



Rwanda Threshold Program Evaluation

Final Report

October 3, 2014

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EXECUTIVE SUMMARY

The Millennium Challenge Corporation (MCC) sponsored the Rwanda Threshold Program (RTP) to help the Government of Rwanda improve its performance on the MCC Political Rights, Civil Liberties, and Voice and Accountability eligibility indicators.¹ Mathematica Policy Research was selected to evaluate the impacts of this program. Through an integrated, multiyear data collection effort,² Mathematica implemented evaluation designs that provide important information about the effectiveness of four major components of the RTP:

1. **Strengthening Rwanda National Police (RNP) inspectorate services.** This component was designed to enhance the accountability and professionalism of the RNP. Our evaluation focuses on the component's Every Voice Counts campaign, which installed a nationwide system of submission boxes for citizen complaints and commendations. The evaluation provides descriptive findings on citizen awareness of the campaign and perceptions regarding RNP trustworthiness and effectiveness, comparing responses of citizens living in sectors (political subdivisions within a district³) that received complaint boxes to those from a comparison group of citizens living in sectors without complaint boxes.
2. **Strengthening the rule of law for policy reform.** This component sought to improve and professionalize Rwanda's judicial and legislative processes. To assess the effectiveness of the program's judicial training activities, we completed a descriptive study using an interrupted time series evaluation design to determine if the training coincided with improvements in the number of judicial decisions being written according to international standards of clarity and transparency.
3. **Media strengthening.** In addition to providing a wide range of technical training to journalists and media organizations, this component supported the creation of two community radio stations. To evaluate the effects of these radio stations, we conducted a survey before the stations began broadcasting to understand baseline levels of media consumption and radio listenership. After combining this information with data from the follow-up survey in 2012, we applied a comparison group design to estimate the potential impacts of the radio stations. This approach compares trends in sectors receiving strong broadcast signals from the RTP stations to trends in a set of comparison sectors receiving weaker broadcast signals.
4. **Strengthening civic participation.** This component supported the efforts of civil society organizations (CSOs) to advocate for local issues, and provided training to local government officials to increase their responsiveness to citizens. The component was only partially implemented, however, because the RTP was not extended to include a final (third) year of activities as originally planned. Mathematica oversaw a pairwise

¹ A list of Millennium Challenge Corporation's compact eligibility indicators and the third-party indicator institutions can be found at <http://www.mcc.gov/pages/selection/indicators>.

² The evaluation's primary data collection components were nationally representative surveys of approximately 10,000 citizens conducted in 2011 and 2012.

³ Rwanda has a nationwide total of five provinces, 30 districts, and 416 sectors. Within each sector, there are two additional administrative levels: each sector is divided into cells, and cells are divided into *umudugudu*, or villages.

random selection process to select the 15 program districts that received Strengthening Civic Participation activities; this enabled a rigorous evaluation design, whereby we estimate impacts by comparing survey data in the 15 treatment districts to survey data in 15 control districts. To assess impacts relevant to this component, we collected data from citizens on civic participation indicators including perceptions about local government performance, openness, responsiveness, and accountability.

For the RNP Strengthening component, key findings include information on public awareness of the program, citizen preferences regarding how to communicate issues to the police, and citizen views of police transparency and accountability:

- **A minority of Rwandans are aware of the RNP Strengthening component's complaint and commendation submission boxes.** Nationwide, 20 percent of survey respondents said they were aware of the submission box initiative. Among those who knew of the program, 58 percent said the submission boxes would be their preferred method of communicating with the police.
- **Respondents who live in sectors containing a submission box are more likely to be aware of the program.** The study compared respondents in sectors containing a submission box to respondents living in sectors without a box. Although this empirical design does not support causal inferences, it does provide suggestive information on the program's effects. Respondents in sectors with boxes were 8 percentage points more likely to be aware of the program and approximately 1.5 times as likely to know someone who had used a submission box. A significantly larger percentage of respondents in program sectors also said the boxes are their preferred method of communicating with the police.
- **However, living near a submission box is not correlated with improved perceptions of the RNP's trustworthiness or effectiveness.** When respondents were asked to rate whether the RNP was fair, honest, consistent, or effective, the analysis did not uncover any significant differences between sectors that had submission boxes and those that did not.
- **The citizen feedback system may have limited sustainability.** Findings from qualitative interviews with RNP officials, program implementers, and civil society organizations suggest that there are important barriers to continuing the citizen feedback system now that the RTP has concluded. The centralized collection and processing of citizen feedback forms is expensive, and there may be limited support to fund these operations in the future.

Our descriptive evaluation of the Rule of Law component provides evidence on the quality of judicial decision writing in Rwanda before and after the provision of judiciary training.

- **The quality of judicial decision writing was relatively high before the program began.** According to a quality scale developed by the program's implementer, on average judicial decisions were rated very highly in the period before training began (with an average score of 95 out of 100 shortly before judges were trained). This left comparatively little room for improvement following program implementation.

- **After training was completed, quality scores remained high but there was no evidence of additional improvement.** Following completion of the program, judicial decisions received an average rating of 94 on the study's 100-point scale. These scores showed a steady increase over time in the years before the program, and we did not find evidence that this trend changed in the first 18 months after the program ended.

Findings for the Media Strengthening component examined the patterns of listenership for the RTP-supported radio stations, including possible impacts of the stations on citizen satisfaction with radio news outlets and on citizens' familiarity with local government affairs:

- **Nationwide, nearly a quarter of radio users listen to an RTP-supported radio station on a weekly basis; most regular listeners use the stations for local news.** Nationwide, 24 percent of survey respondents said that they listen to one of the RTP stations on a weekly basis. Over three-quarters (78 percent) of the RTP stations' audience use the stations to obtain local news daily or several times a week.
- **Citizens in the RTP stations' broadcast area report higher satisfaction with radio news broadcasts and greater familiarity with local government officials.** Comparing trends in the RTP stations' broadcast area to trends outside that area, we find evidence that the RTP stations increased listenership for local news broadcasts and improved citizens' satisfaction with radio news by statistically significant margins. We also find evidence that radio stations increased the percentage of adults who said they can name the mayor of their local district. However, we do not find any significant effects on citizens' perceived ability to assess local government performance, the percentage of citizens who believe the government listens to input from ordinary citizens, or views about whether citizens can openly disagree with government officials without facing negative consequences.
- **Both RTP-supported stations sustained programming after the threshold program concluded.** As of June 2014, over two years after MCC's financial support came to an end, both radio stations remained in operation with regular broadcasts that included programs focused on local news and information.

Our random-assignment evaluation design for the Strengthening Civic Participation component provides rigorous evidence about the causal relationship between the component's activities and key civic participation outcomes. However, this component of the RTP was not fully implemented; we cannot determine whether these activities would have had a different pattern of impacts if the component had taken place as originally designed. Results suggest that the Strengthening Civic Participation component did not improve citizen perceptions about civic participation outcomes in Rwanda, but it did encourage citizens to voice some concerns about government policies more openly.

- **The Strengthening Civic Participation component did not have a positive impact on any of the survey's key civic participation outcomes.** We grouped the survey data into a total of six separate civic participation indices. For these outcomes, none of the impact estimates are both positive and statistically significant. The impact of the program was statistically indistinguishable from zero for the survey's measures of local meeting awareness, familiarity with local government officials, and perceived access to government information.

- **The component increased the number of citizens voicing dissatisfaction with local services, and had a small negative impact on citizens' self-reported influence on government and knowledge about local government affairs.** The program reduced citizens' self-reported satisfaction with local services, perceived influence on government decisions, and perceived knowledge about local government affairs. Although each of these impacts is statistically significant, the changes are not large relative to the levels found in the control group; for these three outcome indices, the impacts represent a drop of less than 5 percent relative to the level found among control group respondents.
- **Qualitative data suggest that these impacts occurred because the program encouraged citizens to voice criticism more freely.** In-depth interviews with civil society leaders and local government officials suggest that the program's negative impacts on survey outcomes do not imply that the program harmed civic participation in treatment districts. Rather, the impacts appear to reflect an increased willingness on the part of citizens to voice criticism about local government affairs.

Evaluating the RTP's diverse range of activities provides a valuable opportunity to assess which types of governance interventions can succeed in a challenging policy context. Overall, we identify a mixed set of results across these program components. The RTP's community radio stations may have succeeded in producing improvements on several targeted outcomes, but we find little evidence that activities in the RNP Strengthening or the Rule of Law components positively influenced the governance indicators the RTP was ultimately designed to improve. In the case of our rigorous evaluation of the Strengthening Civic Participation component, in contrast, we find evidence that the program increased citizens' willingness to voice criticism about certain local government policies and services.

These results provide important insights that can help inform the design of governance initiatives in other contexts. For example, the evaluation highlights the importance of designing each intervention using a clear program logic tied to accurate needs assessments. This can help ensure that programs target well-defined issues with clear links to desired indicators. Our results also highlight the importance of the local context in determining the amount of time and types of interventions required to impact governance outcomes. All of the RTP components were implemented within a relatively short timeframe (two years), program resources were spread among a wide range of activities, and at times implementation was affected by unanticipated local capacity constraints that limited program effectiveness. Evaluations such as this one are particularly important in the democracy and governance sector, where rigorous studies are rare. Understanding the effects of these programs provides a stronger foundation of evidence to inform the design and implementation of governance interventions in the future.

I. INTRODUCTION

Since gaining independence from Belgium in 1962, Rwanda has experienced political and civil turmoil over power and access to resources and opportunities. The country still bears deep scars as a result of the 1994 genocide and civil war, which claimed the lives of up to one million Rwandans. Since 1994, the Government of Rwanda (GoR) has largely succeeded in restoring stability and security to the country, setting the stage for a period of rapid economic development and the rebuilding of public-sector institutions. During this period of broad economic progress, however, Rwanda has also faced challenges in establishing democratic norms related to media independence, the rule of law, and participation by citizens and civil society organizations (CSOs) in government policymaking.

In response to these issues, the Millennium Challenge Corporation (MCC) sponsored a Threshold program in Rwanda designed to help the GoR improve its performance on the MCC Political Rights, Civil Liberties, and Voice and Accountability eligibility indicators. The Rwanda Threshold Program (RTP) included a variety of components targeting different sectors of government and civil society. Mathematica Policy Research was selected to evaluate the impacts of this program through a rigorous, multiyear research design.

This report presents the findings of the RTP evaluation. In this chapter, we first provide an overview of the RTP components and then summarize relevant aspects of the Rwandan policy context. In the subsequent chapters of this report, we explain the evaluation methods used to assess RTP activities (Chapter II), describe the implementation of the RTP between 2009 and 2011 (Chapter III), and present the evaluation's ultimate findings (Chapters IV through VIII).

A. Overview of the Rwanda Threshold Program

Since its inception in 2004, MCC has funded initiatives to promote economic growth and poverty reduction around the world. MCC supports large-scale development programs in countries that achieve high scores on a set of economic and governance indicators. These “Compacts” fund development priorities identified by recipient country governments. Separately, MCC also provides smaller “Threshold” programs to countries that are close to meeting the Compact requirements but fall short of the eligibility criteria in some areas.⁴ Threshold programs are intended to support policy reform and help countries improve their Compact eligibility scores. The U.S. Agency for International Development (USAID) is a key partner in many of these initiatives, working with recipient countries to supervise the implementation of each Threshold program (MCC 2014a).

MCC draws upon data from respected, independent sources to calculate countries' scores on the Compact eligibility indicators. These indicators are divided into three areas: Ruling Justly, Investing in People, and Encouraging Economic Freedom (MCC 2014b). For each reviewed country, MCC uses the indicators to compare the country's policies to those of other countries at a

⁴ At the time the RTP was awarded (September 2008), Threshold programs were limited to activities designed to improve countries' scores on specific eligibility criteria. As of 2013, however, MCC's Threshold programs have undergone key changes. For instance, in the past these programs were exclusively designed to improve scores on the compact-eligibility criteria, but new Threshold programs may also focus on additional constraints to economic growth.

similar stage of development. For countries that fall short of the eligibility requirements in some areas, MCC uses these scores to help guide the funding of Threshold program activities.

In 2009 Rwanda's eligibility scores showed high performance on some indicators but relatively low performance on others (Table I.1). Specifically, Rwanda's ratings exceeded most peer countries (that is, other developing countries with similarly low per capita incomes) on the Investing in People indicators, which include spending on education and public health. Rwanda outscored its peer countries on three of MCC's six Economic Freedom indicators, which include measures of the business climate and macroeconomic stability. On several items, including two Ruling Justly governance indicators (control of corruption and government effectiveness), Rwanda scored at or above the 88th percentile. However, on other Ruling Justly indicators, Rwanda's scores fell well below other peer countries, particularly on indicators for political rights, civil liberties, and voice and accountability (we discuss this political and policy context in greater detail in the following section).

Table I.1. Rwanda MCC Indicator Scores Prior to RTP Start (2009)

Indicator	Peer Countries' Median Score	Rwanda's Score	Rwanda's Percentile
Ruling Justly			
Political Rights	17	11	26%
Civil Liberties	30	23	32%
Control of Corruption	.00	.68	97%
Government Effectiveness	.00	.45	88%
Rule of Law	.00	.21	63%
Voice and Accountability	.00	-.60	24%
Investing in People			
Immunization Rates	82	98	98%
Health Expenditures	2.2	6.6	94%
Primary Education Expenditures	1.8	2.3	68%
Natural Resource Management	65	58	31%
Economic Freedom			
Regulatory Quality	.00	.08	56%
Land Rights and Access	.62	.65	64%
Business Start-Up	.90	.87	39%
Trade Policy	68	61	28%
Inflation	15	9	35%
Fiscal Policy	-.30	-.40	59%

Note: MCC calculated each of these indicator scores using a set of formulas weighting data from various sources including the World Bank, the International Finance Corporation, Freedom House, and the World Health Organization. The range and standard deviation of the scores varies depending on the indicator. See the MCC Rwanda Score Card, 2009, available at <http://www.mcc.gov/documents/scorecards/score-fy09-english-rwanda.pdf>.

After reviewing these indicator scores, MCC and the GoR agreed to carry out a Threshold program in Rwanda designed to improve the country's scores on MCC's Ruling Justly eligibility indicators. Thus, the RTP focused on increasing citizens' political rights and civil liberties and on strengthening voice and accountability institutions, including the judiciary, media, and civil society. In 2008, MCC and the GoR agreed to proceed with a two-year Threshold program, with an optional third year for extended program implementation. In total, MCC planned to provide RTP implementation funds of \$24.7 million during this period.

A summary of the RTP's activities and intended intermediate and long-term outcomes are shown in Figure I.1.

Figure I.1. Conceptual Framework of the Rwanda Threshold Program



* The implementer of each RTP component is shown in parentheses. ICITAP = International Criminal Investigative Training Assistance Program, IREX = International Research and Exchanges Board, and CSO = Civil Society Organization.

The RTP included five distinct components, each with its own set of targeted objectives: (1) Strengthening the Inspectorate Services of the Rwandan National Police (RNP) to increase police professionalism and accountability, (2) Strengthening the Rule of Law for Policy Reform to improve the professionalism of the judiciary and increase legislative capacity in Parliament, (3) Media Strengthening to enhance media professionalism and support independent media sources, (4) Strengthening Civic Participation to increase citizen participation in local government and improve the capacity of local civil society organizations (CSOs), and (5) Strengthening Civil Society to expand national CSO involvement in central government policymaking. For a detailed discussion of the RTP's implementation, see Chapter III.

B. Policy Context and Literature Review

The design and implementation of the RTP was deeply affected by policies and institutions that arose in the aftermath of Rwanda's civil war. In the wake of the 1994 genocide and the resulting refugee movement of nearly one-third of its population, Rwanda faced a daunting set of challenges. Governmental institutions and public infrastructure had been largely destroyed or dismantled and the traumatized population required many forms of rehabilitation and support (Security Sector Reform Resource Centre 2010).

Despite these difficulties, Rwanda has been transformed by unprecedented economic growth and stability following the conclusion of the civil war. Broadly speaking, the post-genocide period has been marked by rehabilitation, economic and governance reform, and social and economic development. Between 1995 and 2008, the Rwandan economy nearly tripled in size, growing by an average of 8.6 percent each year. Rwanda's policymakers have also been widely praised for eliminating most forms of public corruption, providing near-universal free primary education, and immunizing much of the population to protect public health. In 2003, less than 10 years after the genocide, Rwanda held a peaceful presidential and parliamentary election, and local elections have been held regularly as well.⁵

During this period, Rwanda has also faced several governance challenges reflected in the country's scores on MCC's Ruling Justly indicators (discussed above). These issues include the ability of citizens and civil society groups to participate in politics and government policymaking, the objectivity and professionalism of the media, and the capacity of the police and judiciary.

1. Civic Participation in Rwanda

Beginning in 2002, the GoR began an extensive decentralization initiative designed in part to encourage more citizen participation in local government. With support from multilateral donors including the World Bank and the United Nations Development Program (UNDP), the GoR undertook reforms in the 2000s to develop more open and effective local political institutions (UNDP 2005). The first three-year phase of these reforms established a framework of new local government bodies that would assume greater local control of government planning and policymaking. These new local levels of administration included representative bodies for provinces, districts, sectors, cells, and villages.⁶ The second five-year phase of the decentralization plan (2005–2009) implemented the Rwanda Decentralization Strategic Framework (RDSF). The RDSF focused on further developing local planning capacity, local monitoring processes, and mechanisms to collect and allocate funds among the newly formed levels of local government. A third seven-year phase of reform is pursuing decentralization of the national budget, allowing more resources to move directly from the national ministry of finance to local government entities (Innocent 2012).

These reforms were designed to increase the accountability and transparency of government and to empower local communities to take control of their governance processes (World Bank 2009). For example, the GoR supported local forums to assist in making governance more

⁵ For a broad overview of the country's postwar economic and institutional development, see World Bank (2009).

⁶ Rwanda has a nationwide total of five provinces, 30 districts, and 416 sectors. Within each sector, there are two additional administrative levels: each sector is divided into cells, and cells are divided into *umudugudu*, or villages.

participatory. These forums encouraged partnerships between the public and private sectors and civil society organizations in planning development projects and implementing new decentralization reforms (SNV Netherlands Development Organization 2009). The GoR also increased local control over budget processes and assets and supported the development of a framework for fiscal accountability, including new financial management laws and accounting rules, among other mechanisms (Gasana 2012). Finally, the GoR sought to support accountability to citizens by creating more elected (and fewer centrally appointed) local government bodies (UNDP 2005).

As these decentralization reforms have been implemented, numerous CSOs have attempted to engage with governance processes and influence government policymaking at both the national and local levels. Rwandan civil society is made up of a number of cooperatives, peasant associations, local micro-finance systems (called *tontines*), foreign and local NGOs, churches, media, trade unions, women and youth groups, human rights organizations, and private sector organizations. Most of Rwanda's individual CSOs also belong to larger umbrella organizations. For example, the Collaborative Council of Organisations Supporting Grassroots Initiatives (CCOAIB) has 40 member organizations, Collectif des Liges et Associations de Defense des Droits de l'Homme (CLADHO) is the main umbrella group for five human rights organizations, and the Maison de la Presse is a group of various media associations (CCOAIB 2011).

Although a number of CSOs are active in Rwanda, their independence and influence is circumscribed in several ways. First, there are lingering public questions about the legitimacy and efficacy of civil society in Rwanda, given its failure to combat the ethnic divisions that produced the genocide (CCOAIB 2011). Second, there are also differing views on the proper role of CSOs in government affairs. According to a USAID governance assessment (USAID 2001), several CSOs reported that they faced restrictions on political activities and direct advocacy; to avoid these challenges, some CSOs have chosen to focus on economic issues less closely tied to Rwandan politics. A third challenge is that a substantial number of CSOs have not developed the capacity to attract independent resources and support beyond what is available through government initiatives; thus, their continued operation is dependent on GoR funding and support.

Perhaps the most important challenge to civic participation in Rwanda relates to the GoR's actions toward groups expressing various forms of dissent. For example, the GoR has been accused of obstructing the activities of multiple human rights groups operating in the country (Human Rights Watch 2011), and the USAID governance assessment found that the government has tended to take defensive or restrictive actions in response to challenges and criticism from civil society (USAID 2002). Similarly, policies limiting political dissent in Rwanda have garnered criticism from outside observers, especially during and after the 2010 presidential elections (Amnesty International 2010; Human Rights Watch 2010; European Parliament 2012).

The RTP included two components related to civic participation, both of which were designed to address some of these challenges. The Strengthening Civic Participation and Strengthening Civil Society components of the RTP were intended to enhance the involvement of local and national CSOs in government policymaking, support new efforts by government leaders to invite more active civic participation, and promote well-informed citizen participation in public affairs. The Strengthening Civic Participation component focused on interventions at the local level (largely addressing district-level governance) and the Strengthening Civil Society component targeted CSOs and central government officials operating at the national level (see Chapter III for additional details on the implementation of each RTP component).

2. Media Environment

There are a substantial number of media organizations in Rwanda and during the period of RTP implementation many of these institutions had strong government affiliations or were run by the government directly. In 2012, Freedom House reported that there were a total of 31 registered print publications (several of which are affiliated with the government), 23 radio stations (six of which are government run), and one television station (also government run) in the country. During this period the government-run Radio Rwanda attracted by far the largest audience of radio listeners in the country, with 96 percent of Rwandan adults reporting that they listen to the station on at least a weekly basis (Freedom House 2012; Nichols-Barrer et al. 2011).

The Rwandan Constitution includes a guarantee of press freedom. In practice, however, there have been a variety of limitations on the independence of media outlets in the country. In 2009, Rwanda ranked 157th of 175 countries in the Reporters Without Borders press freedom index, and Freedom House regards the Rwandan media to be tightly controlled by the government (Reporters Without Borders 2010; Freedom House 2012). Outside observers have also criticized Rwanda's New Press Law, passed in 2009; the law created strict media regulations and licensing procedures, including a requirement for journalists to reveal their sources in criminal cases (Weighton 2008). These restrictions were especially evident in advance of Rwanda's most recent elections. Just before the presidential election took place in 2010, the GoR jailed several journalists and suspended reporting of the news at 30 different media organizations (Reporters Without Borders 2010).

To help strengthen media professionalism and objectivity, the RTP's Media Strengthening component was intended to improve journalistic objectivity and support the development of additional independent media outlets—including two new community radio stations.

3. Rule of Law

Following the 1994 conflict, Rwanda had no formal justice system: the country lacked both a criminal justice infrastructure and a professional legal community (Samuels 2006; Human Rights Watch 2008). There was also a serious shortage of police officers, and the nation lacked funding to create a civilian police force (Security Sector Reform Resource Centre 2010; Human Rights Watch 2008). Rebuilding these institutions presented an enormous challenge to the GoR and the citizens of Rwanda. Both the judiciary and the police force had to hire hundreds of new employees—and both institutions lacked resources to provide more than minimal training to new personnel (Human Rights Watch 2008). Further, the courts faced the large-scale challenge of prosecuting the leaders and many perpetrators of the genocide. Following the conflict, the government held a backlog of approximately 135,000 persons in detention, many of whom were imprisoned for years without formal charges.

In 2001, the GoR passed a set of judicial reform laws designed to create more-autonomous and professional legal structures. These reforms included a law that shifted prosecution of genocide crimes (except the most serious atrocities) to 11,000 nonprofessional, community-based courts

(called *gacaca*).⁷ The conventional courts also underwent a major transformation: the number of required qualifications for professional judges was increased and the reforms introduced certain Anglo-American judicial structures to create a more modern system. For example, the reforms created a 12-judge Supreme Court with appellate jurisdiction over the High Court and Military High Court, and an Inspectorate of Courts to monitor judicial performance and investigate allegations of judicial misconduct (Human Rights Watch 2008). A 2002 USAID governance assessment found that several challenges remained in the justice sector despite these reforms. These issues included the need to provide training and ongoing professional support to inexperienced judicial personnel, and a general lack of transparency in judicial processes and rulings (USAID 2002). These challenges informed the design of the RTP's Rule of Law for Policy Reform component, which included activities focused on professionalizing judges in the Supreme and High Courts and encouraging greater access to judicial decisions, among other policy-reform activities.

Rwanda's police force underwent a similar set of reforms in the post-conflict period. In 2000, the Rwandan parliament established a national police force (the RNP). In 2002, the RNP undertook large-scale professional training (including human rights training for 3,000 officers), and later established a Police Training School and a National Police Academy (Kroc Institute for International Peace Studies 2012). The RNP also established Community Partnership programs and Community Partnership committees to integrate citizen input into policing decisions and involve local leaders in efforts to address complaints about the police (SSRRC 2010). The RNP's administrative structures now include a variety of local-level entities, including a separate unit in each district and in 69 local police stations (RNP 2012). The Inspectorate Services unit of the RNP was established to address internal issues and promote policing reforms, including managing complaints from citizens (Karuhanga 2008). However, some observers have also claimed that the RNP does not have incident-reporting procedures that are equitable for all participants in the system (Global Integrity Report 2009).

To address these issues, the RTP's RNP Strengthening component focused on developing the capacity of the Inspectorate Services unit to respond to citizens and conduct internal investigations. As with the other four RTP components, these activities were designed in response to some of the most pressing governance challenges facing the country at the time the RTP began.

⁷ The *gacaca* court system functions as a traditional means of distributing justice in Rwanda. It focuses on reconciliation between perpetrators and victims in an attempt to right the social order and return both parties to the place they held in the community prior to the crime. The larger purpose is for all parties to resolve their dispute with and in their community to bring reconciliation and restore the previous order (Kohen et al. 2011). The post-genocide role of the *gacaca* system has encountered several challenges. For example, Kohen and his co-authors (2011) point out that the *gacaca* process requires that perpetrators and victims have both a previous relationship and the desire for a future one. In the Rwandan genocide, however, it is often the case that the perpetrator and victim had no preexisting relationship and do not wish for one in the future. Further the *gacaca* system was supposed to be used only for those who did not play a major role in the genocide. Over time, however, the cases handled have changed in focus and have come to include trials for those charged with more serious crimes. Additionally, the community officials who oversee the trials often have very little or no legal training even though they adjudicate very complex legal questions (in addition to Kohen et al. [2011], also see Human Rights Watch [2008]).

II. EVALUATION DESIGNS AND DATA COLLECTION

This chapter provides an overview of our evaluation design and data collection methods for each RTP component. We begin with an explanation of how we designed the evaluation and identified RTP activities that were compatible with a feasible and rigorous evaluation method. We then provide an overview of the analytical approaches used to estimate the impacts of these RTP activities. The chapter concludes with a description of the study's data collection efforts, which included nationwide citizen surveys in 2011 and 2012 and qualitative research to further investigate the outcomes of several RTP components.

A. Evaluation Designs

Our mixed-methods study—combining experimental, quasi-experimental, descriptive, and qualitative methods—assesses four of the five RTP components.⁸ Specifically, the components covered by this study are (1) Strengthening the Inspectorate Services of the RNP, (2) Strengthening the Rule of Law for Policy Reform, (3) Media Strengthening, and (4) Strengthening Civic Participation. Collectively, these four components account for over 85 percent of the RTP's total program implementation budget.⁹ To determine the scope of the evaluation, we first sought to identify implemented activities within a component that could potentially produce a measurable effect within the study's timeframe. For example, in coordination with MCC, we decided not to study effects of the Media Strengthening component's assistance to media associations, because only a small part of the original activity plan for these associations was implemented.¹⁰ Next, we examined each activity to determine whether it would be possible to obtain data that would generate meaningful evidence on the program's effects. We sought to collect information about either a comparison group similar to those who received the program or the prior status of program beneficiaries before activities began. Several RTP activities did not meet this requirement. For example, the RNP Strengthening and Media Strengthening components provided training and technical assistance to a large number of journalists and RNP officers before our evaluation was initiated, precluding the collection of baseline data or the identification of a comparison group. Likewise, activities that were nationwide in scope, such as the legislative policy reform initiatives supported by the Strengthening Rule of Law component or efforts to support passage of a national media reform law as part of the Media Strengthening component, were not included in the evaluation due to the absence of baseline data or an identifiable comparison group. It is possible that the RTP may have had indirect, longer-term impacts on national policies and institutions that fall beyond the scope of our evaluation designs.

⁸ In consultation with MCC, one of the five components—Strengthening Civil Society—was not included in the evaluation. These activities were omitted from the study largely because the component's grant-based support for CSOs operating on a nationwide basis was not amenable to a rigorous evaluation design involving a comparison group or other reasonable counterfactual. Further, a qualitative investigation of this component would provide limited value as several aspects of the intended program were not implemented (see Chapter III for additional details).

⁹ This budget figure is based on the amount allocated to each component under the original RTP design, as explained in the GoR's Threshold Country Plan. Because the RTP was not extended to a third implementation year, the actual amounts expended on each component differ from this initial allocation plan.

¹⁰ As noted in Chapter III, instead of working with media associations, IREX redirected resources to support additional training for journalists and provided additional grant-based support to individual media organizations, including the two community radio stations studied in this evaluation.

For each of the RTP activities included in the study, we sought to design the most rigorous evaluation possible. High quality evaluations rely on comparisons to a counterfactual—an estimate of what would have happened to program recipients if the program had not occurred. The most rigorous design is a randomized control trial (RCT), which uses a random assignment process to ensure that a treatment group receiving the intervention is indistinguishable from the study’s control group: we apply a highly rigorous RCT design to estimate the impacts of the Strengthening Civic Participation component (the largest of the RTP’s five components). Where random assignment is not possible, careful quasi-experimental approaches can also provide valid estimates of a program’s likely impacts under certain assumptions. We use quasi-experimental approaches to estimate the effects of the Media Strengthening and RNP Strengthening components. In addition to quantitative evaluation designs, qualitative and descriptive methods provide critical contextual information on the reasons why a pattern of program impacts may have occurred. We use these complementary methods for several components as well. Table II.1 offers a summary of our evaluation designs and outcomes of interest for each RTP activity.

