lists, videos, and photos were rated in different colors to indicate the status of documentation for each project's activity implemented. The table below has been used to rate the availability of documentation's facts.

Table 2: Rate of available facts for implemented project Activities

RATING CRITERIA	RATING COLOR
No evidence	Red
Few evidence	Yellow
Moderate evidence	Blue
Normal evidence	Light Green
High evidenced	Green

4. Presentation of Findings on the Implementation of Green Gicumbi Project

This section is dedicated to present details on the implementation status of the Green Gicumbi Project. The findings presented in this part underline what happened during the implementation of the first phase for Green Gicumbi Project in 7 sectors of Gicumbi district where the project has been started during the period of this study, project's activities were not yet started in 2 sectors.

4.1 What is Green Gicumbi Project

The Green Gicumbi Project is a nickname of the official project known as “Strengthening climate Resilience in Rural Communities in Northern Province”.

The “Green Gicumbi Project” is a six-years cross-cutting (mitigation and adaptation) climate change response project of US \$ 32.8 million funded by GCF to the Government of Rwanda through the MoE in Gicumbi District, Northern Province to increase the resilience of communities vulnerable to climate change. It is expected that 150,000 residents will directly benefit from this project while more than 380,000 people will indirectly enjoy its positive externalities. The project is being implemented in nine sectors of Gicumbi District namely Kaniga, Rubaya, Cyumba, Byumba, Manyagiro, Rushak, Shangasha, Mukarange and Bwisige.

4.2 Key Components of Green Gicumbi Project

This project helps to environment conservation and climate change resilience through four main components mentioned and described hereafter:

- ✓ Watershed Protection and Climate Resilient Agriculture: Most of activities of this component are focusing on the works aimed at protecting Muvumba watershed. Key to intervention actions include the construction of gully plugs and check dams, infiltration ditches and cook stoves as well as plantation of trees, shrubs, and bamboo on 30km.
- ✓ Forest Management and Sustainable Energy: Trees will be planted on 1,375 Km, 50ha of agroforestry, 1,250ha of forest rehabilitation.
- ✓ Climate Resilient Settlements: This includes with the construction of 200 units of green houses in Kaniga and Rubaya sectors with 2,300 domestic biogas units and 8 institutional biogases.
- ✓ Knowledge Transfer and Mainstreaming: 73,960 community members and 780 staff from government and civil society will be trained on climate resilient forestry and construction, watershed management and green settlements and 40 tree nurseries, tree growers and beekeeping cooperatives established.

4.3 Why is Being Implemented in Gicumbi District?

Though 2018 Climate Change Vulnerability Index in Rwanda reported the Northern Province among lowly affected provinces by Climate Change effects as it has a highest number of 160 household affected by floods relatively to other provinces and the districts of Gicumbi and Burera share the rank of being most vulnerable districts in North (REMA, 2019). The intensive rainfall resulted into severe floods and landslides was stated among main causes of high climate change vulnerability in Gicumbi district.

4.4 Main Funding Institutions

This project has been funded by four institutions namely GCF, GoR, Gicumbi District and Wood Foundation. The image below indicates the amount from each partner.



