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**MONITORING  
STRATEGIES AND TOOLS OF UNITY AND  
RECONCILIATION WITHIN INSTITUTIONS  
BASED IN RWANDA**

**Kigali, April 2015**

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## **List of abbreviations**

**NURC** : National Unity and Reconciliation Commission

**IT** : Information Technology

**NGO** : Non Governmental Organization

**RDB** : Rwanda Development Board

**RGB** : Rwanda Governance Board

**U&R** : Unity et Reconciliation

## 1. Introduction

The National Unity and Reconciliation Commission was established in March 1999 by the law n° 03/99 of 03/12/1999, which was modified and complemented by the law n° 35/2002 of 11/14/2002 and law no 35/2008 of 08/08/2008. The principle of setting up the NURC was reaffirmed by Article 178 of the Rwandan Constitution of 4<sup>th</sup> June, 2003 as amended to date. Drawing from Rwandans' aspirations for change in the post-genocide era which are centred on peace, unity and development, the vision of the NURC is to 'strive for a peaceful, united and prosperous nation'. Thus, NURC is mandated to promote unity and reconciliation amongst Rwandans.

The Government of Rwanda has enacted the law No. 40/2013 of 16/06/2013 modifying and complementing the law No 35/2008 determining the organization and functioning of the National Unity and Reconciliation Commission. It modified and complemented article 4, this law provides for the responsibilities of the NURC among which is the responsibility to **'closely making follow up on how public and private institutions, local or international organizations operating in Rwanda, leaders and Rwandans in general, comply with the national unity and reconciliation principles and policies.'**

The enactment of law No.40/2013 stresses the recognition by the Government of Rwanda that reconciliation is a complex and cross-cutting issue and as such must be reviewed accordingly whenever necessary. Also, it is an ample recognition by the Government that reconciliation is not only a multi-level but also a multi-actor process which has to be achieved at individual, institutional, community and national levels.

Over the last 15 years of its existence, NURC has registered tremendous achievements in regard to its mandate and responsibilities. Indicatively, between 2009 and 2012, it showed great achievements in the areas of civic education consolidation, education for peace and conflict management, capacity building for NURC staff, strengthening partnership with other stakeholders for the implementation of the national policy of unity and reconciliation. As of October 2010, majority of Rwandans (95.2%) were confident that the country is going into the right direction in terms of reconciliation as well as democratic governance (NURC, 2010:30)<sup>1</sup>.

Despite the fact that the above past progresses are encouraging, they also reaffirm that reconciliation remains a process, not attainable immediately but requiring continuous efforts by all concerned actors towards a shared future.

In the past, NURC has conducted research to monitor unity and reconciliation in Rwanda, focusing mainly on individuals and communities. Recently, a Presidential Order N°. 03/01 of

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<sup>1</sup> NURC (October, 2010), *Rwanda Reconciliation Barometer*, Kigali

19.01.2015 was enacted, aimed to determine modalities used by the National Unity and Reconciliation Commission for monitoring and carrying out in depth analysis on acts hindering unity and reconciliation of Rwandans with the aim of rebuilding and maintaining Rwandan unity.

Considering that institutions can have a power to influence the Government, policy makers and the public in general, NURC has found that it is important to focus on monitoring the unity and reconciliation in public institutions and private institutions, and accordingly it has resolved to develop the present document on **“unity and reconciliation monitoring strategies and tools in institutions operating in Rwanda.”**

## **2. Objectives and methodology**

This section highlights the objectives of this monitoring strategy and tools document as well as the methodology used to come up with the monitoring strategies, data collection and analysis, and reporting results on the state of unity and reconciliation in institutions operating in Rwanda.

### **2.1 Objectives of the document**

#### **2.1.1. General objective**

The general objective of this document is to develop strategies and tools of monitoring of unity and reconciliation within institutions based in Rwanda, to ensure the implementation of the principles and the National Policy of Unity and Reconciliation with the purpose of maintaining Rwandan unity.

#### **2.1.2. Specific Objectives**

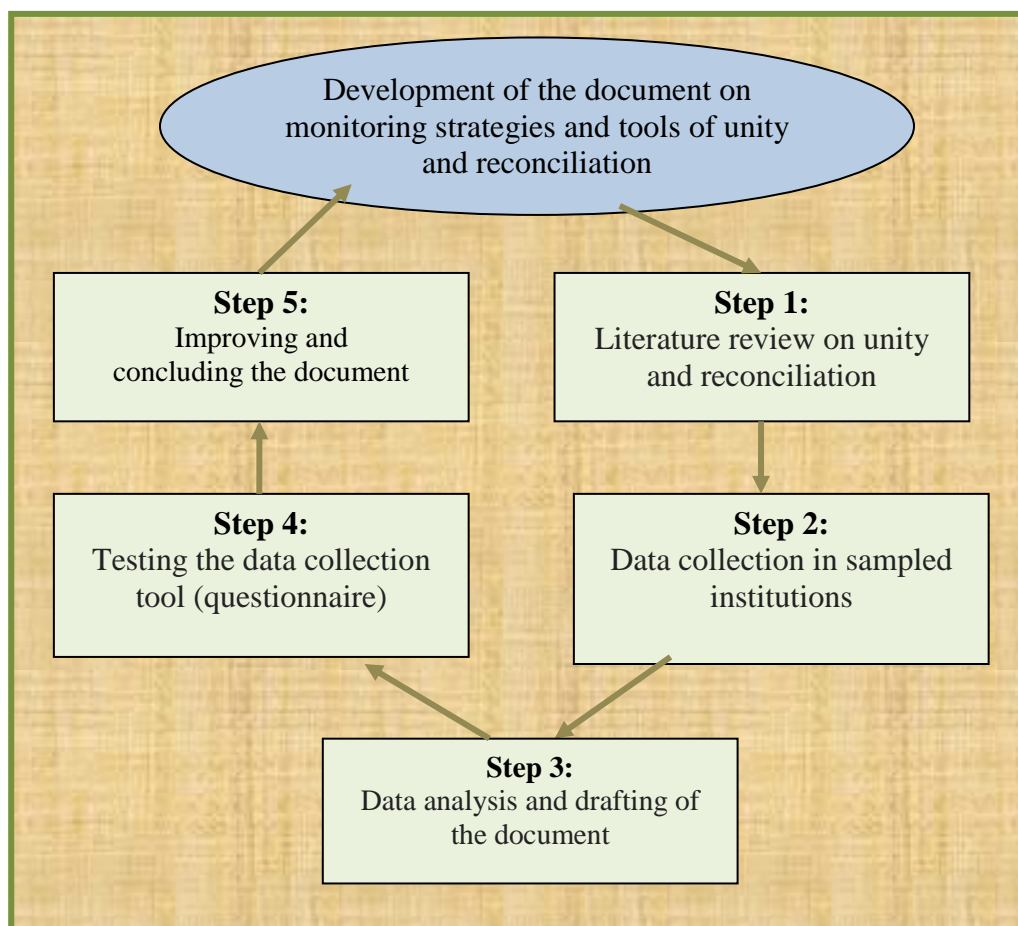
Specific objectives are:

- To design strategies for monitoring unity and reconciliation in public and non-public institutions;
- To design data collection, analysis and reporting tools of unity and reconciliation.

### **2.2 Methodology used**

The development of the document of monitoring strategies and tools of unity and reconciliation within institutions based in Rwanda was based on the National Policy of Unity and Reconciliation. The National Unity and Reconciliation Commission has used a team of consultants who worked closely with the Commission staff. The process for the development of this document includes five main steps visualized in the diagram below

**Figure 1: Overview of the steps of the process for the developing the document of monitoring strategies and tools of unity and reconciliation within institutions based in Rwanda**



The table below describes in details each step of the process.

**Table 1: Description of the process for the development of the document of monitoring strategies and tools of unity and reconciliation within institutions based in Rwanda**

Steps	Description of the steps
<b>Step 1: Literature review on unity and reconciliation</b>	<p>The purpose of this step was to identify monitoring indicators on unity and reconciliation based on existing reference documents. The following activities were carried out:</p> <ul style="list-style-type: none"> <li>• A literature review of relevant documents on the topic of unity and reconciliation developed by NURC: National Policy on Unity and Reconciliation, Rwanda Reconciliation Barometer (Research 2010), annual reports, etc.</li> <li>• A workshop with the team of NURC to discuss about the current monitoring system</li> <li>• Identify existing indicators used to monitor unity and reconciliation in institutions operating in Rwanda and develop other indicators based on the guidelines of the National Policy on Unity and</li> </ul>



Steps	Description of the steps
	Reconciliation; <ul style="list-style-type: none"> <li>• Produce a list of indicators to be used in data collection within institutions operating in Rwanda.</li> </ul>
<b>Step 2: Data collection in sampled institutions</b>	<p>The purpose of this step was to verify the feasibility of indicators developed in the previous step in the implementation of the National Policy on Unity and Reconciliation. The following activities were carried out at this stage:</p> <ul style="list-style-type: none"> <li>• Establish, in consultation with the team of NURC, a sample of institutions to visit, ensuring that all categories of institutions mentioned in the National Policy on Unity and Reconciliation are represented. Thus, 29 institutions were identified from those known at the Commission (see Annex 3)</li> <li>• Visit the identified institutions to collect data on the feasibility of the indicators to be used to monitor unity and reconciliation developed in step 1. Semi-structured interviews<sup>2</sup> and focus groups were conducted in order to:               <ul style="list-style-type: none"> <li>▪ Analyze the awareness of institutions of their assigned roles in the document of the National Policy on Unity and Reconciliation and the manner in which they perform them.</li> <li>▪ Analyze the significance and feasibility of the indicators developed to monitor unity and reconciliation in institutions operating in Rwanda</li> <li>▪ Discuss the relevance of developed indicators in order to identified the most practical;</li> </ul> </li> </ul>
<b>Step 3: Data analysis and drafting of the document</b>	<p>Collected data from visited institutions have been analysed and used in the drafting of the basic document of monitoring strategies of unity and reconciliation. The aim of doing this was to:</p> <ul style="list-style-type: none"> <li>• Develop monitoring strategies relevant to different categories of institutions in regard to their role in implementing the National Policy of Unity and Reconciliation;</li> <li>• Design tools of collecting, analysing and reporting data for the purpose of the working of monitoring of Unity and Reconciliation within institutions based in Rwanda;</li> <li>• Convert the tool designed for data collection into an IT application based on the web that can be used, if the need arises, by the NURC, to monitor unity and reconciliation within institutions;</li> </ul> <p>The worked out document has been discussed in meetings within the NURC for its improvement before proceedings with the next step.</p>

<sup>2</sup> In each institution visited, there were 2 types of interviews conducted separately, one with leader and one with ordinary employee(s).