Table II.1. Outcomes of Interest for Targeted RTP Program Activities

RTP Component	Targeted Program Activity	Research Design	Outcomes of Interest
Strengthening RNP Inspectorate Services	Submission box system for collecting citizen complaints and commendations	Comparison of survey responses in program sectors and nonprogram sectors (1-year and 2-year endline data; no baseline) Qualitative interviews with RNP officials Document analysis	A better understanding among citizens regarding disciplinary procedures Improved confidence in how the police handle complaints Perceptions of improved police conduct
Strengthening the Rule of Law for Policy Reform	Training judges to improve the quality of written judicial decisions	Assessment of trends in the quality of judicial decision writing before and after RTP implementation (data on baseline and endline trends)	Ability of judges to produce complete and thorough written decisions Clarity of information included in written judgments
Media Strengthening	Supporting community radio stations	Comparison of survey trends in RTP stations’ broadcast area and a comparison area (baseline and 1-year endline data)	Awareness of community radio station broadcasts and programming Knowledge of local current affairs Access to reliable and objective news sources
Strengthening Civic Participation	Training district and sector government officials and CSOs	Random-assignment evaluation using survey data to assess program impacts (baseline and 1-year endline data) Qualitative interviews with local government officials and civil society organizations Document analysis	Increased ability of citizens to analyze and monitor government performance Improved knowledge of mechanisms and opportunities for citizen participation Increased public input into local policymaking and governance

A key challenge in determining the scope and methods of the study was the fact that most of the RTP components began implementing activities before the evaluation design process began. Specifically, four of the five RTP components started implementing activities before March 2010, when the evaluation was initiated.¹¹ Early planning is critical to the success of rigorous evaluation studies, because both experimental and (especially) quasi-experimental methods often rely on access to baseline information about potential program participants before any interventions commence. If this evaluation had been initiated earlier, it likely would have been possible to include more RTP activities in the formal evaluation and we may have been able to execute a more rigorous set of evaluation designs than the quasi-experimental approaches discussed below.

1. Strengthening the Inspectorate Services of the Rwanda National Police

The RNP Strengthening component was designed to enhance the professionalism and accountability of the RNP's Office of Inspectorate Services by providing training to RNP staff on internal investigation and internal audit methods, and supporting public outreach activities, including a public system for collecting and resolving citizen complaints and commendations about police conduct. Because the component's training activities began in mid-2009 and were largely completed before planning began for the evaluation in March 2010, it was not possible to collect baseline data or identify a relevant comparison group to measure the impacts of those capacity-building activities. Instead, the evaluation focused on the RTP-supported system for collecting citizen complaints and commendations about the RNP. This initiative, called the "Every Voice Counts" campaign, began in 2009 and completed its nationwide implementation plan in June 2011. The initiative installed approximately 250 submission boxes for citizens to provide complaints or commendations, with multiple boxes located in each of Rwanda's 30 districts.

The evaluation of this component uses a comparison group design. We determined that random assignment was not feasible because the program had already rolled out in most districts by the time evaluation planning began. Instead, our goal was identify households in sectors (political subdivisions within a district) that contain submission boxes, and use this group as our "treatment" or intervention sample. The comparison group includes citizens living in sectors that do not have submission boxes. Because the program specifically targeted the box locations to more urban and densely populated sectors, there are important differences between the two sector groups that could bias the results. (For more details about these differences, see Chapter IV.) To address this issue, we use regression analysis to control for the differences we can observe. Because this is a non-experimental design, however, the results may still be subject to bias from unobserved differences between the two sector groups. (A more detailed description of these issues and our analytical approach can be found in Appendix A.)



An RNP drop box for submissions from citizens. Kigali, Rwanda.

¹¹ The contract for this evaluation began on February 25, 2010.

To study the relevant outcomes for this component, we collected nationwide data on citizen awareness of the Every Voice Counts campaign, use of the campaign's submission boxes, and perceptions of RNP conduct. The first round of data collection took place in March 2011, after over 90 percent of the submission boxes had been installed. We repeated another round of survey data collection for these outcomes in March 2012, to assess whether observed differences across the two sector groups changed or were sustained over time.

To contextualize findings from this comparison group study design, we also conducted a review of the program's implementation and qualitative research on the program's effects. The program review consisted of interviews with the program implementer (ICITAP) and an analysis of the program's internal monitoring documents and reports. In addition, we completed qualitative research on the program's outcomes through a series of in-depth interviews with local and national RNP officials and civil society leaders.

2. Strengthening the Rule of Law for Policy Reform

The Strengthening the Rule of Law for Policy Reform component sought to improve and professionalize Rwanda's judicial and legislative processes. The program's first set of activities sought to extend the professionalism, impartiality, and effectiveness of the judiciary through a wide range of activities. These initiatives included building the capacity of the government's judicial training institutions, creating a national electronic database of legal information and court decisions, establishing a consortium of legal libraries to facilitate access to professional materials, supporting the Inspector General of Courts' office to evaluate and mentor judges, providing international exchanges for justices and judicial staff, and providing recommendations for revising administrative rules of courts to facilitate court processes and efficiencies. In addition, this component provided training to all of Rwanda's approximately 250 professional judges on professional decision-writing standards and methodologies—these training activities are the focus of our evaluation. In addition, a second set of activities in this component sought to strengthen legislative reform processes by supporting the establishment of a Law Reform Commission and by training staff to become part of legislative drafting units in the Ministry of Justice and Parliament. Because these activities began before the evaluation started (and because they were nationwide in scope, preventing the identification of a reasonable comparison group) the component's legislative activities did not support a rigorous evaluation design and are not included in the evaluation.

To assess the effectiveness of the program's judicial training activities, Mathematica completed a descriptive study using an interrupted time series evaluation design to determine if the training coincided with improvements in the number of judicial decisions being written according to international standards of clarity and transparency. To do so, we used a panel of reviewers trained in the quality of decision writing to assess trends before the RTP began, and compared the results to a set of decisions written after activities for this component came to an end.

3. Media Strengthening

The Media Strengthening component comprised a number of activities, including training journalists in a variety of professional reporting skills, conducting business-management workshops for and providing grants to media organizations, supporting organizational capacity building for Rwanda's four media associations, and establishing two new community radio stations. With the exception of the component's support for community radio, all of these activities began several months before our evaluation was initiated (thus preventing the collection of baseline data on

program participants) and the activities targeted national media outlets (making it difficult to identify a comparison group not affected by the media organizations receiving technical assistance). Therefore, our evaluation focused on the effects of the two community radio stations, which were created to support the dissemination of reliable and objective local news from nongovernmental sources. The two radio stations did not begin broadcasting until mid-2011, permitting us to collect baseline data before broadcasts began. In addition, as we discuss below, each station had a limited broadcast range, permitting us to compare areas that received strong broadcast signals from the stations to areas that received weaker signals from the stations.

The most feasible approach to evaluating the two radio stations was a comparison group design using a difference-in-differences framework to estimate impacts (see Appendix A for a full description of this approach). Specifically, we analyzed differences between trends in radio listenership and key governance outcomes in the stations' broadcast area (that is, the sectors in Rwanda that received stronger signals from one of the two RTP station broadcast towers) to the trends in sectors that received weaker broadcast signals from the two stations. To estimate the strength of the station signal in each sector, we used Geographic Information System (GIS) software to calculate the amount of signal coverage in each sector associated with that sector's terrain and altitude relative to the location of the RTP stations' broadcast towers.¹² As shown in Figure II.1, the stations' broadcast area is primarily concentrated in the country's western and northern provinces, in sectors proximate to the two station towers.



Broadcast tower for one of the RTP-supported community radio stations.

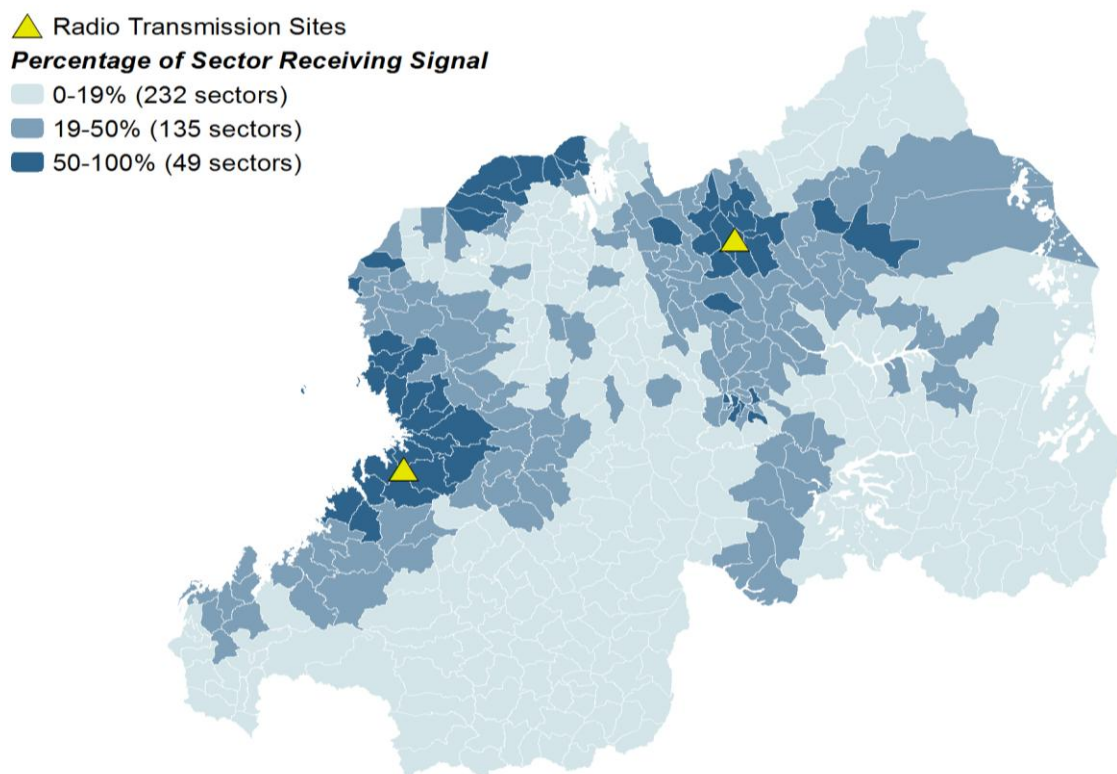
Because the stations deliberately targeted broadcasts to more rural parts of the country, there are several differences between the socioeconomic characteristics of citizens in the areas with strong broadcast signals relative to those living elsewhere (see Chapter VI for additional details). We use regression analysis to control for all observable differences; however, the evaluation's quasi-experimental approach is still vulnerable to bias from any differences that are captured in our data.¹³ While this research design does not provide as much rigor as an RCT, our difference-in-differences approach does use baseline survey data to adjust for any observable preexisting differences across districts in the study's outcomes of interest. To implement this design, we collected data at two points in time to permit a pre-post comparison. The baseline survey was completed in February 2011, before the beginning of station operations; the follow-up survey was completed in March 2012, eight months after programming began. The surveys obtained data on citizens' awareness of

¹² Specifically, we used GIS data provided by the Rwanda Natural Resources Authority Department of Lands and Mapping to accurately map the topography of each sector. Staff from the two RTP stations provided data on the precise location, height, radio frequency, and broadcast power of the two station towers. Signal strength calculations were performed using the Signal Propagation, Loss, And Terrain (SPLAT) and ArcGIS software packages.

¹³ Because planning for this evaluation began in 2010, it was not possible to obtain multiple rounds of baseline data. If the two areas followed parallel trends before the broadcasts began, that would provide stronger evidence that our difference-in-differences impact estimates are unbiased. Ideally, a difference-in-differences analysis would include multiple years of baseline data to confirm that the adjusted trends in the RTP stations' broadcast area before June 2011 (when the stations began broadcasting) were identical to trends outside that area.

radio programming and news about local public affairs, and assessed whether the programming improved citizens' access to reliable and objective news as well as other types of information about local government.

Figure II.1. Broadcast Signal Strength of the RTP Stations in Rwanda, by Sector



Note: Shading represents the combined signal coverage from both RTP stations. Lakes and rivers are not shaded, as those areas were excluded from the signal coverage calculations.

4. Strengthening Civic Participation

The Strengthening Civic Participation program, implemented by the Urban Institute (UI), was originally designed as a three-year initiative with two focus areas: (1) supporting the efforts of CSOs to advocate for local issues and (2) training local government officials to increase responsiveness to the concerns and priorities of citizens. The program was intended to reach all districts in Rwanda (with 15 districts receiving the program initially, and the remaining 15 districts receiving activities in a second phase). However, because the RTP was not extended to a third year of implementation, this program completed only one year of technical assistance and grant-support activities in the 15 districts selected for the project's first phase (see Chapter III for additional details on the implementation of this component).

With technical assistance from Mathematica, UI used a pairwise random selection process to assign districts to each phase. This process stratified random selection within each of Rwanda's five

provinces; in most cases districts were paired,¹⁴ seeking the best possible matches on district population and economic characteristics using available data. UI then used a public lottery selection procedure to select which districts within each pairing or group would receive the program. (Figure II.2 shows these final assignments.) This selection process was completed in June 2010.

Figure II.2. District Assignments for the Strengthening Civic Participation Component



Note: Treatment districts are shaded in grey; control districts are white. Dark borders indicate provincial boundaries.

The 15 districts that were randomly selected ultimately received approximately one year of direct training and support activities from this component of the RTP. Government officials and CSOs in the remaining 15 control districts did not receive program activities.¹⁵ To examine whether the treatment districts were equivalent to the control districts as well as to provide contextual information on local governance conditions, we completed a baseline citizen survey in the two groups of districts before program activities began. We found no significant differences between the two district groupings at baseline (in early 2011), which suggests the random assignment procedure was successful in identifying a treatment group and a control group that were equivalent before the

¹⁴ In cases where a province had an odd number of districts, districts were grouped into a set of three for the purpose of stratified random assignment. All remaining districts in that province were assigned to a matched pair. See Appendix B for a full listing of which districts were assigned to groups of three, as opposed to pairs.

¹⁵ Originally the Strengthening Civic Participation component intended to deliver activities to the 15 control districts in 2012, but the RTP ended before this second phase of the program occurred.

component started. (For additional details, see the discussion of baseline equivalence in Chapter VII.)

We use data from the study's 2012 follow-up survey to compare outcomes of respondents in the treatment group of districts to those in the control group of districts (for more details on the analytic methods used to estimate impacts, see Appendix B). It is important to note, however, that the control districts (along with the treatment districts) participated in a range of non-RTP governance programs and initiatives during this period, such as decentralization and local governance initiatives coordinated by the World Bank, Norwegian People's Aid, Catholic Relief Services, and the European Union. In this context, our random assignment design identifies the RTP's direct impacts on citizen perceptions and opinions related to civic participation, over and above the changes that would have occurred through these other non-RTP programs. Using survey data, we estimate the program's impacts on the following six outcome domains: (1) awareness of local government meetings, (2) familiarity with local officials, (3) satisfaction with government services, (4) perceived citizen influence on government affairs, (5) access to government information, and (6) knowledge about local government performance.

To better understand the study's impact estimates for this component, we also completed qualitative research in 2013. We studied the component's implementation in greater depth through interviews with UI program staff and conducted an analysis of the program's internal monitoring documents and reports. Finally, we carried out a series of in-depth interviews with local government officials and civil society leaders (in both treatment and control districts) to assess how the program activities may have impacted citizen participation and citizen views about local government (see Appendix C for additional details on these qualitative methods, and Appendix D for an example of a qualitative interview guide).

B. Data Collection

The study completed two rounds of a nationwide citizen survey. The first round, which provided baseline data for several of the evaluation's research questions, occurred in 2011 and targeted a nationally representative sample of 10,000 Rwandan citizens ages 16 and older. The survey data were gathered from each of Rwanda's 416 sectors. The survey administered to this sample gathered data relevant to three of the five RTP components: Strengthening the Inspectorate Services of the RNP, Media Strengthening, and Strengthening Civic Participation.¹⁶

In 2012, we surveyed a second cross-sectional sample of 10,000 Rwanda citizens located in the same 416 sectors. The sample consisted of a set of randomly selected respondents in each sector. Data collection procedures for the 2012 national household survey were designed to be consistent with those used in 2011 to facilitate a meaningful comparison of trends over time. However, a few updates were made to the baseline survey instrument to capture additional items of interest requested by key evaluation stakeholders, streamline the survey administration process, and facilitate easier data entry and data cleaning procedures. These updates are discussed further below.

¹⁶ For more information about the baseline data collection, please refer to the study's baseline report, available at http://www.mathematica-mpr.com/publications/PDFs/international/rwanda_baselinert.pdf.

Finally, in 2013, we completed a series of qualitative data collection activities, including in-depth interviews with program implementers, CSO leaders, local government officials, and RNP officers. The details of the qualitative data collection effort are described at the conclusion of this chapter.

1. Citizen Survey Questionnaire Design

As noted above, the citizen survey questionnaire focused on activities implemented under three components of the RTP: RNP Strengthening, Media Strengthening, and Strengthening Civic Participation. (For a high-level summary of the targeted outcomes measured by the survey for each of these components, see Table II.1.)

The baseline questionnaire drew from several existing survey instruments used widely in developing countries, including the Afrobarometer Round 4 Democracy and Governance in Uganda Survey (Afrobarometer 2008), the South African Social Attitudes Survey: Role of Government IV (Human Sciences Research Council 2006), the Social Audit of Local Governance Household Survey 2006 (Prism Research 2006), and the Social Cohesion in Rwanda Opinion Survey (National Unity and Reconciliation Commission 2007). Where necessary, we adapted or added questions to yield detailed information on specific research topics for which we found no existing questions. We also adjusted wording of the English version of the questionnaire to facilitate an accurate translation into Kinyarwanda. The questionnaire was reviewed by USAID staff and GoR officials to ensure that the translation accurately reflected the intended meaning in the local context.

Because this is a survey of citizens' views and opinions, the key outcomes we collected pertain solely to citizen perceptions. There are several potential drawbacks associated with relying on reported perceptions to measure civic participation and governance outcomes. For example, some citizens may not be well informed about key areas of government policy; it is also possible that some survey respondents may be reluctant to criticize government authorities. To help manage these drawbacks, we consulted extensively with local survey-research experts and RTP stakeholders in Rwanda to design survey questions that would be sensitive to these issues. In addition, in many cases, we measured key outcomes using a series of multiple, related survey questions. This allowed us to cross-reference the data from each respondent and ascertain the reliability and consistency of results.

The questionnaire used for the follow-up survey in 2012 also included a small number of changes to help streamline the interview and data entry process, as well as to incorporate requested additions from key stakeholders. For example, we removed questions with very low response variability (questions that more than 90 percent of respondents answered uniformly) to facilitate survey administration. To capture more detailed data requested by stakeholders, we also added new questions about public meeting awareness and attendance, as well as about citizen contact with RNP officers. The updated questionnaire was reviewed by USAID staff and GoR officials to ensure that the survey questions were translated accurately into Kinyarwanda and that the meaning of each question would be clear to most Rwandan adults. The final version of the English-language questionnaire is included in Appendix E.

2. Respondent Sampling and Data Collection

We selected a data collection firm, Roddom Consult Ltd. (Roddom), through a competitive bid process in 2010. Roddom successfully completed the data collection for the study's baseline survey

in 2011 and we continued to work with this organization to collect survey data for the 2012 national household survey.

The baseline survey had a target sample size of 10,000 respondents. To ensure that the sample was representative and widely distributed across the country, sample targets were calculated at the sector level. Using the most recent national census, we calculated the proportion of the national population within each sector. We determined the number of individuals to survey in each sector by applying that proportion to our targeted sample size of 10,000. The survey sample included all 416 sectors in Rwanda. Within each sector, households were selected using a random walk method, and one adult respondent (age 16 or older) was selected at random within each household.¹⁷ The final response rate for the follow-up survey was 97.4 percent. This high response rate is similar to the 2011 baseline survey, which achieved a 96.3 percent response rate.

3. Data Entry and Data Cleaning

Data entry was completed using CPro software. We then used a data cleaning process designed to resolve inconsistencies in survey responses, survey question skip-patterns, and out-of-range data. These cleaning measures were implemented via SAS statistical software (version 9). To create a final data file for analysis and public use, we consulted with MCC regarding guidelines to ensure that all respondent personally identifiable information (PII) would be protected, primarily by destroying records of respondent names and by grouping outlier survey responses with potentially identifying information (such as very high age or income levels) into a uniform upper limit, or “top code.”¹⁸

4. Summary of Household Sample Characteristics

The final 2012 survey obtained data from a nationwide sample of 10,032 adults.¹⁹ Table II.2 shows the characteristics of respondents in the 2012 survey sample and compares them to the sample of 9,619 respondents in the baseline survey that took place in 2011. The demographic composition of the 2012 sample is very similar to the sample in the 2011 baseline survey. The gender, age, and education distributions in the two samples are nearly the same. However, there were modest differences between the two samples in the composition of respondents’ households. For example, in 2012, 47 percent of respondents said that they were the heads of their household, compared to 41 percent in 2011. Also, 22 percent of responding citizens in 2012 said that they lived with four or more people in their household. In 2011, 30 percent lived in households of this size.

To investigate whether these respondent characteristics were nationally representative, we compared the demographic composition of the survey sample to other data sources and found that the survey sample aligns fairly closely to the national demographic data obtained by the World

¹⁷ For a more detailed discussion of the random walk method and the survey’s other sampling procedures, see Wood et al., “Evaluation of the Rwanda Threshold Program: 2012 Survey User’s Manual” (2012). Available from the authors upon request.

¹⁸ For a more detailed discussion of these data cleaning procedures for the public use file, see Wood et al. (2012).

¹⁹ The final number of completed interviews was 32 more than the goal of 10,000 because the survey response rate was slightly higher than expected. The response rate for the survey was 97.4 percent, as calculated by dividing the number of completed surveys (10,032) by the total number of sampled households (10,304).

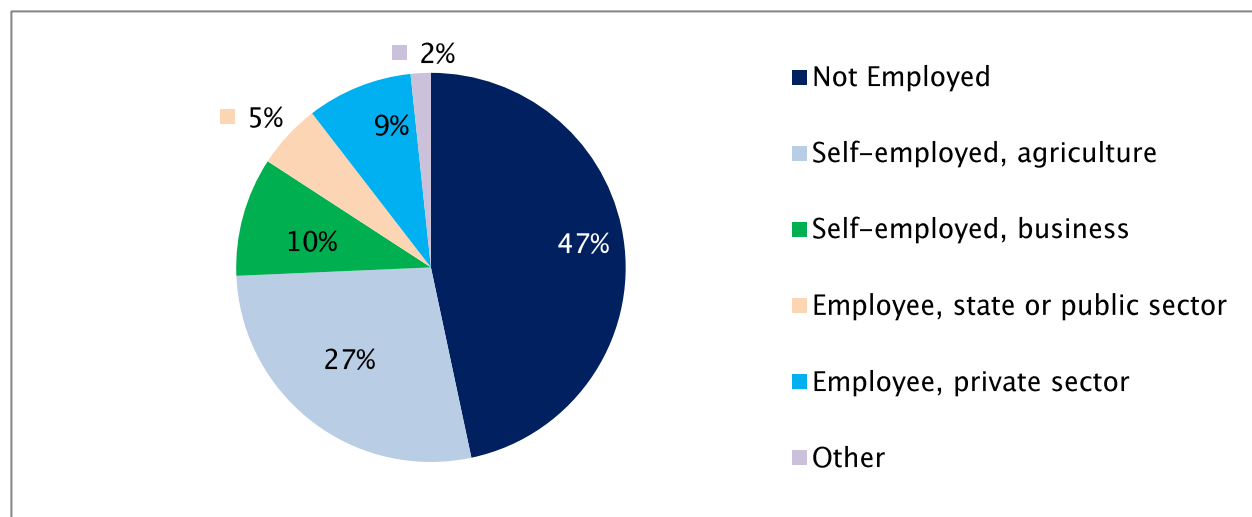
Health Organization (WHO), World Bank, and Rwanda's National Institute of Statistics (NISR). Comparing data on the age distribution, for example, the WHO reports that 4 percent of Rwanda's total population is over age 60 and the NISR reports that 8 percent of the population is over age 60; in our 2012 data, we found that 8 percent of our sample (of adults ages 16 and older) was over the age of 60. Similarly, the proportion of respondents over age 30 in our sample was within 5 percentage points of the proportion reported by the NISR. Comparing gender statistics, the World Bank reported in 2009 that 52 percent of the total Rwandan population is female and the NISR reported that Rwanda's adult population is 53 percent female. These figures correspond reasonably well (albeit not perfectly) to the gender distribution in our survey sample, in which 55 percent of respondents were female in 2011 and 57 percent of respondents were female in 2012.

Table II.2. Respondent and Household Characteristics (Percentage)

Characteristic	2011	2012
Gender		
Male	45	43
Female	55	57
Age		
16–20	14	10
21–30	33	34
31–40	23	24
41–50	15	15
51–60	8	9
Over 60	6	8
Years of education		
None	15	16
1–6	53	51
7–11	21	20
12 or more	11	13
Relationship to head of household		
Head of household	41	47
Spouse	29	32
Son or daughter	19	14
Other relative	11	6
Number of adults living in respondent's household		
1 (Respondent lives alone)	5	9
2	40	45
3	25	24
4 or more	30	22
Total Respondents	9,619	10,032

Source: Citizen survey (Mathematica 2011 and 2012).

In addition to these demographic characteristics, we asked respondents whether they earn an income for their household. In 2012, 53 percent of respondents said they earned an income, an increase relative to our 2011 sample (only 46 percent of respondents said they earned an income in 2011). This change from 2011 to 2012 is consistent for both men and women. Among men, the percentage of respondents earning an income rose from 52 percent to 60 percent; among women, the percentage earning an income rose from 40 percent to 48 percent. We also asked income earners to identify their type of employment (Figure II.3).

Figure II.3. Employment Status and Sector

Source: Citizen survey (Mathematica 2012). N = 9,984

Agriculture was the most common profession listed by respondents in our sample; 27 percent of all respondents said they are self-employed in agriculture (representing 53 percent of those who said they earn an income). Public sector employees made up 5 percent of the total 2012 sample, whereas 19 percent of respondents worked in the non-agricultural private sector (either self-employed or as part of a firm). Both of these figures are increases from 2011, when the total percentages were 3 percent and 14 percent, respectively. However, the percentages of respondents who said they were self-employed in agriculture in 2011 and 2012 were nearly the same (26 and 27 percent, respectively).

5. Qualitative Data Collection Activities

The evaluation's qualitative data collection effort focused on two RTP components: the citizen complaint and commendation system established by the RNP Strengthening component and the Strengthening Civic Participation component. The qualitative data collection was designed to document implementation of these components and explore mechanisms linking program activities to the outcomes measured in the evaluation's impact analyses. To do so, we conducted in-depth interviews with program participants and key stakeholders, asking open-ended questions about relations between citizens and local government officials, relations between citizens and the RNP, awareness of RTP activities, and perceptions about the effectiveness of RTP initiatives.

Data collection. The study's qualitative data sources include semi-structured in-person or telephone interviews with (1) seven RNP officers, (2) nine local Rwandan government officials (primarily mayors and vice mayors) from six districts, (3) 33 representatives of 26 Rwandan CSOs throughout Rwanda, and (4) 10 implementation and oversight staff in the U.S. and Rwanda responsible for RNP or civic participation activities, as well as (5) review and analysis of 24 RNP and

civic participation implementation reports.²⁰ We collected data using respondent-specific semi-structured interview protocols, and by requesting program documents from MCC and program implementers. (Appendix C provides a detailed discussion of how the respondent sample was formed and the interview process; Appendix D includes an example interview protocol.)

We selected a qualitative data collection firm, Incisive, through a competitive bid process in 2013. Incisive successfully completed the study's primary qualitative data collection activities (interviews with CSO representatives, local government officials, and RNP officers) between June and December 2013, providing translated interview transcripts to Mathematica for coding and analysis. Mathematica's research team conducted the study's document review and interviewed RTP implementers and USAID oversight staff.

Qualitative methods. During the interviews, the research team members either took detailed notes or (where possible) recorded the discussion. The notes or recordings were then transcribed, translated, cleaned (where necessary), and cross-checked against component documents and reports. These notes, transcripts, and program reports were imported into NVivo, a qualitative analysis software package used for coding transcript data. After all qualitative data were coded, the research team exported data by code and systematically reviewed the qualitative evidence pertaining to the study's research questions and impact findings. Where patterns and trends were highly consistent across differently situated respondents and documents, they were elevated to the level of a finding and included in this report.²¹ We also reported outliers or respondent disagreements in relation to a key theme or pattern.

While these findings provide important context to the study, it is important to recognize their limitations. Interview respondents were drawn from a convenience sample of individuals, most of whom were involved in some way with MCC-supported democracy and civil society projects in Rwanda. The results, therefore, cannot be generalized to other RTP stakeholders or to democracy and civil society projects that differ systematically from those in the sample. Further details on the limitations of the qualitative data can be found in Appendix C.

²⁰ In discussions of the qualitative data, we refer to respondents interviewed about the RNP and civic participation components of the RTP as follows: (1) "RNP respondent" refers to RNP officers of different ranks and responsibilities interviewed for the RNP research; (2) "local government respondent" refers to district mayors, vice-mayors, and other staff across six districts interviewed for the research on the civic participation component; (3) "CSO respondent" refers to members of CSOs interviewed about both components; and (4) "implementer respondent" refers to the U.S. and Rwandan implementation and oversight staff interviewed about both of these components.

²¹ Throughout the report, we do not quantify qualitative data or always provide the number of respondents giving a particular response. Qualitative data collected using a semi-structured protocol and assembled relationally using nonstandard response categories are nonrepresentative or non-universal. It is thus not appropriate to offer proportions or estimates of the percentage of respondents providing a particular view. We instead sometimes provide the number of respondents who gave related answers, even though it cannot be considered a strict percentage. More often, we use such terms as some, a few, several, and many to indicate the relative frequency of the response. We use these terms consistently throughout the report relative to the number of times an issue is raised by each respondent and across respondents.

III. SUMMARY OF RTP IMPLEMENTATION

This chapter summarizes which RTP activities were implemented, and discusses changes to each component's original activity designs; our qualitative and quantitative findings regarding the effectiveness of these activities can be found in later chapters. All RTP activities took place between June 2009 and December 2011. Each component was implemented over approximately two years, although the start dates of the sets of activities varied somewhat. The implementing organization also varied for each component, but all RTP initiatives were coordinated by USAID with oversight from the GoR and MCC. The major activities implemented under each component are briefly summarized in Table III.1 below.