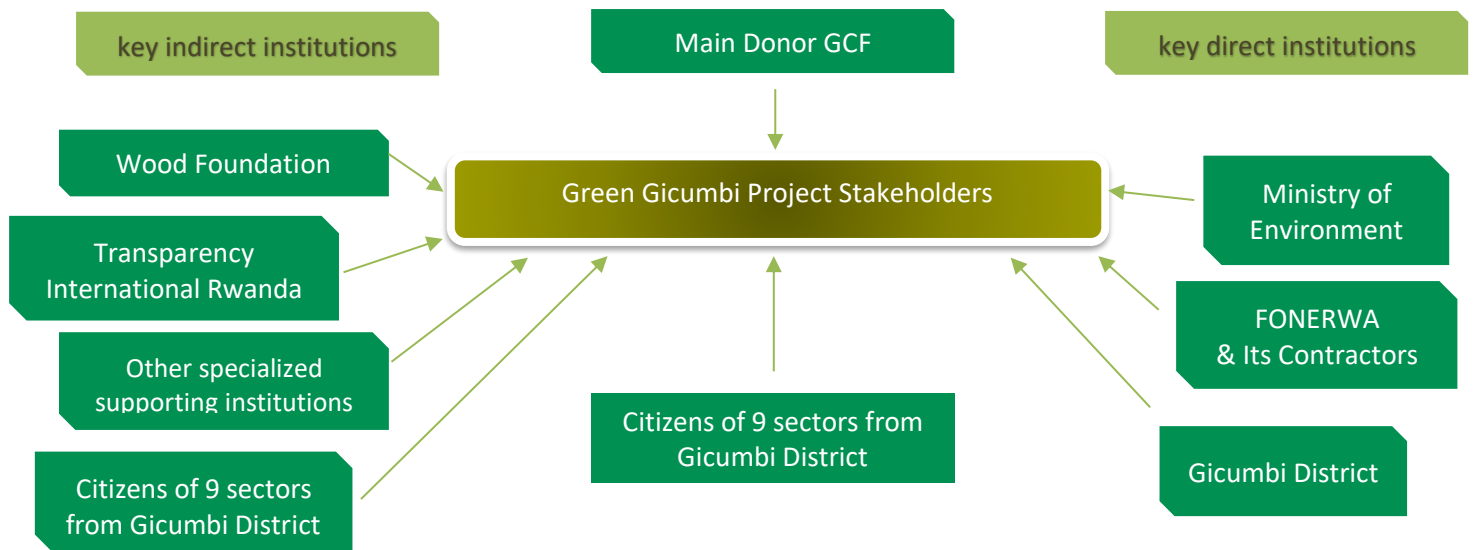
Source: <https://www.environment.gov.rw/news-detail/rwanda-to-launch-major-green-growth-investment-to-strengthen-climate-resilience-in-gicumbi-district-1>

4.5 Key Institutions Involved in implementation of Green Gicumbi Project

It is very critical for project implementers to identify and possibly understand stakeholders' interest on a project for achieving appropriate and sustainable results. An undoubted experience in the project management is that overlooking internal and external project stakeholders' expectation affects the success of the project (Siegelau, 2005).

It is against the above fact that this part intends to map key institutions that are directly and indirectly involved in the implementation process of the Green Gicumbi Project. The chart below summarizes key direct and indirect institutions operating in the areas of environment protection and climate change resilience programs appertain to the implementation of Green Gicumbi project.

Figure 5 Key stakeholders of Green Gicumbi Project



The above chart summarizes several institutions such as governmental and other non-governmental institutions including civil society organizations and private companies involved in green Gicumbi project. Apart from the GCF's role of funding the green Gicumbi project, the table below indicates detailed of expected roles to be played by each entity towards successful implementation of this project.

Table 3: Key Direct Government Stakeholders involved in Green Gicumbi Project

No	Institution	Played role in the implementation of Green Gicumbi Project
1	Ministry of environment	<p>Responsible for:</p> <ul style="list-style-type: none"> - Fund's mobilization and governance arrangement between Government of Rwanda GCF - For overall green Gicumbi project governance and coordination - For the documentation of the overall impacts achieved by this project compared to the national determined contribution to reduce climate change vulnerabilities
2	FONERWA	<p>It is mainly responsible for:</p> <ul style="list-style-type: none"> - Project funds management (from accredited entity) - Planning cycle of the project activities - Project procurement with caution to due diligence to have competent and affordable contractors - Project human resources management - Financial and operational reporting (monthly, etc...) - Assisting the district in capacity building of beneficiaries (<i>trainings, learning tours, etc...</i>) - Financing community grants and managing a Community Adaptation funds
3	Gicumbi District	<p>It is mainly responsible for:</p> <ul style="list-style-type: none"> - To facilitate the project implementation through community mobilization, - Providing project components activities through District Single Action Plan and imihigo for each of the project implementation - Ensuring that all proposed project activities are included in the annual budget and procurement plan as well - Ownership of the project outcomes

Besides the above government entities with mandated to deal with environment and climate change policies at wide and specific range, there are other important stakeholders that play other specific roles with greater impact in the implementation process of green Gicumbi project. Next category underlines that green Gicumbi project is a multi-stakeholders project.

Researchers such as (Xin Liang, 2017) indicated that a project with many stakeholders that play different roles towards the implementation of the project may lead to highest achievements once

the coordinating entity becomes smart enough to gain a lot from stakeholders' involvement both in terms of information and commitment. This category encompasses public and private institutions with different mandates but to some extent supporting environment protection and climate change resilience initiatives. The setup of the green Gicumbi governance structure follows the model proposed by IIED (2020), underlines that the good governance for resilient climate change should be more integrated where local authorities, citizen groups and the private sector need to work together, and with institutions at national and at global levels, to address environmental and climate change issues.