<b>Steps</b>	<b>Description of the steps</b>
<b>Step 4: Testing the tool for data collection (questionnaire)</b>	The purpose of this step is to test the feasibility of the questionnaire worked out to be used in data collection on unity and reconciliation. In consultation between the team of consultants and the team of the NURC, 10 institutions that are not part of those sampled in Step 2 have been identified to test the questionnaire, and to this end, 32 respondents filled in the questionnaire. Results of the test revealed some problems in the use of the questionnaire, which permitted to make improvements.
<b>Step 5: Improving and concluding the document</b>	Results of the questionnaire test allowed to make improvements in the document, which was then discussed in different meetings with staff members and NURC Board. These meetings enabled to improve the content and to draft the final version of the document of monitoring strategies and tools of unity and reconciliation within institutions based in Rwanda

### **3. Overview of the National Policy on Unity and Reconciliation**

This chapter focuses on the foundation of the National Policy on Unity and Reconciliation, the guiding principles of this policy and the roles assigned to different categories of institutions in its implementation. These elements are the basis for monitoring unity and reconciliation in the institutions based in Rwanda.

#### **3.1. Foundation of the National Policy on Unity and Reconciliation**

The National Policy on Unity and Reconciliation has been in place since May 2007. It is based on principles of Good Governance that Rwandan has undertaken to follow as stated by the Constitution of the Republic of Rwanda promulgated on 4th June 2003 as amended to this day; particularly in its chapter of the Fundamental Principles (*Article 9 and Article 178*). This policy is also based on ideas taken from Vision 2020, the Government programs, and those taken from law n° 03/99 of 12th March 1999 which establishes the National Unity and Reconciliation Commission and law n°35/2002 of 14th November 2002 as amended to this day.

#### **3.2. Founding Principles of Unity and Reconciliation**

The National Policy on Unity and Reconciliation is guided by eight (8) founding principles<sup>3</sup> which are stipulated as follows:

- (1) To promote the spirit of Rwandan identity and put national interests first instead of favors based on ethnicity, blood relations, gender, religions, region of origin, etc;
- (2) To combat genocide and its ideology ;
- (3) To strive for creating a nation governed by the rule of law and respect for human rights;
- (4) To combat any form of divisionism and discrimination;
- (5) To promote interdependence and synergy in nation building;
- (6) To mutually strive to heal one another's physical and psychological wounds while building future interpersonal trust based on truth telling, repentance, forgiveness;
- (7) To commemorate the 1994 genocide with the aim of making "Never Again" a reality;
- (8) To strive for self-determination and have passion for work.

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<sup>3</sup> NURC, The National Policy on Unity and Reconciliation, Kigali, August 2007, p.11

### 3.3 Roles of different categories of institutions in the implementation of the National Policy on Unity and Reconciliation

Unity and reconciliation affect every aspect of national life and upholding them is a duty to every actor, whether individual or non-individual actors, including public and non-public institutions. It is in this context that the principles of unity and reconciliation must be integrated in all programs of any institution based in the country.

Besides, the Government of Rwanda is aware that various institutions have different mandates, and hence believes that beyond some commonalities in the mandates, each institution has a specific potential and thus may effectively play some specific roles better than another towards an integrated implementation of the National Policy on Unity and Reconciliation. It is in this context that the Government of Rwanda has assigned to institutions, according to their categories, the roles they must play in the implementation of the National Policy on Unity and Reconciliation. The table below provides details on these roles according to the categories of institutions

**Table 2: Roles of various categories of institutions in the implementation of the National Policy on Unity and Reconciliation**

Institutions	Role in the policy implementation
Decentralized Entities	<ul style="list-style-type: none"> <li>• To educate on and popularize the Policy on Unity and Reconciliation till every citizen owns and follows;</li> <li>• Grassroots and Local Administration must consider the Policy on Unity and Reconciliation while planning their performance contracts;</li> <li>• Grassroots leaders must sensitize every citizen on the Policy of Unity and Reconciliation;</li> <li>• To always sensitize their community on unity and reconciliation in their day-to-day work;</li> <li>• To evaluate unity and reconciliation process in their villages;</li> <li>• To publicly appreciate and where possible award exemplary community initiatives of unity and reconciliation nature, and any other initiative relating to national program;</li> <li>• To support and closely monitor community initiatives that promotes unity and reconciliation in Imidugudu (Family cluster, administrative structure) and Utugari (cellular structure) levels;</li> <li>• To work together with Abakangurambaga (Volunteer Agents of unity and reconciliation) in promoting unity and reconciliation initiatives;</li> <li>• To use indicators of unity and reconciliation to gauge its progress;</li> <li>• To motivate the community in the fight against poverty and ignorance as these constitute challenges/obstacles to unity and reconciliation.</li> </ul>
Central Government: Government Institutions and Parastatal organizations	<ul style="list-style-type: none"> <li>• To mainstream Unity and Reconciliation Policy in their strategic plan;</li> <li>• Establish and build capacity of unity and reconciliation forums in every institution;</li> <li>• To ensure that, new laws and /or amended ones, decisions taken, and various national programs respect the principle of unity and reconciliation;</li> </ul>

Institutions	Role in the policy implementation
	<ul style="list-style-type: none"> <li>• The Ministry of Justice in particular, has the responsibility of educating Rwandans and foreigners on laws penalizing discrimination and genocide ideology;</li> <li>• To ensure that internal/particular regulations of each institution respect the Policy on Unity and Reconciliation;</li> </ul>
Civil society (Religious Institutions, media, International Organizations and independent Non-profit Organizations)	<ul style="list-style-type: none"> <li>• To play their part in bringing about people's healing process, truth telling, repentance, forgiveness and to help build trust and hope for the future;</li> <li>• To play their part in popularizing national programs designed for unity and social welfare of the citizens;</li> <li>• To display a significant role in combating poverty and ignorance especially among the rural community, since poverty and ignorance are major obstacles to unity and reconciliation.</li> </ul>
Private Sector	<ul style="list-style-type: none"> <li>• To avoid and indeed fight any form of discrimination in employment with the aim of promoting unity, reconciliation and gender;</li> <li>• To demonstrate active participation in combating poverty and promoting investment especially in the rural area.</li> <li>• To generate investments with a strong manpower.</li> </ul>
Political Parties Recognized in Rwanda	<ul style="list-style-type: none"> <li>• To avoid working practices that divide people along ethnic line, blood-relations, religion, region of origin, sex and other divisive tendencies.</li> <li>• To sensitize their members, to promote unity and reconciliation and to denounce any appearance of discrimination and genocide ideology.</li> <li>• To inculcate the culture of tolerance and mutual respect within the Rwandan society;</li> <li>• To work within a democratic framework as it gives to people ownership of their own choice of action;</li> <li>• To support justice and eradication of the culture of impunity;</li> </ul>
Development partners	<ul style="list-style-type: none"> <li>• To support unity and reconciliation programs;</li> <li>• To support community initiatives that promotes unity and reconciliation.</li> <li>• To mainstream unity and reconciliation in all community based programs/activities that they fund;</li> </ul>

#### **4. Overview of the current state of unity and reconciliation within institutions based in Rwanda**

In order to come up with strategies and tools for monitoring of unity and reconciliation in institutions based in Rwanda, visits were conducted in a sample of 29 public and non-public institutions to learn about the current state of mainstreaming of unity and reconciliation in their programs and practices

Regarding the level of awareness on unity and reconciliation and the existence of a national policy thereof, it transpired from the visits to the institutions that ordinary employees and those in managerial positions alike are aware that upholding unity and reconciliation is vital for the sustainability of both national development and stability. However, a limited number of visited institutions were aware of the existence of a national policy on unity and reconciliation despite the fact that the latter has been in place since May 2007.

In general, the level of awareness on the existence of the National Policy on Unity and Reconciliation tends to be relatively higher among these institutions whose mandate is directly related to unity and reconciliation than among the institutions with a distinct mandate. In the institutions visited, the knowledge of the structured content of the National Policy on Unity and Reconciliation is generally low. Furthermore, it was observed that the roles assigned by the Government of Rwanda to the various categories of institutions regarding the implementation of the National Policy on Unity and Reconciliation are not known.

All categories of institutions visited carried out in the past, and or continue to do so, a series of initiatives aimed at fostering social cohesion, unity and reconciliation in the workplaces or within the community. Some of those initiatives include, but are not limited to, social events such as picnic with staff members, participation in wedding and burial ceremonies involving staff members or their relatives, solidarity initiatives such as membership to informal saving and credit schemes among the staff, etc. Although the initiatives have an incidence on unity and reconciliation, they are rather perceived as part of routine programs and not really actions aimed at promoting social cohesion in the workplace and unity and reconciliation at the institutional level.