Table III.1. Implementation Timeline for the RTP Components

RTP Signed	Component (Implementer)	Start Date	Selected Milestones	End Date	RTP Ended
<i>September 2008</i>	RNP Strengthening (ICITAP)	July 2009	<ul style="list-style-type: none"> July 2010: Completed national citizen network of submission boxes Provided training to RNP staff on internal investigation skills and public relations 	July 2011	<i>December 2011</i>
	Strengthening the Rule of Law (Chemonics)	August 2009	<ul style="list-style-type: none"> February 2010: Implemented training for key high-level judges March 2011: Completed IT systems upgrades for the Ministry of Justice 	August 2011	
	Media Strengthening (IREX)	June 2009	<ul style="list-style-type: none"> June 2011: MCC-supported radio stations begin broadcasts Provided training and grants to journalists and media 	June 2011	
	Strengthening Civic Participation (Urban Institute)	January 2010	<ul style="list-style-type: none"> June 2010: Randomly selected 15 districts to receive the program October 2010: Completed planning activities in program districts Provided training and grants training to district governments and CSOs 	December 2011	
	Strengthening Civil Society (IREX)	February 2010	<ul style="list-style-type: none"> September 2010: 40 CSOs selected to participate in training and grant program Provided training to CSOs on citizen outreach and advocacy July 2011: Capacity-building grants given to selected CSOs 	December 2011	

Some of the RTP's planned activities were not fully implemented. These changes to the program's original design occurred for a variety of reasons. Most commonly, the changes resulted from reallocations of program resources following discussions between implementing organizations, USAID, and GoR stakeholders about how best to respond to changing circumstances and new opportunities. In the case of the Strengthening Civic Participation component, multiple changes also occurred because the original work plan included an optional third year of implementation (in 2012) that did not take place.

1. Strengthening the Inspectorate Services of the Rwandan National Police

The RNP Strengthening component was implemented by United States Department of Justice, International Criminal Investigative Training Assistance Program (ICITAP). Its primary goal was to improve police accountability and transparency by advancing the quality of police internal investigations, increasing police investigative capacity, and increasing the level of public awareness of and confidence in how the police handle internal investigations. Planned activities included developing a nationwide system to receive and monitor citizen complaints; providing technical assistance to decentralize the Office of Inspectorate Services (OIS); conducting officer training courses to improve investigative skills, customer service, and OIS operating procedures; strengthening RNP public relations by standardizing police logos and creating public forums for police/citizen meetings; and building a centralized training center.

As part of this component, the RNP completed implementation of a nationwide complaint and commendation system, dubbed the "Every Voice Counts" campaign. RNP officials installed a network of anonymous complaint and commendation submission boxes, prioritizing more urban sectors with higher population densities, and collected citizen response forms from those boxes for processing at the RNP headquarters in Kigali. The RNP also established an administrative tracking system for recording citizen submissions. Excerpts of the administrative data provided by the RNP suggest that citizen submissions were recorded in both 2010 and 2011 (the final year of RTP implementation).

Most of the RNP activities were implemented as planned during the first two years of the RTP. However, some activities were discontinued earlier than anticipated. For example, shortly after the program began, senior officials in the RNP determined that OIS management structures should remain as centralized as possible, to streamline lines of authority for implementing the RNP's internal accountability policies. As a result, the RNP's Inspector General requested that RTP activities originally designed to decentralize the OIS be discontinued. Similarly, the RTP scaled back activities designed to develop standard RNP operating procedures, after Rwanda elected to adopt an existing code of police operating procedures agreed upon by members of the regional East African Conference.

2. Strengthening the Rule of Law for Policy Reform

The Strengthening the Rule of Law for Policy Reform component sought to improve professionalism in the judicial sector and promote national changes in policy related to MCC's Ruling Justly indicators. Chemonics, the program implementer, trained judges and other legal professionals in standard legal practices and offered technical assistance to improve educational resources for legal professionals and increase transparency in the judicial system. This component also originally included activities designed to professionalize parliamentary drafting of legislation and encourage national policy changes in accordance with the RTP's reform objectives.

To strengthen professionalism in the judicial sector, Chemonics first implemented a needs assessment with high-level judicial staff. Following this assessment, and with the help of local stakeholders, Chemonics provided direct training to judges and high-level judicial staff in common law, decision-writing quality, computer literacy, and English. Through local partnerships, the program also supported legal reforms designed to standardize legal practice and increase citizen involvement in the legal process. These reforms included adopting new administrative rules designed to make case rulings more efficient and clear. The component's technical assistance activities included efforts to update legal library resources and create a web-based portal for information about the judicial system, including an online archive of written case decisions.

Though Chemonics implemented most of the component's planned judiciary strengthening activities, several activities related to reforms in Parliament did not take place as planned. Many of the targeted reforms (such as the creation of a new parliamentary reform institute or the development of professional legislative-drafting units) depended on legislative actions to authorize new institutional bodies and allocate public funds for new staff. Chemonics supported a number of discussions among legislators and administrators about these potential reforms, but Parliament did not implement the legislation required for the program to be completed as designed.

3. Media Strengthening

The International Research and Exchanges Board (IREX) implemented the Media Strengthening component, which was designed to increase the professionalism of Rwandan media and the capacity of media associations to serve their members. IREX originally planned to implement the following activities: (1) training, grants, and technical assistance to journalists to increase their professional skills; (2) grants and technical assistance to innovative media outlets, including establishment of two new independent (that is, not government-run) community radio stations to provide objective local news and other programming; and (3) extensive training and technical assistance to Rwandan media associations.

IREX implemented most of these activities with only minor alterations to the original work plan. The only substantial shift was a reallocation of resources away from media associations, because IREX found much lower capacity than anticipated in these associations and a low level of interest in the program among association administrators. Instead of the planned media association activities, IREX directed more resources to training and support for individual media outlets, including support for newspapers, magazines, and the two RTP-funded community radio stations.

4. Strengthening Civic Participation

UI implemented the Strengthening Civic Participation component. The primary activities planned for the program included training for local government officials on mechanisms to increase civic participation, technical assistance to build the capacity of local CSOs, grants to district governments and CSOs, and technical assistance to the Ministry of Local Government and Ministry of Finance to develop and distribute a citizen's guide to the national budget. The program also planned to provide technical assistance to local development bodies called the Joint Action Development Forums (JADF)—a set of district-level platforms for government officials, CSOs, and development partners to share action plans and improve coordination. UI planned to conduct activities in districts over two phases; with Mathematica's assistance, districts were paired based on shared demographic characteristics and randomly assigned to either phase I or phase II. (For more details on this random assignment process, see Chapter VII.)

Because the RTP was not extended to a third year, several activities planned for the Strengthening Civic Participation component were not fully implemented (Table III.2).

Table III.2. Implementation Status of Planned Strengthening Civic Participation Activities

Planned Activities	Realized Activities (15 Phase I Districts)	Implementation
Local Government Activities		
District needs assessments (2010)	Diagnostic interviews completed in all phase I districts	Fully implemented
Training on decentralization reform and participatory budget planning	Training completed in all phase I districts	Fully implemented
Grants to local governments	5 of 15 district governments completed all planned grant activities (remaining 13 districts partially completed activities)	Partially implemented
Trainings for newly elected officials to complement MINALOC training on regulations and procedures	669 of 729 expected government participants attended trainings	Fully implemented
Technical support for decentralization & local government support	Less support required than anticipated due to technical support from government-initiated activities	Partially implemented
CSO Activities		
Building of CSO capacity to engage in policy discussions/dialogue	Scope of activities reduced, as CSOs were more interested in organizational capacity building than in this type of technical assistance. Some planned training was tied to grant-based activities that were not completed.	Partially implemented
Development of institutional and organizational capacity of CSOs	Some planned training was tied to grant-based activities that were not completed.	Partially implemented
Grants to CSOs	13 of 43 CSOs completed all planned grant-funded activities (remaining 30 CSOs did not receive grants).	Partially implemented
Other Activities		
Development of citizen report cards	GoR implemented citizen surveys without using key recommendations from Urban Institute staff regarding instrument design and sampling.	Partially implemented
Technical assistance to strengthen the effectiveness of the Joint Action Development Forum (JADF)	This activity received reduced attention after staff realized that JADF had pre-existing technical support from other organizations	Partially implemented
Consultations with citizens regarding civic participation via public forums and radio broadcast outreach	Consultations implemented	Fully implemented
Develop district-level service Improvement Action Plans among citizens	Fewer resources than anticipated were expended on this element of the program due to a need for increased staff resources for capacity-building and grant activities	Partially implemented
Dissemination of a national budget guide for citizens	Budget distributed at higher rates than anticipated due to high demand from local CSOs	Fully implemented

UI expected that the RTP would take place over three years (structured as two years of initial programming with a one-year extension). After an initial year of planning, including detailed needs-assessments in each of the 15 phase I districts, technical assistance and training activities took place in phase I districts over the course of the program's second year (2011). The phase II districts were scheduled to receive activities the following year (2012). In late 2011, however, MCC and the GoR agreed not to extend the RTP, meaning that UI was not able to fully implement all activities as anticipated.

For example, many of the program's grant-dispersing activities related to new citizen outreach (in the case of local government) and promoting civic participation (in the case of CSOs) did not occur. UI planned to issue these grants in the second half of 2011 so beneficiaries could undertake new outreach and advocacy into early 2012. Because MCC and the GoR agreed not to extend the RTP beyond December 2011, most of the grants to district governments were reduced in size and many of the CSO grants were not awarded at all. In total, UI reported that only 5 of the 15 local district governments receiving grants were able to complete all planned activities. Similarly, only 13 of the 43 CSO grants planned for the component were ultimately disbursed (these 13 CSO grants were fully implemented).

According to UI project documents (including quarterly reports and a final project report submitted to USAID), several other factors also played a role in altering the component's original implementation plans. UI project staff found lower capacity among local government officials and CSOs than anticipated; in response, several training activities were redesigned. For example, UI found that CSO staff had only minimal budgeting and proposal-planning skills. The need to provide additional training in these areas slowed the grant-disbursement process and made it more difficult for CSOs to fully implement grant-based advocacy activities. UI staff also found that the JADFs did not require as much assistance from the RTP as planned, as the International Fund for Agricultural Development (IFAD), a specialized agency of the United Nations, was already providing technical assistance to the JADF in each district at the time of the program (IFAD 2012). This allowed UI to reduce JADF-related support and instead provide more training activities to CSOs and local government officials.

Implementation of this component was also affected by the presence of other related programs and initiatives funded and implemented by other agencies. During the period of RTP implementation, a variety of programs related to civic participation and local governance were undertaken by other organizations in addition to MCC. For example, Norwegian People's Aid partnered with civic organizations to address issues including youth political participation and mineral resource rights, the European Union funded programs to improve access to basic services and encourage good governance at the local level, and Catholic Relief Services implemented programs related to public infrastructure projects and microfinance initiatives in rural districts.²²

²² These other programs may have had independent impacts on civic participation outcomes during the program's implementation period, affecting governance trends in both treatment and control districts. However, since these other activities did not systematically target the evaluation's treatment group or control group this is not likely to bias the evaluation's impact estimates.

5. Strengthening Civil Society

The Strengthening Civil Society component of the RTP was implemented by IREX (the same organization that implemented the Media Strengthening component). The Strengthening Civil Society component was designed to increase the operational, outreach, and advocacy capacities of national-level CSOs and to foster engagement with CSOs among central government officials. To meet these goals, IREX partnered with the Conseil de Concertation des Organisations d'Appui aux Initiatives de Base (CCOAIB) to select a group of 40 national-level CSOs to participate in the project through a series of grants, trainings, and workshops.

IREX completed activities with these CSOs, including organizational self-assessments and training workshops related to internal management, constituent outreach, and advocacy. Through a competitive process, the component also awarded grants to select CSOs to support internal operations and advocacy campaigns. However, several of the component's activities were not fully implemented due to time constraints caused by program authorization delays and low CSO capacity. For example, it took the program substantially longer than anticipated to identify and then obtain approval to work with the component's local partner organization, CCOAIB. In response to these issues, IREX combined the planned workshops on operations, outreach, and advocacy into a single "best practices fair" to present multiple ideas simultaneously in one event. In addition, the program issued fewer grants to CSOs than the program originally anticipated.²³

²³ The program originally planned to award up to 20 grants to CSOs, but ultimately awarded only 8.

IV. RESULTS OF THE RNP STRENGTHENING COMPONENT

In this chapter, we discuss the evaluation's findings regarding the RNP Strengthening component's Every Voice Counts campaign, an initiative that installed a new nationwide network of drop boxes that citizens can use to submit complaints or commendations to the RNP.²⁴ A first phase of the evaluation took place in 2011, shortly after the program had finished installing the submission boxes. As presented in the evaluation's baseline report, data from the 2011 survey showed that living in a sector with a box was associated with increased awareness and use of the program, but we did not observe any effects on views of the RNP or preferences about how to communicate issues to the police (Nichols-Barrer et al. 2011). Our 2012 survey took place after the submission boxes had been fully operational for over a year, allowing us to test whether longer-term exposure to the program changed the pattern of descriptive results we found initially.

Specifically, we sought to answer the following research questions about the effectiveness of the submission box system:

- Are citizens aware of the submission box system and do they use the boxes to communicate with the RNP?
- Do the submission boxes improve citizens' perceptions about the RNP's fairness, professionalism, and accountability?
- Did the results of this initiative change between 2011 and 2012?

We asked survey respondents about submission box procedures, use of the submission boxes, and perceptions of RNP trustworthiness and effectiveness. First, we discuss the nationwide survey results on these questions, describing the general uptake of the program. To estimate the program's possible effects, we then present a separate analysis that compares survey responses in sectors that received submission boxes to responses from sectors without boxes.

To contextualize findings from this comparison group study design, we also present the results of qualitative research on the program's implementation. These results include findings from a series of in-depth interviews with the program implementer (ICITAP), RNP officials and civil society leaders regarding the program's implementation and key outcomes.

A. National Awareness and Use of the Every Voice Counts Campaign

The two survey rounds (in 2011 and 2012) asked respondents if they were aware of the RNP's submission boxes posted in local communities as a means for citizens to provide feedback about interactions with police officers. Awareness and use of the RNP's submission box program did not change substantially between 2011 and 2012. As shown in Table IV.1, in 2012, 20 percent of respondents indicated that they knew of the boxes; the same level of awareness was observed in

²⁴ As mentioned earlier, in addition to the Every Voice Counts campaign the RNP Strengthening component also included several training programs and workshops for RNP staff; these activities conducted at the national level were not targeted for evaluation.

2011. However, the percentage of respondents who said they knew someone who had used a submission box increased slightly, from 3 percent in 2011 to 4 percent in 2012.

To explore awareness of the program in greater depth, the 2012 survey also included several detailed questions that were not part of the survey in 2011 (Table IV.1). For example, the 2012 survey showed that approximately half of the respondents who were aware of someone using a submission box were also aware of the RNP responding to the submission in some way. A similar number of respondents said they were aware that the boxes could be used to submit complaints (16 percent) or commendations (16 percent).²⁵

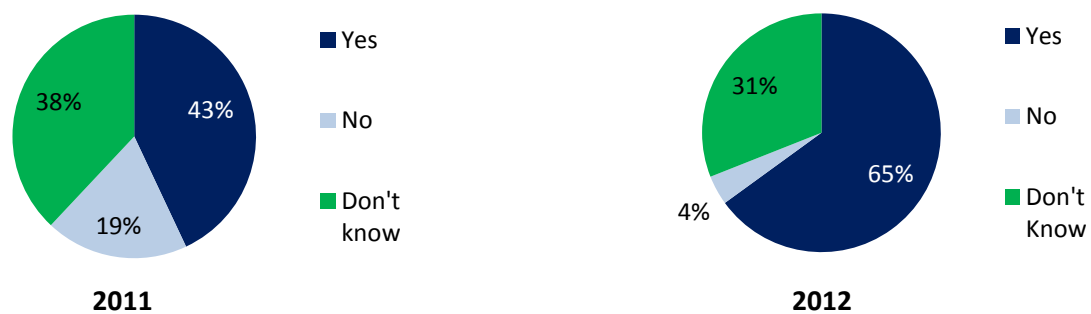
Table IV.1. Respondent Awareness and Use of Submission Boxes

Outcome	Percentage of Total Respondents	
	2011	2012
Respondent aware of submission box	20	20
Respondent knows someone who has used submission box	3	4
Respondent knows someone who has received a response after using a submission box	N/A	2
Respondent has used a submission box	2	3
Respondent has received a response after using a submission box	N/A	1
Respondent aware prior to interview that submission boxes could be used for complaints	N/A	16
Respondent aware prior to interview that submission boxes could be used for commendations	N/A	16

Source: Citizen survey (Mathematica 2012). N = 9,647

Among those who knew of the submission boxes (20 percent in each cohort), there was a substantial increase from 2011 to 2012 in the percentage of respondents who believed the RNP reads the Every Voice Counts submissions (see Figure IV.1). In 2012, 65 percent of respondents said they believed RNP officers read the submissions. This represents a large increase compared to 2011, when only 45 percent of respondents reported that they believed submissions were read by the RNP. In 2012, only 4 percent said that they thought the RNP would not read submissions, compared to 19 percent in 2011.

²⁵ The 2012 survey also added new questions about the prevalence of individual interactions with RNP officers (not shown). Twenty-one percent of respondents indicated that they had spoken with an officer from one to three times in the past two years. Twelve percent had spoken with an officer more than three times and 67 percent of respondents had not spoken with an officer at all in the past two years. However, when asked if they had ever wanted to contact the RNP, just over half of all respondents (51 percent) said that they had wanted to report a complaint or commendation at some point in the past.

Figure IV.1. Percentage of Respondents Believing the RNP Reads Citizen Submissions

Source: Citizen survey (Mathematica 2011 and 2012). N = 1,298 in 2011; N = 1,784 in 2012.

To assess whether the submission boxes represent an appealing means of communication, we asked respondents to name their preferred methods of bringing a complaint or commendation to the RNP. The survey data reveal considerable interest in the option of using submission boxes to deliver messages and feedback (Table IV.2).

Table IV.2. Preferred Method of Communicating with the RNP, by Program Status (Percentage)

Preferred Method	Awareness of Boxes		Recent Contact with RNP Officer		All Respondents
	Not Aware	Aware	No Contact	Contact	
Putting a message in a submission box	38	58	40	48	42
Speaking with a police officer	9	7	8	10	9
Speaking with a police supervisor	20	17	18	23	20
Speaking with a local gov't official	15	10	15	10	14
Writing to a local gov't official	5	3	5	3	4
Don't know	13	5	14	6	11

Source: Citizen survey (Mathematica 2012). N = 9,504

In 2012, 42 percent of all respondents noted that they would prefer to use a submission box to contact the RNP with a complaint or compliment they might have in the future; this was the most popular method selected among the options presented to respondents. In contrast, only 20 percent said they would prefer to speak with a police supervisor and 14 percent would prefer to speak with a local government official.

Respondents were more likely to prefer using submission boxes if they were aware of the Every Voice Counts campaign or if they had a recent, direct encounter with the RNP. Table IV.2 compares citizens' preferred methods of police contact in two ways: a comparison of respondents who are aware of the submission box program to those who are not aware of the program, and a

comparison of respondents who have had a recent contact with the RNP to respondents who have not interacted with the RNP. Looking first at awareness, 38 percent of respondents who were not aware of the submission boxes still indicated that it would be their preferred method of communication, and 58 of those who were aware of the Every Voice Counts campaign said they would prefer using the boxes.²⁶ The next most popular contact method for both groups was speaking with a police supervisor, selected by 20 percent of the respondents who were unaware of the boxes and 17 percent of those who were aware of the program. Citizens who had recent contact with the police were also somewhat more likely to prefer the boxes. Forty-eight percent of those who had police contact said they would prefer using submission boxes to communicate with the RNP, compared to 40 percent of those who had not interacted with the police.²⁷ These results represent an increase in citizen interest in the submission boxes compared to respondents in the 2011 survey.²⁸

B. Sector Comparison Analysis of the RNP Component

In addition to the descriptive nationwide findings presented above, we also investigated the effects of the Every Voice Counts campaign using a comparison group design. The analysis was carried out by comparing responses from two groups of sectors: those containing at least one submission box and those without a submission box.

Of Rwanda's 416 sectors, 206 received at least one submission box from the RNP component (including locations in all 30 of Rwanda's districts). The component was implemented nationwide; however, by design, submission box locations were selected to reach the largest possible number of Rwandan citizens (in other words, the process used to select the box locations was not random). As a result, submission boxes are more likely to be located in densely populated sectors with large cities or towns and less likely to be located in rural sectors that are more sparsely populated. These differences may create bias in comparisons between sectors, because urban and rural respondents have different characteristics and therefore may respond differently to some survey questions even in the absence of the RNP Strengthening component. It may also diminish impact estimates if

²⁶ Survey respondents were read the list of methods shown in Table III.2 and could select any of the options, regardless of whether they were aware of the existing submission box program. Many respondents indicated an interest in using the boxes even though they were not aware of the program; this seems to indicate that more citizens might use the program in the future if they became aware of the existing submission boxes.

²⁷ In addition to asking respondents about the complaint/compliment submission methods noted above, the RNP requested that we add a separate question asking citizens if they would consider using a radio call-in show designed to let them provide feedback to the police. The response to this question was very positive: 90 percent of respondents said that they would consider participating in such a program.

²⁸ The percentage of citizens reporting that they would prefer to use a submission box to communicate a complaint or compliment rose from 13 percent in 2011 to 42 percent in 2012, whereas the proportion of citizens saying that they would speak to an officer to submit a complaint or compliment fell from 53 percent in 2011 to just 9 percent in 2012. Though these numbers appear to reflect a significant change in citizen preferences, it is important to note that the 2012 version of the survey included questions regarding citizens' most recent contact with the RNP that were not in the 2011 version. It is possible that the new questions may have had an impact on citizens' responses. For example, the additional questions about police contact may have brought to mind for citizens how little contact they typically have with police officers or reminded them of negative encounters with the police and might therefore have led them to name less-direct methods of complaint/compliment submission even if they were not aware of the actual submission boxes.

citizens who live in the rural comparison areas travel to cities or towns for market days or other business and come into contact with submission boxes.

To examine differences between respondents in sectors with and without submission boxes, we compared the two groups using socioeconomic data collected through the survey. As shown in Table IV.3, in 2012 respondents living in sectors with submission boxes were younger, less likely to be male, more highly educated, more likely to consume meat (an indicator of socioeconomic status), and lived in higher quality housing. Each of these differences is statistically significant and the magnitude of these differences is also substantial. Respondents in sectors that have boxes were 9 percentage points more likely to have completed primary education, 18 percentage points less likely to have dirt-floor housing, and 12 percentage points more likely to have eaten meat in the past two weeks.

Table IV.3. Demographic and Socioeconomic Characteristics by RNP Program Status (2012)

Characteristic	Nationwide		Unadjusted Difference
	Box in Sector	No Box in Sector	
Gender (% male)	40	46	-5.9***
Age (%)			
< 20	10	10	0.1
21-30	36	32	4.3***
31-40	24	25	-1.2
41-50	14	15	-1.2
> 50	16	18	-2.3***
Years of education (% > 6)	38	28	9.4***
Employment (% earning income)	53	54	-0.4
Low housing quality (% with dirt floor)	53	71	-17.7***
% Reporting meat consumption (past two weeks)	38	26	12.1***
Number of Sectors	206	210	
Total Respondents	5,288	4,722	

Source: Citizen survey (Mathematica 2012).

Note: The table reports the difference in means, with robust standard errors adjusted for clustering at the sector level.

* Difference is statistically significant at the 10 percent level.

** Difference is statistically significant at the 5 percent level.

*** Difference is statistically significant at the 1 percent level.

To adjust for these observed differences, we performed regression analyses, presented below, that control for each of the characteristics shown in Table IV.3. These “adjusted differences” between the two sector-groups control for the variation in survey outcomes associated with each of the demographic and socioeconomic characteristics captured by the survey data (see Appendix A for additional details on the regression model). This approach helps remove bias caused by the

differences we can observe, but this kind of analysis is still vulnerable to bias from differences that cannot be observed in the survey data. For example, it is possible that there are important differences between the RNP's staffing and operations in urban sectors as compared to rural sectors—differences that are not likely to have arisen as a result of the RNP Strengthening component. Because we cannot control for unobserved differences between sectors, the analytical approach presented below could mistakenly identify or mask “impacts” of the Every Voice Counts campaign that were in fact caused by a factor outside the program. As a result, the findings below do not provide strong causal evidence regarding the component's direct impacts; the results should be interpreted with caution, keeping these caveats in mind.

1. Sector Analysis Results

The first set of outcomes we examined pertain to citizen awareness of the Every Voice Counts campaign and citizen use of the complaint and commendation submission boxes. As shown in Table IV.4, a relatively small portion of survey respondents were aware of the submission boxes, even if they lived in a program sector. Among those living in sectors containing a box, 25 percent of respondents said they were aware of the box. However, of those who were aware of boxes in these sectors, about three-fourths said they found the box locations convenient and reported that they had received information about the boxes. In addition, 45 percent of respondents in sectors containing boxes said that the submission box would be their preferred method of voicing a complaint or commendation about the RNP, indicating a potentially strong demand for the service. Out of all respondents living in sectors that contained boxes, 8 percent said they knew someone who had used the box to submit a complaint or commendation.

Regardless of whether we used statistical adjustments for the demographic and socioeconomic differences discussed above, we found that respondents living in sectors that contain boxes were significantly more likely to be aware of the Every Voice Counts campaign and to know someone who had used one of the submission boxes. Specifically, respondents living in sectors that had boxes were 8 percentage points more likely to be aware of a submission box, 8 percentage points more likely to say a box was in a convenient location,²⁹ 7 percentage points more likely to say they had received information about a submission box, and 2 percentage points more likely to report knowing someone who had used a box; each of these differences is statistically significant. Relative to the small proportion of respondents who were aware of the Every Voice Counts campaign, the magnitude of these differences is also substantial. Respondents living in sectors containing boxes were about 1.5 times as likely to be aware of the campaign compared to citizens living in sectors without boxes.

Citizens living in sectors with submission boxes were also significantly more likely to say the submission box would be their preferred method of communicating with the police (Table IV.4). Compared to sectors without boxes, respondents in the program sectors were 4 percentage points more likely to say the submission boxes are their preferred communication method, and significantly less likely to prefer communicating by contacting a police supervisor (3 percentage points less than

²⁹ We also found that 11 percent of respondents reported that they had received information about the program even though they did not live in a sector containing a submission box. This may have occurred if citizens encountered information about the program while visiting a different sector close to their residence, or these respondents may have misunderstood the definition of the program.

in nonprogram sectors) or a local government officials (2 percentage points less than nonprogram sectors). These differences represent shifts of about 10 percent relative to the preference levels for each type of communication among respondents in the nonprogram sectors.

Table IV.4. Awareness and Use of RNP Component, by Program Status (Percentage)

Outcome	Box in Sector	No Box in Sector	Unadjusted Difference [†]	Adjusted Difference ^{††}
Awareness of boxes	25	16	8.5***	7.5***
Convenient accessibility of boxes	20	11	8.5***	7.7***
Received information about boxes	19	11	7.8***	7.0***
Use of boxes (you or anyone you know)	8	5	2.8***	2.0***
Preferred way to voice RNP complaints/commendations				
Use submission box	45	40	5.3***	3.9***
Contact police officer	9	8	0.6	0.6
Contact police supervisor	19	21	-2.4**	-3.2***
Contact local government	17	20	-3.6***	-2.0**
Don't know	11	11	0.1	0.1
Total Respondents	5,082	4,547		

Source: Citizen survey (Mathematica 2012).

[†] Difference in means was measured by ordinary least squares regressions of the relevant characteristic on the program–status dummy (with no other controls), with robust standard errors clustered at the sector level.

^{††} Difference as measured by ordinary least squares regressions of the relevant characteristic on the program–status dummy, controlling for gender, age, years of education, employment status, and two proxy measures of wealth (housing with a dirt floor and meat consumption). Regressions used robust standard errors clustered at the sector level.

* Difference is statistically significant at the 10 percent level.

** Difference is statistically significant at the 5 percent level.

*** Difference is statistically significant at the 1 percent level.

Finally, living in a sector containing a submission box was not correlated with any significant change in reported perceptions of the RNP's overall fairness, trustworthiness, or effectiveness. As shown in Table IV.5, regardless of whether or not the program placed a box in a respondent's sector, high proportions of respondents said they were satisfied with the RNP (over 75 percent in both sector groups) and that the RNP would punish serious crimes committed by RNP officers, local government officials, and citizens (over 80 percent in all cases). Similarly, in both sector groups, similar proportions of respondents agreed that the RNP was fair, honest, consistent, or effective (with the percentage agreeing ranging from 72 percent to 88 percent, depending on the survey item). On all of these survey items, the adjusted difference between the two sector groups was less than 2 percentage points and none of these differences were statistically significant.

Table IV.5. Overall Perceptions of the RNP, by Program Status (Percentage)

Outcome	Box in Sector	No Box in Sector	Unadjusted Difference [†]	Adjusted Difference ^{††}
Complete satisfaction with RNP services	75	77	-1.7	-0.1
Believe that RNP punishes serious crimes of:				
RNP Officers	84	82	1.7*	1.4
Local government officials	82	82	-0.3	-0.1
Average citizens	94	94	0.1	-0.1
Agree that RNP is:				
Fair	82	83	-0.6	-0.5
Honest	72	73	-0.8	-0.4
Consistent	78	79	-0.4	-0.1
Effective	88	88	0.1	0.1
Total Respondents	5,082	4,547		

Source: Citizen survey (Mathematica 2012).

[†] Difference in means was measured by ordinary least squares regressions of the relevant characteristic on the program–status dummy (with no other controls), with robust standard errors clustered at the sector level.

^{††} Difference was measured by ordinary least squares regressions of the relevant characteristic on the program–status dummy, controlling for gender, age, years of education, employment status, and two proxy measures of wealth (housing with a dirt floor and meat consumption). Regressions used robust standard errors clustered at the sector level.

* Difference is statistically significant at the 10 percent level.

** Difference is statistically significant at the 5 percent level.

*** Difference is statistically significant at the 1 percent level.

2. Comparison of 2011 and 2012 Results

Next, we compare these findings to the study’s earlier descriptive findings from 2011, to assess if the pattern of impacts has changed over time.

The pattern of differences in awareness and use of the boxes remained consistent in 2011 and 2012. Table IV.6 presents the 2011 adjusted differences between program sectors and nonprogram sectors alongside our findings from the 2012 survey. In both years, we found that respondents in sectors with boxes were significantly more likely to be aware of the program, significantly more likely to say they had received information about the boxes, and significantly more likely to say that they knew someone who had used one of the boxes. The magnitude of these potential effects is also similar in both years.