Table 4: Other Stakeholders with a key role of catalyzing successful implementation

No	Institution	Played role in the implementation of Green Gicumbi Project
1.	Citizens from 9 sectors in Gicumbi district	Responsible for: <ul style="list-style-type: none"> - Making commitment and facilitate to provide their land for implementing project activities relates to the terraces and forest management that respond to the watershed protection components - To supply their labours during the implementation of project activities that need intensive labour - Sustainably safeguard the assets/outcomes resulted from the project implementation.
2	Transparency International Rwanda	Plays a cross-cutting role of: <ul style="list-style-type: none"> - Ensuring transparency and accountability in the implementation of each project activity, - Conducting an independent analysis of the project implementation status with aim to provide to members of the steering committee tangible facts on the implementation status and experience.
3	Other supporting institutions: RAB, NAEB, REG, RTDA, RHA, NIRDA, RWFA, WF, METEO-RWANDA and UTAB	Each of the listed institutions will support the project implementation by providing technical support related to its mandate.

Each of the above-mentioned institutions, needs to excellently plays its roles towards the smooth implementation of the project. For example, if the mobilization which is mainly under the responsibilities of the Gicumbi District, went wrong, citizens would not be welcoming the project,

thus no sustainable project impacts will improve citizens' livelihood as well as no climate change resilience will be achieved.

Additionally, if there are more grievances related to lack of transparency and accountability not disclosed, the community will point fingers to Transparency International Rwanda as specialized in such matters to not adequately monitor and timely inform other project's stakeholders to address these issues. Additionally, if project activities delayed, the most institutions to be answerable will be MoE and FONERWA. Continuing to hypothesize many practices that may happen if each stakeholder fails to effectively play its roles is to try to underline how the roles for each stakeholder need to consciously be played to achieve expected project's results.

4.6 Green Gicumbi Project Governance Structure

Green Gicumbi Project has a list of organs that assist in helping the implementation. The table below indicates different organs of the project from the highest to the lowest one.

No.	Organ	Members	Responsibilities
1	Steering Committee	Government entities: <ul style="list-style-type: none"> - MoE, FONERWA, MINAGRI, MININFRA, MINALOC, MINECOFIN, RHA, REG/EDCL, RWFA, REMA, RDB, NAEB, RAB. - Private companies: WF - CSOs: TI-RW 	Under the leadership of PS of MoE steering committee is responsible for: <ul style="list-style-type: none"> - Overall project's coordination and decision-making - Budget approval - Ensuring the project delivers its outputs and achieves its outcomes. - Reviewing project progress and evaluations, and facilitates implementation - Providing guidance to the PMU.
2	Technical Committee	MoE, FONERWA, RTDA, RHA, REG/EDCL, RWFA, NAEB, RAB WF, TI-RW, RWANDA METEO, NIRDA, UTAB, Gicumbi District	This organ is responsible for providing technical assistance related to their areas of expertise to facilitate implementation of project activities like their mandate

3	Project Management Unit (PMU)	Recruited project management team with specialized knowledge and skills. The team includes (Team Leader, Strategic Advisor, Financial Management Specialist, Procurement Officer, Accountant, Legal Advisor, Internal Auditor, Communications Specialist, Office Manager	<p>The PMU is responsible for:</p> <ul style="list-style-type: none"> - Daily management of the project activities by delivering needed inputs and outputs - Project financial management and financial reporting - Project monitoring and evaluation
4	Project Implementing Unit (PIU)	<p>It is made of Technical team with special skills related to project components:</p> <ul style="list-style-type: none"> - Watershed protection and agriculture specialist - Forest management specialist - Infrastructure specialist - Climate resilient agriculture specialist - M&E specialist 38. Social safeguards specialist (including gender) - Environmental safeguards specialist - Trainer (capacity building specialist, - Administrator for Gicumbi office 	<p>The PIU is responsible for:</p> <ul style="list-style-type: none"> - implementation of the project activities - work with communities and District staff to ensure the sustainability of the project - Capacity building of beneficiaries - Documentation of project results and lessons learnt to serve the future planning of the similar projects.