Some initiatives directly contributing to unity and reconciliation have been gradually integrated into the programs of institutions, such as the commemoration of the genocide against the Tutsi, and the fight against genocide ideology and its negationism. Of recent, some institutions, especially public institutions, introduced dialogues to foster the national identity as a basis of unity and reconciliation through the Government program known as: “Ndi Umunyarwanda”. To put emphasis on their current role in promoting unity and reconciliation, most institutions recognized having put in place internal rules, regulations and policies that lay stress upon zero tolerance of any kind of discrimination.

## 5. Strategies and tools for monitoring unity and reconciliation

### 5.1. Conceptualization of the monitoring framework of unity and reconciliation

The monitoring of unity and reconciliation within institutions based in Rwanda will target all categories of institutions mentioned in the National Policy of Unity and Reconciliation document. Target institutions are as follows:

- ✓ Decentralized entities
- ✓ The Central Government: public institutions and – parastatals
- ✓ Civil Society organizations
- ✓ The private sector
- ✓ Political Parties recognized in Rwanda
- ✓ Development Partners

The development of strategies and tools of monitoring unity and reconciliation within institutions based in Rwanda was based on defined eight guiding principles of unity and reconciliation as well as roles of different categories of institutions in the implementation of the National Policy of Unity and Reconciliation.

Thus, a monitoring framework was set up to specify monitoring areas, hypotheses allowing to justify the relevance of the selected monitoring areas, indicators to consider in each area as well as sub-indicators that describe in detail the types of information sought to measure progress as far as unity and reconciliation are concerned.

The components of the concept developed characterising the monitoring framework of unity and reconciliation are described below:

1. **Monitoring sphere of U&R:** this component refers to areas of change to be observed during the monitoring of unity and reconciliation. As such, monitoring sphere suggest those key areas of programmed change on which NURC needs to gather information in a bid to determine the progress or regression with regard to the mainstreaming of unity and reconciliation.
2. **Hypotheses:** these are important assumptions formulated in relation with the monitoring areas. Hypotheses allow to check the relevance of every monitoring area related to the monitoring objectives of unity and reconciliation. It is being assumed that when those hypotheses are fulfilled then unity and reconciliation are most likely to be enhanced.
3. **Indicators:** they refer to pointers which allow the NURC to specify the focus of the monitoring of unity and reconciliation. Indeed, it is against these indicators that NURC collects information that enables to assess changes related to unity and reconciliation.
4. **Sub-indicators:** they are sub-components of each indicator developed for the purpose of monitoring the mainstreaming of unity and reconciliation. Sub-indicators clearly define

which data or information are needed by NURC to serve as evidence of the inclusion of unity and reconciliation within every institution. In this regard, sub-indicators are measurable data which allow, at the practical level, to verify in concrete terms the mainstreaming of unity and reconciliation.

The matrix below presents the elements of the monitoring framework of unity and reconciliation in institutions based in Rwanda.

*Table 3: Monitoring framework of unity and reconciliation*

<b>Sphere of monitoring of unity and reconciliation</b>	<b>Hypotheses</b>	<b>Indicators</b>	<b>Sub-indicators</b>
<b>1. Mainstreaming of U&amp;R in the planning process</b>	If U& R are mainstreamed in the planning of every institution, the national policy and programs of unity and reconciliation would be more owned and hence much easily translated into concrete actions. This could in turn positively influence the behavior of staff members within the institutions, hence contributing to influencing behavior and mindset change of the community where they live in consideration of unity and reconciliation.	Planning sensitive to U&R	<ul style="list-style-type: none"> <li>▪ Existence of an Action Plan/performance contract (Imihigo) integrating U&amp;R</li> <li>• Existence of a Focal point on U&amp;R.</li> <li>• Existence of forums on unity and reconciliation</li> </ul>
<b>2. Promotion of national identity &amp; social cohesion</b>	If institutions support initiatives aimed at promoting national identity and social cohesion, they are most likely to contribute to boosting a common sense of national belonging, enhancing trust among Rwandans and hence contributing to build one people and one nation which in turn will have a sustainably direct incidence on the national process of unity and reconciliation.	Institutionalized mechanisms meant to promote national identity and foster social cohesion	<ul style="list-style-type: none"> <li>▪ Dialogues on “Ndi Umunyarwanda” are regularly organized;</li> <li>▪ Social interaction events/ mutual assistance are encouraged and supported</li> <li>▪ Healing mechanisms of the wounds of the past are in place</li> </ul>
<b>3. Fight against discrimination and divisionism.</b>	If institutions support initiatives aimed at fighting (intra) institutional discrimination and divisionism of any kind, social justice could be enhanced and then a renewed, much safer and united future could be sustainably secured for Rwanda, which in turn could foster unity and reconciliation.	Institutionalized mechanisms of prevention and fighting discrimination and divisionism	<ul style="list-style-type: none"> <li>▪ Existence of inclusive/non-discriminatory service delivery (existence of a charter);</li> <li>▪ Discrimination &amp; divisionism practices are discouraged by recruitment policy &amp; internal rules and regulations;</li> <li>▪ Equitable access to</li> </ul>



Sphere of monitoring of unity and reconciliation	Hypotheses	Indicators	Sub-indicators
			institutional resources and opportunities; <ul style="list-style-type: none"> <li>▪ Zero tolerance (sanction) for any form of divisionism and discrimination.</li> </ul>
<b>4. Community mobilization on Unity &amp; Reconciliation</b>	If institutions support mobilization on unity and reconciliation, the spirit of U&R would be massively owned and followed by the citizens, which in turn could have a sustainably positive incidence on the national process of unity and reconciliation	Initiatives for sensitization on U&R	<ul style="list-style-type: none"> <li>▪ Sensitization meetings/campaigns on U&amp;R undertaken in the community</li> <li>▪ There are examples of initiatives resulting from sensitization</li> </ul>
<b>5. Support to community initiatives on U&amp;R</b>	If institutions provide support to promote community initiatives on U&R, reconciliation and unity are more likely to be massively owned and hence fostered from below.	Support provided to U&R initiatives	<ul style="list-style-type: none"> <li>• Material support provided (funding, in-kind assistance, Awards to best initiatives..)</li> <li>• Immaterial support provided (advisory services, capacity building, dialogues ...)</li> </ul>
<b>6. Monitoring &amp; evaluation of U&amp;R activities</b>	If institutions monitor and evaluate the successes and challenges related to the unity and reconciliation process, they are most likely to take informed decisions meant for tackling key issues, then the promotion of U&R among citizens will be reinforced	Monitoring & evaluation practices on U& R	<ul style="list-style-type: none"> <li>• Existence of periodical activities of monitoring and evaluation on U&amp;R</li> <li>• Existence of periodical reports on the progress of U&amp;R</li> </ul>
<b>7. Factors hindering Unity and Reconciliation</b>	If current and emerging factors hindering or favouring unity and reconciliation are regularly identified in each institution, this will permit to take in due course appropriate action in order to foster unity of Rwandans	Acts hindering or likely to hinder unity and reconciliation	<ul style="list-style-type: none"> <li>• Existence of groups of individuals related to their regions, ethnics, religions and other</li> <li>• Favouritism of certain persons related to their regions, ethnics, religions and other.</li> <li>• Any poor behaviour that may be displayed in speech, in writing or any other way that may hinder U &amp; R.</li> </ul>
<b>8. Prevention and resolution of conflicts</b>	If the practices of conflict prevention and resolution are institutionalized, this will have a multiplier effect on peace building	Mechanisms put in place for conflict prevention and resolution	<ul style="list-style-type: none"> <li>• Existence of internal space of communication and dialogue on conflict prevention and</li> </ul>

Sphere of monitoring of unity and reconciliation	Hypotheses	Indicators	Sub-indicators
	in the workplace, which in turn would foster unity and reconciliation at the institutional level and hence at the society level.		resolution <ul style="list-style-type: none"> <li>• Existence of internal guidelines for conflict prevention and resolution</li> <li>• Existence of regularly ways used to discuss with citizen to prevent and resolve conflict</li> <li>• Measures are taken to promote conflict prevention and resolution</li> </ul>

## 5.2. Monitoring strategies of unity and reconciliation

Monitoring of unity and reconciliation in institutions operating in Rwanda will be made with respect to the domains of monitoring, indicators and sub-indicators defined in the monitoring matrix above.

Given the big number of institutions to be eventually monitored countrywide, *a sample of institutions will be drawn each year from the 6 categories to be monitored.* Meaning that, institutions are identified and targeted on annual basis, but necessary dispositions will be taken to ensure that the sampling is rotation and that every institution has at least a chance of participating in this monitoring exercise of unity and reconciliation. Four strategies described below will be used in combination to monitor unity and reconciliation in institutions operating in Rwanda.

### 5.2.1. Strategy 1: Monitoring of unity and reconciliation based on a questionnaire

The monitoring of unity and reconciliation will be based on *an individually and on an anonymous questionnaire*, combining closed questions and structured answers and opened questions and free responses. Thus, it is a questionnaire using a quantitative approach combined with a qualitative approach to collect data.

Data collection based on the questionnaire could be done in two ways:

- ✓ *The questionnaire manually filled-in* by each respondent during the visits of the NURC monitoring team to the institutions,
- ✓ *The questionnaire directly filled in online (internet)* by the respondents within their institutions without the NURC monitoring team having to go the field.