Similarly, in both survey years we did not find differences between the sector groups regarding perceptions of the RNP. Both in 2011 and 2012, a similar proportion of respondents in sectors with boxes and sectors without boxes believed the RNP punishes serious crimes of RNP officers, local government officials, or citizens. Likewise, in both years we found no meaningful differences between the two sector groups in citizens’ perceptions of whether the RNP is fair, honest,

consistent, or effective. Across all of these outcomes, in both years the differences between sector groups are below 3 percentage points and none of the differences are statistically significant.

Table IV.6. 2011 and 2012 Descriptive Findings for the RNP Component (Percentages)

Outcome	2011 Results		2012 Results	
	No Box in Sector	Adjusted Difference if Box in Sector	No Box in Sector	Adjusted Difference if Box in Sector
Aware of boxes	13	10.6***	16	7.5***
Convenient accessibility of boxes	11	9.9***	11	7.7***
Received information about boxes	7	6.0***	11	7.0***
Used boxes (you or anyone you know)	3	1.7***	5	2.0***
Preferred Way to Voice RNP Complaints/Commendations				
Use submission box	12	2.1*	40	3.9***
Contact police officer	25	-0.9	8	0.6
Contact police supervisor	17	-0.8	21	-3.2***
Contact local government	13	0.4	20	-2.0**
Don't know	5	-0.8	11	0.1
Completely satisfied with RNP services	89	0.9	77	-0.1
Believes That RNP Punishes Serious Crimes of:				
RNP officers	90	-1.2	82	1.4
Local government officials	86	-0.8	82	-0.1
Average citizens	92	1.0	94	-0.1
Agree That RNP Is:				
Fair	93	-1.0	83	-0.5
Honest	85	-2.2	73	-0.4
Consistent	91	-1.3	79	-0.1
Effective	94	-0.7	88	0.1
Total Respondents	9,232		9,629	

Source: Citizen survey (Mathematica 2011 and 2012).

Note: Difference was measured by ordinary least squares regressions of the relevant characteristic on the program-status dummy, controlling for gender, age, years of education, employment status, and two proxy measures of wealth (housing with a dirt floor and meat consumption). Regressions used robust standard errors clustered at the sector level.

* Difference is statistically significant at the 10 percent level.

** Difference is statistically significant at the 5 percent level.

*** Difference is statistically significant at the 1 percent level.

However, the 2012 survey did uncover several changes in respondents' preferences regarding how to communicate complaints and commendations to the RNP. In 2012, respondents living in program sectors were significantly more likely than those in sectors without boxes to say that the boxes represent their preferred method of communicating with police; correspondingly, they were less likely to say that they prefer communicating with the RNP by speaking to police supervisors or local government. In 2011, we did not find any significant differences between program and

nonprogram sectors on these survey items about communication preferences. This suggests that after the program operated for an additional year in the program sectors, the submission boxes may have also become more appealing to respondents in those sectors.³⁰

C. Qualitative Results

To further investigate the successes and challenges associated with implementation of the Every Voice Counts campaign, the research team completed a series of interviews with RNP officials, local CSO leaders, and program implementers, and reviewed a broad range of program reports (see Chapter II for a description of the qualitative data collection effort). The key findings from this qualitative research were as follows.

1. Positive Perceptions of the Every Voice Counts Campaign, but Low Program Awareness

RNP officials expressed generally positive views about the program. In particular, nearly all of the RNP officials we interviewed articulated a clear understanding of the purpose of the program, believed it had been well publicized and was well understood by citizens and felt that, as a result, it had increased citizen communication with the RNP and RNP accountability. RNP respondents also noted that because the submission boxes allow citizens to remain anonymous when providing feedback, the program encouraged citizens to engage with the RNP both through the boxes and more broadly. Noting that providing feedback to the RNP previously might have involved costly travel or a phone call, these respondents believe that the availability of the boxes has improved citizen perceptions of RNP accessibility and eased citizens' ability to communicate and give feedback to the RNP. Several CSO respondents also emphasized that citizens typically fear the RNP, noting that the anonymity of the blue boxes may have helped to assuage citizen discomfort about communicating concerns to the police.

Publicity for the citizen feedback system. Most of the interviewed RNP officials and about 5 (of 33) CSO respondents reported that the program had been publicized and had generated citizen awareness of and use of the submission boxes. According to RNP and implementer respondents, the submission boxes were publicized through multiple channels, including public meetings, radio broadcasts, a website, and a Facebook page. The RNP also had a monthly publication that, according to one respondent, was intended to “spread the word about the Blue Box program and operations of the Inspectorate department.” Five CSO respondents verified this information, with one having heard about the submission boxes through the weekly RNP radio program on Radio Rwanda, two recommending use of the boxes to their members, and all five being able to explain the purpose and function of the submission boxes correctly.

³⁰ As shown in Table IV.6, there were also large *nationwide* changes in respondents' preferred method of communicating with the RNP in 2011 and 2012. Note, however, that the responses may not be fully and directly comparable, because this section of the 2012 survey differed somewhat from the 2011 survey. Specifically, at the request of the RNP, the 2012 survey included new questions about respondents' recent experience interacting with RNP officers, which may have reduced the comparability of responses between the two survey years.

However, CSO respondents noted that awareness and use of the program was limited. Most CSO respondents were not aware of the RNP's citizen feedback system, suggesting that low awareness limited the extent to which the program is used. Respondents from a majority of the interviewed CSOs had "never heard" of the blue box program by name or description, even after substantial probing by interviewers. These CSO officials either did not believe that the program had been well publicized or were completely unfamiliar with it. These interviews reinforce findings from the evaluation's national citizen survey, which found that nationally only a minority of citizens (20 percent) reported awareness of the program in 2011 and 2012.

This was combined with other barriers to use of the program. Several CSO respondents and one RNP respondent described a general "fear" about approaching or interacting with the police and a broader hesitancy to give feedback to the RNP among citizens. Respondents felt that this mistrust and fear likely inhibited citizens from using the submission boxes to a greater degree. Reflecting this concern, one respondent suggested that the boxes not be located near police stations or in public spaces so that citizens would not be observed by the police or anyone else when putting comments in the boxes. This respondent explained that greater anonymity might improve participation in the new feedback system.

2. Other Implementation Challenges

Study respondents also identified several different barriers to successful implementation of the Every Voice Counts campaign. These issues may also pose challenges that limit the program's sustainability in the absence of support and resources from the RTP.

Centralization of operations. The RNP centralized the management and operations of the Every Voice Campaign to a greater degree than the implementer (ICITAP) originally planned. As one respondent indicated, this allowed the Inspector General to determine who works on the submission box program, who monitors it, who collects the forms, and how the RNP responds. Implementers felt that centralized control may have limited the program's reach and effectiveness. RNP staff were required to travel from Kigali to the districts to pick up the forms and bring them back to the Inspectorate for processing. Once processed, the police response then had to be communicated to the area from which the issue originated. Several CSO respondents believed that the submission boxes were not widely available or used in rural districts because submission boxes were not regularly stocked with response forms and completed forms were not collected in a timely manner in those areas.

Implementation timeline. An additional challenge involved the timeline for establishing the program. Implementers consistently mentioned that the program did not have enough time to fully complete implementation. One respondent explained that the program "was slow to get off the ground; it was just getting off the ground when it was shut down." This respondent felt that, in general, the program required more time because it both involved the entire country and was "touching very sensitive issues." Another respondent further elaborated that the RTP might not

have provided enough time to ensure that the RNP could fully implement and sustain the Every Voice Counts campaign and internalize the content of the program's training activities.³¹

Resource constraints. Several RNP respondents and implementers noted that the program needed an extensive amount of time, equipment, and personnel. RNP respondents and program implementers pointed out that the RNP consistently experienced difficulties providing the labor and material resources needed to maintain the boxes and respond to feedback in a timely manner. In particular, the centralized collection system used by the program required vehicles to ensure the Inspectorate's office could service the boxes regularly; a lack of vehicles sometimes prevented officers from traveling to the districts to perform upkeep on the boxes and collect citizen input. Implementers also noted that the RNP transferred new individuals into the Inspector General position three different times during the program implementation. This made it difficult to sustain leadership and operational support for the program.

Limits to program sustainability. Taken together, lack of citizen awareness of the blue boxes; the centralization of the program; the lack of dedicated budget, staff, and other resources; the implementation timeline; and continued citizen discomfort with the RNP make it unclear whether the Every Voice Counts campaign will be sustainable in the future. Several RNP officials and one implementer respondent expressed concerns about program sustainability. They were concerned that the lack of a dedicated budget and a consistent staffing plan in particular would make it difficult to ensure that the RNP could continue to maintain and support the submission boxes and respond to citizen concerns and commendations. As one RNP respondent explained, to keep the program operational "the RNP uses its own budget, sacrificing a lot to keep the blue box program going."

D. Interpretation of Findings

Nationwide, descriptive survey findings suggest that, although only a minority (20 percent) of Rwandans are aware of the Every Voice Counts campaign, a majority of those who are aware of the submission boxes are likely to believe that their feedback will be considered by the RNP. In addition to these descriptive results, we also compared responses from sectors with submission boxes to responses from those without them. We found that respondents living in sectors that receive boxes were significantly more likely to be aware of the Every Voice Counts campaign and were also significantly more likely to know someone who had used one of the submission boxes. However, living in a sector containing a submission box was not associated with any significant difference in overall perceptions of the RNP's fairness, trustworthiness, or effectiveness.

Generally, these results from the 2012 survey were similar to our findings in 2011, shortly after the program had installed most of these submission boxes. But there is some suggestive evidence that between the two survey rounds the program became more appealing to Rwandan adults. Nationwide, there was a substantial rise in the number of respondents who thought the RNP reads citizen submissions collected through the Every Voice Counts campaign. In addition, compared to

³¹ Implementers reported providing training on such topics as "how to follow up on cases, punctuality in handling cases, investigative case training, basic training in handling crime scenes, how to do reports and take notes, preservation of evidence, internal surveillance, basic forensics, and internal auditing." One respondent noted that not all planned trainings were implemented, including trainings to encourage RNP collaboration with CSOs.

nonprogram sectors the respondents in sectors containing a box became significantly more likely to say that submission boxes represent their preferred method of communicating with the RNP.

Qualitative interviews with implementers, RNP officers, and civil society representatives identified several implementation challenges that help to explain why the program ultimately did not impact citizen perceptions of the RNP. For example, administering the program in a centralized manner from the RNP's headquarters in Kigali made it more difficult to raise awareness about the program in rural communities and consistently maintain the program's network of submission boxes. Many citizens did not know about the program, limiting the number of people using the boxes. Finally, according to several CSO respondents citizens who did know about the program may have had preexisting mistrust toward the RNP, further discouraging uptake of the Every Voice Counts campaign.

These quantitative and qualitative results should be interpreted with considerable caution, for several reasons. First, the relatively weak sector-comparison evaluation design does not justify strong causal inferences about the component's impacts: there are likely to be unobserved differences between sectors with boxes and those without boxes, potentially biasing results (for example, the submission boxes tended to be located in urban areas, where citizen awareness and opinions about the RNP may differ in multiple ways from more rural sectors). Second, it is possible that some Rwandan citizens may have been reluctant to criticize the RNP in a formal survey environment. If that happened consistently throughout the country in a way that reduced the overall variation in our survey responses, then the survey might not have detected the true differences in citizen opinions about the police and the Every Voice Counts campaign. Finally, findings from qualitative interviews raise important questions about the sustainability of the Every Voice Counts campaign now that the RTP has ended. In particular, the decision to centralize processing of citizen feedback forms, combined with the RNP's limited budget for servicing the national network of submission boxes, make it unclear whether the complaint and commendation system introduced by the RTP will continue in the future.

V. RESULTS OF THE STRENGTHENING RULE OF LAW FOR POLICY REFORM COMPONENT

In this chapter we present descriptive results for the Strengthening the Rule of Law for Policy Reform component, which sought to improve and professionalize Rwanda's judicial and legislative processes. In particular, the program's goals included (1) rendering judicial decision making more impartial, independent, and effective in meeting international standards and (2) strengthening the design of new legislation and reform of existing law to support civil liberties, government accountability, and political rights. Our evaluation focuses on the first of these goals, specifically the effort to improve judicial professionalism by ensuring decisions are written in a manner that meets international standards. The program used a train-the-trainers approach to instruct all of Rwanda's approximately 250 professional judges at the Supreme Court and High Court levels on decision-writing methods. The following research question guided our assessment of this activity:

- Has the quality of written court decisions improved in accordance with international standards?

The RTP trained all of Rwanda's Supreme and High Court judges in a short period of time, and as a result we could not identify a comparison group of judges who did not benefit from the program. Without a comparison group, it was not possible to implement the type of rigorous evaluation design that can fully attribute changes in outcomes to the true effects of the program. Instead, Mathematica implemented an interrupted time series (ITS) evaluation design to estimate the extent to which the decision-writing training is associated with improvements in the quality of written decisions in Rwandan Supreme and High Courts. In an ITS design, data from several pre-intervention periods are used to predict what would have happened in the absence of the intervention during the post-intervention period. The effect of the intervention is then estimated as the difference between this predicted pattern of decision-writing quality and the actual trend in decision-writing quality in the post-intervention period. By including multiple observations of the trend in decision-writing quality prior to the intervention, this design incorporates a more reliable counterfactual than a simple pre-post design measuring the difference between writing quality at one point in time before the program and one point in time after the program. However, ITS designs rely on the presence of a clear trend in the pre-program period that can be contrasted against a markedly different trend in the post-program period; in the absence of large differences, the approach cannot provide conclusive results.

Our interrupted time series design examines the pre-program trend in decision writing quality, estimates what would have happened if that trend continued, and compares this projection to what actually happened after the program ended.

The Justice Strengthening Program began on August 24, 2009, and concluded on August 31, 2011. However, the decision-writing training sub-activity was implemented using a train-the-trainers approach: a group of judges were first certified as trainers in the first half of 2010, and then they in turn trained other judges (USAID 2010). Because the program did not keep detailed activity records for each of these trainers, it is not clear precisely when the full set of training events took place. For the purpose of this evaluation, we assume that the training was conducted throughout 2010: the pre-intervention sample consists of decisions made before 2010 and the post-intervention period consists of decisions made after 2010.

Although the ITS design is intuitively appealing, it cannot establish the relationship between the decision-writing training and changes in decision-writing quality with a high degree of attribution. Because changes in the quality of decision writing could be influenced by other factors occurring at the same time the RTP training was implemented, such as other government-led reforms that may have affected the judicial sector as a whole during the program's implementation period, the results from our analyses must be interpreted cautiously.

A. Analysis of Decision-Writing Quality

Under a separate activity in this component, Chemonics supported digitizing and posting full court decisions from the Rwandan Supreme and High Courts (beginning with decisions in 2005). Electronic copies of decisions made by the Rwandan Supreme Court and Rwandan High Court were made available for download from the Rwandan Judiciary website.³² For this study, we included all available decisions between first quarter 2005 and second quarter 2012 in the sampling frame; the frame included a total of 2,800 decisions, of which 1,600 were Supreme Court decisions and 1,200 were High Court decisions. The analysis uses a combined sample of decisions issued by both types of courts.³³ We randomly selected a total of 1,202 decisions, using a sampling frame stratified by court type, year, and types of cases. The sample size by court type and year is presented in Table V.1 below. As shown in the table, the number of decisions in the sample frame varied substantially by year. This variation may reflect trends in the actual number of issued decisions in a given year, or the fact that the data is more comprehensive in some years than others. Regardless, our data on the trends in these decisions must be interpreted with caution, as the composition of judges (and the types of decisions) included in the sample do vary over time.

Table V.1. Number of Decisions Included in the Analysis, by Court Type and Year

Year	Court Type		Total
	Supreme	High	
2005	19	0	19
2006	145	0	145
2007	82	5	87
2008	91	26	117
2009	114	245	359
2010	68	11	79
2011	169	148	317
2012	4	75	79
Total	510	692	1,202

Note: The sample size in each year is proportional to the total number of decisions available in the study's administrative database of decisions written by Supreme Court or High Court judges.

³² <http://www.supremecourt.gov.rw/sc/Jurisprudence.aspx>. For this evaluation, downloads of case decisions were made between April 1, 2013, and August 31, 2013.

³³ As a sensitivity test, we also performed the analysis using a separate sample of Supreme Court cases and High Court cases. These analyses revealed that for the key outcome years with data from both types of courts (between 2008 and 2012) overall trends in decision-writing quality were very similar in the Supreme Court and High Court. Limiting the sample either to Supreme Court cases or High Court cases does not change the evaluation's findings.

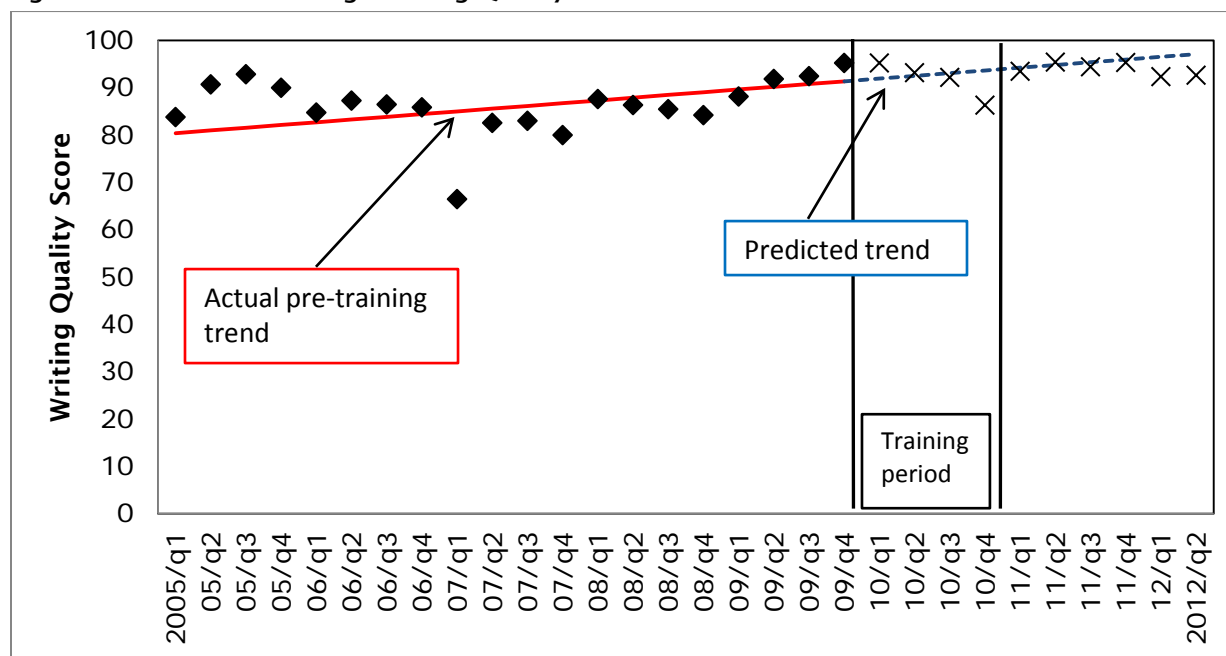
The outcome for this evaluation is the quality of written court decisions. The quality of each judicial decision was measured using a standardized assessment tool developed by program implementers (legally trained Chemonics staff). To capture variation in writing quality, we utilized a 6-point scale to record responses to each of the following seven rating questions:

- Does the decision clearly identify the person(s) who brought the case to court?
- Does the decision clearly identify the person(s) who defended the case in court?
- Does the decision clearly state the events from which the case arose?
- Does the decision clearly state the questions (issues) to be decided by the judge?
- Does the decision respond to all of the questions (issues) stated by the judge?
- Is the outcome/decision of the case clearly stated?
- Are the reasons for the decision of the judge clearly stated?

A team of three Rwandan readers scored each decision (all decisions were written and rated in Kinyarwanda), and the final score for each decision was calculated by averaging scores from the three raters. This exercise relied on readers without formal legal training rather than professional lawyers, because the goal of this activity was to train judges to write decisions according to international standards such that a literate citizen would be able to clearly understand the basic elements of the judgment. For ease of interpretation, we standardized scores on a 100-point scale, with scores representing the percentage of the maximum possible score attained from the assessment.

The average writing score in each quarter is shown in Figure V.1. The diamonds in the figure represent the average percentage scores of decisions in each quarter before the training period, and the crosses represent the average percentage scores in each quarter during the training year (2010) and the subsequent post-program period (first quarter 2011 to the end of second quarter 2012).

Figure V.1. Trends in Average Writing Quality Scores between 2005 and 2012



Our main finding is that the quality of these judicial decision scores was very high before the program began, leaving comparatively little room for improvement following program implementation. Under the ITS design, we first analyzed the trends in decision writing quality in the pre-training period, from the beginning of 2005 to the end of 2009. Average writing quality improved gradually during this period, from 83.8 percent in the first quarter of 2005 to 95.2 percent in the fourth quarter of 2009, shortly before training was initiated. The increasing trend is shown by the figure's upward sloping thick linear trend line. The predicted percentage scores that we would expect to observe in the post-training period based on the trend in the pre-training period are represented by the dashed, upward-sloping line. In accordance with the gradual increase in writing quality in the pre-training period, the linear trend projects a continuation of that increase into the post-training period.

Although quality scores remained quite high after the program ended, we do not find evidence that the RTP training produced a change in those scores. As with the period shortly before training began, writing scores remained very high in the first 18 months after the training ended, with values ranging from 92.3 percent to 95.4 percent. The scores in the first four quarters in the post-training period (quarters 1–4 of 2011) are within one percentage point of the scores we projected based on the trend before the program began. This implies that the actual observed scores in these periods are not different from what would have been expected in the absence of the program. In other words, we do not find evidence of any positive or negative changes in decision-writing quality associated with the RTP's activities.

B. Interpretation of Results

Our evaluation of the quality of judicial decision writing in Rwanda shows a trajectory of gradually improving scores prior to the program and a pattern of high writing scores during program implementation and after the program was completed. According to this decision-rating rubric, there was relatively little room for improvement in decision-writing quality at the time the program occurred, and we do not find evidence that the program improved the quality of decision writing after training was completed. Quality ratings remained high both before and after the program.

The results presented here should be interpreted with caution. Any differences in the quality of juridical decision writing after the program ended may have been caused by factors outside of the RTP training. The positive trend in decision-writing quality in the pre-training period could be a result of overall reforms in the Rwandan judicial sector that continued during the program implementation period, and the subsequent high writing scores after the program could have resulted from other initiatives or changes to the judiciary (such as differences in the composition of judges producing decisions, the type of decisions being issued in the court system, or the comprehensiveness of the decision database in a given year) that are unrelated to the RTP intervention itself. Finally, it is important to note that the program may have impacted the quality of judicial decisions in ways that were not captured by the writing-quality rubric developed by Chemonics. If, for example, the program improved the quality of legal reasoning in ways that were not measured in the rating scale used here, such results would not be captured in our descriptive analysis. Likewise, it is important to remember that the Strengthening Rule of Law component included a wide variety of other training and capacity building activities beyond the decision-writing initiatives evaluated here. The results of those activities fall outside the scope of this evaluation.

VI. RESULTS OF THE MEDIA STRENGTHENING COMPONENT

Through the Media Strengthening component of the RTP, MCC sought to increase the professionalism and skills of journalists and media organizations by providing training and support to journalists, media companies, and community radio stations focused on providing independent news about local affairs. The component's training activities for journalists and media organizations began in 2009 and were completed in July 2011. MCC also funded the development of two new community radio stations (named *Ishingiro* and *Isangano*), purchasing broadcast equipment, securing office space, and supporting the operating costs of the stations in the period before programming began. Both stations began broadcasting on an ongoing basis in June 2011, the same month that this RTP component ended. Since then, the stations have operated without further RTP support, offering a mix of local news and entertainment programming with regular broadcasts occurring between June 2011 and the study's follow-up survey in March 2012. These two stations were the focus of our evaluation. This chapter explains our evaluation approach and describes our findings on the potential effects of these community radio stations.

A. Evaluation Design

Mathematica first collected survey data in early 2011, before the stations became operational, to document baseline patterns of media consumption as well as citizen perceptions about the reliability of local news sources. The Media Strengthening component of the household questionnaire asked respondents about news sources, their radio listening habits and preferred stations, and the perceived trustworthiness or reliability of available local news. Key outcomes for the study include citizens' satisfaction with radio programming, knowledge of local public affairs, and access to reliable and objective news sources. Information from this initial survey provides a baseline for comparison against the study's 2012 survey data, collected after the stations had been broadcasting for approximately eight months. We sought to answer the following research questions about the two stations:

- How popular are the RTP-supported radio stations among listeners?
- Do the stations improve citizens' access to reliable and objective news sources? Do the stations improve access to reliable information about local government affairs?
- Do the stations improve citizens' perceived ability to influence local government officials?

To answer these questions, we compare survey responses in 2011 (before the stations began broadcasting) to responses in 2012 using a difference-in-differences approach. Specifically, we estimate differences between the trend in the stations' broadcast area (the sectors of the country receiving stronger signals from the RTP station broadcast towers, primarily in Rwanda's Western Province and Northern Province) and the trend in sectors receiving weaker signals or no signals from the stations. We examine the association between the percentage of each sector receiving a



Headquarters of the *Ishingiro* radio station. April 2013.

strong signal and the study's key outcomes, controlling for respondent characteristics and responses from the baseline survey in each district (see Appendix A for additional details). Figure II.1 in Chapter II maps the geographic distribution of the stations' broadcast signals.

The evaluation's difference-in-differences approach removes bias from any national trends that affected all 30 districts in the same way.³⁴ To understand why, imagine a hypothetical situation where every sector in Rwanda experienced an equal decline in citizen satisfaction with radio programming. If we only examined the trend in the RTP stations' broadcast area, we might reach an erroneous conclusion that the stations had a negative effect. We avoid this problem by comparing the trend in the stations' broadcast area to the trend outside that area, thereby distinguishing between national trends and changes driven by the local RTP stations.³⁵

Because the stations deliberately targeted their broadcasts to rural districts, there are several differences between citizens in the broadcast area and those living elsewhere (see Table VI.1). On average, the RTP stations' broadcast area includes a significantly greater percentage of respondents between the ages of 16 and 20 (14 percent) compared to other areas in Rwanda (10 percent). Citizens in the broadcast area are also somewhat more likely to live in houses with dirt floors and less likely to consume meat regularly, although those differences are not statistically significant. Radio listenership patterns for national and international stations also differ substantially in the broadcast area; in particular, respondents in the RTP stations' broadcast area were significantly less likely to be aware of the British Broadcasting Service (BBC), Voice of America, or Contact FM. To the extent that these differences are related to trends in the study's outcomes of interest—such as overall satisfaction with available radio stations or trust in news programming—they represent a potential source of bias.

To address any bias associated with these differences, we use regression analysis to control for all of the relevant citizen characteristics we can observe. Specifically, each of our estimated results controls for the respondents' socioeconomic characteristics and awareness of each of the radio stations shown in Table VI.1. Although this statistical adjustment gives us greater confidence in the results, the quasi-experimental approach we apply is still vulnerable to bias from any differences that we cannot observe or capture fully in our data, such as respondents' attitudes toward media in the years before our baseline survey took place.³⁶ Thus, the findings do not support strong causal inferences and the results should be viewed with these caveats in mind. However, we did conduct sensitivity tests showing that the findings are robust to different regression model specifications. We

³⁴ This approach is commonly used to estimate the impacts of a policy or intervention when random assignment is not possible. For a well-known example of the difference-in-differences method (analyzing the impacts of a rising minimum wage), see Card and Krueger (1994).

³⁵ Before adopting this analytical design, we first explored using an instrumental-variable approach that used respondents' self-reported radio reception quality (as indicated by a survey measure of whether they lived on a hill) as an instrument for determining their access to the RTP stations. However, self-reported hill or valley status did not predict a meaningful amount of the variation in RTP station access in our data.

³⁶ As planning for this evaluation began in 2010, it was not possible to obtain multiple rounds of baseline data. Ideally a difference-in-differences evaluation design would collect multiple years of baseline data to confirm that the adjusted trends in the RTP stations' broadcast area before June 2011 (when the stations began broadcasting) were identical to the prior trends in comparison districts. If the two areas followed parallel trends before the broadcasts began, that would provide stronger evidence that our difference-in-differences impact estimates are likely to be unbiased.

also completed a falsification test using our baseline survey data, which showed that our model does not detect any spurious associations between *future* station signal strength and key outcomes during the study's baseline year (before the station broadcasts began). A complete discussion of these additional analyses can be found in Appendix A.

Table VI.1. Characteristics of Respondents in Each Station Broadcast Area

Characteristic	Comparison Area	RTP Stations' Broadcast Area	Difference
Demographic and Socioeconomic Characteristics			
Gender (% male)	44	44	-0.1
Age (%)			
< 20	10	14	4.0**
21-30	34	33	-1.0
31-40	25	23	-1.8
41-50	15	14	-1.0
> 50	17	17	-0.1
Years of education (% > 6)	33	33	0.2
Employment (% earning income)	53	56	2.9
Low housing quality (% with dirt floor)	60	67	7.3*
% Consuming meat (past two weeks)	34	27	-7.4*
Radio Station Awareness (%)			
Radio France International	15	14	-0.8
British Broadcasting Corporation	90	84	-6.6**
Voice of America	73	63	-10.7**
Radio Rwanda	98	98	0.0
Contact FM	60	34	-25.7***

Source: Citizen survey (Mathematica 2012). N = 9,984.

Note: Each row of the table shows the average difference between sectors with no broadcast coverage from the RTP stations and those with full broadcast coverage from one or both stations, as measured by a regression of each characteristic on station coverage. The statistical significance of the difference between the Ishingiro/Isangano broadcast area and the comparison area was calculated with robust standard errors adjusted for clustering at the sector level.

* Difference from the comparison area is statistically significant at the 10 percent level.

** Difference from the comparison area is statistically significant at the 5 percent level.

*** Difference from the comparison area is statistically significant at the 1 percent level.

B. Awareness and Use of the RTP Stations

First, we examine descriptive survey findings on awareness and listenership for the two RTP-supported stations. Radio programming is an influential source of news and information in Rwanda. In our 2012 survey, 69 percent of respondents reported that they listen to the radio at all.³⁷ Overall, 53 percent of surveyed citizens also indicated that radio was their primary source of information

³⁷ We asked the same question in the baseline survey. In 2011, 78 percent of respondents reported listening to the radio. Although the 2012 listenership levels are somewhat lower, the pattern of station preferences among radio users is similar in the two survey samples.

about events in their district, whereas 25 percent received information primarily from public meetings and 16 percent named conversations with others as their primary source (Table VI.2).