5	Community Consultation Committee (CCC)	It is at the sector level and is chaired by Executive secretary of the sector and composed of Agronomist, PSF, CSOs.	Key responsibilities include: <ul style="list-style-type: none"> - Planning and M&E of project activities at community level. - Community discussions, community consultations. - Mobilizing community participation and facilitating communication. - Output evaluation, lesson learning; and - Independent point of entry for the grievance process.
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4.7 Beneficiaries ‘awareness and participation in the implementation of Gicumbi Green project

The level of awareness and participation of beneficiaries in the Green Gicumbi project was qualitatively analyzed during this study. For all seven sectors where the project has started, selected groups of beneficiaries have been interviewed whether they were consulted or not in the planning phase of the project or before starting project activities in their localities. Most of respondents where terraces were constructed, and where trees were cut for planting new trees reported that they were not timely consulted at all. During the FGDs beneficiaries articulated on the facts that they were not consulted in the following statements:

- We heard about this project during the community meeting as an announcement.
- Suddenly we waken up and founds workers in their crops excavating for terraces construction.
- Others said that they got information about the project activities from workers
- Others said that they heard from the leader of Isibo that they must come to register for jobs for terraces construction but without more details.
- We have seen people destroying our planted crops saying that there are going to make terraces for us for free.

On the other side, the FGDs with staffs from respective sectors where the project has started, they have confirmed that the mobilization about the project activities was done timely and accordingly. Additionally, staff from the project implementation unit (FONERWA) reiterated that citizens were mobilized ahead of time except some few cases where citizens have planted their crops, but they

have been sensitized to accept themselves to deracinate their crops for exchange of good and durable terraces with seeds and inputs as well. FONERWA added that the performance of mobilization would be higher if this would not face the challenges posed by COVID-19.

Findings related to the awareness and participation of beneficiaries in the project implementation are controversial between beneficiaries Gicumbi district and FONERWA. Gicumbi district is tasked to preparing sites and mobilize citizens to own project activities while FONERWA is responsible to implement project aims at building climate change resilience by constructing terraces, forest management and other components of the project.

In fact, the facts of low level of awareness and participation of beneficiaries in the implementation of project's activities alerts that the project implementers need to readjust approaches to involve beneficiaries in the project implementation process. Literature has indicated that deficiency of high level of beneficiaries 'participation during the project implementation may lead to misalliance between the project results and needs of beneficiaries Evode et al., (2017). Involving beneficiaries in the project implementation ensures project implementers whether they are providing the right solution to needs of beneficiaries or not. Beneficiaries' participation helps to sustaining the project results.

Through beneficiaries may have slight influence on the project, it is vital to allow them to take part in the project activities to guarantee that the project is successfully responding to the beneficiaries' needs. Researchers including Cornwall and Nyamu (2004) advocated the use of rights-based approach that provides beneficiaries with possibilities to express their needs and priorities and vest them to hold accountable all involved actors. When you meet farmers, who have their lands where terraces were constructed, claim that they were not aware that their land will be used to construct terraces and they have planted crops that were uprooted by contractors without even compensating them.

Additionally, observation made during this research indicated that most of crops planted in terraces constructed during the first phase of Green Gicumbi Project, will not yield expected harvest due to much sun. During the FGDs, most of beneficiaries articulated on the issues of delays of seeds and inputs that caused them to plant late their crops. Combining the above facts, if nothing is done to deal with these issues, the living conditions of beneficiaries might be affected instead of being improved as it was intended in the project proposal.

4.8 Possible Risks that May Undermine the Project Results

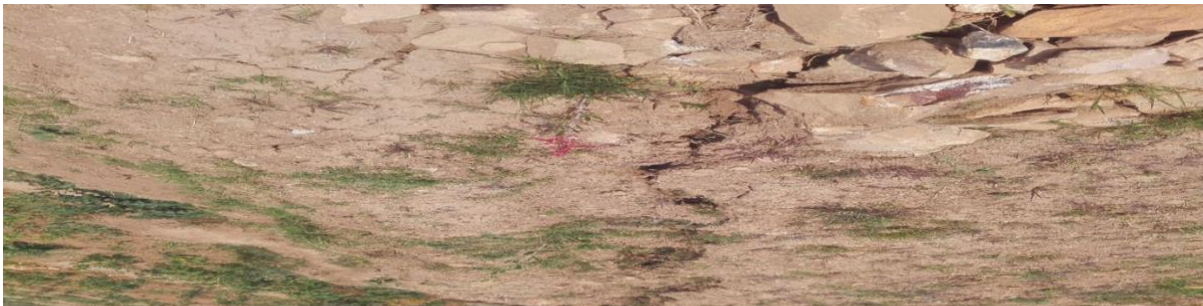
The component of risks management is very important for each project. The risk is an uncertain incident that may produce positive or adverse result to the project package such as scope, schedule, cost, and quality. Ungureanu A. et al. (2015) argued it is necessary to identify, estimate, assess, and control risks for achieving the desired results without deficiencies.