In each targeted institution, the questionnaire will be filled in on the one hand, by ordinary employees, on the other hand, by staff in managerial positions. Indeed, it is important to gather experiences and perceptions of both categories of staff in regard to their personal analysis of the state of unity and reconciliation at their respective workplaces, so as to have balanced data according to the perception of these two categories of employees.

In every sampled institution, the questionnaire will be filled-in by the biggest possible number of respondents, who will fill in the questionnaire themselves. Even if the questionnaire will be filled-in anonymously, data should be collected in a way that enables NURC to identify the names of participating institutions and the category of the respondents according to their positions (ordinary employees and staff in managerial positions).

NURC will use this strategy in general within institutions to analyze the level of progress in the mainstreaming of unity and reconciliation in different spheres of monitoring of unity and reconciliation defined. The use of the questionnaire manually filled-in during the visits of the NURC monitoring team in institutions will be favored in the first moments of monitoring to maximize the quality of the results. The online questionnaire is an option but is not indispensable, which can be used when monitoring process of unity and reconciliation within institutions based in Rwanda has been consolidated.

### **5.2.2. Strategy 2: Monitoring of unity and reconciliation based on individual interviews**

This strategy will be used to establish personal contacts with key informants among managers and ordinary employees, in order to address sensitive and/or confidential issues, and collect information about the individual opinion of the respondents regarding the state of unity and reconciliation in their institutions.

NURC team responsible for monitoring will have to choose between types of interviews:

- ✓ ***Unstructured interviews:*** where staff are encouraged to express themselves freely on general issues related to defined themes related to different domains of monitoring of unity and reconciliation.
- ✓ ***Semi-structured interviews:*** based on interview guides previously developed related to defined domains of monitoring of unity and reconciliation, but with subjects addressed in the most open manner possible.

NURC will use this strategy, either to an individual understanding of the situation of unity and reconciliation in the targeted institutions or particularly in institutions with problems hindering unity and reconciliation in order to do a quick analysis of the factors disfavoring unity and reconciliation and to provide adequate solutions.

### **5.2.3. Strategy 3: Monitoring unity and reconciliation based on focus groups**

A focus group is a type of discussions among groups of people concerned by a theme or a particular problem. Focus groups are used in swift qualitative analyses whose purpose is to obtain information related to opinions, attitude and experience of people met, or to express their expectations vis-a-vis the theme being discussed.

In each institution targeted for monitoring unity and reconciliation, NURC will have to choose between two types of focus groups:

- ✓ **Homogeneous focus groups** including only, either ordinary employees, or employees in management positions in institutions.
- ✓ **Heterogeneous focus groups** that includes both ordinary employees and those in management positions.

This strategy will be used to understand some trends discovered in the process of monitoring unity and reconciliation in order to know the root cause and take appropriate action to strengthen unity and reconciliation

### **5.2.4 Strategy 4: Monitoring unity and reconciliation based on intra-institutional or community dialogues**

Intra-institutional or community dialogues are broadly organized talks that gather all representatives of different institutions within a given region to debate on specific aspects of unity and reconciliation.

This strategy will be used to analyze on a larger scale the development of the undergoing dynamics of U &R within institutions and the community in general, progress achieved in strengthening unity and reconciliation and social cohesion at the grassroots, challenges faced and ways of meeting them. NURC will organize these discussions between all categories of targeted institutions in order to understand complex context descriptions or perspectives of development of unity and reconciliation. The dialogue will be focused on the state of mainstreaming of unity and reconciliation in the institutions and the situation in the community, according to different spheres of monitoring of unity and reconciliation, in order to verify how different categories of institutions comply with the principles of unity and reconciliation and their roles in the implementation of the National Policy on Unity and Reconciliation.

### **5.2.5. Strategy 5: Documentation review**

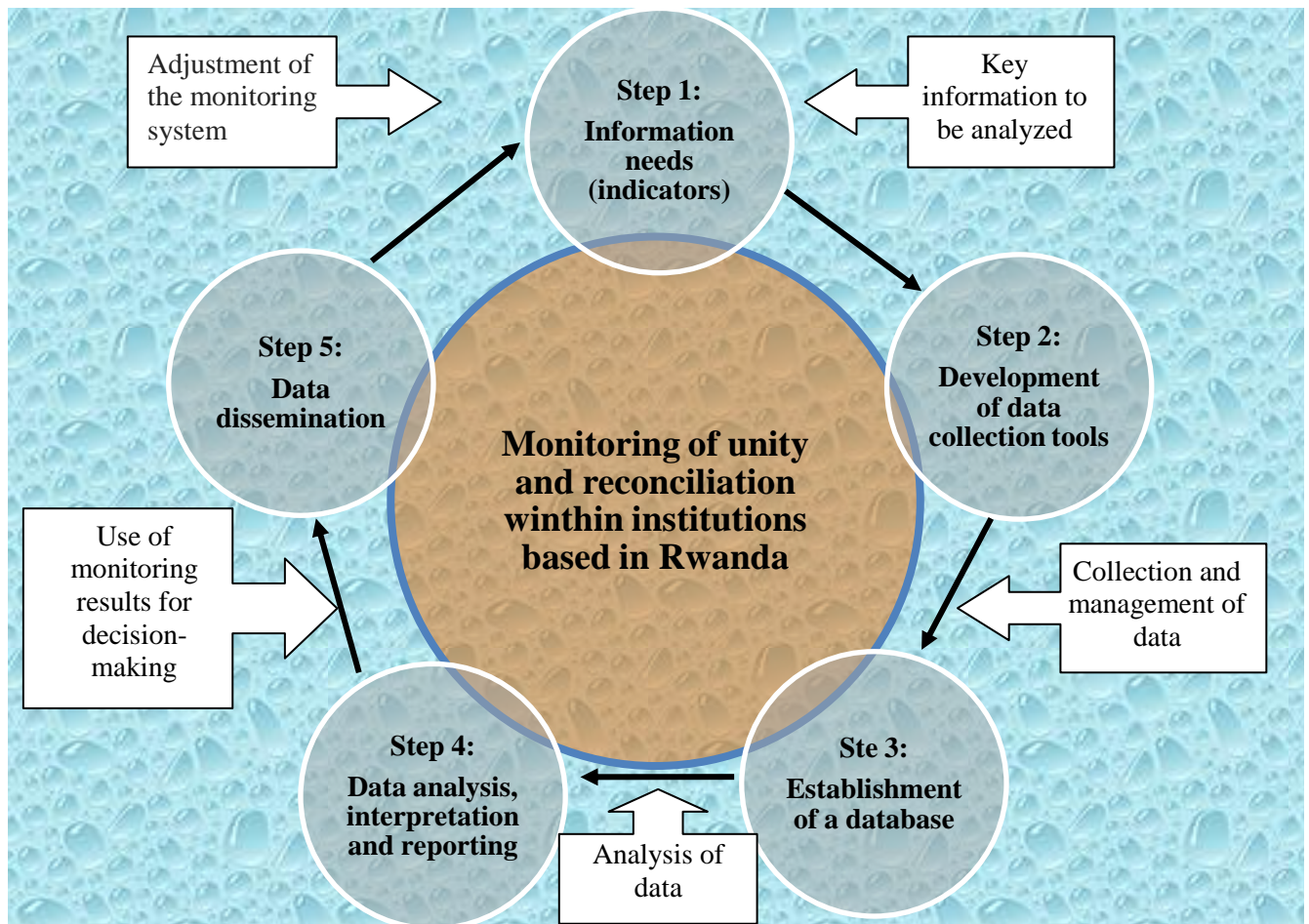
In addition to the above strategies, the NURC team will have to read documents produced by each institution targeted by the monitoring-evaluation process of unity and reconciliation so as to access information allowing to check facts and the validity of data provided by respondents. Thus, the NURC team expected to visit institutions will ask to access available documents on planning and activity reports that might be containing evidence on the mainstreaming of unity and reconciliation.

### 5.3. The implementation of the monitoring framework of unity and reconciliation

#### 5.3.1. A process in successive steps

The implementation of the monitoring framework of the mainstreaming of unity and reconciliation in institutions based in Rwanda follows a process in five successive and interdependent steps, which is reflected in the figure below.

*Figure 2: Process of the implementation of the monitoring framework of unity and reconciliation*



The matrix below briefly describes the 5 steps of the process of the monitoring of unity and reconciliation

**Table 4: Description of steps for the implementation of the monitoring system of unity and reconciliation**

<b>Steps</b>	<b>Description</b>
Step1: Information needs (indicators)	Basic indicators offer the basis for any monitoring system. For the purpose of regular monitoring of U & R in Rwanda, indicators have been developed based on guiding principles of unity and reconciliation and on roles assigned to different categories of institutions in the implementation of the National Policy of U & R. In order to have a limited number of indicators, and mainly to avoid a monitoring system of unity and reconciliation that is heavy and difficult to use, the monitoring sphere of unity and reconciliation focuses on indicators that are important and common to all institutions
Step 2: Development of data collection tools	For each indicator, data/evidence to be collected have been identified so as to check or assess if expected changes took place/occurred or not. A structured questionnaire that will be used in data collection has been designed. This questionnaire will be used either to collect data manually or filled in online. This is the reason why the questionnaire has been adapted to an IT application. Interview guide will also be conducted according to monitoring strategies of unity and reconciliation selected by the NURC.
Step 3: Setting up a database	For the purpose of future use, all data collected based on the questionnaire will be stored in a database that will apply each gathered information to each indicator. In the event data are collected using manually administered questionnaire, they will be saved in appropriate software after being entered. The database will automatically put together all data in the event they were directly gathered online. In the event gathered data were based on interview guide, they will be recorded on appropriate cards of analysis. The database will enable the NURC to access in due course necessary information on the situation of unity and reconciliation in institutions based in Rwanda
Step 4: Data analysis, interpretation and reporting	Data analysis will be based on quantitative or qualitative approach, depending on the methodology used while collecting data. Results analysis will permit to find out strengths and challenges, based on results in relation to indicators and sub-indicators as developed in the monitoring matrix of unity and reconciliation. Reporting is vital in the monitoring of U & R and plays a key role in decision making. In this regard, a monitoring report on unity and reconciliation in institutions based in Rwanda will be published annually.
Step 5: Data dissemination	Information contained in annual report will have to be accessed by users in order to be used in decision making with a view to upholding unity among Rwandan. To this end, each institution that has participated in the monitoring process of unity and reconciliation will inevitably receive the report. Moreover, key information gathered shall be used in different reports produced by the NURC. In this way, results on monitoring of unity and reconciliation will enhance the capacity of the NURC in informed decision making at the right time. They will indeed be used by the NURC to determine together a common measures/action to