Table VI.2. Respondents' Primary Source of Local News

Source	Percentage of Respondents
Radio	53.4
Public meetings	24.8
Conversations with others	16.0
Television	2.5
Newspaper	0.3
Internet	0.2
Public message board	0.2
Don't know	2.8

Source: Citizen Survey (Mathematica 2012). N = 9,892

Nationwide, about a fourth of all Rwandan adults who listen to the radio say they regularly listen to one of the RTP-supported stations. When asked about their awareness of particular stations, 38 percent of all respondents said they are aware of at least one of the two RTP community radio stations, and 24 percent reported listening to an RTP-supported station on a weekly basis (Table VI.3). However, awareness and listenership of the RTP stations remains much lower than reported listenership for Radio Rwanda (which is managed by the Rwandan government); nearly the entire survey population of radio listeners reported that they are both aware of Radio Rwanda and listen to that station regularly.

Table VI.3. Percentage of Radio Listeners Who Are Aware of Each Station and Listen to Each Station During an Average Week

Station	Awareness	Listen Weekly
Radio France International	15	4
British Broadcasting Corporation	88	67
Voice of America	70	35
Radio Rwanda	99	97
Contact FM	55	26
RTP stations	38	24
Other local station(s)	68	60

Source: Citizen survey (Mathematica 2012). Sample limited to self-reported radio listeners; N = 6,374

When asked what station they preferred for local news, 8 percent of respondents reported that they preferred an RTP-supported station, the third most commonly selected choice (see Table VI.4).³⁸ For national news, Radio Rwanda remained by far the most popular station in 2012. For international news, 55 percent of the sample preferred the BBC (one of the few stations in Rwanda that focuses on international affairs) and 31 percent preferred Radio Rwanda. The RTP stations

³⁸ Since 2011, there has been a substantial increase in listenership for local news programming offered by local radio stations (including local stations that were not supported by the RTP). In 2011, before the RTP stations began broadcasting, 80 percent of respondents said they preferred Radio Rwanda for local news and 14 percent said they preferred a locally run station. In 2012, only 57 percent of respondents reported that they prefer Radio Rwanda for local news and 39 percent said they preferred either an RTP-supported station or another local station.

were rarely preferred for national or international news, which is unsurprising since the stations' programs largely focus on local affairs.

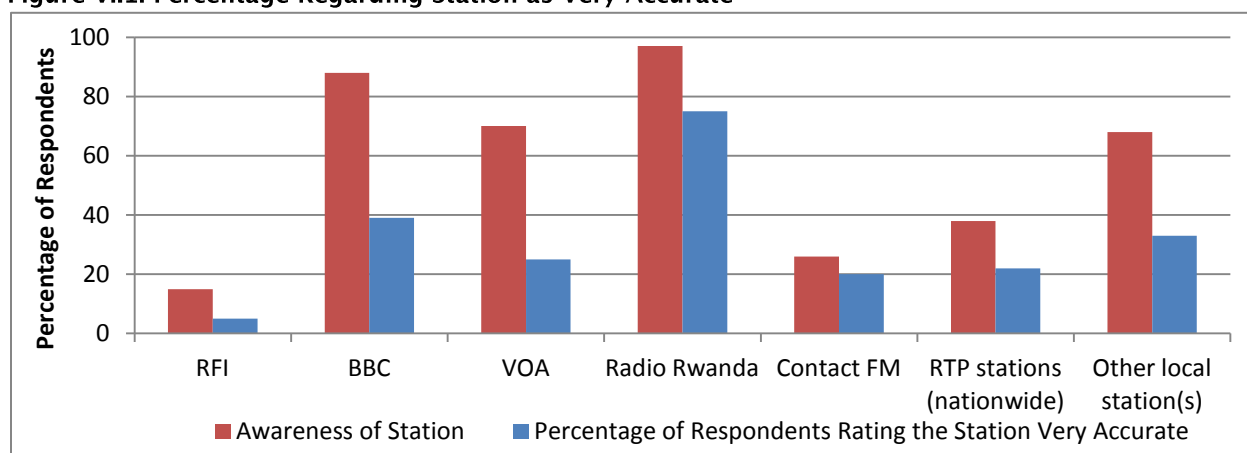
Table VI.4. Radio Listeners' Preferred Stations for Local, National, and International News

Station	Local	National	International
Radio France International	<1	1	2
British Broadcasting Corporation	3	4	55
Voice of America	<1	<1	8
Radio Rwanda	57	89	31
Contact FM	2	1	<1
RTP stations	8	2	1
Other local station(s)	31	4	3

Source: Citizen survey (Mathematica 2012). Sample limited to self-reported radio listeners; N = 6,243

The survey also examined the perceived accuracy of each of these radio stations (Figure VI.1). To do so, we asked respondents to imagine hearing conflicting reports about the same news story in their district and then to state whether they thought each station would be "not at all accurate," "somewhat accurate," or "very accurate."

Figure VI.1. Percentage Regarding Station as Very Accurate



Source: Citizen survey (Mathematica 2012). Sample limited to self-reported radio listeners; N = 6,019

By this measure, 22 percent of all respondents reported that the RTP stations would be very accurate. Interestingly, there is substantial variation across radio stations on this measure, especially after accounting for the proportion of citizens who are aware of each station. In the case of the RTP stations, a majority (57 percent) of the citizens who are aware of the RTP stations also believe that the local news information broadcast by the stations is very accurate.

Among the respondents who said they listen to one of the RTP stations, generally we found high levels of satisfaction with the stations and strong usage of the stations for local news. Eighty-two percent of RTP station listeners are pleased with their local RTP station overall and 60 percent said that they listen daily (Table VI.5). Most listeners also use the stations for news about local government affairs; 80 percent of RTP station listeners noted that their local RTP station provides information about local government decisions and 45 percent said that they listen to the station for local news on a daily basis. However, less than one-third of those who listen to the RTP-supported

stations said that one of the RTP stations represents their preferred broadcast for local news. Among RTP station listeners, 41 percent said they prefer Radio Rwanda for local news, 27 percent said they preferred an RTP station, and 32 percent said they preferred another station (Table VI.5).

Table VI.5. Perceptions of the RTP Stations Among Regular Listeners

Perceptions and Listenership for RTP Stations	Percent of Listeners
Pleased with station overall	82
Listen to station daily	60
Station provides information about local government decisions	80
Frequency of listening to station for local news:	
Once per week or less	22
Several times per week	33
Daily	45
Preferred station for local news:	
Radio Rwanda	41
Ishingiro/Isangano	27
Other station(s)	32

Source: Citizen survey (Mathematica 2012). Sample limited to RTP station listeners; N = 1,398

To better understand the sustainability of the two radio stations and their operations, we conducted field visits in April 2013 and again in June 2014 to assess whether the stations remained in operation. During the last visit (over two years after the end of the RTP's financial support) both of these stations remained in operation, maintaining regular broadcast schedules and continuing to provide programs focused on local news and information. At the time of the site visit, the operations of the two stations were largely supported by sponsorship arrangements with donor organizations (largely international aid agencies) seeking a broadcast outlet for information campaigns and opportunities to raise citizen awareness about local initiatives and programs.

C. Analysis of Trends in the RTP Stations' Broadcast Area

As discussed above, we estimate the potential impacts of the two RTP stations by comparing the trend in the RTP stations' broadcast area (the sectors of Rwanda with stronger broadcast signals) to the trend in sectors with weaker broadcast signals. Our findings pool the effects of the two RTP stations by combining their respective broadcast areas.

Overall, we find evidence that the two RTP stations had potentially positive effects on several of the evaluation's outcomes of interest, including satisfaction with local radio news and familiarity with local government officials. Our findings can be grouped into two broad categories: radio-use outcomes and civic participation outcomes. Regarding the first set of outcomes (Table VI.6), our analyses show that the RTP stations may have modestly improved respondents' satisfaction with news broadcasts and increased the number of respondents who listen to radio news regularly. There is a statistically significant and positive association between the RTP stations' radio signals and the

percentage of citizens who say they listen to local news radio daily or a few times per week.³⁹ There is also a significant and positive association between signal coverage and the percentage of respondents who say they are pleased with available radio broadcasts. In addition, we find a positive association between receipt of the station broadcasts and the use of radio for local news and perceptions that local radio is reliable and accurate, but the results for those two outcomes are not statistically significant.

Table VI.6. Association Between RTP Station Broadcast Coverage and Radio-Use Outcomes

Radio Use Outcomes	Effect of a Unit Increase in Broadcast Coverage from RTP Stations
Radio is primary source for local news	.047
Listen to local news radio a few times per week or every day	.064***
Local news radio is reliable and accurate	.067*
Pleased with available radio broadcasts	.067***

Note: The association between each outcome and the broadcast coverage from RTP stations was calculated using an ordinary least squares regression with controls for respondents' demographic characteristics, awareness of other radio stations, and the district-level average of each outcome at baseline. All tests of statistical significance used robust standard errors that adjusted for clustering at the sector level.

* Correlation is statistically significant at the 10 percent level.

** Correlation is statistically significant at the 5 percent level.

*** Correlation is statistically significant at the 1 percent level.

To understand the magnitude of these results, note that the analysis estimates the average (regression-adjusted) association between the outcome of interest and the percentage of each sector with a broadcast signal. Thus, on average, we find that a 1.0 unit increase in broadcast signal coverage is associated with a 0.06 unit increase in the percentage of respondents listening to local news radio regularly and a 0.07 unit increase in the percentage of respondents who say they are satisfied with available radio broadcasts. In other words, we find that providing complete RTP-station broadcast coverage to a sector with no prior coverage (raising signal coverage from 0 percent to 100 percent) is on average associated with a 6 percentage point rise in regular listenership for local news radio and a 7 percentage point rise in the percentage of respondents who say they are satisfied with available radio broadcasts.⁴⁰

In addition to these positive effects on radio use, we also find evidence that the stations may have modestly improved citizens' familiarity with local government officials (Table VI.7).

³⁹ Note that most of the national and international stations operating in Rwanda use a network of broadcast towers reaching the entire country; because of these non-RTP stations, all Rwandan radio listeners have at least some access to news programming. The RTP stations, which focus on local news, use weaker broadcast towers that send stronger signals to nearby sectors and weaker signals to sectors that are farther away (see Chapter II, Figure II.1).

⁴⁰ We completed several sensitivity tests showing that these findings are robust to different regression model specifications, such as the inclusion or omission of control variables for respondents' awareness of other radio stations. We also completed two different falsification tests: the first test used our baseline survey data to show that our model does not detect any spurious associations between *future* station signal strength and key outcomes at baseline; and the second falsification test did not detect any relationship between station signals and the socioeconomic indicators in our survey data (such a relationship would have been highly implausible, so the results were as expected). Further discussion of these analyses can be found in Appendix A.

Table VI.7. Association Between RTP Station Broadcast Coverage and Civic Participation Outcomes

Radio Use Outcomes	Effect of a Unit Increase in Broadcast Coverage from RTP Stations
Familiarity with Local Government	
Can name the district mayor	.087**
Can name a member of the district council	.061*
Can name a member of the sector council	.020
Can name a member of the cell council	.041
Has ever received district budget information	.041
Has enough information to assess local government performance	.048
Perceived Citizen Influence	
Can influence government policy	.061*
Government listens to ordinary citizens (always)	.024
Can openly disagree with a government official without negative consequences	-.017

Note: The association between each outcome and the broadcast coverage from RTP stations was calculated using an ordinary least squares regression with controls for respondents' demographic characteristics, awareness of other radio stations, and the district-level average of each outcome at baseline. All tests of statistical significance used robust standard errors that adjusted for clustering at the sector level.

* Correlation is statistically significant at the 10 percent level.

** Correlation is statistically significant at the 5 percent level.

*** Correlation is statistically significant at the 1 percent level.

Specifically, there is a positive and statistically significant association between RTP station broadcast coverage and the percentage of citizens who know the name of their local district mayor. In addition, there is a positive association between broadcast coverage from the stations and familiarity with members of the district council, as well as citizens' perceived ability to influence local government decisions. However, these two associations are only marginally statistically significant at the 10 percent level. We did not find significant associations with any of the other civic participation outcomes, including familiarity with local officials at the sector or cell level, perceived access to information about the local government budget, or perceptions about whether government listens to citizen input or tolerates open citizen dissent.

As with our findings on radio use outcomes, these associations represent the predicted change in each outcome associated with a 1.0 unit change in the percentage of each sector receiving coverage from one or both of the RTP stations. Thus, on average, we find that a one percentage point change in broadcast coverage is associated with a 0.087 rise in the percentage of citizens who can name their district mayor (significant at the 5 percent level), a 0.061 rise in the percentage who can name a member of their district council (significant at the 10 percent level), and a 0.061 rise in the percentage of respondents who say their voice can influence government policy (significant at the 10 percent level). These findings imply that, on average, delivering complete broadcast coverage from the stations to a sector with no prior coverage would be associated with an 8.7 percentage point rise in familiarity with the district mayor, a 6.1 percentage point rise in familiarity with members of the district council, and a 6.1 percentage point rise in the number of citizens who believe their voice can influence government policy.

D. Interpretation of Findings

Our descriptive survey findings suggest that the RTP community radio stations have been successful in building a sizeable audience of listeners who use the stations for local news. A quarter of adult radio listeners tune into one of the RTP stations on a weekly basis, and a majority of those listeners rely on the stations to obtain reliable and accurate local news. By comparing trends in the RTP stations' broadcast area to the trends in areas with weaker signals from the stations, we also find evidence that the stations may have produced improvements on several of the Media Strengthening component's key outcomes. Using detailed geographic data on the sector-level broadcast signals from the stations, we find modest positive associations between the broadcasts and citizens' use of radio for local news as well as citizens' familiarity with local government officials. Site visits also determined that both stations have been successful in sustaining program broadcasts for over two years after the RTP concluded.

These findings should be interpreted somewhat cautiously, as there could be unobserved differences between the more rural RTP stations' broadcast area and the more urban comparison area. If any of these unobserved factors are also associated with the study's outcomes, this could bias our results. However, as shown in Appendix A, we further investigate these concerns by testing whether the impact estimates are robust to alternative specifications of the study's benchmark regression model, and also perform falsification tests to assess if the associations reported here are spurious. The results are largely robust to these sensitivity tests. It is also important to note that the evaluation relies on survey data collected less than one year after the stations' broadcasts began. In the absence of additional follow-up data, we cannot say whether the stations' initial impacts have been sustained, and it remains possible that the stations may have produced additional long-run impacts on other important outcomes.

Our analyses suggest that, relative to areas that did not receive strong broadcast signals, areas served by the RTP stations experienced significant increases in citizens' use of radio to obtain local news and satisfaction with available radio programming. These potentially positive effects extend to select civic participation outcomes as well. We find evidence that the RTP stations may have improved citizens' familiarity with local officials and we also find some indication that the stations may have improved citizen perceptions about their ability to influence local government officials. However, we do not find any significant effects on a variety of other civic participation outcomes, including citizens' perceived access to information about government performance or citizens' beliefs about the consequences of disagreeing with a government official.

VII. IMPACTS OF THE STRENGTHENING CIVIC PARTICIPATION COMPONENT

In this chapter, we present impact estimates for the RTP's Strengthening Civic Participation component. This component, implemented by UI, was originally designed as a three-year initiative focused on (1) supporting the efforts of CSOs to advocate for local issues and (2) training local government officials to increase responsiveness to the concerns and priorities of citizens. Together, these activities were intended to encourage a more open environment for local civic engagement and participation, with improved government accountability. Unlike some of the other activities evaluated in this study, the Strengthening Civic Participation component was not fully implemented as planned. As described in Chapter III, the program fully completed only 10 months of local government training and CSO-support activities; as a result, several of the program's technical assistance and grant disbursement plans did not take place as designed.⁴¹

A. Evaluation Design

We employed a rigorous random assignment design to identify how the Strengthening Civic Participation component affected important civic participation outcomes in program districts. These outcomes include citizen perceptions about access to government information, satisfaction with government services, and citizen influence on local government decision making. Specifically, we sought the answer the following research questions:

- Did the activities under the Strengthening Civic Participation component improve citizens' awareness of local government meetings, familiarity with local government officials, and knowledge about local government affairs?
- Did the activities improve citizens' perceived ability to access government information and influence government decisions?
- Did the activities improve citizens' satisfaction with local public services?
- What are the impacts of the Strengthening Civic Participation component on different subgroups, including women, youth, the poor, and those with less education?

Rigorous research on the impacts of civic participation initiatives in other countries is limited, and as a result relatively little is known about the potential impacts of these programs. For example, supporting new CSO advocacy campaigns designed to change government policies might raise citizens' awareness about local policies while simultaneously producing greater citizen dissatisfaction about the government's performance. In fact, CSOs might directly seek to encourage citizen dissent as a means of promoting reform. For example, results of a natural experiment in Brazil involving corruption audits showed that providing citizens with audit results before voting significantly reduced the likelihood that officials with poor records would be reelected (Ferraz and Finan 2008). Similarly, a random-assignment study in India found that a CSO-led information campaign about the performance of local officials significantly reduced the reelection chances of officials the CSO rated

⁴¹ Specifically, if the program had been extended to another year of implementation, a number of additional grants to CSOs and district governments would have been dispersed in treatment districts (and activities related to those grants would have still been ongoing in treatment districts at the time of our follow-up survey in March 2012). For additional details regarding the implementation of this RTP component, see Chapter III.

as poor (Banerjee et al. 2011). But previous studies also suggest that declines in citizen satisfaction could instead be attributable to declines in citizen influence. For example, a randomized study in Indonesia found that citizens who did not participate directly in policymaking (in this case, by delegating local policy choices to elected leaders) are less likely to be satisfied with policy outcomes (Olken 2010). Given the small number of studies completed to date, our evaluation provides important new evidence on the impacts of civic participation initiatives in the Rwandan context.

The activities under the Strengthening Civic Participation component were designed to be implemented in two separate, year-long phases, with 15 districts receiving activities in each phase. With technical assistance from Mathematica, UI staff implemented a stratified random assignment process to assign Rwanda's 30 districts to either phase I or phase II. To do so, districts within each province were first matched in pairs or groups of three to ensure the best possible match between the treatment group of districts and the control group of districts.⁴² The districts were matched on the following five characteristics:⁴³

- Population change between 2002 and 2006
- Population density
- Common Development Fund (CDF) appropriation amounts for FY 2008 (as a proxy for poverty levels)
- Share of district spending obtained through local revenues in FY 2008
- District expenditure per capita on good governance and social affairs

These matched district pairs or triplets were then used as randomization blocks. After these blocks were created, a public lottery was held to randomly assign districts within each block to either the treatment group (districts that received program activities in 2011) or the control group (districts that originally were scheduled to receive the program in 2012, although ultimately these districts did not receive any activities because the program ended). These lotteries were completed in June 2010 and the component's primary activities were implemented in treatment districts over the course of the program's second year (ending in December 2011). A list of the treatment and control districts in each random assignment block can be found in Appendix B.

Random assignment studies are considered the most rigorous approach to impact evaluation, because the method is designed to ensure that the treatment and control groups are, on average, statistically indistinguishable on both observable and unobservable characteristics at the time of random assignment (in other words, at baseline). We examined the administrative data used in the random assignment process, along with detailed civic participation data from the 2011 survey, to confirm that there was baseline equivalence between the treatment and the control group. We found no statistically significant differences between the treatment and the control districts on any of the characteristics used in the matching process. In addition, an analysis of our baseline survey data

⁴² In most cases, districts were paired. In cases where a province had an odd number of districts, three districts were grouped into a set for the purpose of stratified random assignment. All remaining districts in that province were assigned to a matched pair.

⁴³ The data for each of these district-level characteristics were obtained by UI staff using GoR sources.

confirmed that before the component began there were no statistically significant differences between the civic participation indicators found in the treatment and control districts.⁴⁴

To better understand the impacts uncovered by this experimental study design, we also present the results of qualitative research on the effects of program activities. These findings were obtained through in-depth interviews with UI staff, CSO representatives, and local government officials, and through an analysis of the program's internal monitoring documents and reports.

B. Impacts on Civic Participation

To measure civic participation in the study districts, our citizen survey used a module composed of three sections. The Activities section asked respondents about their awareness of and participation in activities related to local governance, including their awareness of local government officials, civic meetings, and election schedules. The Opinions and Perceptions section asked respondents about their ability to influence government decision making, the degree to which government officials consult citizens in making decisions, and any communication they have had with government officials. The Local Services section asked respondents about their level of satisfaction with local water services, road quality, waste collection, education services, and health facilities. For more detailed contextual information on national trends between 2011 and 2012 on each of these survey questions, see Appendix B.

We assessed the impacts of the Strengthening Civic Participation component of the RTP program for six outcome indices related to civic participation. We constructed these outcome indices by grouping together survey questions related to the same underlying outcome.⁴⁵ A list of the survey items associated with each outcome index is presented in Table VII.1. To interpret the impact estimates, we converted each outcome score to a binary variable indicating whether a survey respondent's index score was above or below the mean score for the full survey sample in that year. Thus, the impact estimates compare the percentage of citizens reporting an above-average outcome index score in the treatment districts with the percentage in control districts.

Under our random assignment design, comparing civic participation outcomes for citizens in treatment districts to the corresponding outcomes among citizens in the control districts produces an unbiased causal estimate of the impacts of the Strengthening Civic Participation component. To improve the precision of the impact estimates, we used a multivariate regression model to account for the demographic characteristics of the individuals in the follow-up survey and also controlled for district-level baseline value of the relevant outcome index.⁴⁶ Since randomization was carried out within blocks of matched pairs or triplets of districts, the model also includes a set of dummy

⁴⁴ We tested baseline equivalence using two-tailed t-tests for each characteristic. None of the differences in average treatment and control district characteristics were statistically significant at either the 5 percent or the 10 percent level. See Appendix B for details.

⁴⁵ We used factor analysis techniques to group survey items together under the six outcomes. Details of the factor analysis are presented in Appendix B. This appendix also presents several additional sensitivity tests showing that the study's results are generally robust to alternative factor analysis specifications.

⁴⁶ As a sensitivity test we also estimated the program's impacts without including these covariates in the regression model, and the results remained very similar.

variables indicating the block to which the survey respondent's district belonged.⁴⁷ Finally, the standard errors of the impact estimates were corrected for the possibility of correlations among individuals' outcomes within districts.

Table VII.1. Survey Items Used to Establish Outcome Indices

Outcome Index	Components
Awareness of Local Government Meetings	Awareness of public meeting—budget Awareness of public meeting—nonbudget Awareness of NGO activity Awareness of JADF
Familiarity with Local Government Officials	Name the district mayor Name at least one member of district council Name at least one member of sector council Name at least one member of cell council
Knowledge about Local Government Affairs	Ever received district budget information Have enough information to assess government performance
Access to District Government Information	Access to budget information Access to government salary information
Citizen Influence	Respondent can influence government policy Respondent can openly disagree with a government official without negative consequences
Satisfaction with Local Services	Satisfied overall with drinking water services Satisfied overall with waste collection services Satisfied overall with education at local schools Satisfied overall with local health facilities

Source: Citizen survey (Mathematica 2011 and 2012).

Table VII.2 summarizes the main findings. For each of the six outcome indices, the table shows the average index level in treatment districts, the average index level in control districts, and then (in the fourth column) the unadjusted impacts as measured by the difference in treatment and control means. The final column shows the regression-adjusted impacts, our preferred impact estimates for the Strengthening Civic Participation component.

The Strengthening Civic Participation component did not have a statistically significant and positive impact on any of the six civic participation indices. Rather, for three of the six outcomes, the regression-adjusted impact estimates are negative and statistically significant. Specifically, the program had a statistically significant (at the 5 percent level) negative effect equal to 4 percentage points on satisfaction with local services, and a negative impact of 2 percentage points on both the citizen influence and knowledge about local government affairs outcomes. Each outcome index

⁴⁷ Using block dummy variables allows for within-block comparisons of treatment and control groups. Because the blocks were constructed using preexisting district characteristics to match districts as closely as possible, within-block comparisons are appropriate for our stratified randomization process and provide a better estimate of the program's impacts (see Duflo et al. [2007]).

denotes the percentage of citizens who have an above-average index score for that outcome. Thus, the negative impact of 4 percentage points on satisfaction with local services implies that the component's activities lowered the percentage of citizens with an above-average satisfaction-score by 4 percentage points in the treatment districts. Likewise, we find that the component lowered the percentage of treatment-group citizens with an above-average index score by 2 percentage points for the citizen influence and knowledge about local government affairs outcomes. To understand these impacts in greater depth, the evaluation also used qualitative methods to explore the potential reasons why citizens were more likely to voice negative opinions about local government in the program's treatment districts. As discussed in the following section, qualitative results indicate that the program may have encouraged citizens to feel more comfortable expressing their views about government policies and programs when they were dissatisfied with conditions in their district.

Table VII.2. Impacts of the Strengthening Civic Participation Program

Civic Participation Indices	Treatment	Control	Unadjusted Impact	Adjusted Impact
Awareness of local government meetings	36	36	0.5	1.4
Familiarity with local government officials	52	53	-1.4	-0.9
Knowledge about local government affairs	60	63	-2.3*	-2.0**
Access to government information	37	39	-2.1**	-1.1
Citizen influence	63	66	-2.9**	-2.2**
Satisfaction with local services	67	70	-3.7***	-3.9***

Note: Differences are measured by ordinary least squares regressions of the relevant outcome index on the treatment dummy. The unadjusted impact shows the mean difference between the treatment group and control group, averaged across each random assignment block. The adjusted difference also controls for respondents' demographic characteristics and baseline measures of the relevant outcome index. All regressions used robust standard errors clustered at the district level. N = 9,233.

* Difference is statistically significant at the 10 percent level

** Difference is statistically significant at the 5 percent level,

*** Difference is statistically significant at the 1 percent level.

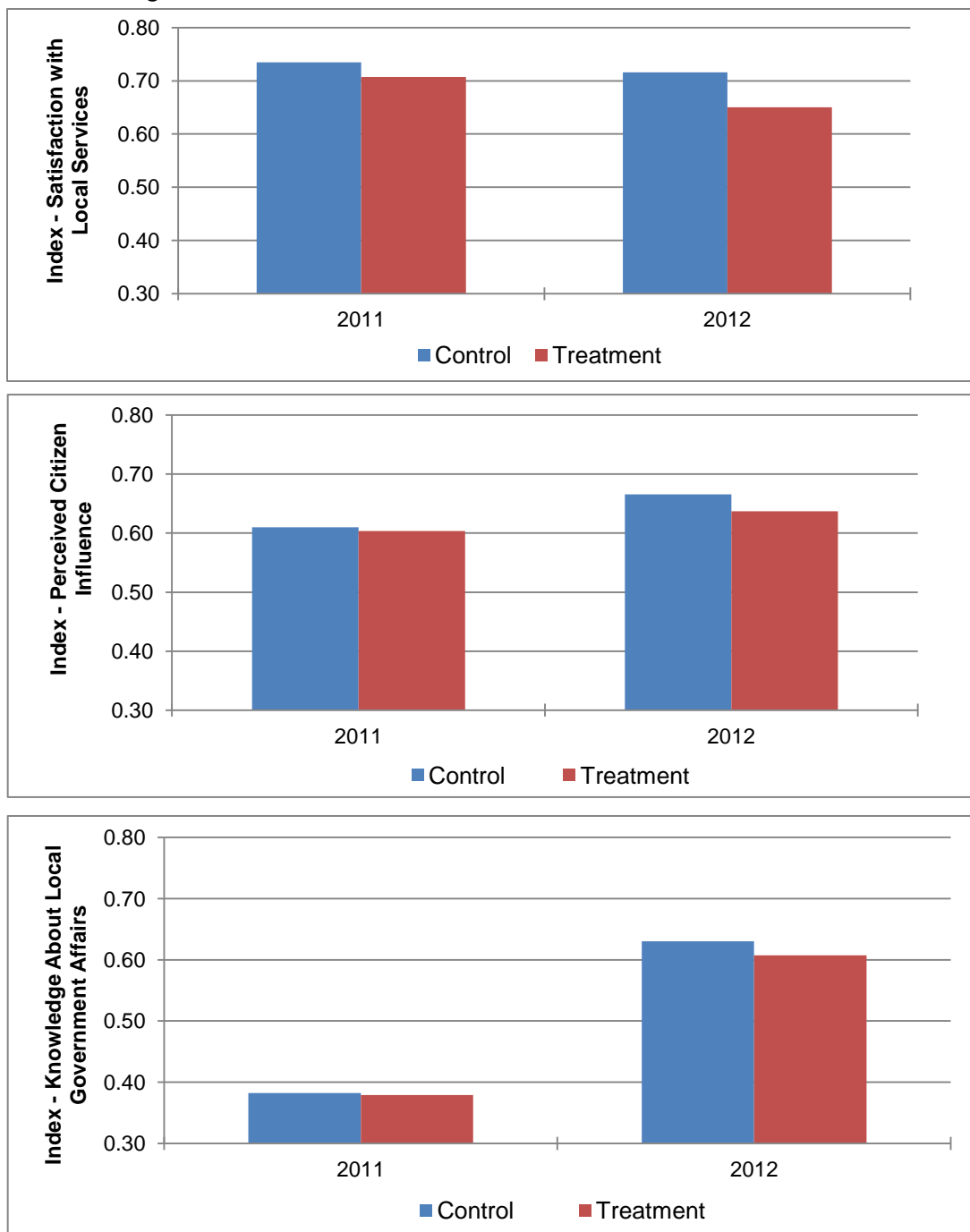
We found a small positive impact (1.4 percentage points) on awareness of local government meetings, but it was not statistically significant. We found statistically insignificant negative impacts on familiarity with local government officials and perceived access to government information.

To explore the change over time in these outcomes, we also examined the change in outcomes from baseline to follow-up in the treatment and control districts for the three indices with statistically significant negative impacts (Figure VII.1). It is important to note that the baseline and follow-up surveys each used different samples of citizens in the same study districts. Thus, the outcomes are not directly comparable, in the sense that they do not represent changes in outcomes for the same group of individuals; instead, the figure shows average outcomes in the same set of districts in 2011 (at baseline) and in 2012 (after the RTP ended).⁴⁸

⁴⁸ The factor analysis also placed slightly different weights on the individual survey items that were used to contrast the six outcome indices at baseline (2011) and at follow-up (2012). However, because the outcome indices are converted into binary variables, they have the same interpretation for both years: they represent the percentage of citizens with above-average outcome scores. Details on the factor analysis are presented in Appendix B.