When TI-Rwanda visited the project implementing unit to check and understand the scope of risks and risks management strategies available for green Gicumbi project, no risks register was found. When respondents including project implementing unit and staffs from 7 sectors where the project has started were asked how they can rate how the green Gicumbi project can be undermined by risks relate to the finance, leadership, weather (flood and drought) and individual abuse, they have provided their views as per below risks table.

Table 5: Respondents views on the risk's likelihood and their impacts

Overall impact of the above-mentioned variables						Level of risk
Likelihood	Insignificant	Minor	Moderate	Major	Catastrophic	
	Rare	Leadership	Financial		Flood	
	Unlikely		Individual abuse			
	Moderate			Drought		
	Likely					
	Almost certain					
						Low
						Medium
						High
						Extreme

Though respondents from the project implementing unit and sectors do rate the likelihood of the risks from weather as likely or almost certain to happen, citizens claim being heavily affected by flood in April 2020 which was followed by dry season that came earlier than expected. Heavy rain and dry season, all have affected the crops. The typical examples exist at all site where crops were planted after constructing terraces, no expected harvest. Additionally, some sites of terraces constructed under Green Gicumbi Project damaged by heavy rain after being constructed. Photos below indicate that weather changes had serious effects on crops and constructed terraces.



These photos were taken from Kaniga sector on 20th July, 2020, Kanyaruyonga village where a site of terraces constructed under Green Gicumbi Project.

The photo presented below also was taken in the same site indicating how planted crops were affected by the dry season.



Based on the above facts, repairing the above effects, will need technical and financial resources. The question everyone can ask is who will be responsible for these extra work and loss farmers they have experienced. Nevertheless, the next phase of the project implementation should consider how possible risks will be adequately controlled and managed.

4.9 Monitoring and Feedback Mechanisms for Green Gicumbi Project

The monitoring and evaluation are parts of the project implementation that progressively gather information and assess whether progress is being made towards pre-determined goals and objectives, and to underline either positive or negative effects from the implemented project activities. The lack of understanding of the need for monitoring and evaluation in the project implementation is among the major causes of the project's failure in less developed countries.

According to Hayes M., (2012), appropriate monitoring and evaluation systems allow to project implementers to timely undertake corrective actions. Jump, (2013) added that existence of strong beneficiaries 'mechanisms in the project implementation increases the project efficiency as beneficiaries hold on project implementers accountable through available feedback mechanisms.

TI-Rwanda assessed available monitoring and feedback mechanisms available in the implementation of Green Gicumbi Project that allow the implementing entity to the tracking more information on the implementation of project activities and get feedback on beneficiaries' complaints and appreciation. Respondents from implementing entity and sectors where the project has started confirmed only the use of field visit to track the level of execution of project activities while beneficiaries said that no feedback mechanisms available to them that can allow to interact with project implementing entity as well as with other project stakeholders.

The table below indicates the views of respondents on the monitoring and feedback mechanisms in place for Green Gicumbi Project.

Table 6: Respondents' Views on monitoring and feedback mechanisms for Green Gicumbi Project.

No	Proposed tool	Category of Respondent	Respondents View	Overall Rating evidence
1	Field Visit	PIU	We do the monitoring and hear to beneficiaries through Field visits	
		Staffs at sector	We do the monitoring and hear to beneficiaries through Field visits	
		Beneficiaries	we do not know	
2		PIU	We use community meetings	

	Community meetings-specific to the projects	Staffs at sector	We use community meetings	
		Beneficiaries	Mixed agenda and not enough time for the meeting	
3	SMS	PIU	no	
		Staffs at sector	no	
		Beneficiaries	no	
4	Tool free	PIU	no	
		Staffs at sector	no	
		Beneficiaries	no	
5	Suggestion Box	PIU	no	
		Staffs at sector	no	
		Beneficiaries	no	
6	Dedicated and Specific email	PIU	no	
		Staffs at sector	no	
		Beneficiaries	no	
	Radio talks	PIU	no	
		Staffs at sector	no	
		Beneficiaries	no	

Based on the above snapshot of respondents' views on available monitoring and feedback channels, it is clear that the implementing entity needs to increase more interaction mechanism to maximize the beneficiaries' attention and involvement in the project implementation. If no consideration given to this point, the implementing entity will not have enough information on beneficiaries' appreciation on the project outputs.

Therefore, this may have impact on the overall performance and sustainability of this project. The adoption of more feedback tools indicated in the table 6, will allow for FONERWA to get quick information related to the quality and grievances related to the implementation of Green Gicumbi Project.