Steps	Description
	<p>take or to implement in the course of the following year in order to strengthen mainstreaming of U &amp; R in different institutions based in Rwanda.</p> <p>In this way, results on monitoring of unity and reconciliation will enhance the capacity of the NURC in informed decision making at the right time. They will indeed be used by the NURC to determine together common measures/ action to take or to implement in the course of the following year in order to strengthen mainstreaming of U &amp; R in different institutions based in Rwanda.</p>

The monitoring framework of unity and reconciliation developed is not a static tool. Indeed, after its introduction, the system will be gradually improved to ensure that it is always adaptable to the changing context and environment. In this way, NURC can ensure that the system remains an optimally practical tool for the purposes of monitoring the mainstreaming of unity and reconciliation.

**5.3.2. A participatory monitoring**

The aim of monitoring unity and reconciliation by the NURC is to help different institutions based in Rwanda to identify by themselves challenges related to unity and reconciliation and to set up programs that encourage promotion of unity and cohesion among Rwandans. To achieve this, monitoring mainstreaming of unity and reconciliation in institutions based in Rwanda should be a participatory process involving all parties concerned.

Therefore, for the monitoring of unity and reconciliation to be effective, it needs to base on the following components:

**a) Prior preparation of institutions targeted for the monitoring of unity and reconciliation**

Before starting activities on monitoring unity and reconciliation, target institutions shall be informed in the first place so that they may get prepared for the exercise. Thus:

- The NURC will submit to each institution a letter of information on planned activities on monitoring unity and reconciliation, the timing and duration of those activities.
- The NURC will ask each institution to appoint one or two contact persons who will collaborate with the NURC team in the whole exercise. These individuals will be involved in the selection of respondents, inventory of documents to be used as information sources of existing evidences on U & R actions. Etc. In the event the institution has already a contact person as regards unity and reconciliation, this is the same person who will work closely with the NURC team.
- The NURC shall get in touch with appointed contact individuals in each institution to inform them about details of the progress of the unity and reconciliation monitoring process.

- In return, contact persons in each institution will inform other staff members about the monitoring of unity and reconciliation and data collection procedures.

## **b) Involvement of institutions in unity and reconciliation monitoring activities**

Unity and reconciliation monitoring activities should be carried out as a learning process so that institutions may have ownership of the importance of incorporating unity and reconciliation in their daily business. To this end:

- The NURC team will not force respondents to provide required information. Respondents will, indeed, decide by themselves to answer questions asked or not, so that they express themselves freely on unity and reconciliation monitoring indicators.
- Where a questionnaire is used in data collection, respondents will fill in themselves, and not the NURC team.
- Before drafting the final report, the NURC team will organize a wrap up session in each institution that took part in the monitoring of unity and reconciliation process to give a feedback to managers and employees on results observed, and to give them the opportunity to express themselves on those results.
- Each institution will receive the final copy of the unity and reconciliation monitoring process.

### **5.3.3 Methodological approach for carrying out monitoring on unity and reconciliation**

Activities of unity and reconciliation monitoring will be organized systematically by the NURC team in four main steps.

#### **✚ Phase 1: Preparatory phase**

The following activities shall be carried out:

- A team appointed by the NURC will handle the monitoring of unity and reconciliation and the role of each team member,
- The NURC team will hold a working session to identify institutions that will take part in the process and select strategies and tools of data collection, and agree on the procedure to be used.
- The NURC will then inform and prepare target institutions sampled for the monitoring of unity and reconciliation. A letter of information will be sent to each institution.

#### **✚ Phase 2 : Data collection phase**

In the process of this phase, the NURC will visit each institution to conduct monitoring activities on unity and reconciliation. The work will be done according the following steps:

- Step 1: The NURC will first of all talk to the manager of the institution to obtain official permission to get started.



- Step 2: The NURC team will then hold a meeting of introduction with all employees expected to take part in the monitoring of unity and reconciliation process to inform them about details of planned activities and the procedure to use.
- Step 3: the NURC will collect data according to strategies described in 5.2 above. These strategies of data collection include:
  - a. The use of questionnaire
  - b. Individual interviews with key informants (non-structured interviews or semi-structured interviews).
  - c. Focus group (homogenous or heterogeneous)
  - d. Intra-institutional or community dialogues
  - e. Documentary review.

The duration of data collection in each institution may vary from one to three days depending on the complexity of strategies used. Generally, there would be a combination of strategies in order to obtain as much information as possible, particularly the combination of quantitative approach (use of structured questionnaire) and qualitative approach (interview and focus group) which influence the quality of results.

- Step 4: At the end of data collection, the NURC team will organize a brief meeting with available staff members to express gratitude and inform them about the following step and then wind up with data collection.

### **✚ Phase 3: Data analysis and reporting phase.**

The stage comprises different activities of the NURC team assigned to streamline unity and reconciliation monitoring:

- To enter data where the questionnaire has been manually filled in
- To analyze collected data and draw a synthesis of evidences observed in each institution (see appendix 2).
- To make a classification of institutions according to their performance as regards mainstreaming of unity and reconciliation (see 5.5.2).
- To draw strengths and weaknesses with regard to unity and reconciliation
- To draft a report on unity and reconciliation monitoring

### **✚ Phase 4 : Phase of feedback**

In order for the unity and reconciliation monitoring process to be participatory till the end, the NURC will organize a wrap up session in each target institution for validating results, putting emphasis on evidences observed, as well as strengths and weaknesses found. Staff members will have a debate so that there are additional information and the suitability of the importance of mainstreaming unity and reconciliation within the institution.

Where it will not be possible for some reasons to hold a wrap up session in each institution, a collective session combining target institutions will be held either by bringing together all institutions or categories of institutions.

## **5.4. Procedures for using the questionnaire in data collection**

The questionnaire is one of the main instruments to be used to monitor unity and reconciliation in institutions based in Rwanda. The questionnaire may be filled either manually or online.

### **5.4.1. Manually filled questionnaire**

The main benefit of a manually filled questionnaire is that the exercise will be done by respondents in the presence of the NURC team who will go to each institution taking part in the unity and reconciliation process; this will enable respondents to seek explanation so that they may fill them in suitably. Nevertheless, it is worth pointing out that the use of the questionnaire may be combined with other techniques such as individual interviews, focus group discussion and documentary review for the purpose of verifying information.

#### **5.4.1.1. Identification of institutions**

The process of identifying institutions will be done in three steps as follows:

##### **✚ Step 1: The sampling of institutions**

The NURC will make a list of institutions to be visited each year in terms of different categories of institutions described in the National Policy of Unity and Reconciliation. The sampling will be done following priorities of institutions defined by the NURC on which the unity and reconciliation monitoring process will focus.

##### **✚ Step 2 : Information to identified institutions**

The NURC will send a letter of notification to inform identified institutions about the expected monitoring process of unity and reconciliation, specifying the schedule of the NURC team visits, and data collection procedures that will be used by respondents to be sampled among employees and those in managerial positions. There are two ways of drawing samples from employees expected to fill in the questionnaire, either randomly selecting employees in terms of their categories, or selecting staff members who will be available at the time of the monitoring process.

##### **✚ Step 3: Visits to identified institutions for data collection**

The NURC team will go to each sampled institution for data collection. The NURC team will go straight to institution work place with questionnaire comprising close questions that require structured answers as well as open questions that imply free answers (see the questionnaire in annex 1).

#### **5.4.1.2. Administration of the questionnaire**

Data collection will be done according to the process below:

- ❖ **Step 1:** In each institution involved in the unity and reconciliation process the NURC team will first talk to the manager to explain the exercise before proceeding with data collection.
- ❖ **Step 2:** The NURC team will have first a meeting of introduction with staff members to fill in the questionnaire, taking into account employees in managerial positions and ordinary staff members.
- ❖ **Step 3:** The questionnaire will be distributed and filled in straight away by each respondent, while the NURC team will immediately be collecting those filled in. The pre-test has shown that it takes about fifteen minutes to fill in the questionnaire.

#### **5.4.1.3. Entering data**

After data collection, the NURC will use a trained staff for entering data in a computer using relevant software. Data entering may be done using the IT application developed or any other software used in social research.