For the satisfaction with local services outcome, there was a negative trend from 2011 to 2012 in the treatment districts, but almost no change in the control districts. In 2011, more than 70 percent of the citizens had above-average satisfaction scores in both groups (meaning that more than 70 percent of citizens in both the treatment and control groups reported a higher satisfaction score than the national average). In 2012, the percentage of citizens with above-average satisfaction levels in the control districts was almost unchanged (the difference was approximately -1 percentage points); however, satisfaction levels dropped by approximately 6 percentage points in the treatment districts.

Figure VII.1. Change in Selected Outcomes in Treatment and Control Districts



Interestingly, for both the citizen influence and knowledge about local government affairs outcomes, there was a positive trend in the percentage of citizens with above-average scores in both the treatment and control districts. This positive trend was more pronounced in the control districts than in the treatment districts, however. For more details about each of these nationwide shifts in the study's civic participation indicators, see Appendix B.

Next, we show impact estimates separately for each of the individual survey questions that were used to create the six outcome indices discussed above (Table VII.3).

Table VII.3. SCP Impacts on Citizens' Civic Participation

Outcome	Treatment	Control	Difference	Adjusted Difference
Awareness of Local Government Meetings				
Awareness of public meeting—budget	15	15	-0.1	0.9
Awareness of public meeting—nonbudget	60	61	-0.5	-0.1
Awareness of NGO activity	32	31	1.7	1.7
Awareness of JADF	14	15	-0.5	0.2
Familiarity with Local Government Officials				
Name the district mayor	47	49	-2.6	1.0
Name at least one member of district council	29	28	0.2	1.2
Name at least one member of sector council	51	53	-1.3	-0.9
Name at least one member of cell council	69	69	-0.3	0.5
Knowledge About Local Government Affairs				
Ever received district budget information	18	18	0.2	0.4
Have enough information to assess government performance	54	57	-3.1**	-2.5*
Access to District Government Information				
Access to budget information	32	34	-1.8	-0.8
Access to government salary information	26	28	-2.2	-1.5
Citizen Influence				
Respondent can influence government policy	50	52	-2.7	-1.5
Respondent can openly disagree with a government official without negative consequences	48	49	-0.9	-0.6
Satisfaction with Local Services				
Satisfied overall with drinking water services	60	66	-6.3***	-5.5***
Satisfied overall with waste collection services	78	82	-3.8***	-3.8**
Satisfied overall with education at local schools	91	91	0.1	-0.2
Satisfied overall with local health facilities	86	86	0.5	0.6

* Difference is statistically significant at the .10 level, adjusted for multiple comparisons

** Difference is statistically significant at the .05 level, adjusted for multiple comparisons

*** Difference is statistically significant at the .01 level, adjusted for multiple comparisons

In the absence of factor analysis, the survey data provide a large number of potential outcomes. This can result in a situation where the study's hypothesis tests are likely to produce one or more statistically significant impacts by chance when there is actually no impact, a difficulty commonly

known as the multiple comparison problem (Bonferroni 1935; Benjamini and Hochberg 1995). To address this, we apply a conservative statistical correction to adjust for multiple comparisons.⁴⁹

Recall that we did not find any significant impacts for the awareness of local government meetings, familiarity with local government officials, and access to government information outcomes. As shown in Table VII.3, we also did not find any statistically significant differences between the treatment and the control groups for any of the survey questions related to these three outcomes.⁵⁰ Our main results do show significant negative impacts for the knowledge about local government affairs, citizen influence, and satisfaction with local services outcomes. However, we also did not find statistically significant impacts for any of the questions used to construct the knowledge of local government affairs index or the citizen influence index (several impact estimates were negative but not significant). We did find that the Strengthening Civic Participation component had a negative impact of 2.5 percentage points on whether citizens say they have enough information to assess local government performance, but that effect is not statistically significant at the 5 percent level.

For the satisfaction with local services index, we did find negative impacts for two of the four local services included in the survey questionnaire. We found that the program had a negative and significant impact on satisfaction with drinking water services and waste collection services, but there were no statistically significant impacts for the remaining two services in the index (education and health).

To examine if the impacts were more prominent among subgroups of interest to policymakers, we also estimated the impacts of the Strengthening Civic Participation component for citizens with specific characteristics. We tested whether impacts differed significantly for women, adults under the age of 35, low-income citizens (defined as those who live in dwellings with a dirt floor), and different education groups (those with at least a primary education and those with at least a secondary-level education). Table VII.4 presents the results, comparing the impacts for each of these subgroups to the program's overall impact. Specifically, each estimate represents the difference between the impact for members of a subgroup and for those who are not part of that subgroup. We did not find statistically significant differences, either positive or negative, in any of the impact estimates for the subgroups we examined.

In addition, we also examined the data to determine if individual districts experienced impacts that differ from the component's overall average impact. Because our random assignment process randomly assigned districts to treatment within blocks of two or three districts, comparing outcomes between treatment and control districts in a given block provides an estimate of the causal impact of the program within that block. However, because there are only one or two treatment districts and one or two control districts in each block, our evaluation design has a very limited amount of statistical power to detect impacts at the district level.

⁴⁹ We used the Benjamini and Hochberg (1995) correction to adjust for multiple comparisons. This approach lowers the critical p-value for each statistical test by a factor of r/m , with m equal to the total number of comparisons made and r equal to the ranking of each comparison when the results are ordered from the result with the lowest p-value to the result with the highest p-value. For example, since there are a total of 18 comparisons shown in Table V.3, we calculated that the impact estimate for the outcome with the lowest p-value must have a p-value below .0028 to be judged statistically significant at the 5 percent level.

⁵⁰ Because these impact estimates are not based on factor analysis, the magnitude of the impact estimates in this table has a different interpretation than the main impact estimates presented above.

For the outcomes with significant negative impacts overall (satisfaction with local services, perceived citizen influence, and knowledge about local government affairs), this exploratory analysis did not uncover evidence that impacts differed for individual treatment districts.⁵¹ However, because the implementation period for the Strengthening Civic Participation component ended early, some treatment districts received more program-related activities than others. In a supplemental analysis, we compared the program's impacts in full-implementation districts to impacts in the districts with only partial implementation. Citizens in the five treatment districts that received the full program were more likely to express dissatisfaction with government and claim stronger knowledge about local government affairs, compared to the 10 districts with partial program implementation. These findings should be interpreted with caution, as the districts that fully implemented program activities may differ from other districts in important ways (for example, those districts may have been predisposed to enact new initiatives and reforms). For a complete discussion of these district-level analyses and results, see Appendix B.

Table VII.4. Subgroup Impacts of the Strengthening Civic Participation Component

Civic Participation Indices	Women	Youth (under 35)	House with Dirt Floor	Level of Education	
				At Least Primary	At Least Secondary
Awareness of local government meetings	0.5	0.8	-4.0	1.9	0.4
Familiarity with local government officials	0.1	-2.7	-0.5	-1.7	2.0
Knowledge about local government affairs	-1.4	0.9	0.6	-1.7	-2.5
Access to government information	0.8	-0.2	4.8	-2.5	-0.7
Citizen influence	1.2	-2.6	-3.0	-1.2	2.5
Satisfaction with local services	3.2	-1.9	-1.5	-2.6	-2.2
Subgroup Sample Size	5,722	5,433	6,136	3,283	1,310

Note: Entries in each cell represent percentage point differences between impact estimates for members of the tested subgroup and for all respondents who are not part of the subgroup. Estimates are based on a separate set of impact regressions for each subgroup and each outcome index.

* Difference is statistically significant at the 10 percent level

** Difference is statistically significant at the 5 percent level,

*** Difference is statistically significant at the 1 percent level.

C. Qualitative Results

The quantitative results described above showed that the Strengthening Civic Participation component had a pattern of small but statistically significant negative effects on citizen satisfaction with local services, perceived citizen influence on local government, and knowledge about local government affairs. To explore and provide context for these outcomes, we used qualitative research

⁵¹ For each of these civic participation outcomes, we used a regression with interaction terms between a treatment-status dummy variable and dummy variables representing each randomization block. We then ran *F*-tests to determine if these interaction terms were (jointly) statistically significant. The *F*-test was significant for only one of the six outcome indices (awareness of local government meetings).

methods to consider two competing hypotheses about how a program designed to promote civic engagement and participation could produce this pattern of impacts.⁵²

- **First hypothesis: the program inadvertently harmed civic participation outcomes.** Due to the RTP's early termination, the component may have produced unfulfilled expectations among citizens hoping for increased access to and engagement with local government. In this scenario, a lack of promised change may have disappointed citizens who had initially hoped to see governance improvements. This "unintended outcome" hypothesis holds that the program's impacts were a consequence of the program raising citizen expectations about government responsiveness and then failing to fulfill those expectations.
- **Second hypothesis: the program helped citizens to feel more comfortable criticizing local government.** This "intended outcome" hypothesis holds that program activities raised awareness of governance problems and encouraged citizens to voice negative opinions. If program activities raised citizen awareness about governance issues or encouraged freer criticism in public forums or semi-public activities (such as our impact study's survey), the program may have produced a pattern of negative impacts on survey outcomes as part of a direct and successful first step in the program's theory of change.

The qualitative data discussed below provide relatively little evidence to support the first hypothesis (that negative impacts reflect unintended outcomes) and more substantial evidence to support the second hypothesis (intended outcomes). Importantly, the qualitative data collection did not include citizen focus groups or observations of citizens interacting with government—the in-depth interviews were limited to program implementers, CSOs, and local government officials. Across types and locations, CSO and local government respondents did express disappointment with the early termination of the RTP. However, their disappointment was aimed almost exclusively at program administrators, and in many cases respondents voiced support for extending the program because they thought it was well-designed and effective. Indeed, CSO and government respondents often voiced quite positive views about the activities in which they participated. Importantly, many respondents also noted how, in their view, the program increased engagement with local government, encouraged greater citizen openness in criticizing local officials, and raised citizens' expectations that the government should be responsive to their concerns.⁵³ Key insights from the qualitative interviews are presented below.

⁵² Because the Strengthening Civic Participation component ended early, some treatment districts received full implementation, whereas others did not. Analysis of the qualitative data did not identify any noticeable differences in patterns of responses between full and partial implementation districts.

⁵³ One caveat to this discussion is that the RTP coincided with other similar programming in both treatment and control districts. Interview respondents noted that in some cases they had received training on civic engagement, good governance, and other related issues through activities supported by donors other than MCC (including the European Union, Norwegian Peoples Aid, Catholic Relief Service, CCOAIB, USAID, and Hope International, among others). Indeed, in some control districts, CSOs mistakenly indicated that they had received program training. Thus, it is not always possible to determine if the activities and outcomes described by respondents reflect the impact of the RTP or interventions funded by other donors. Positive statements about improvements in civic participation thus should be interpreted cautiously and may not always reflect the results of the RTP alone.

1. Implementation Successes

Respondents' understanding of program goals. A wide range of respondents (CSO officials, local government officials, and program implementers) articulated a clear and accurate understanding of the purpose of the Strengthening Civic Participation component. Several CSO respondents discussed how program activities aimed to develop working relationships between citizens and local government; increase citizen communication of their needs and priorities to leadership at the cell, sector, and district levels; and support the inclusion of citizen views in local governmental budgets and development plans. At least four CSO respondents described the importance of changing citizen “mindsets” so that they would be more willing to critique and collaborate with the government and “take ownership in bettering their future.” Program implementers also discussed how the program sought to give beneficiaries an active role in program activities, increase their buy-in, raise citizen awareness of their rights in society, and help them understand the roles and responsibilities the government has towards its citizens. These views appear consistent with the hypothesis that implemented program activities were undertaken in a manner that was successfully aligned with the program's original design.

Training and grant implementation. Program activities focused on providing training and dispersing grants to support CSO and local government to develop skills and tools needed to increase citizen participation in government decisions (for example, through dialogue, advocacy, and public debate). Many CSO and local government respondents reported participating in program trainings and/or receiving grants, identifying MCC as the donor by name and civic participation in local governance as the focus of their activities. For example, nine CSO and local government respondents from three districts described participating in trainings and receiving grants to implement activities focused on enhancing citizens' participation in local government administration, promoting good governance, increasing citizen-district collaboration to develop local budgets, expanding citizens' role in governmental budgeting and decision making, building citizen capacity to analyze government policies and track their implementation, and developing CSO advocacy skills to articulate issue and budgetary priorities to local governments. These descriptions were consistent with explanations of the program's purpose provided by implementation staff and documented in multiple project reports.

Positive views of implemented activities. Respondents generally held positive views of the component's goals and activities. A number of respondents (representatives of five CSOs, a few district mayors, and one implementer) said that the program was effective in building capacity for engagement between citizens and local government. This positive feedback is broadly consistent with the hypothesis that the program progressed toward its goals of increasing civic awareness and engagement. For example, some CSO respondents expressed appreciation for the program's targeting of skills related to effective government interaction, and credited the program with increasing dialogue between them and local government representatives. Also, one CSO respondent noted that working with local leadership builds broader community trust in CSOs, strengthening the civil society sector as a whole.

2. Implementation Challenges

Early termination. When asked about the program in interviews, CSO and local government officials frequently began the discussion by citing or asking about the Strengthening Civic Participation component's early termination. Several of the program's grant-funded activities related to new citizen outreach and promoting civic participation did not occur. In total, UI reported that only 5 of the 15 local district governments receiving grants were able to complete all planned

activities. Similarly, only 13 of the 43 CSO grants planned for the component were ultimately disbursed (these 13 CSO grants were fully implemented).⁵⁴

Interviews suggest that the early termination substantially reduced the amount of implemented program activities and limited the program's effects on citizens. Four CSO respondents, program implementers, and one local government respondent raised the early termination as the principal aspect of the program on which they wanted to comment. They described the program's suspension as premature, given the progress being made through trainings and grants. In many cases, CSO respondents and local government officials said that they had planned to conduct additional activities and would have had a greater impact in their district if more of the program's grant funds had been fully dispersed. They also frequently asked the interviewer about plans to resume the program. At the same time, frustration with early termination appeared to make participants skeptical of or confused about the status of the program as a whole. These respondents felt that they were unable to meet the program's goals because the program ended before planned activities could be implemented.

Limited CSO capacity. Interviews with CSO officials and implementers suggest that CSOs often lacked the infrastructure necessary to absorb grant funds, budget appropriately, and apply resources to pursue civic participation goals effectively. As one implementer explained, "CSOs were not very adept at managing themselves—some of the most basic mistakes they were making were striking—they were learning about what is decentralization, what is the role of civil society, what is planning, how to have a role in planning, how to make budgets work."

The need to improve the operational capacity of CSOs may have reduced the resources available for civic participation strengthening activities. Several implementers stated that, as a result of these capacity constraints, the program devoted more time and resources than anticipated to training and managerial capacity building. This left implementers with fewer opportunities to support the type of CSO-led advocacy campaigns that would have influenced civic participation outcomes more directly. Implementers noted that because the program did not involve direct interaction between UI staff and citizens in treatment districts, the lack of CSO capacity was an important factor that may have limited the program's impacts on citizens.

3. Program Outcomes

Impacts on citizen attitudes toward government. According to many CSO and local government respondents, program activities helped citizens to develop new views on their proper role in public decision making. A number of CSO respondents discussed how the Strengthening Civic Participation component's activities helped citizens to feel "freer with their local leaders." One CSO respondent was "personally pleased with the fact that citizens can be able to criticize when things aren't going as expected so that they can be improved on." Three other CSO respondents and one local government respondent commented independently that after the program occurred, citizens were more able to criticize or be involved in local government. As one implementer elaborated, "CSO final reports commented on how citizens did not know they had a right to criticize government until some of our community dialogues and training."

⁵⁴ This evaluation does not provide evidence on what would have happened if the program had been fully implemented as planned. For example, we cannot say whether more program activities would have produced an even greater willingness among citizens to criticize local government services in treatment districts (leading to larger impact estimates than the results shown here), or produced significant impacts on additional outcomes.

Several respondents pointed out that these changes were noteworthy because civic participation was not a strongly held norm in Rwanda. CSOs, local government officials, and implementers noted that it is not a common practice for citizens to voice strong views in public or advocate for their positions with local government officials. Respondents described a general unwillingness among many citizens to speak negatively about authority figures or government institutions in public. One implementer reminded the interviewer that the “culture doesn’t permit people to often say what they think and what they don’t like.” Another stressed that “civic participation is a new and sensitive concept in Rwanda.” Qualitative findings suggest that some participants in program districts moved away from this orientation and toward greater civic engagement. As one CSO respondent described, program activities helped “enlighten citizens on the roles and responsibilities of the cell, sector, and district leaders...I am now free to communicate with our leaders in the district. The same applies to the citizens—now they aren’t afraid of asking about things that are going wrong.” However, it is also important to note that respondents in at least two control districts noted a similar trend of growing citizen empowerment vis-à-vis government, suggesting that in some cases similar changes may have been occurring due to trends and activities outside of the RTP.

Impacts on civic engagement. In addition to attitudinal changes, CSO and local government respondents reported that the program resulted in greater interaction and dialogue between local government and citizens. For example, several CSO respondents described successful interactions with local government officials in the wake of the program. They reported citizens increasing their active participation in public meetings, articulating priorities and offering feedback through official events, and speaking out more broadly. A couple of district mayors also associated program activities with an increase in their beneficial interactions with the citizenry. CSO respondents felt that having local leaders present for community meetings helped to “eliminate distrust and build confidence with the population as well as the government.” They also appreciated that government representatives took time at these events to answer their questions and keep them informed on local issues. As one CSO respondent elaborated, engagement with local leaders “created a desire amongst the citizens to want to know more about what they learned; therefore they desired that more training could be conducted or have continued.”

In sum, the qualitative data offer support for the argument that the program’s negative effects on citizen views about government (as expressed in our survey data) represent intentional consequences of the Strengthening Civic Participation component and its activities. Several respondents noted that the RTP’s early termination and limited CSO capacity limited the program’s effectiveness. This is consistent with the modest size of the program’s impacts, and the fact that the program did not have a statistically significant impact on several key outcomes. However, we found little evidence to suggest that the program harmed civic participation outcomes or government services. Rather, respondents had a strong command of the program’s goals, praised the content of the program activities that were implemented, and reported improvements in citizens’ willingness to voice public critiques and engage with government officials through activities such as CSO advocacy campaigns related to monitoring the quality of government services or encouraging more direct interaction between citizens and local policymakers. In the Rwandan context—where civic participation is often limited and criticism of government is generally discouraged—it appears plausible that the program prompted some citizens to more openly express critical views toward local government in the program’s treatment districts.

D. Interpretation of Findings

Impact estimates for the Strengthening Civic Participation component were obtained using a random assignment study design. This rigorous evaluation approach ensures that the findings provide an unbiased estimate of the program's impacts. In addition, the study's in-depth interviews with CSO representatives and local government officials provide important information about the underlying reasons why the component's activities produced a pattern of negative or statistically insignificant impacts.

For the outcomes showing insignificant effects (awareness of government meetings, familiarity with government officials, and perceived access to government information), it appears that the civic participation initiative was not able to impact several of its targeted outcomes on citizens. Importantly, none of the program's activities involved direct interactions between UI program staff and general citizens in treatment districts. Instead, program activities were designed to build the capacity of CSOs and local government officials, relying on those receiving technical assistance to take actions that would benefit citizens. As a result, even if program activities changed the amount of communication between CSOs and government officials, those changes may not have resulted in effects that Rwandan citizens could observe within the time period of our evaluation. In other words, in the absence of additional follow-up data we cannot say whether the program produced any longer-run impacts beyond what we found in this study. It is also important to remember that this RTP component was not fully implemented. We also cannot say whether the program would have produced larger (either positive or negative) impacts if the full plan of activities had taken place as designed.

However, qualitative data suggest that even under a limited implementation schedule some of the component's activities may have succeeded in modestly increasing citizens' willingness to voice concerns about local governance (with impacts pertaining to concerns about local services, knowledge about local government affairs, and perceived citizen influence). The Strengthening Civic Participation component supported the work of CSOs whose activities were designed to raise citizen awareness about local policy problems and to encourage citizens to voice their concerns. CSOs supported by the program reported that their activities deliberately sought to encourage citizens to voice dissatisfaction more openly. In this sense, causing citizens to report that they are less satisfied with government services or other policies could represent a first step in the intervention's theory of change. Potentially, an initial decrease in citizen satisfaction in treatment districts and a greater willingness among citizens to voice criticism could help to produce increases in public advocacy and positive changes in local governance over time. In this context, the program's impacts on citizen attitudes appear to be an intentional byproduct of increased CSO activism and increased citizen comfort in voicing critical views.

VIII. SUMMARY AND CONCLUSIONS

Through an integrated, large-scale, mixed method and multiyear data collection effort, this evaluation provides important evidence about the effectiveness of the RTP's largest components.

Overall, we report a mixed set of results for the four RTP components covered by our analyses. Some activities, such as community radio stations, appear to have succeeded in producing improvements in outcomes related to several of MCC's Ruling Justly indicators. Likewise, our rigorous evaluation of the Strengthening Civic Participation component finds evidence that the program increased citizens' willingness to voice criticism about local government policies and services. But other activities, such as training judges to improve the quality of decision-writing or encouraging citizen feedback to police, show no evidence of positive impacts on the governance indicators the RTP was ultimately designed to influence.

This evaluation has implications for the design and implementation of future interventions related to improving governance outcomes, particularly in other MCC Threshold countries. First, our findings highlight the importance of designing activities using a clear program logic tied to accurate and timely needs assessments. For example, our findings suggest that Rwanda's judges were already writing case decisions at a high level of quality before the program began, implying that training on basic decision-writing standards may not have been necessary. In contrast, our findings on the Media Strengthening component suggest that there was a high demand for community radio broadcasts among citizens at baseline and that the RTP-funded stations successfully met this demand for alternative sources of local news.

Our results also highlight the importance of the local context in determining the amount of time and types of interventions required to impact governance outcomes. All of the RTP components were implemented within a relatively short two-year timeframe, and resources were divided among a wide range of activities. The implementers and program stakeholders we interviewed often pointed out that time constraints made it very challenging to produce the type of governance changes originally sought by the RTP. Local capacity constraints also affected RTP implementation in several unanticipated ways. For example, the limited operational capacity of CSOs slowed implementation of the Strengthening Civic Participation component, requiring that the program spend more time improving CSOs' basic organizational systems before key grant-funded activities could begin.

The capacity of local institutions also played a critical role in determining the sustainability of these interventions after the program concluded. Sustainability is often highlighted as a central design objective in governance programs, but much remains to be learned about how to achieve this goal in practice. While this study does not include the types of long-term data collection needed to examine the issue systematically, qualitative and descriptive evidence suggests that the overall sustainability of the RTP tended to vary across different components and activities. For example, the RNP Strengthening component faced implementation challenges arising from the high expense and operational complexity of using a centralized system for collecting citizen feedback on a nationwide basis, making it more difficult to maintain the program after the end of direct RTP support. In contrast, the RTP-supported community radio stations found alternative donors and other funding sources that sustained programming after the threshold program concluded.

Evaluations such as this one are particularly important in the democracy and governance sector. MCC invests heavily in programs designed to strengthen democratic institutions and processes, fight corruption, and promote freedom of the press. This study of the RTP represents the first completed rigorous evaluation of MCC's activities in these areas. A final outcome of this study is to demonstrate that, under the right conditions, it is possible to complete a detailed evaluation to assess the impacts of governance initiatives, many of which are untested or experimental in nature. By combining multiple research designs, consolidating data collection efficiently, and maintaining flexibility in response to changes in local conditions and program implementation plans, it is feasible to complete rigorous and objective studies of governance programs. When evaluation planning begins prior to the implementation of program activities, it is possible to explore random assignment study designs and, where random assignment is not feasible, to apply rigorous quasi-experimental methods that use high quality baseline data. Such approaches can be deepened and strengthened with descriptive and qualitative data providing insights on program implementation and the specific mechanisms driving key governance outcomes. Continuing such evaluation efforts remains a vital pathway to determining whether these programs improve outcomes for citizens, establishing a stronger evidence base to inform the design of future governance interventions.

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APPENDIX A

ANALYSIS METHODS AND SENSITIVITY TESTS FOR THE RNP STRENGTHENING AND MEDIA STRENGTHENING COMPONENTS

This appendix presents a more detailed explanation of the results shown in Chapter III (for the RNP Strengthening component) and Chapter IV (for the Media Strengthening component). First, we explain the formal statistical models used to complete analyses of the two components. Then we present more detailed results for the RTP's two community radio stations, showing results separately for Ishingiro Community Radio and Isangano Community Radio.

1. Statistical Method Used to Estimate RNP Strengthening Results

As described in Chapter III, we analyzed the results of the RNP Strengthening component by comparing sectors that contain a complaint and commendation submission box to sectors that did not contain one of these blue boxes. To adjust for the differences between respondents in these two groups of sectors, we used a regression model that controlled for respondents' socioeconomic characteristics. We estimated the results separately for respondents sampled in the 2011 and 2012 survey rounds. More formally, for each survey round we estimated the following regression equation:

$$(A.1) \quad Y_{is} = \alpha + \beta_1 RNP_s + \delta \mathbf{X}_i + \varepsilon_{is}$$

In this equation, i indicates the individual survey respondent and s indicates the sector where the respondent lives. The variable Y_{is} represents the outcome of interest (such as awareness of the submission box program or perceptions about the RNP). The term \mathbf{X}_i represents a vector of control variables for the respondent's socioeconomic characteristics (gender, age, years of education, employment status, and indicators for dirt-floor housing and meat consumption in the past two weeks). The variable RNP_s is an indicator variable for whether the respondent's sector contains at least one submission box; it takes a value of 1 for the 206 sectors that received at least one submission box and a value of 0 for the 210 sectors that did not receive any boxes. The coefficient β_1 is the regression-adjusted difference between the sectors containing a box and the sectors without one. All respondents were weighted equally. The regression results were estimated using robust standard errors that were clustered at the sector level. That is, the standard errors were adjusted to account for correlations between respondent characteristics within each sector.

As shown in the results tables for this component (see Chapter III), for the outcomes measured in the survey, the magnitude and direction of the differences between respondents in sectors with boxes and respondents in other sectors did not change substantially when we used an alternative regression model that omitted the vector of control variables in equation A.1.

2. Statistical Method Used to Estimate Media Strengthening Effects

As described in Chapter IV, we estimated the effects of the Media Strengthening component by comparing trends in sectors that receive stronger broadcast signals from the RTP-funded radio stations to trends in sectors that receive weaker signals from the stations. More precisely, we estimate the correlation between the percentage of each sector receiving strong radio signals and each outcome of interest. To adjust for the differences between sectors, we used a regression model that controlled for the respondents' socioeconomic characteristics and awareness of other radio stations. To analyze trends over time, we also controlled for the average level of each outcome in each respondent's district at baseline (2011). To estimate the program's effects, we used the following regression equation:

$$(A.2) \quad Y_{isdt} = \alpha + \beta_1 \text{Signal}_{st} + \beta_2 Y_{d,t-1} + \delta \mathbf{X}_{it} + \varepsilon_{isdt}$$

In this equation, i indicates the individual survey respondent, s indicates the sector and d indicates the district where the respondent lives at time t (the 2012 follow-up survey) or time $t-1$ (the 2011 baseline survey). The variable Y_{isdt} represents the outcome of interest (such as the respondent's perceived access to reliable radio news). The term \mathbf{X}_{it} represents a vector of control variables for the respondent's socioeconomic characteristics and radio station awareness at the time of the follow-up survey, and the term $Y_{d,t-1}$ represents the average value of the outcome of interest in the respondent's district at baseline.¹ The variable Signal_{st} is a continuous variable with values between 0 and 1, indicating the percentage of the respondent's sector that receives a strong signal from one or both of the RTP stations. The coefficient of interest, β_1 , represents the regression-adjusted correlation between station signal coverage and the measured outcome.

All respondents were weighted equally and the regression results were estimated using robust standard errors clustered at the sector level. In other words, the standard errors for the effect estimates were adjusted to account for correlations between the characteristics of respondents within each sector.

3. Sensitivity of the Media Strengthening Results to Alternative Assumptions

To examine whether our findings for the Media Strengthening component are sensitive to the regression model we selected and other assumptions, we conducted a variety of sensitivity tests. First, we estimated the effects of the stations using two different models: (1) a model that omitted controls for the level of each outcome at baseline and (2) a model that omitted the vector of control variables for respondents' awareness of other radio stations.

Table A.1 shows the results of these sensitivity tests. Across the outcomes we measure for the Media Strengthening component, there are generally only modest differences between each of these sets of estimates. In particular, the impact estimates for radio use, perceptions of radio trustworthiness, and satisfaction with radio are highly consistent regardless of which specification is used: each of the estimates that is statistically significant under our benchmark model remains statistically significant under the two alternative models that omit various control variables. However, the magnitude (but not the sign) of the impact estimates does vary somewhat depending on the model specified. For example, for the familiarity with district mayor outcome, the estimated correlation with signal coverage from the stations ranges from 0.087 (our benchmark result) to 0.192. Overall, these tests suggest that the findings are largely robust to our selection of covariates in equation A.2.

¹ Specifically, these control variables include gender, age, years of education, employment status, and indicators for dirt-floor housing and meat consumption in the past two weeks. The radio station awareness variables include indicators for awareness of RFI, BBC, VOA, Radio Rwanda, Contact FM, and for any other local station aside from the RTP-funded stations.

Table A.1. Sensitivity Tests for Effects of the RTP Radio Stations

Outcome	Results Using Benchmark Model	Model Omits Controls for Baseline Level of Outcome	Model Omits Controls for Awareness of Non-RTP Radio Stations
Use of Radio Broadcasts			
Radio is primary source for local news	.047	.045	.054
Listen to local news radio a few times per week or every day	.064***	.073***	.067***
Local news radio is reliable and accurate	.067*	.067	.075
Pleased with available radio broadcasts	.067***	.071***	.071***
Familiarity with Local Government			
Name the district mayor	.087**	.192***	.096**
Name a member of the district council	.061*	.061	.043
Name a member of the sector council	.020	.054	.033
Name a member of the cell council	.041	.071**	.019
Ever received district budget information	.041	.036	.037
Have enough information to assess local government performance	.048	.047	.059*
Perceived Citizen Influence			
Can influence government policy	.061*	.069	.039
Government listens to ordinary citizens (always)	.024	.019	.032
Can openly disagree with a government official without negative consequences	-.017	-.011	-.023

Source: Citizen survey (Mathematica 2011 and 2012).