Few feedback channels to beneficiaries means that the implementing entity knows less on challenges that targeted group is facing. It is vital for project implementer to conduct context analysis, and willingness of beneficiaries to adapt mechanisms during implementation World Vision, (2016).

4.10 Transparency and accountability tools Applied in Green Gicumbi Project

To successfully implement a project, there must be in place a set of tools that support the delivery mode to channel project benefits to the right beneficiaries. Implementing the project in a transparent and accountable manner needs a roadmap made of clear project implementation guidelines and strong governance structure. According to Bappenas, (2009) project implementation guidelines enhance transparency and nondiscriminatory accountability in the implementation of programs/projects.

This political economy analysis accentuates on the importance of project implementation guidelines, governance structure and benefits distribution commissions as tools to help the achievement of expected project results in transparent and accountable way. During the FGDs with staffs from the project implementing unit, they reported that guidelines are stipulates in the contracts with contractors while staff from Gicumbi district at sector level said that they do not know about project implementing guidelines. Regarding the governance structure of the project staffs from project implementing unit hierarchically know very well all governance structure while at the sector and at the community level they do not fully know all layers of the governance structure of the project. Concerning the commissions in place to distribute project' benefits, all respondents including beneficiaries confirmed that whatever have been distributed was done accurately and by the team. The only things that beneficiaries have questioned are the delays and shortage of seeds and other inputs except in Rushaki sector that they did not complain about the shortage.

The issues of absence of written and clear project implementation guidelines apart from the contracts with contractors (contract is exclusively between client and contractor) will pose the risks of having issues related the project harmonized results for similar project activities in different areas of the project, procurement issues and contracts management issues. To make this query clear, if the project implementation guidelines advise not of constructing terraces during heavy rain the case illustrated in the above photos in Kaniga sector would not happen. Again, sowing seeds when the time is closer to dry season, there is risk of missing rain earlier. Guidelines should be for risk avoidance purposes. Development partners such European Union (2017) revealed that lack of project implementation guidelines poses major challenge in the management and implementation of not achieving a common understanding among projects' stakeholders. Thus, project

implementation guidelines would be availed at each layer of project governance structure and at sector and community level as well.

Table 7 Respondents' Views on Transparency and Accountability Tools

No	Proposed tool	Category of Respondent	Respondents View	Overall Rating
1	Project Guidelines	PIU	No specific guidelines, we use contracts	
		Staffs at sector	No guidelines	
		Beneficiaries	we do not know	
2.1	Project Governance structure (Existence)	PIU	It is in place and functional	
		Staffs at sector	It is in place and functional	
		Beneficiaries	Exist	
2.2	Project Governance structure (Awareness)	PIU	Aware of the whole structure	
		Staffs at sector	Not aware of some layers of the structure (SC, TC & PMU)	
		Beneficiaries	Aware of very few layers of governance structure	
3	Commissions to distribute project benefits	PIU	Exist and very functional	
		Staffs at sector	Exist and very functional	
		Beneficiaries	Exist and very Functional	

Note: Colors indicate the level of availability of evidence in the office PIU and sector / at beneficiaries

4.11 Gender Balance in the Implementation of Green Gicumbi Project

The aspect of female inclusion in the project implementation was taken as an important evaluation indicator due to its importance given to it, during the preparation of green Gicumbi project (MoE, 2018) and as per commitment of the Government of Rwanda to empower women in most government development journey (MIGEPROF, 2008). Inclusion of female in economic activity/project improves their economic capacity as well as growth for welfare for the society

(Bayisenge, 2010). In the context of this assignment, all categories of respondents including beneficiaries confirmed that females have taken more advantages from the implementation of green Gicumbi project, especially when it comes to the employment opportunities. They reported that more than 60% of workers were females in the first phase of the project implementation which was mostly dominated by construction terraces that necessitate intensive labor. Jobs provided in phase one are greater than 40% proposed at the initial stage of the project.

On the side of leadership of the project at Steering Committee (SC) and Technical Coordination committee (TCC), females are least represented. For steering committee, females are 2 out of 18 members which means that females are represented at 11% in the steering committee while for TCC females are 5 (26%) out of 26 members. Additionally, at local level, only females are 25(20%) among 124 members of community consultation committees (CCCs) (MoE, 2020). The low level (20%) of female inclusion at local level underlines that the implementation of this activity scored less than 40% planned in the gender action plan for the green Gicumbi project.