#### **5.4.2. The questionnaire filled in online**

In addition to the questionnaire which can be filled-in manually by the respondents, an IT applicable data collection tool was developed. The IT based approach will use the same questionnaire manually filled in, the only difference being that it will be completed online by respondents without the NURC team having to go to the field. The use of the proposed IT based tool in data collection offers the following advantages:

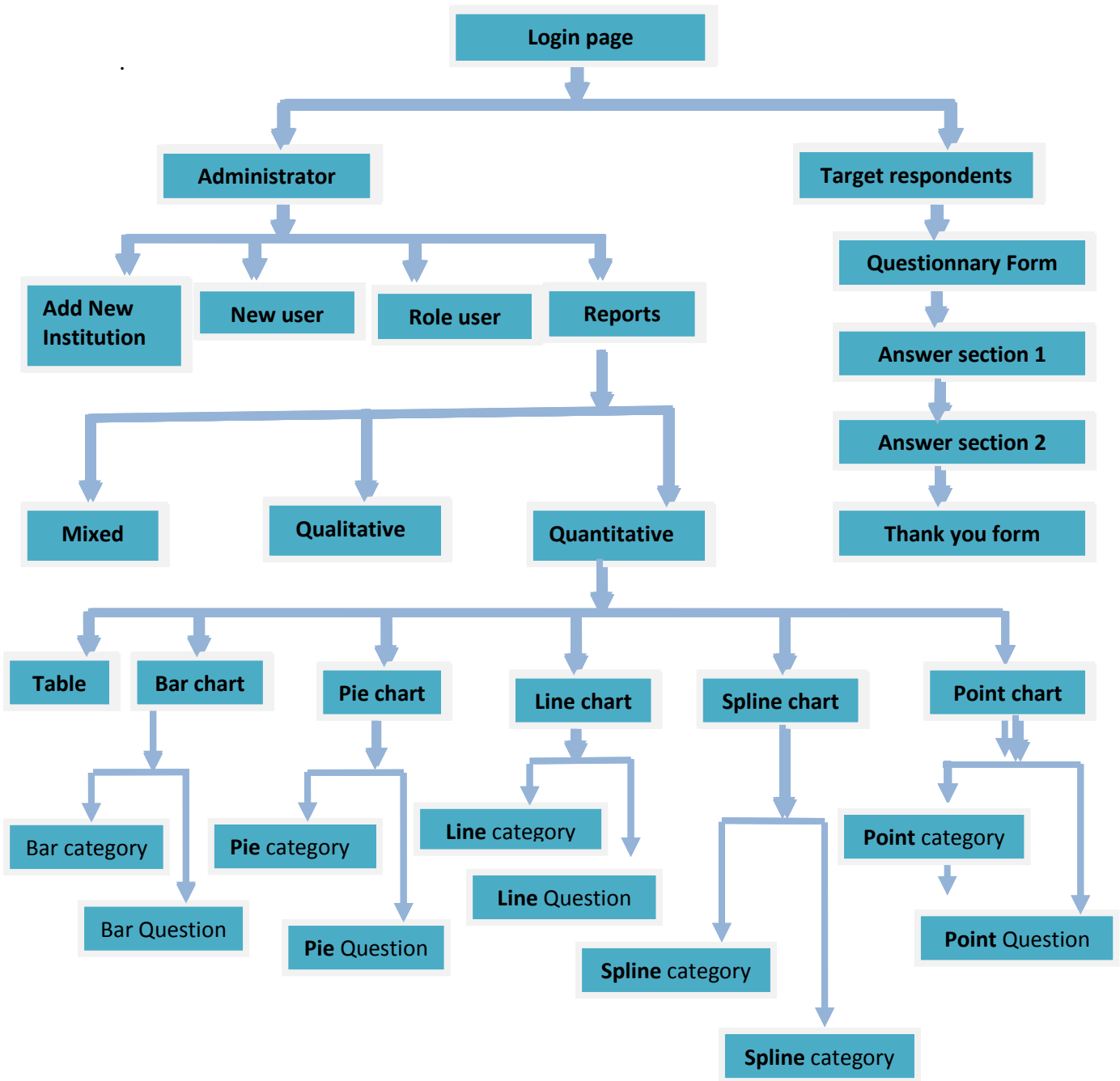
- Reduced cost for field data collection;
- Quick data collection process;
- Data collected are automatically consolidated;
- Automatic quantitative data analysis.

However, the limitation of this tool is that respondents being alone while filling in the questionnaire may not take it seriously and just fill in for the sake of doing it, which does not allow to check the quality of answers.

### 5.4.2.1. Structure of the IT application

The logical functionalities structure of the IT application is presented in the following figure.

*Figure 3: Structure of the IT application*



#### **5.4.2.2. Steps to select respondents to be sampled by NURC**

The process of selection of respondents will be done according to steps below:

- ✓ **Step 1:** After the sampling of a variety of institutions to be targeted by the monitoring of unity and reconciliation process, the operator of the IT application will log the names of all identified institutions on the system.
- ✓ **Step 2:** NURC will send a notification letter to all targeted institutions to inform them about the monitoring process of unity and reconciliation, and will request them a list of all staff members, their positions and e-mail addresses if possible.
- ✓ **Step 3:** Based on the list of all staff received, NURC will identify respondents, considering the two categories of employees (managers and ordinary employees).
- ✓ **Step 4:** The operator of the IT application will assign in the system a specific role to every respondent, depending on whether he belongs to the category of the management team or to the category of the ordinary employees.
- ✓ **Step 5:** Every respondent will receive his username and password enabling him to access the system and participate in the monitoring process of unity and reconciliation;
- ✓ **Step 6:** Then a personalized notification email will be sent to all identified respondents, notifying them the procedure to follow from logging into the system to filling in and submitting the questionnaire.

#### **5.4.2.3. Steps to be followed by the respondents to fill in the questionnaire**

To fill in and submit the questionnaire online, respondents follow the steps below:

- **Step 1:** The respondent will click on the link received earlier through e-mail from NURC
- **Step 2:** After clicking on the link, the respondent will immediately be directed to the respondent's window where a "lock" button will appear;
- **Step 3:** The respondent will click on "lock" button, and enter personal username and password;
- **Step 4:** After this operation, a window to the questionnaire will appear. The respondent will start reading instructions and filling in the questionnaire.

- **Step 5:** Filling in the questionnaire can be done in a single step or in multiple steps, depending on the respondent's availability. A "submit" option appears after every question to enable the respondent to submit immediately his answer as he progresses, until he has completed filling in all the questions.

#### **5.4.2.4. Database system**

With the IT application, data collected will be progressively consolidated either under quantitative or qualitative database depending on the nature of questions answered.

Depending on the type of data needed (quantitative or qualitative data), the operator of the IT application or NURC researchers will order the information needed. Under the quantitative database, only numerical facts will appear whereas text message will appear under qualitative database. In addition, there is a mixed database which will capture both types of data.

#### **5.4.3. Action to ensure the quality of unity and reconciliation monitoring**

To ensure that respondents are free to give their opinions, the questionnaire does not ask a lot of personal details. Indeed, whether it is the questionnaire or on the Web, the respondent identity is not revealed. As regards the questionnaire online, the respondent may change his user name and his password and choose a surname.

### **5.5. Data analysis and report on unity and reconciliation monitoring**

#### **5.5.1. Analysis approach**

The analysis of collected data will be done according to predefined indicators. Any gathered information will be handled and analysed depending on whether it is quantitative or qualitative. The two types of approaches for data analysis will be adopted: quantitative approach and qualitative approach.

##### *❖ Quantitative approach analysis*

Whether data entering is manually done or automatically with online questionnaire every software provides a progressive consolidation system for each gathered information with a questionnaire where data are automatically stored according to the way they have been entered. Data will be analyzed following the needs of the NURC, for both all questions included in the questionnaires and specific questions

### ❖ *Qualitative approach analysis*

Collected qualitative data will be analysed through interpretation of the information content, focusing on key words or key elements mentioned by respondents, and will be categorized and recorded according to a scale of themes that will be designed for this purpose.

#### **5.5.2. Classification of institutions according to their performance in integrating U&R**

After analysis (quantitative and qualitative) the NURC team will make a synthesis of evidences observed in each institution and for each field of unity and reconciliation, considering defined indicators and sub-indicators. This will lead to the production of a card for each institution that shows observed evidences with regards to the mainstreaming of unity and reconciliation (see a sample of the card in annex 2).

Consequently, the NURC team will draw from each area of unity and reconciliation monitoring and from each institution; strengths and weaknesses observed that will be included in the recommendations.

According results obtained in the previous exercise, institutions will be classified into three categories:

- **Category A (Strong Institutions)**: These are institutions that have reached an advanced level in the mainstreaming of unity and reconciliation monitoring. These ones have achieved in concrete terms and continuously the mainstreaming of unity and reconciliation in at least 6 out of 8 fields of monitoring unity and reconciliation specified in the related matrix (see 5.1)
- **Category B (Middle institutions)**: These are institutions that have started the mainstreaming of unity and reconciliation in at least 4 out of 8 areas of monitoring unity and reconciliation, and whose progress is ongoing.
- **Category C (Weak institutions)**: These are institutions that have no visible actions in the mainstreaming of unity and reconciliation, or those still being at an early stage. These include institutions that have started the mainstreaming of unity and reconciliation, but in a few areas of unity and reconciliation monitoring (less than 4 out of 8 areas of unity and reconciliation), or those with still limited, short-lived actions in different areas of unity and reconciliation monitoring.

### 5.5.3. Monitoring report on unity and reconciliation

The table below is an example of a tool proposed which can be used for reporting the state of mainstreaming of unity and reconciliation within institutions based in Rwanda.