Note: The association between each outcome and the broadcast coverage from RTP stations was calculated using an ordinary least squares regression with controls for respondents' demographic characteristics, awareness of other radio stations, and the district-level average of each outcome at baseline. All tests of statistical significance used robust standard errors that adjusted for clustering at the sector level.

* Correlation is statistically significant at the 10 percent level.

** Correlation is statistically significant at the 5 percent level.

*** Correlation is statistically significant at the 1 percent level.

Separately, we conducted several additional sensitivity tests to investigate whether the estimated impacts in this study could have been caused by a different, concurrent program taking place in the stations' broadcast area or by some other factor unrelated to the RTP stations. First, we conducted a sensitivity test to examine whether the effects of the RTP stations appeared to be different in the districts that also received the Strengthening Civic Participation component of the RTP. To do so, we added an indicator for residing in a Strengthening Civic Participation treatment district to our

benchmark model and interacted that indicator with our measure of RTP station signal coverage. Across each of the 13 outcomes used in the analysis, there were no significant differences between the stations' effect in districts that received the RTP's civic participation activities and the stations' effect in other districts.²

Lastly, we conducted two different falsification tests to examine whether our results are driven by factors unrelated to the RTP, such as differential economic growth in the RTP stations' broadcast area. To conduct the first test, we used our benchmark regression model to assess whether the RTP stations had an "effect" on three different economic indicators that were not used as control variables in the main analysis: household monthly spending on (1) food, (2) clothing, and (3) housing. We did not expect that the RTP stations could have influenced these economic outcomes during the study period. Thus, if we found that there were significant impacts on these economic outcomes, it would suggest that our methods are vulnerable to mistakenly reporting spurious effects. We found that the RTP stations did not have a statistically significant impact on any of these three economic outcomes; therefore, the test provides no evidence to suggest that our main results were driven by economic factors or trends outside of the RTP intervention itself.

For our final falsification test, we examined whether there was a statistically significant correlation between signal coverage from the stations and the study's outcomes of interest at baseline (as measured by the 2011 baseline survey), after controlling for respondents' socioeconomic and demographic characteristics. Because it would be impossible for the station's to have a causal impact before broadcasts began, this provides a simple test of whether our main results are biased by important unmeasured differences between the station broadcast area and other parts of the country at baseline. Of the 13 outcomes we tested, at baseline, none had a statistically significant correlation with our indicator for RTP signal coverage.³ The falsification test therefore does not suggest that omitted variables bias our main results in a systematic manner.

4. Results for Each RTP Station

Our main analyses in Chapter IV pooled results for the two RTP stations, providing the study with additional statistical power to measure the aggregate impacts of the RTP's intervention. In this section, we describe listenership for each of the stations separately, to test whether the Media Strengthening component's implementation was similar for each station. First, we examine descriptive survey findings on awareness and listenership for the two RTP-supported stations. Nationwide, 24 percent of all Rwandan adults who listen to the radio are aware of the Ishingiro station; similarly, 24 percent are aware of the Isangano station. The stations have a similar number of regular listeners as well: 14 percent of radio users report listening to Ishingiro and 13 percent to Isangano on at least a weekly basis. However, awareness and listenership of the RTP stations remains much lower than reported listenership for Radio Rwanda (which is managed by the

² Detailed results from this sensitivity test are available from the authors on request.

³ For example, we found a positive 0.029 correlation between the baseline (2011) percentage of citizens who say they have received district budget information and the RTP stations' eventual signal coverage, but the result was not statistically significant after adjusting for multiple comparisons. Detailed results from this falsification test are available from the authors on request.

Rwandan government); nearly the entire population of radio listeners say they both are aware of Radio Rwanda and listen to that station regularly.

When asked what station they prefer for local news, 4 percent of respondents reported that they prefer the Ishingiro station and another 4 percent said they prefer the Isangano station (see Table A.3). For national news, however, Radio Rwanda remained by far the most popular station in 2012. For international news, 55 percent of the sample prefer the BBC (the most popular international station) and 31 percent prefer Radio Rwanda. The RTP stations were only rarely selected as preferred options for national or international news.

Table A.2. Percentage of Radio Listeners Who Are Aware of Each Station and Listen to Each Station During an Average Week

Station	Awareness	Listen Weekly
RFI	15	4
BBC	88	67
VOA	70	35
Radio Rwanda	99	97
Contact FM	55	26
Ishingiro station	24	14
Isangano station	24	13
Other local station(s)	68	60

Source: Citizen survey (Mathematica 2012). N = 6,374

Table A.3. Radio Listeners' Preferred Stations for Local, National, and International News

Station	Local	National	International
RFI	<1	1	2
BBC	3	4	55
VOA	<1	<1	8
Radio Rwanda	57	89	31
Contact FM	2	1	<1
Ishingiro station	4	1	<1
Isangano station	4	<1	<1
Other local station(s)	31	4	3

Source: Citizen survey (Mathematica 2012). N = 6,243

Among respondents who said they listen to one of the RTP stations, generally we found high levels of satisfaction with the stations and strong usage of the stations for local news (Table A.4). Eighty-two percent of listeners for both stations are pleased with their local RTP station overall; 62 percent of Ishingiro listeners and 59 percent of Isangano listeners use the station on a daily basis.

Most listeners also use the stations for news about local government affairs; for both stations, about 80 percent of listeners note that their local RTP station provides information about local government decisions. Forty-eight percent of Ishingiro listeners and 42 percent of Isangano listeners use their respective station for local news on a daily basis. However, for both stations, less than a third of those who listen to the RTP-supported stations say that one of the RTP stations represents

their favorite broadcast for local news (Table A.4). In sum, the survey data do not suggest any systematic pattern of differences between the two stations with regard to listenership, use of programming, or satisfaction with the broadcasts.

Table A.4. Perceptions of the RTP Stations Among Regular Listeners

Station	Ishingiro	Isangano
Pleased with station overall	82	82
Frequency of listening to station:		
Once per week or less	6	7
Several times per week	32	34
Daily	62	59
Frequency of listening to station for local news:		
Once per week or less	21	22
Several times per week	31	36
Daily	48	42
Station provides information about local government decisions	80	79
Station's local news is very accurate	60	61
Preferred station for local news:		
Radio Rwanda	41	40
Ishingiro/Isangano	25	28
Other station(s)	32	29
N	733	695

Source: Citizen survey (Mathematica 2012).

APPENDIX B

ANALYSIS METHODS AND SENSITIVITY TESTS FOR THE STRENGTHENING CIVIC PARTICIPATION COMPONENT

This appendix provides supplemental information for the evaluation of the Strengthening Civic Participation component of the RTP. First, we provide contextual information on nationwide trends in the evaluation's outcomes of interest, and the second section of this appendix presents information on the baseline equivalence of treatment and control districts. The final section concludes with additional details on the evaluation's technical approach and analysis methods.

A. National Trends in Civic Participation Outcomes

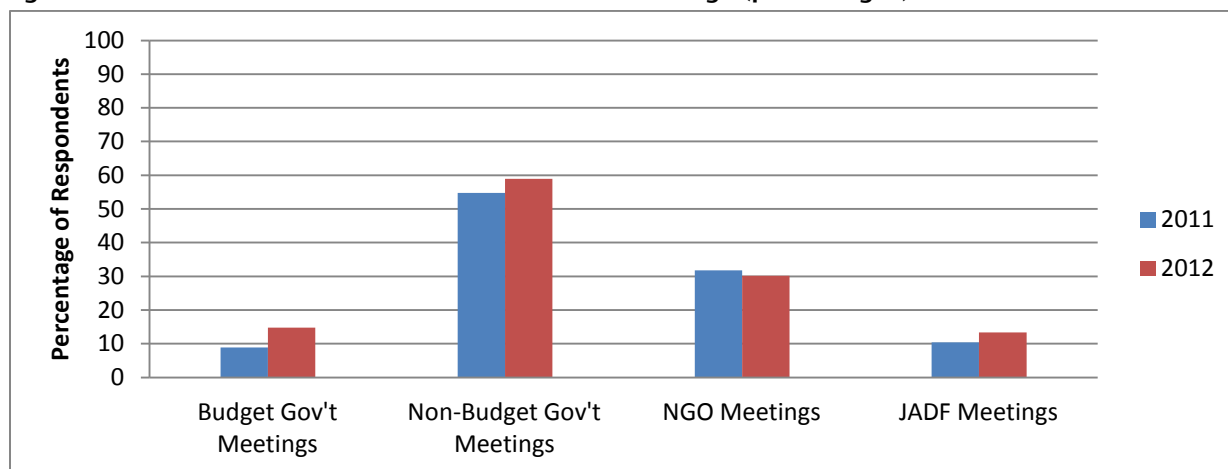
This section describes nationwide trends in the civic participation survey indicators used to assess outcomes of the Strengthening Civic Participation (SCP) component of the RTP. These trends provide contextual information about overall shifts in civic participation as perceived by citizens during the RTP implementation period. Taken alone, the trends presented in this appendix do not provide information about the direct impacts of the RTP or any of its components. Rather, this appendix provides context about overall national changes that took place in Rwanda during the period the RTP was implemented, and provides more detailed survey data about changes in citizen perceptions about outcomes related to MCC's Ruling Justly governance indicators.

Our survey asked respondents about their awareness of different types of local government and NGO meetings (Figure B.1). In 2011, citizen awareness of nonbudgetary local government meetings was low, with just 9 percent aware of government budgetary meetings, and 10 percent aware of Joint Action Development Fund (JADF) meetings.¹ Citizen awareness of specific meeting types showed modest increases in 2012: 59 percent were aware of nonbudgetary government meetings (compared to 55 percent in 2011), 15 percent were aware of budgetary government meetings (compared to 9 percent in 2011), and 13 percent were aware of JADF meetings (compared to 10 percent in 2011).

Consistent with our 2011 survey data, citizens who were aware of meetings in their area were also likely to have attended those meetings. Sixty-nine percent of respondents had attended "any" government meeting, whereas 53 percent had attended a nonbudgetary meeting and 9 percent had attended a budgetary meeting (not shown). Only among citizens aware of nongovernmental meetings and JADF meetings was attendance somewhat lower—only 15 percent of all respondents had attended an NGO meeting, despite 30 percent of survey respondents being aware of an NGO meeting, and just 6 percent of all citizens had attended a JADF meeting, although 13 percent were aware of JADF events.²

¹ In response to the baseline survey, some stakeholders were concerned that questions about local meetings were not accurately capturing citizen knowledge of such events. We addressed this issue by adding a question to the 2012 survey asking if citizens were aware of "any government meetings" in their sector. As anticipated by stakeholders, well over the majority of citizens—76 percent—reported being aware of any government meeting (not shown).

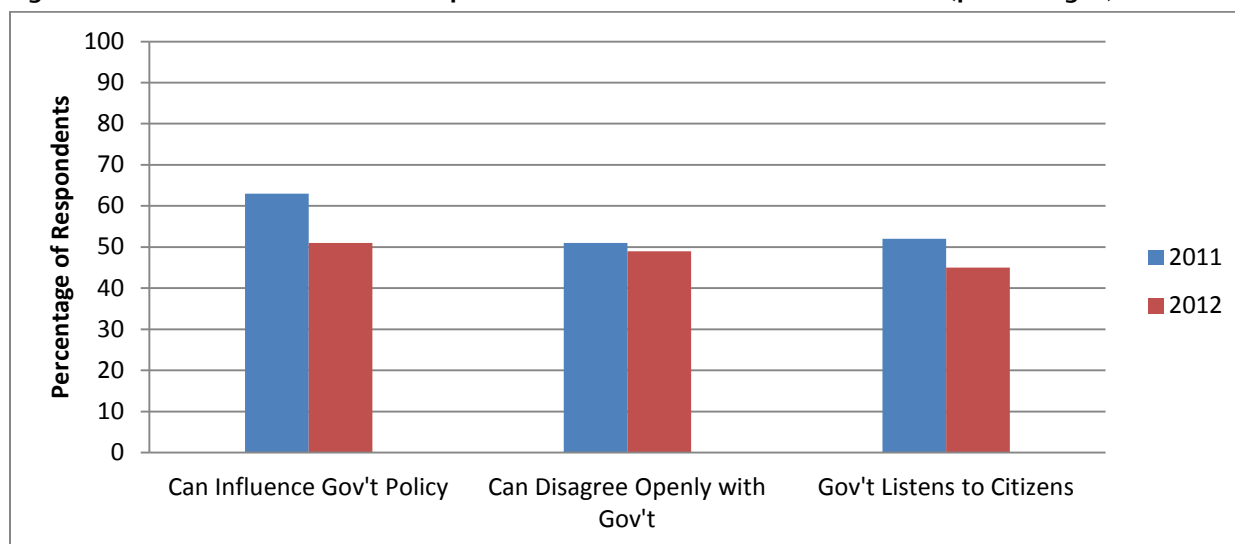
² In 2012, we also asked about citizens' participation in meetings not related to the government, JADF, or NGOs. Fifty-two percent of respondents indicated that they participated in some other kind of meeting, such as those of a church group, sports club, or gender association. Of those who did attend such meetings, 52 percent reported attending one to three times per month and another 31 percent said they go to a meeting four to six times per month.

Figure B.1. Trends in Citizens' Awareness of Civic Meetings (percentages)

Source: Citizen survey (Mathematica 2011 and 2012). N = 9,778

When asked about familiarity with local government officials, including the name of the local district mayor and the names of at least one person on the local district council, sector council, and cell council, citizens showed little change from the prior year. Forty-eight percent of all respondents in 2012 knew the name of their district mayor, compared to 51 percent in 2011. Citizens showed the greatest level of familiarity with their cell council, with 69 percent of respondents claiming to know the name of at least one person on that council in 2012; 63 percent of respondents knew the name of at least one person on the cell council in 2011.

Citizen responses showed slight decreases in measures of citizen influence on government decision making (Figure B.2).

Figure B.2. Trends in Citizens' Perception of Their Influence on Government (percentages)

Source: Citizen survey (Mathematica 2011 and 2012). N = 9,577

Most notably, in 2012, 51 percent of respondents felt that their voice could influence government policy, compared to 63 percent in 2011. When asked about their ability to disagree with government officials without negative consequences for their families, 49 percent of respondents felt they could do so, and 45 percent felt that the government listens to citizens (see Figure B.2). The corresponding figures in 2011 were 51 percent and 52 percent.³

There was a substantial nationwide increase in citizens' perceived access to government information (Table B.1). When asked about access to information regarding their local government, 18 percent of all respondents reported that they had ever received information regarding the local budget, compared to 12 percent in 2011. However, in 2012, 33 percent believed that they could access the answer to a question if needed, and 56 percent felt that they had enough information to know how their district is faring compared to others. The corresponding numbers in 2011 were 41 percent and 36 percent.

Table B.1. Citizens' Access and Knowledge About Local Government (Percentages)

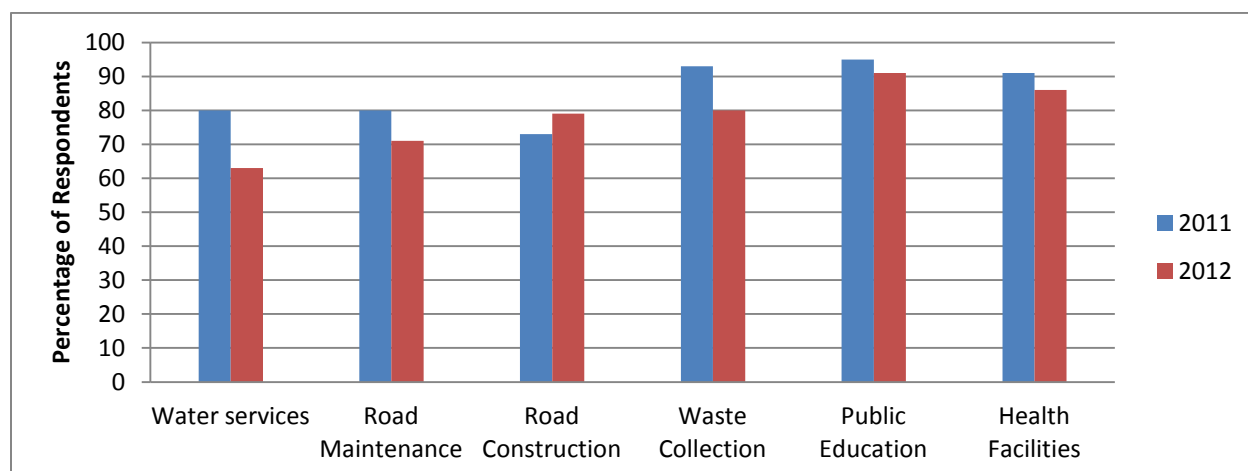
Outcome	2011			2012			Sample Size
	Yes	No	Don't Know	Yes	No	Don't Know	
Access to budget information	41	41	18	33	32	35	9,113
Access to government salary information	32	21	47	27	33	40	9,605
Ever received district budget information	12	88	n.a.	18	83	n.a.	9,270
Have enough information to assess government performance	36	64	n.a.	56	44	n.a.	9,571

Source: Citizen survey (Mathematica 2012)

n.a. = not applicable.

In the survey, we also asked respondents to report their level of satisfaction with a series of six local services: water supply, road maintenance, road construction, waste collection, education, and health facilities. The 2012 respondents reported generally lower levels of satisfaction relative to 2011 (Figure B.3); overall satisfaction rates were lower for all services in 2012 except for road construction. Of particular note are declines in satisfaction regarding water services, which fell from 80 percent in 2011 to 63 percent in 2012, and waste collection, which declined from 93 percent in 2011 to 80 percent in 2012. Other areas, such as public education and health facilities, remained high in citizen satisfaction, although only road construction increased, from 73 percent satisfaction in 2011 to 79 percent in 2012.

³ To assess how citizens view the appropriateness of dissent toward government officials, we asked respondents if they felt that it was disrespectful to voice a different point of view with a government official. Thirty-five percent reported that it was disrespectful, compared to 54 percent who felt that it was not and 11 percent who were unsure.

Figure B.3. Citizens' Satisfaction with Local Services (Percentages)

Source: Citizen survey (Mathematica 2012). N = 9,740

Though we do not know why this general decline in satisfaction occurred, it is important to note that in 2011, fewer respondents (36 percent) reported being able to assess how their district was faring. In 2012, 56 percent of respondents said they could assess local government performance—an increase of 20 percentage points compared to 2011. In other words, the data appear to suggest that increased knowledge about how districts are faring may be correlated with lower levels of satisfaction regarding local services.⁴

B. Baseline Equivalence Tests

Next, we present evidence that random assignment for the Strengthening Civic Participation (SCP) component succeeded in identifying equivalent treatment and control groups. Mathematica designed a pairwise random selection process that assigned half of the districts in each of Rwanda's five provinces to a treatment group and the remaining districts to a control group. The selection process within each province was stratified on the following characteristics to ensure the best possible match between treatment and control districts:

- Population density; population change between 2002 and 2006
- Common Development Fund (CDF) appropriation amounts for FY 2008 (as a proxy for poverty levels)
- Share of district spending obtained through local revenues in FY 2008
- District expenditure per capita on good governance and social affairs

⁴ Interestingly, of those who said they could assess their district's performance, the proportion who said their own district was faring the same, better, or worse than other districts was unchanged from 2011 to 2012. In 2011, 50 percent felt that their district was performing better than other districts, 45 percent felt that their district was doing the same as others, and 5 percent felt that their district was faring worse. The corresponding figures in 2012 were 51 percent, 42 percent, and 7 percent.

Within each province, districts were matched in pairs or groups of three, seeking the best possible matches across the five characteristics.⁵ The Urban Institute (UI, the program implementer) then used a public lottery selection procedure to select the treatment districts within each pairing. The district pairings and resulting list of treatment and control districts is shown in Table B.2.

Table B.2. District Assignments for the Civic Participation Component

	Treatment Districts	Control Districts
Northern Province	Gicumbi Gakenke Burera	Rulindo Musanze
Western Province	Karongi Nyabihu Rutsiro, Ngororero	Rusizi Rubayu Nyamasheke
Southern Province	Nyaruguru Gisagare Nyanza Ruhango	Nyamagabe Kamonyi Huye Muhanga
Eastern Province	Rwamagana Bugesera Kirehe	Ngoma Nyagatare Gatsibo, Kayonza
Kigali City	Gasabo	Kicukiro, Nyarugenge

After receiving the list of district assignments from UI in 2010, Mathematica analyzed the data to determine whether the groups identified as treatment and control districts were statistically similar across the five characteristics used to stratify district selection within each province. After analyzing the data, we did not find statistically significant differences between the treatment and control districts on any of the characteristics used in the pairwise matching process.⁶ Using data from the baseline citizen survey (which took place in early 2011), we tested for baseline equivalence in much greater depth. If the random assignment procedure succeeded, we would expect there to be no systematic pattern of baseline differences between the treatment group and the control group. If the treatment and control groups are equivalent on all observable characteristics due to random assignment, that would imply that the treatment and control groups are also likely to be equivalent on unobservable characteristics. If this condition holds, we can infer that the differences observed between the treatment and control groups in the 2012 follow-up survey reveal unbiased estimates of the program's causal impacts on citizens.

There are no significant differences between respondents' demographic or socioeconomic characteristics in the treatment and control districts.⁷ As shown in Table B.3, differences between the average gender and age distributions of the two district groups are all less than 3 percentage

⁵ The data for each of these district-level characteristics were obtained by UI staff using GoR sources.

⁶ We tested baseline equivalence using two-tailed t-tests for each characteristic. None of the differences in average treatment and control district-level characteristics were statistically significant at the 5 percent or 10 percent level.

⁷ We ascertain "statistical significance" at the 5 percent level using two-tailed tests. Several differences between the treatment and control samples are significant at the 10 percent level but not at the 5 percent level.

points, and none of these differences are statistically significant. Similarly, the treatment and control groups are statistically indistinguishable with respect to the survey's measures of socioeconomic status (education, employment status, use of dirt-floor housing, and meat consumption).

Table B.3. Baseline Equivalence of Demographic and Socioeconomic Characteristics

Characteristic	Treatment	Control	Difference
Gender (% male)	46	44	2.6
Age			
< 20	13	15	-1.7*
21-30	33	34	-0.9
31-40	24	23	1.4*
41-50	15	14	0.7
> 50	15	14	0.5
Years of education (% > 6)	30	34	-3.6
Employment (% earning income)	45	47	-1.8
Housing quality (% with dirt floor)	69	64	5.3
Meat consumption (past two weeks)	29	38	8.5*
Total Number of Respondents	4,851	4,743	

Source: Citizen survey (Mathematica 2011).

*Difference is statistically significant at the 10 percent level. No differences were statistically significant at the 5 percent level, as measured by ordinary least squares regressions of the relevant characteristic on the treatment dummy (with no other controls), with robust standard errors clustered at the district level.

In addition to respondent demographics, we also tested whether the treatment and control groups were equivalent at baseline on the survey's civic participation indices. (For more information on how the indices were established, see the factor analysis section below) We did not find any significant differences between the two district groupings on the study's six outcome indices (Table B.4).

Table B.4. Baseline Equivalence of Treatment and Control Districts on Civic Participation Indices

Civic Participation Indices	Treatment Districts' Baseline Index	Control Districts' Baseline Index	Difference*
Awareness of local government meetings	39	36	3.4
Familiarity with local government officials	50	47	2.5
Satisfaction with local services	72	74	-2.0
Citizen influence	60	61	-0.4
Perceived access to government information	43	44	-0.7
Knowledge about local government affairs	38	38	-0.1

Source: Citizen survey (Mathematica 2011).

*No differences were statistically significant at the 10 percent level, as measured by ordinary least squares regressions of the relevant characteristic on the treatment dummy (with no other controls). All regressions used robust standard errors clustered at the district level.

Finally, we tested whether the treatment and control districts were equivalent at baseline on each of the individual civic participation questions used to construct these six outcome indices. As shown in Table B.5, there were no statistically significant differences at baseline between the treatment and control groups on any of the survey questions used to establish these outcome indices. For each of the 18 survey questions used to calculate the outcome indices, the differences between the treatment group and the control group were within 3 percentage points, and none of the differences are statistically significant.

Table B.5. Baseline Equivalence of Treatment and Control Districts on Individual Survey Questions

Outcome	Treatment	Control	Difference*
Awareness of Local Government Meetings			
Awareness of public meeting—budget	09	08	0.7
Awareness of public meeting—nonbudget	55	55	-0.7
Awareness of NGO activity	33	31	1.5
Awareness of JADF	11	10	1.5
Familiarity with Local Government Officials			
Name the district mayor	50	53	-2.9
Name at least one member of district council	29	27	1.8
Name at least one member of sector council	52	49	2.4
Name at least one member of cell council	63	62	1.2
Knowledge About Local Government Affairs			
Ever received district budget information	11	11	0.6
Have enough information to assess government performance	35	36	-1.1
Access to District Government Information			
Access to budget information	41	41	-0.8
Access to government salary information	32	32	-0.6
Citizen Influence			
Respondent can influence government policy	63	64	-0.8
Respondent can openly disagree with a government official without negative consequences	51	50	1.7
Satisfaction with Local Services			
Satisfied overall with drinking water services	79	81	-2.4
Satisfied overall with waste collection services	92	93	-0.9
Satisfied overall with education at local schools	95	96	-0.5
Satisfied overall with local health facilities	91	91	0.2

Source: Citizen survey (Mathematica 2012).

*No differences were statistically significant at the 10 percent level, as measured by ordinary least squares regressions of the relevant characteristic on the treatment dummy (with no other controls). All regressions used robust standard errors clustered at the district level.

C. Analysis Methods and Sensitivity Tests

1. Factor Analysis Method

In this section, we present details on our factor analysis method used to generate indices for the six outcome domains used in impact analysis of the Strengthening Civic Participation (SCP) component: awareness of local government meetings, familiarity with local government officials, knowledge about local government affairs, access to district government information, citizen influence on government, and satisfaction with local services. Our citizen survey included several questions related to these outcomes to elicit information from the respondents in the most practical manner. However, estimating the impacts of the SCP component by comparing the treatment and the control groups on each of these questions is likely to result in one or more statistically significant impacts by chance when there is actually no impact. In other words, we are more likely to incorrectly reject the null hypothesis when considering a series of hypothesis tests—a problem commonly known as the multiple comparison problem (Benjamini and Hochberg 1995). To avoid such a problem, and to group the individual responses to survey questions into meaningful outcomes, we conducted a factor analysis.

Factor analysis assumes that the observed variables are influenced by a few underlying variables or factors that are unobserved. The unobserved common factors are then constructed as a linear combination of the observed variables that are influenced by them. As such, factor analysis is a statistical data reduction technique to identify underlying latent variables (the unobserved factors) that provide useful information about processes or behavior of the population of interest.

More formally, for the relevant survey questions in our Citizen Survey, say q of them, we sought a few common factors, say j of them, that would summarize citizens' beliefs and perceptions underlying the observed survey responses:

$$(B.1) \quad \begin{cases} z_{i1} = \gamma_{1,1}F_{i1} + \gamma_{2,1}F_{i2} + \cdots + \gamma_{j,1}F_{ij} + \epsilon_{i1} \\ \dots \\ z_{iq} = \gamma_{1,q}F_{i1} + \gamma_{2,q}F_{i2} + \cdots + \gamma_{j,q}F_{ij} + \epsilon_{iq} \end{cases}$$

where z_{in} is the response of the i th survey responder to the n th survey question ($n = 1 \dots q$) and thus is one of the observed variables, F_{ik} represent the common factors ($k = 1 \dots j$), γ_{kn} is the set of linear coefficients known as factor loadings, and ϵ_{in} is the unique factor that explains the part of the n th observed variable that the common factors cannot. Factor analysis estimates F_{ik} and γ_{kn} by using data on the observed variables and solving the q equations above.

For each of the six outcome domains, we conducted factor analysis using the survey questions or observed variables that are most relevant for that domain. We used the principal component factor method to obtain the factor solutions. For each outcome domain, we found that only one underlying factor explained the variation in the responses to the included survey questions. We then used orthogonal rotation to rotate the factor loadings, γ_{kn} , and estimated factor scores using the regression method, which estimates a factor as a weighted sum of the included observed variables. Finally, we conducted the factor analysis separately for the baseline and follow-up surveys, as each represents a different sample of the Rwandan population. Although the weights to estimate the factors from the relevant observed variables differed between the baseline and follow-up survey data, the variables used to estimate each of the factors were the same.

We performed one additional step before using the factors in estimating impacts. We converted each of the six estimated factors to binary variables to better interpret the impact estimates. In particular, if a survey respondent's factor score was above the mean score for the full survey sample in that year, the binary variable was coded as 1; otherwise it was coded as 0. Thus, the impact estimates compare the percentage of citizens in the treatment districts who have an above-average factor score with the percentage in control districts. We also used alternative cutoff points for the conversion to check whether the impact estimates are sensitive to this coding rule, discussed in Section 3, below.

2. Statistical Model Used to Estimate the Impacts of the SCP Component

As discussed in Chapter VII, under the random assignment design, the basic method for estimating impacts on civic participation outcomes consists of comparing mean outcomes for the treatment and control groups. Given that the randomization was carried out in a pairwise fashion within blocks of matched districts (with either two or three districts in each block), it was also important to statistically account for the district block to which each survey respondent belonged. Further, we sought to improve the statistical power of the estimates by controlling for the socioeconomic characteristics of each survey respondent and the average baseline-survey responses in each district. We thus used a regression framework to estimate impacts.

Mathematically, we estimate the impacts of the SCP component by using the following ordinary least squares regression:

$$(B.2) \quad Y_{idt} = \alpha + \beta * TREAT_d + BLOCK_d + X_{it} * \gamma + \delta Y_{d,t-1} + \varepsilon_{idt}$$

where Y_{idt} is the civic participation outcome of interest for individual i in district d measured at time t , which is the follow-up year in this case; $TREAT_d$ is the treatment dummy variable indicating whether a district was randomly assigned to receive treatment; $BLOCK_d$ represents a set of dummy variables indicating the randomization block; X_{it} is the individual-level demographic characteristics of respondents in the follow-up survey; $Y_{d,t-1}$ is the district-level mean of the outcome variable Y measured at time $t-1$, which in this case is the baseline year; and finally, ε_{idt} is the random error.