According to Okoro, (2015), less representation of women in the project management may leads to slight package of benefits attributed to that group as they are not well represented in project's decision-making organs. It will be much better to consider females in leadership of other remaining project's activities as well as includes a national body that is in charge of promoting women rights. As the project proposal document considered as an important indicator to widely distribute project's benefits among the community members in Gicumbi District, the implementation process should maintain this context to improve economic conditions of beneficiaries as gender equality in the project implementation reduces poverty and vulnerability and results into socio-economic development (FAO, 2011).

4.12 Absorption of the Project's Funds

Sometimes the smooth implementation of some projects is challenged by delays of funds disbursement (Keng'ara, 2014) or hard funding requirements by donors (Ayoki, 2018). Based on the budget performance report by project implementing unit for the fiscal year 2019/2020, the funds absorption stands at 32% as the implementing entity managed to spend USD1,655,943 compared to the disbursed funds from MoE of USD 5,243,191. During the interview with staff from the project implementing unit, they mentioned that the cash utilization rate is very low due

to the issues posed by COVID 19. They added that there are many project activities that the PIU was unable to implement during the lockdown such as study tours, mobilization sessions with big number of people, procurement processes. When you analyze the budget, performance based on the funds utilized for all project components, the performance rate stands at 78% of the total approved budget for fiscal year 2019/20 of USD 1,892,049. The table below indicates the details for budget performance for all green Gicumbi project components.

Table 8: Funds Utilization for Each Project's Components

	Funds transferred from MoE to FONERWA	USD 5,243,191			
	Utilized funds in USD	USD 1,655,943			
	The balance on BNR account as at 30 June 2020 in USD-Adjusted balance from the outstanding payment	USD 3,587,248			
No	Description/Component	Approved Budget for 2019/2020	Committed	Balance	Performance in %
1	Watershed protection and climate resilient agriculture	647,779,323	496,226,489	151,552,834	77%
2	Sustainable forest management and sustainable energy/communities supported to implement sustainable forest management	690,110,516	541,125,012	148,985,504	78%
3	Climate resilient settlements/human settlement developed and/or modified to increase climate resilience	55,551,117	42,952,441	12,598,676	77%
4	Knowledge transfer and mainstreaming	168,894,954	156,678,455	12,216,499	93%
5	Project Management Unit	329,713,313	240,247,274	89,466,039	73%
	Total	1,892,049,223	1,477,229,671	414,819,552	78%

Source: FONERWA Green Gicumbi Project, Budget Performance for the year 2020/2021, July 2020.

It is reasonable that the remaining 22% of none spent budget can be attributed to the COVID 19 pandemic issues. But there is question arises from the budget performance report, why the Accredited entity (MoE) disbursed budget (USD 5,243,191) which is more than annual approved budget (1,892,049). There is a need of justification of this earlier funds' transfer from the MoE

while the budget should go through approval process by the steering committee of the project. Project management practitioners revealed that factors that mostly contribute to low cash utilization include institutional factors related to the lack of consistency in coordination, poor planning and political instability, among others (EU, 2013).

As there is no political instability in Rwanda, thus low funds ‘absorption might be attributed to the planning and managerial issues in the sight of donors and other project stakeholders. The accredited entity and implementing entity must dynamically adopt new approaches to catch up with expected level of project implementation and funds absorption otherwise the low rate of funds absorption is not a good indicator for donors. New project implementation models should be developed and adopted to cope with COVID 19 pandemic context.

4.13 Other Assessed Indicators Related

As the aim of this study was to use the political economy analysis approach to understand the context through which green Gicumbi project is being implemented, the additional indicators listed in the table 9 were analyzed due to the impact they may have to the project performance.

Table 9: Other Assessed Indicators

No	Indicator	Category of respondents	Findings
1	Financial Capacity to implemented green Gicumbi Project	PIU	Respondents from the implementing unit, said that though currently the World and national economies are facing the effects of COVI19 pandemic so far, no recognized market fluctuations in terms of price changes that may harm the project implementation in terms of finance. The planned budget is still matching with the planned budget.
2	Beneficiaries’ values and behaviors that may undermine project implementation	Staffs from: PIU, Sectors	Respondents underlined few cases of resistance to some project activities (terraces and forest management). Respondent from local government and PIU confirmed that few citizens have started to spread rumors at the beginning of the project implementation that the land used for terraces will be for government not for citizens. But local authorities said that they

			<p>have tried to deal with this issue through more explanations to beneficiaries.</p> <p>After getting such views on this point, the research team, proceeded to ask the same question to beneficiaries and they highlighted that they generally appreciate the project activities, especially radical terraces but they are not happy of the way the implementation was done as they uprooted their crops and cut their forest without any dialogue to agree upon the implementation approach that would not negatively affect their livelihoods.</p>
3	Funds disbursement conditions	PIU	Respondents from PIU said that no issues experience till now related to the funds' disbursement from funding institutions.