*Table 5: Content of a monitoring report on unity and reconciliation*

<b>Chapters</b>	<b>Key components</b>	<b>Description</b>
Cover Page	<ul style="list-style-type: none"> <li>• Main Title: Monitoring report on Unity and Reconciliation in institutions operating in Rwanda</li> <li>• Sub-Title: Year ....( e.g 2014-2015);</li> <li>• By NURC</li> </ul>	<ul style="list-style-type: none"> <li>• Before opening the document, the cover page gives to the reader a brief idea of the content</li> </ul>
Table of Contents	<ul style="list-style-type: none"> <li>• Overview of the content of the report</li> </ul>	<ul style="list-style-type: none"> <li>• This part informs the reader on the main parts that make up the document and enables him to refer to those parts of the documents he is the most interested in.</li> </ul>
List of acronyms, tables and graphs	<ul style="list-style-type: none"> <li>• Every acronym, table and graph in the report is presented in a separate list</li> </ul>	<ul style="list-style-type: none"> <li>• This table provides the reader with the architecture of acronyms, tables and or graphs being presented in the report.</li> </ul>
Executive Summary	<ul style="list-style-type: none"> <li>• Briefly recalls the main objective of the monitoring of unity and reconciliation</li> <li>• Synopsis of the main monitoring results/findings presented against every domain of monitoring on unity and reconciliation</li> <li>• Main recommendations</li> </ul>	<ul style="list-style-type: none"> <li>• This part of the report provides the user/reader with an overall overview of the content of the document.</li> </ul>
Introduction	<ul style="list-style-type: none"> <li>• Justification: why monitoring on U&amp;R? Where does the NURC draw the legitimacy to monitor unity and reconciliation in institutions based in Rwanda?</li> <li>• Nature of monitoring: objectives and domains of monitoring on U&amp;R</li> <li>• Methodology: process steps, institutions concerned; Favourable and unfavourable factors during the process of monitoring unity and reconciliation</li> </ul>	<ul style="list-style-type: none"> <li>• This part enables the reader to clearly understand why the monitoring on U&amp;R and where NURC draws the legitimacy to do this activity.</li> <li>• In addition, this part allows the reader /user of the report to understand the scope of monitoring on unity and reconciliation and the methodology used to arrive at the results and recommendations.</li> </ul>
Context analysis	<ul style="list-style-type: none"> <li>• Overview of the previous years'</li> </ul>	<ul style="list-style-type: none"> <li>• This section offers the</li> </ul>



Chapters	Key components	Description
	<p>findings, and/ or starting situation</p> <ul style="list-style-type: none"> <li>• What is the starting situation regarding the mainstreaming of U&amp;R?;</li> <li>• Are institutions on the pace to succeed the mainstreaming of U&amp;R?</li> <li>• Is the mainstreaming of U&amp;R an important issue?</li> </ul>	<p>reader/report user with the basis against which to benchmark the progresses or regressions recorded in terms of mainstreaming of U&amp;R</p>
Monitoring results on unity and reconciliation	<ul style="list-style-type: none"> <li>• Evidences observed in the mainstreaming of unity and reconciliation, for each monitoring domain of U &amp; R</li> <li>• Classification of the performance of institutions in terms of mainstreaming of U &amp; R</li> <li>• Which (category of) institution performed its role well and why? <ul style="list-style-type: none"> <li>- <i>Strengths /Success;</i></li> </ul> </li> <li>• Which (category of) institution did not well perform its role and why? <ul style="list-style-type: none"> <li>- <i>Weaknesses/challenges</i></li> </ul> </li> <li>• Are assigned roles to institutions still relevant?</li> </ul>	<ul style="list-style-type: none"> <li>• This part of the report presents key results of the monitoring on unity and reconciliation against pre-defined indicators.</li> <li>• This part enables the reader to have insights about the results of the monitoring on unity and reconciliation in sampled institutions</li> </ul>
Conclusions and recommendations	<ul style="list-style-type: none"> <li>• Overview on the unity and reconciliation situation within institutions: summary of the key findings;</li> <li>• Success/strengths observed</li> <li>• Weakness/challenges observed;</li> <li>• Recommendations: What needs to be done/ adjusted to ensure that each category of institution effectively performs its role to promote U&amp;R? Actions recommended to NURC, institutions and other key partners</li> </ul>	<ul style="list-style-type: none"> <li>• This part informs the main stakeholders, including decision-making stakeholders, the global situation of unity and reconciliation, and on what needs to be done to ensure that every role assigned to institutions in regard to implementation of the National Policy of U&amp;R is effectively implemented.</li> </ul>

## 6. General conclusion and recommendations

The interviews conducted in 29 selected institutions during the preparation stage of this document revealed that the document of the National Policy of Unity and Reconciliation is not well known, as well as the roles assigned to different categories of institutions for the implementation of the policy.

However, all visited institutions had organized in the past, and continue to organize, a number of actions which will contribute to unity and reconciliation amongst their staff members and the community. Regarding the monitoring of the mainstreaming of unity and reconciliation, all institutions visited agree that this activity is very important, and expressed their willingness to be involved in the process.

For the improvement of the state of mainstreaming of unity and reconciliation, the following recommendations have been issued to the National Unity and Reconciliation Commission:

- (1) Identify public and non-public institutions based in Rwanda and their contact addresses, in order to obtain lists of registered institution for each category from the public institution responsible for their registration (from the RGB<sup>4</sup> for civil society/non-governmental organizations and recognized political parties; and from the RDB<sup>5</sup> for private sector institutions)
- (2) Conduct a wider dissemination of the national policy on unity and reconciliation in order to ensure that all institutions within the policy are familiar with its content, including the roles they are ascribed to by the Government of Rwanda with regard to the implementation of the policy. Different approaches can be used:
  - Policy documents dissemination;
  - Use classical and non-classical media;
  - Meetings or workshops with institutions through their platforms.
  - Distribution of booklets on guidelines regarding the mainstreaming of U&R in the programs of different institutions;
  - Training of leaders in institutions on the mainstreaming of U&R in their programs
  - Regular visits in institutions for sensitization campaigns in regard to the implementation of the National Policy on U & R.
- (3) Put in place operational Focal Points on U&R at the institutional level, which serve as the contact persons on all matters pertaining to unity and reconciliation. For the success of operationalization of Focal Points, the following activities are recommended:

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<sup>4</sup> Rwanda Governance Board

<sup>5</sup> Rwanda Development Board

- Sensitization of institutional leaders on the necessity to have Focal Points on U&R in place;
  - Clearly determine the attributions/roles of a focal point and establish the modalities of their functioning;
  - Training: the effectiveness of Focal Points is mainly a result of his knowledge of the National Policy on U&R which conditions their mainstreaming in the planning;
  - Organize a training of Trainers on U&R in each institution;
  - Dissemination, within institutions, of didactic materials on U&R.
- (4) Prior to operationalizing the monitoring tools on unity and reconciliation, to ensure that they are disseminated amongst target institutions, and organize sensitization campaigns related to them. For this reason, monitoring tools on unity and reconciliation will be presented to and discussed with institutions concerned for their ownership.
- (5) Clearly define the level of responsibilities for NURC staff for the most effective and efficient operationalization of monitoring strategies and tools on unity and reconciliation (software management, sampling of target institutions, use of data collection tools, data processing and analysis, and reporting of results);
- (6) Put in place a mechanism for dissemination of the monitoring results on unity and reconciliation. It is important to organize regular interaction with institutions as per their categories in a bid to not only discuss the progresses achieved, but also to allow those institutions to be updated on the current situation of U&R in the country. NURC will encourage all institutions monitored to give a feedback on the results found.
- (7) In order to have a complete picture of the state of unity and reconciliation in Rwanda in general and especially as a way to identify the impact of the mainstreaming of U & R on the Rwandan society, NURC should incorporate the results of the monitoring on U&R in institutions operating in Rwanda in the Rwanda Reconciliation Barometer which is conducted every three years.

**Annexes: Questionnaire developed for data collection**

**Introduction**

Unity and Reconciliation of Rwandans is defined by the National Unity and Reconciliation Commission as “a consensus practice of citizens who have common nationality, who share the same culture and have equal rights; citizens characterized by trust, tolerance, mutual respect, equality, complementary roles/interdependence, truth, and healing of one another’s wounds inflicted by our history, with the objectives of laying foundation for sustainable development”. To attain this, it requires radical change on the part of the Rwandan society and willingness to transform Rwanda into a reconciled and united nation in which all citizens have equal freedoms and a country that has a common vision for a better future.

Part of the National Unity and Reconciliation Commission’s mandate is to regularly monitoring the state of unity and reconciliation in the Rwandan society, including in diverse institutions operating in Rwanda. It is pursuant to this mandate that the NURC is seeking your perspectives on the extent to what the institution you are affiliated with contributes in the promotion of unity and reconciliation. This questionnaire is structured in 8 sections. Dully filling-in the questionnaire will only take a very few minutes. By correctly responding to this questionnaire, you are providing a valuable contribution to the country’s endeavours to enhance the national unity and reconciliation process. The NURC guarantees that the information it receives from you will be treated with the highest sense of confidentiality. Moreover, the questionnaire is designed in such way that the name of the respondent can never be identified.

**Name of the institution:** .....

**Category of the institution:**

- Central Government institution  Decentralized entity  Private sector  
 Civil Society  Recognized political party  Development partners

**Category of the respondent:**

- Staff in managerial position  
 Ordinary employee

**Section 1: Mainstreaming of U&R in the planning process**

- 1.1. What are the evidences (elements) that planning in your institution is sensitive to U&R?.  
a) No element of evidence  
b) Existence of an Action plan/performance contract (Imihigo) integrating unity and reconciliation  
c) Existence of a focal point on U&R  
d) Existence of forums on U&R  
e) Other elements (Specify) .....
- 1.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Section 2: Promotion of national identity and social cohesion**

2.1 What are the evidences (elements) that your institution have put in place any mechanism to promote national identity and social cohesion?

- a) No element of evidence
- b) Dialogues on “Ndi Umunyarwanda” are regularly organized;
- c) Social interaction events/ Mutual assistance are encouraged and supported;
- d) Healing mechanisms of the wounds of the past are in place
- e) Other elements (Specify) .....

2.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Section 3: Fight against discrimination and divisionism**

3.1. What are the evidences (elements) that your institution have institutionalized mechanisms of prevention and fighting discrimination and divisionism?

- a) No element of evidence
- b) Existence of inclusive/non-discriminatory service delivery (existence of a charter)
- c) Discrimination & divisionism practices are discouraged by recruitment policy & internal rules and regulations
- d) Equitable access to institutional resources and opportunities
- e) Zero tolerance (sanction) for any form of divisionism and discrimination;
- f) Other elements (Specify) .....

3.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Section 4: Community mobilization on Unity &Reconciliation**

4.1. What are the evidences (elements) that your institution have put in place initiatives for sensitization on Unity &Reconciliation?

- a) No element of evidence
- b) Sensitization meetings/campaigns on Unity &Reconciliation undertaken in the community
- c) There are examples of initiatives resulting from sensitization
- d) Other elements (Specify) .....

4.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Section 5: Support to community initiatives on Unity &Reconciliation**

5.1. What are the evidences (elements) that your institution provides support to Unity &Reconciliation Initiatives?

- a) No element of evidence
- b) Material support provided
  - b1) Funding
  - b2) In-kind assistance
  - b3) Awards to best initiatives
  - b4) Other elements (specify): .....
- c) Immaterial support provided:
  - c1) Advisory services

- c2) Capacity building
- c3) Dialogues
- c4) Other elements (specify):.....

2.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Section 6: Monitoring & evaluation of Unity &Reconciliation activities**

6.1. What are the evidences (elements) that your institution have internal monitoring and evaluation practices on unity and reconciliation?

- a) No element of evidence
- b) Existence of periodical activities of Monitoring & Evaluation on unity and reconciliation
- c) Existence of periodical reports on the progress of Unity &Reconciliation
- d) Other elements (Specify) .....

6.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Section 7: Factors hindering Unity and Reconciliation**

7.1. What are the acts which hindering or likely to hinder unity and reconciliation in your institution?

- a) No existing acts
- b) Existence of groups of individuals related to their regions, ethnics, religions and other
- c) Favouritism of certain persons related to their regions, ethnics, religions and other.
- d) Bad conducts in speech
- e) Bad conducts in written

7.2. How do you judge the acts identified??.....

**Section 8: Prevention and resolution of conflicts**

8.1. What are the evidences (elements) that your institution has put in place mechanisms for conflict prevention and resolution?

- a) Existence of internal space of communication and dialogue on conflict prevention and resolution
- b) Existence of internal guidelines for conflict prevention and resolution
- c) Existence of regularly ways used to discuss with citizen to prevent and resolve conflict
- d) Measures are taken to promote conflict prevention and resolution
- e) Other elements (Specify) .....

8.2. How do you appreciate the evidences identified (strengths, weakness/challenges)?.....

**Annex 2: Information card on evidences identified in mainstreaming of U&R within institutions**

Institution concerned: .....		Period of reference: .....	
Sphere of monitoring of unity and reconciliation	Indicators	Sub-indicators	Evidences identified
<b>1. Mainstreaming of U&amp;R in the planning process</b>	Planning sensitive to U&R	• Existence of an Action Plan/performance contract (Imihigo)	
		• Existence of a Focal point on U&R.	
		• Existence of forums on unity and reconciliation	
		• Other elements	
<b>2. Promotion of national identity &amp; social cohesion</b>	Institutionalized mechanisms meant to promote national identity and foster social cohesion.	▪ Dialogues on “Ndi Umunyarwanda” are regularly organized;	
		▪ Social interaction events/ mutual assistance are encouraged and supported	
		▪ Healing mechanisms of the wounds of the past are in place	
		• Other elements	
<b>3. Fight against discrimination and divisionism.</b>	Institutionalized mechanisms of prevention and fighting discrimination and divisionism	▪ Existence of inclusive/non-discriminatory service delivery (existence of a charter)	
		▪ Discrimination & divisionism practices are discouraged by recruitment policy & internal rules and regulations;	
		▪ Equitable access to institutional resources and opportunities;	
		• Zero tolerance (sanction) for any form of divisionism and discrimination.	
		• Other elements	
<b>4. Community mobilization on Unity &amp; Reconciliation</b>	Initiatives for sensitization on U&R	▪ Sensitization meetings/campaigns on U&R undertaken in the community	
		▪ There are examples of initiatives resulting from sensitization	
		• Other elements	
<b>5. Support to community initiatives</b>	Support provided to U&R initiatives	• Material support provided (funding, in-kind assistance,	

Institution concerned: .....		Period of reference: .....	
Sphere of monitoring of unity and reconciliation	Indicators	Sub-indicators	Evidences identified
on U&R		Awards to best initiatives..)	
		<ul style="list-style-type: none"> <li>• Immaterial support provided (advisory services, capacity building, dialogues ...)</li> </ul>	
		<ul style="list-style-type: none"> <li>• Other elements</li> </ul>	
6. Monitoring & evaluation of U&R activities	Monitoring & evaluation practices on U& R	<ul style="list-style-type: none"> <li>• Existence of periodical activities of monitoring and evaluation on U&amp;R</li> </ul>	
		<ul style="list-style-type: none"> <li>• Existence of periodical reports on the progress of U&amp;R</li> </ul>	
		<ul style="list-style-type: none"> <li>• Other elements</li> </ul>	
7. Factors hindering Unity and Reconciliation	Acts hindering or likely to hinder unity and reconciliation	<ul style="list-style-type: none"> <li>• Existence of groups of individuals related to their regions, ethnics, religions and other</li> </ul>	
		<ul style="list-style-type: none"> <li>• Favouritism of certain persons related to their regions, ethnics, religions and other</li> </ul>	
		<ul style="list-style-type: none"> <li>• Bad conducts in speech</li> </ul>	
		<ul style="list-style-type: none"> <li>• Bad conducts in written</li> </ul>	
		<ul style="list-style-type: none"> <li>• Other elements</li> </ul>	
8. Prevention and resolution of conflicts	Mechanisms put in place for conflict prevention and resolution	<ul style="list-style-type: none"> <li>• Existence of internal space of communication and dialogue on conflict prevention and resolution</li> </ul>	
		<ul style="list-style-type: none"> <li>• Existence of internal guidelines for conflict prevention and resolution</li> </ul>	
		<ul style="list-style-type: none"> <li>• Existence of regularly ways used to discuss with citizen to prevent and resolve conflict</li> </ul>	
		<ul style="list-style-type: none"> <li>• Measures are taken to promote conflict prevention and resolution</li> </ul>	
		<ul style="list-style-type: none"> <li>• Other elements</li> </ul>	



**Annex 3: List of institutions visited according to their categories**

<b>Categories</b>	<b>Institutions visited during the step of data collection</b>	<b>Institutions visited during the step of testing the questionnaire</b>
Decentralized entities	<ol style="list-style-type: none"> <li>1. Kicukiro District,</li> <li>2. Kagarama Sector (Kicukiro District)</li> <li>3. Kanserege Cell (Kagarama Sector)</li> <li>4. Nwiza Village (Kanserege Cell)</li> <li>5. Bugesera District</li> <li>6. Ntarama Sector ( Bugesera District)</li> <li>7. Kanzenze Cell ( Ntarama Sector)</li> <li>8. Rwangara Village ( Kanzenze Cell)</li> </ol>	<ol style="list-style-type: none"> <li>1. GASABO District</li> </ol>
Central Government Institutions	<ol style="list-style-type: none"> <li>9. MIDIMAR</li> <li>10. National Youth Council</li> <li>11. National Commission of Demobilisation</li> <li>12. Gender Monitoring Office</li> <li>13. EWSA</li> <li>14. BRD</li> <li>15. University of Rwanda/College of Science and Technology</li> </ol>	<ol style="list-style-type: none"> <li>2. MINISPOC (Ministry of Sports and Culture)</li> <li>3. National Women Council (NWC)</li> </ol>
Civil society	<ol style="list-style-type: none"> <li>16. CEJP (Commission Episcopale Justice et Paix)</li> <li>17. IMBARAGA (Organisation des Agriculteurs et Eleveurs du Rwanda)</li> <li>18. AMUR (Association des Musulmans du Rwanda)</li> <li>19. RMC (Rwanda Media Commission / Media Self Regulation)</li> <li>20. Tele10 Group</li> <li>21. Prison Fellowship</li> <li>22. World Vision</li> </ol>	<ol style="list-style-type: none"> <li>4. Search for Common Ground</li> <li>5. INADES Formation Rwanda</li> <li>6. RUSHYASHYA Newspaper</li> <li>7. ADEPER</li> </ol>
Political Parties Recognized in Rwanda	<ol style="list-style-type: none"> <li>23. Forum des Partis Politiques</li> <li>24. PS IMBERAKURI</li> </ol>	<ol style="list-style-type: none"> <li>8. PDC (Parti Démocratique Centriste)</li> </ol>
Private sector	<ol style="list-style-type: none"> <li>25. ULK</li> <li>26. FSP</li> <li>27. KCB</li> </ol>	<ol style="list-style-type: none"> <li>9. UTEXRWA</li> <li>10. Lycée Notre Dame de Citeaux</li> </ol>
Development partners	<ol style="list-style-type: none"> <li>28. PNUD</li> <li>29. UE</li> </ol>	