4. 14 Conclusion and Policy Recommendations

This political economy analysis allows project's stakeholders, especially project implementers to have a clear understanding about the context in which the project is being implemented. This study was mainly commissioned to analyze the distribution of power among stakeholders that are directly and indirectly involved in the implementation of green Gicumbi project; how their roles and responsibilities can affect the success of the project.

Additionally, this work analyzed other factors that constrain the overall implementation of the project namely: participation of beneficiaries, risk management, availability of communication and feedback mechanisms, documentation of the project implementation, gender inclusiveness and project governance structure.

Results from this PEA, revealed low level of beneficiaries' awareness on the project and participation in the implementation of project's activities during the implementation of first phase of Green Gicumbi project. Additionally, results indicated that the aspect of risks management was not fully framed following the nature of each project activity. The PMU and PIU were found with very few communication and feedback mechanism in place to ease interactions with beneficiaries, project implementation guidelines were also not in place during this study.

Furthermore, it was evidenced by findings that beneficiaries are not much aware of project governance structure which is a tool to enhance transparency and accountability in the project implementation. As far as gender equality is concerned, females are less represented in the key project governance organs to allow them to partake in decision making. Not least of all, the funds absorption was found very small compared to the transferred funds from accredited and coordinating entity to the implementing entity.

As the intention of this PEA, was to inform all stakeholders about risks that may affect intended results from the project, TI-Rwanda recommends and proposes strategies as per table 9 to timely adjust underlined gaps for the smooth project implementation.

Table 10: Key findings indicate that there might be special policies/strategies to achieve intended outcomes for green Gicumbi project.

No	Key Findings	Implication on the project performance	Recommendations
1	Low level of awareness and participation of beneficiaries for the project	<ul style="list-style-type: none"> - The project might not respond to the real community needs if beneficiaries are not fully engaged in the project's implementation - Poor project sustainability due to the lack of sense of ownership among beneficiaries 	<p>Promotion of demand-driven interventions. If the communities are empowered and engaged with the project management and local government to play a decision-making role of constructing their terraces and renew their forests, the benefits of continuous practices and sustainability of project's results can be maximized. Additionally, beneficiaries 'engagement handle the issues of dissatisfaction of project's implementation.</p> <p>The implementing entity should progressively encourage the greater beneficiaries' participation in all aspects in the implementation of green Gicumbi project through beneficiary consultation and participatory planning as well as community development support.</p>
2	No risk management register/plan	<p>Losses of expected project results:</p> <ul style="list-style-type: none"> - Very low production for crops planted during the sunny season in Kaniga, Rubaya, Rushaki and Cyumba. - Destruction of constructed terraces during the heavy rain in the site of Kanyaruyonga in Kaniga Sector 	<ul style="list-style-type: none"> - To avoid planting crops when it is near the dry season until proper irrigation systems will be availed as mostly droughts cause losses of farmers and the government' investments, - The investment during the heavy rains also should be avoid as more crops and lands are heavily affected during such time
3	only one approach (field visit) for monitoring and	Project implementers may miss more feedback and information from the side of beneficiaries, misled the project delivery model	The project implementing entity should avail more interaction channels with beneficiaries. Though some channels seemed to be less applicable during this COVID 19 pandemic, the implementing entity can use for example: SMS-multimedia, Radio talks, toll free, social media where it is possible, and

	feedback from beneficiaries		dedicated emails. Then in normal conditions the following channels can be more effective: dedicated meeting, this means to have a community meeting which must focus on a specific agenda not missing up several things in one meeting. Field visit and suggestion boxes also can work.
4	No comprehensive project' guidelines	<ul style="list-style-type: none"> - Lack of harmonized project's results for similar project activities - Procurement issues (contracts management issues). - Lack of common understanding on the project by stakeholders 	Project guidelines should be developed from the coordination level up to the community level for the risk avoidance purposes.
5	Low rate of funds absorption for fiscal year 2019/20	<ul style="list-style-type: none"> - Low rate of funds absorption is not a good indicator for many donors. Sometimes it may mean issues related to the lack of consistency in coordination, poor planning of the project implementers. - Additionally, for Public financial management practitioners' low funds absorption is reported as idle funds which is also linked to the poor planning. 	It will be much better to transfer only the approved budget by steering committee to be transferred from accredited entity to implementing entity otherwise everyone can ask him/her(self) why to transfer the funds which will not be used.

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