The estimated value of coefficient β in equation B.2 represents the impact of the SCP program on outcome Y . We included block dummy variables, as doing so allows for within-block comparison of treatment and control groups. In other words, we used block fixed-effects in our regression model. Because the blocks were constructed using pre-existing district characteristics to match districts as closely as possible, within-block comparisons are appropriate for our stratified randomization process (see Duflo et al. 2007). The standard errors in B.2 are clustered at the district level using the standard Huber-White estimator to account for the possibility of correlations among individuals' characteristics within districts.

The respondents in each district received a weight corresponding to the district's probability of being assigned to treatment within a given block. The stratified random assignment process paired districts in most cases to form the randomization block. However, in cases where a province had an odd number of districts, one of the random assignment blocks included a matched set of three districts. Thus, the within-block probability of being assigned to treatment can also vary. We accounted for this by using weights to reflect the fact that some treatment districts had a higher probability of being selected (within their block) than others. Within a given district, however, all survey respondents were weighted equally.

3. Sensitivity of Impact Estimates

This section presents sensitivity checks for the main impact estimates presented in Chapter V. We do this by estimating the impacts in three additional models where the outcome variables are constructed in different ways. For our main impact estimates, we used factor analysis to estimate one factor for each outcome domain using sets of survey questions and then converted the estimated factor scores to binary variables. These outcome variables were coded equal to 1 if the score was

above the mean score of the sample and 0 otherwise. In our first alternative model, we use the 75th percentile as the cutoff instead of the mean. In our second alternative model, we use the raw factor scores estimated from the factor analysis without converting them to binary variables. In our third alternative model, we construct the outcome variables directly as the equally weighted average of the responses from the survey questions (that is, without using the survey-question weights suggested by factor analysis). The results from these three alternative models are presented in columns two to four in Table B.6. (Column one shows the main results that we presented in Chapter V.)

Table B.6. Sensitivity of Impacts to Alternate Outcome Scales

Civic Participation Indices	Adjusted Impact	Adjusted Impact, Alternate Outcome Coding	Adjusted Impact, No Outcome Coding	Adjusted Impact, Alternate Survey Question Weights
Awareness of local government meetings	1.4	1.9	2.6	3.1
Familiarity with local government officials	-0.9	0.3	-0.3	0.4
Knowledge about local government affairs	-2.0**	-2.0**	-3.1	-1.7
Access to district government information	-1.1	-1.9**	-3.3**	-2.7**
Citizen influence	-2.2**	-1.0	-4.1*	-3.0
Satisfaction with local services	-3.9***	-5.5***	-5.9**	-8.2***
Definition of Outcome Variable				
Indicator: respondent is above the 50 th national percentile	X			
Indicator: respondent is above the 75 th national percentile		X		
Raw outcome score with survey question weights from factor analysis (scaled as z-scores)			X	
Outcome index that equally weights the included survey items (sum of survey responses)				X

Source: Citizen survey (Mathematica 2011 and 2012).

*Difference is statistically significant at the 10 percent level.

**Difference is statistically significant at the 5 percent level.

***Difference is statistically significant at the 1 percent level.

For the awareness of local government meetings, familiarity with local government officials, and satisfaction with local services outcomes, we found the same results under all three alternative models as in our main model—not statistically significant for the first two and significantly negative for the third. For the other three outcome variables, the main impact findings were sensitive to the way outcome variables were constructed. Under each alternative model, the sign of the impact estimates remained consistent, but the standard errors fluctuated enough to change the statistical significance of the impact estimates under certain specifications.

Separately, we conducted several additional sensitivity tests to investigate whether the SCP impact estimates in this study could have been caused by a different program taking place in the treatment districts, or some other factor unrelated to the RTP. First, we conducted a sensitivity test to examine whether the impacts of the SCP component appeared to be different in the districts that also received strong broadcast signals from the community radio stations created by the RTP (specifically, the two districts containing an RTP station broadcast tower). Across all of the civic participation outcomes we measured, there were no significant differences between the SCP component's impacts in this broadcast area and the component's impacts in the treatment districts outside the broadcast area. The results are shown in Table B.7.

Next, we conducted a “falsification” test to examine whether our results are driven by factors unrelated to the RTP, such as differential economic growth in the treatment districts. To conduct this test, we used our main analytical approach (see equation B.2) to assess whether the SCP component had an “effect” on three different economic indicators: (1) employment, (2) housing quality (residences with a dirt floor), and (3) the percentage of respondents eating meat in the past two weeks. We do not expect that the SCP component could have influenced these economic outcomes during the study period. Thus, if we found that there were significant impacts on these economic outcomes, it would suggest that the evaluation could have identified spurious effects that are unrelated to the RTP's true impacts. However, we found that the SCP component did not have a statistically significant impact on any of these three economic outcomes. Thus, the falsification test does not suggest that the study's impact estimates were generated by economic factors or trends outside of the RTP intervention itself.

Finally, we conducted an additional sensitivity test to determine if the pattern of SCP impacts differed in the five treatment districts that completed all planned grant-funded activities before the RTP concluded (the remaining 10 treatment districts received some grant funds but did not complete all planned activities). As shown in Table B.7, on four of the six civic participation outcomes the impacts in full-implementation districts were statistically indistinguishable from the SCP component's impacts in other districts. However, we did find statistically significant differences for two outcomes. In the full-implementation districts the SCP component had a *more negative* impact on citizens' reported satisfaction with local services (with a difference of 6 percentage points relative to impacts in other districts); also, in the full-implementation districts the component had a *more positive* impact on perceived knowledge about local government affairs (with a difference of 4 percentage points). These results should be interpreted with caution, however, as the small number of districts involved limits our power to detect significant differences between subgroups. In addition, the five district governments that chose to fully implement SCP grants are not a random subsample of the study's treatment districts. As a result, it is possible that these differences in SCP impacts may be correlated with an unobserved factor. For example, local governments in a few treatment districts may have been particularly eager to enact new initiatives and reforms during the study period; under such a scenario, these districts could have produced local changes in civic participation outcomes even in the absence of the SCP component and its grant-funded activities.

Table B.7. Subgroup Impacts for the RTP Radio Station Districts and Districts Completing SCP Grants

Civic Participation Indices	Overall Impacts of the SCP Component	Difference in Impacts for Respondents in RTP Radio Stations' Broadcast Districts	Difference in Impacts for Respondents in SCP Treatment Districts That Completed All Planned Grant Activities
Awareness of local government meetings	1.4	2.3	2.9
Familiarity with local government officials	-0.9	-0.9	-1.6
Knowledge about local government affairs	-2.0**	-1.6	4.1**
Access to government information	-1.1	-2.3*	2.8
Citizen influence	-2.2**	1.2	1.6
Satisfaction with local services	-3.9***	4.5*	-5.6***
Sample Size	9,233	733	1,572

Source: Citizen survey (Mathematica 2012).

Note: Entries in each cell represent percentage point differences between impact estimates for members of the tested subgroup and for all respondents who are not part of the subgroup. Estimates are based on a separate set of impact regressions for each subgroup and each outcome index.

*Difference is statistically significant at the 10 percent level.

**Difference is statistically significant at the 5 percent level.

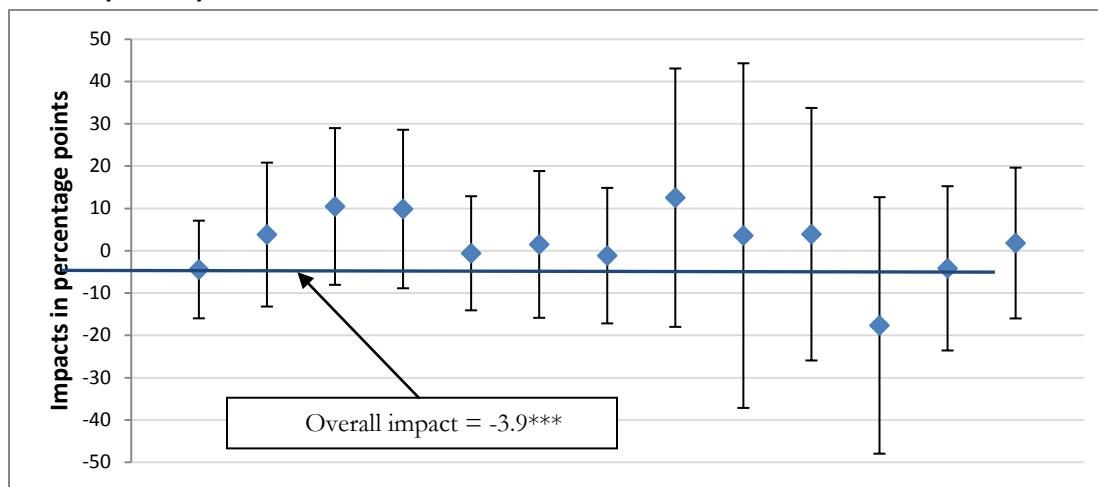
***Difference is statistically significant at the 1 percent level.

4. Impact Estimates by Randomization Blocks

Finally, we examined if the impacts of the SCP component varied by districts. Because our random assignment process assigned districts randomly within blocks, comparing outcomes between treatment and control districts within each block allows us to investigate the causal impact of the SCP component within each of the blocks. Figure B.4 presents impact estimates for the satisfaction with local services outcome by randomization blocks. Each point on the figure represents a block, and the whiskers on both sides of the points represent the 95 percent confidence interval for the impact estimate. The thick horizontal line denotes the overall impact for this outcome, which was 3.9 percentage points and was statistically significant. As shown in the figure, there is considerable variation among blocks in the impacts of the SCP component on the “satisfaction with local services” outcome. In fact, the negative overall impact seems to be driven by a few blocks, although none of the impact estimates at the block level are statistically significant. Note, however,

that the lack of statistical significance in this case can imply either that a statistically meaningful impact does not exist or that the sample size is too small to detect a true impact at the block level.⁸

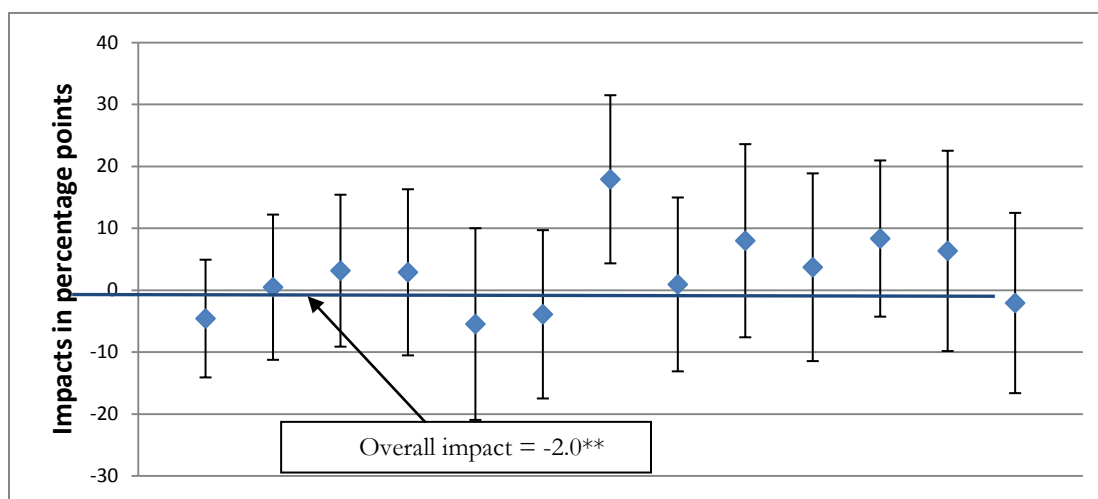
Figure B.4. Impacts by Districts on Satisfaction with Local Services



***Statistically significant at the 1 percent level.

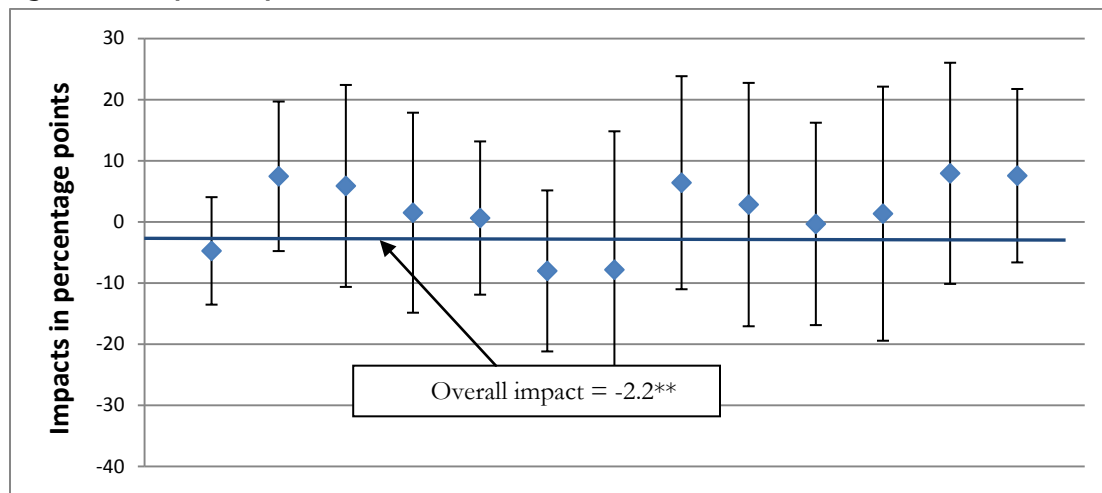
Figures B.5 and B.6 present similar graphs for the two other variables for which we found significant negative impacts: knowledge about local government affairs and citizen influence. For both these outcomes, there was also considerable variation in impacts by districts, but none of these impacts at the block level were statistically significant.

Figure B.5. Impacts by Districts on Knowledge About Local Government Affairs



**Statistically significant at the 5 percent level.

⁸ As a sensitivity test, we also estimated the impacts of the SCP component at the province level. Because there are multiple random assignment blocks within each province, analyzing province-level impacts provides more statistical power than this district-level analysis. Nevertheless, the province-level analysis produced results that are very similar to the district-level results shown here for these outcomes: none of the province-level impact estimates were statistically significant, although the sign and magnitude of the impact estimates in each province do vary somewhat.

Figure B.6. Impacts by Districts on Citizen influence

**Statistically significant at the 5 percent level.

APPENDIX C
QUALITATIVE RESEARCH METHODOLOGY

To enhance understanding of statistically significant impacts identified in the outcomes analysis, MCC added qualitative research data collection and analysis to the RTP evaluation study design. The purpose of this additional research was to further document and assess implementation of the RNP Strengthening component and the Strengthening Civic Participation (SCP) component and explore associations between implementation and outcomes, especially with regard to the impacts of the SCP component. To support this work, the evaluation team developed qualitative methodology to ensure (1) a robust sample of respondents and documents; (2) systematic qualitative data collection; (3) detailed, structured data analysis; (4) reporting to explore impacts detected in the outcomes study; and (5) a clear understanding of the limitations of this methodology.

1. Qualitative Sample Development

To support the goal of collecting data to explore study impacts, we developed a convenience sample of RNP officers, program implementers, local mayors, and CSOs to interview as part of the qualitative components of the evaluation. For the RNP, we asked USAID to provide a list of RNP officers involved with training and the Every Voice Counts campaign implementation, and interviewed the universe of names provided and still working in the RNP. For program implementers, we interviewed all RNP and SCP component implementation staff available both in the U.S. and Rwanda.

To identify local mayors and CSOs to interview about the SCP component, we drew three matched pairs of districts in the impact study sample (three in treatment and three in control districts) to interview about their participation in and views of SCP. Because MCC wanted to include a larger set of CSO respondents, we identified CSOs in the same three matched pairs of districts used to identify mayors and added a second set of three matched pairs (six treatment and six control). We sought to identify 2 CSOs in each of the 6 treatment districts and 2 CSOs in each of the 6 control districts, for a total of 24 CSOs in 12 districts. This allowed us to capture variation detected in the impact survey. That is, we know from analysis of survey data that there is a lot of variation in impact by district. By choosing more districts and interviewing CSOs in those districts, we are more likely to be able to detect variation among and between the CSO respondents.

To maintain consistency with the first six districts of matched pairs (three treatment and three control, matched on key characteristics), we identified six more districts in matched pairs (three treatment and three control) as illustrated in Table C.1. In the first three pairs drawn, we blocked for implementation status to include districts with full and partial implementation. We continued to use this strategy to draw the second three pairs of districts. The second set of pairs provided additional variation in geographic regions and implementation status: we added a partial implementation district pair in the Eastern province (the first three pairs did not include a partial implementation district pair in this province) and four districts in the Southern province, which included another full implementation pair and a partial implementation pair.

Once we determined desired CSO locations, we sought a diversity of CSO types in the sample, including different topical areas of focus (for example, youth, disability, women's rights, agricultural rights) and organization types (for example, faith-based organizations and trade associations). Lastly, we blocked by level of implementation (partial or full) to explore what effect the level of implementation might have on reported views of civic participation, the RNP, local government officials, and SCP activities. The goal was to capture a wider set of CSO views of local mayors, the RNP, and SCP activities (as applicable). Ultimately, the sample also had to reflect those CSOs willing to participate in interviews.

Table C.1 Matched Pairs of Districts Included in RTP Qualitative Research

First Set of Districts for Qualitative Research		
<i>Province</i>	<i>District</i>	<i>Treatment Status^a</i>
Eastern	Kirehe	T – Full
Eastern	Gatsibo	C
Eastern	Kayanza	C
Western	Ngororero	T – Full
Western	Rutsiro	T – Part
Western	Nyamasheke	C
Second Set of Districts for Qualitative Research		
<i>Province</i>	<i>District</i>	<i>Treatment Status</i>
Eastern	Bugesera	T – Part
Eastern	Nyagatare	C
Southern	Nyanza	T – Full
Southern	Huye	C
Southern	Nyaruguru	T – Part
Southern	Nyamagabe	C

^a T–Full means the district received full treatment during the intervention. T–Part means the district received partial treatment during the intervention. C means the district was a control district and received no treatment during the intervention.

Using the criteria of location, treatment status, CSO type, and level of implementation, the research team then collected list of CSOs in Rwanda from reports sponsored by USAID, the UN, or other prominent donors; consultation with project experts; and web research on Rwandan CSO umbrella organizations (RCSP, Pro-Femmes Twese Hamwe, CCOAIB) and individual CSOs, searching on key terms and including umbrella organization members (for example, community-based organization, nonprofit organization, civil society organization, human rights organization, trade association, trade union, faith based organization, development organization – in Rwanda). We also consulted the list of CSOs registered with RALGA and two RTP implementers, IREX and Urban Institute, for lists of CSOs they considered for participation in their RTP activities. We cross-checked these lists against one another, so that we knew who all CSO beneficiaries were (of RTP components four and five) and thus could draw a clean sample by district that we could confirm were either (1) beneficiaries of SCP (RTP component 4), or (2) nonbeneficiaries of RTP (neither component 4 nor 5). This research yielded a convenience sample of 43 CSOs throughout Rwanda, which was reviewed by USAID staff in Rwanda. Members of the Kigali-based research team and IncisiveAfrica contacted CSOs, RNP officers, and local mayors and vice mayors; arranged interviews and transportation; and conducted interviews with identified respondents throughout Rwanda.

2. Data Collection

Mathematica research team members conducted all interviews in person or by telephone and collected relevant documents and materials from MCC and program implementers. The qualitative data collected includes semi-structured in-person or telephone interviews with (1) seven RNP officers, (2) nine local Rwandan government officials (primarily mayors and vice mayors) from six districts, and (3) 33 representatives of 26 Rwandan CSOs throughout Rwanda, as well as (4) 10 RNP and SCP implementation and oversight staff in the U.S. and Rwanda, plus review and analysis of (5) 24 RNP and SCP component documents (implementation reports). All participation in the study was voluntary. We collected data (1) using four, respondent-specific semi-structured interview

protocols developed from RTP research questions and (2) through a request for documents from MCC and program implementers. We collected, translated, coded, and analyzed the qualitative data between February 2013 and February 2014.

In-person and telephone interviews included the following key activities: (1) explanation of the purpose of the interview, (2) an oral informed consent process, and (3) a facilitated discussion of key topics related to the development, implementation, operation, challenges, successes, and broad outcomes of the RNP and/or SCP components of the RTP. We used four semi-structured interview protocols to guide the individual discussions (see Appendix D). All interview protocols were developed from the study's research questions and posed open-ended questions about experiences in developing and implementing the RNP and SCP components, challenges and successes with implementation, general views and satisfaction with component activities, and perspectives on the outcomes of each component. Interviews lasted from 50 to 120 minutes (sometimes conducted in two sessions).

3. Data Analysis

During the interviews, the research team members either took detailed notes on all responses or recorded the discussion (for interviews conducted in Kinyarwanda) and used probes to capture and clarify views and perspectives. The notes or recordings were then typed or transcribed, translated (where necessary), cleaned, and cross-checked against component documents and reports. These notes, as well as documents and reports, were imported into the qualitative analysis software. We then systematically reviewed and assessed the data by (1) developing a set of component and respondent-level attributes (by organization and respondent type) and a hierarchy of conceptual categories and classifications linked to the research questions and conceptual model of the study, (2) generating a set of attributes and hierarchical codes and codebook to classify the data, (3) establishing a process to guide data coding and identification of new key themes and patterns that emerged from the data, (4) piloting the codes, and (5) conducting inter-coder reliability testing.

An independent, trained team of coders used the qualitative data analysis software to assign attributes and codes to the data. The primary topic areas used to code the interview and document data included (1) contextual factors, (2) RNP and/or SCP component goals and objectives, (3) component activities, (4) implementation challenges and successes, (5) satisfaction with and views of component activities, (6) views of lessons learned and component outcomes, and (7) any other issues or themes identified as appropriate. The coding scheme also included subtopics under each primary code to support more-nuanced coding of the data within many of the primary topic areas. Coding the data in this way enabled the team to access data on a specific topic quickly and to organize information in different ways to identify themes and compile evidence supporting them.

After all qualitative data were coded, the research team exported data by code, and systematically reviewed it in relation to the research questions and impact study findings. All retrieved data were assessed relative to (1) estimated frequency of mention by topic (without collecting a strict frequency), (2) estimated amount of data devoted to a specific topic or issue, (3) triangulation and assessment of primary patterns and trends within the topic and across data sources and respondents, (4) identification of illustrative quotations, and (5) summation of primary themes in the data. From this descriptive analysis, we determined and wrote up the findings in the data. That is, we examined themes and topics from several perspectives to highlight the similarities and differences among them. We also explored relationships across themes (for example, relationships

between the types of implementation challenges faced and perspectives on outcomes). We then developed a descriptive summary of the dominant patterns, trends, and themes across respondent and data types and collected them in six internal topical memos (collected around the themes of RNP or SCP planning and implementation, challenges and successes, and satisfaction and outcomes). Where patterns and trends were highly consistent across differently situated respondents and documents, they were elevated to the level of a finding and included in the discussion of what to incorporate into the report. We also identified outliers or disagreements in relation to a key theme or pattern for discussion.

4. Reporting

Based on the descriptive summary of the identified patterns, trends, and themes in data, we developed the findings by having a senior member of the research team read across the topical memos and draft a set of primary findings. Other members of the qualitative and impact study team then reviewed the primary findings and shared written responses to them, commenting on their accuracy and robustness as suggested in the qualitative data. We then met as a group to discuss and validate the primary findings and explore what they suggested about the outcomes of the impact studies (meeting first among the qualitative team and then a second time with key members of the impact team). Across the qualitative and impact teams (which shared one member in common), we had strong consensus on what the qualitative data show and how to interpret the findings in relation to program impacts. These primary findings and interpretations were then written up and integrated into the final report on the evaluation of the RTP.

5. Limitations of Qualitative Data

This report describes themes and trends in qualitative data that constitute a set of findings about RNP and SCP implementation. The findings were not designed to document each aspect of implementation, but rather to describe key issues—successes, challenges, and outcomes—from the implementation of the RTP during the period of MCC support.

The qualitative study design and methods for this site visit and report have two primary limitations: (1) documents and respondents represent a convenience sample of available sources, thus, the respondents might be subject to self-selection, and (2) interview data might reflect a social desirability bias. These limitations preclude generalization of study findings to populations or subpopulations of RTP implementers and beneficiaries, as well as local Rwandan government officials and Rwandan CSOs. Further, the sample was drawn from stakeholders with a specific relationship to MCC-supported democracy and civil society projects in Rwanda. The results, therefore, cannot be generalized to other democracy and civil society projects that differ systematically from those in the sample.

Respondents participated voluntarily in the interviews rather than being drawn from the entire population of implementers, beneficiaries, RNP officers, local government officials, and CSOs; this creates self-selection bias. It is possible that those who chose to participate in interviews differed in important ways from those who did not. For example, those who agreed to participate might have had stronger positive or negative feelings about the RTP or the GoR than those who did not. Another limitation is that self-reported data has the potential to be subject to social desirability bias—that is, the tendency for study participants to respond in a way they believe will be pleasing to others (for example, exaggerating their positive reactions to a program to please program staff).

In spite of these limitations, the research yielded compelling data from which to draw findings about the implementation experiences of the RNP and SCP components of the RTP. In particular, the opportunity to explore themes and trends across diverse respondents increased the evidence for findings, our understanding of them, and contextual information for exploring implementation in relation to the outcomes of the RNP and SCP impact studies.

APPENDIX D

SAMPLE QUALITATIVE INTERVIEW DISCUSSION GUIDE

MCC Rwanda Threshold Program Civic Leaders Discussion Guide

Interviewer name: _____

Respondent title: _____

Date: _____

NOTE TO FIELD DISCUSSION FACILITATOR:

Introductory scripts are to help you as you talk to the people you interview.

You do not have to read the introduction word by word. You can use the language here or your own words.

Please be sure to mention confidentiality.

BEGIN RECORDING THE INTERVIEW

I. INTRODUCTION TO DISCUSSION

Thank you for talking with me today. As you might know, Mathematica Policy Research, an independent research and evaluation firm based in the U.S., is working with the Millennium Challenge Corporation (MCC) to conduct an evaluation of the Rwanda Threshold Program.

This part of the work is about (1) how local government leaders work with citizens, and ways of increasing local civic participation, and (2) how the RNP works with citizens and the Every Voice Counts (“Blue Box”) program. I would like to talk to you today about these topics.

While we are talking, I would like to take notes and to record our conversation so that we can include your perspectives in our study. We will not share this information outside of the research team. Our conversation should last about 60 minutes.

Confidentiality

Your participation in this discussion is voluntary and we will keep it confidential. We will take the notes from our conversation and put them together with information from other discussions as part of our research.

We will not use your name or title in our reports. We will not discuss the names, conversations, or other information with anyone outside of the project research team.

Your Responsibilities

Please keep in mind:

- There are no right or wrong answers to these questions.
- Talking to me today is voluntary and you do not have to talk to me.
- You do not need to answer any questions you do not want to answer.

Do you have any questions before we start?

Project Contact Information

If you have any questions later, please contact Mr. Matt Sloan, the project director for this study. His contact information is msloan@mathematica-mpr.com.

II. BACKGROUND INFORMATION

I would like to begin by asking you about your work with [ORG].¹

1. What is your role and what kinds of things do you do with [ORG]?

Probes

- How long have you been working with [ORG]?

III. CIVIC PARTICIPATION

Now, I would like to ask you about your local government leaders (for example, your district government, mayor, cell leaders, Umudugudu leaders).

2. Do you work with your local government leaders often, or ever?

Probes

- Do you go to them with questions or issues? If so, what kinds of questions or issues?
- If so, how do you contact them, for example, visit their offices in person, send emails, talk by phone?
- Do you avoid contact with local government leaders? Why, or why not?
- Do other citizens or groups go to local government offices with questions or issues?
- If so, what kinds of questions or issues?
- Have you done any projects with them? Or participated in any events they have held?

I would like to ask you about your direct experience with local government, including their outreach to you and any activities or collaboration with local government that you are aware of or have participated in.

3. Do you know about any local government activities that ask citizens for their input on government or decision-making processes?

Probes

- If so, what kinds of activities?
- Who organized the activities?

¹ ORG = organization and refers to the cooperative, peasant association, foreign nongovernmental organization, media group, trade union, youth group, human rights organization, private sector organization, women's group, faith-based organization, and/or church with which the civic leader is associated in some way.

- What did the activities focus on? What were the topics or issues discussed?
 - What did you think of these activities?
4. In the past, have you or has anyone from [ORG] worked directly with local or national GoR officials?

Probes

- If so, whom did you work with? What kinds of officials or staff?
 - What did you work on together? What kinds of issues?
 - Why did you (or they) want to work with local government leaders?
 - o For example, did you want local government leaders or staff to deal with a problem? Help with some project?
 - What did you think of working with them?
 - What were the results of working with them? Were you able to get a problem solved? Get some issue worked out?
5. In the past, have you or anyone from [ORG] gone to a workshop or training related to citizen participation in local governmental processes?

Probes

- If so, what was the training or workshop?
 - Who provided the training or workshop?
 - During the training or workshop, what did you work on? What issues did the training or workshop cover?
 - Did you receive any written information or materials?
 - If so, what kinds of information? What was the information about?
 - Do you think the workshop or written information helped you or [ORG]?
 - If so, how?
6. If you or someone you know went to a workshop/training, did you think it would lead to any change?

Probes

- If so, what kind of change did you think would happen?
- What made you think there would be change?
- Were there any public events or outreach to inform citizens about the workshop/training?
- Did all of the workshop/training activities happen as promised? If not, what did you think when the activities did not happen as promised? How did not getting the help affect you? [ORG]? Citizens?
- What parts of the workshop/training did you think were useful for supporting change?
- Did others think there would be change as well? If so, who else thought there would be change? What kind of change?
- Did any of the changes you thought would happen after the workshop/training actually happen? If so, what kinds of changes?

7. Did any organization or program offer you any help (sometimes called technical assistance or TA) to support you, [ORG], or other citizens about working with local government officials or giving input on local government decisions?

Probes

- Were there any public events or outreach to inform citizens about the planned help?
 - What kind of help was it?
 - Who gave the help?
 - Who requested the help?
 - How long did you get this help? For example, over several days, weeks or months?
 - Did the organization or program provide all of the help they promised? If not, what did you think when the help did not happen as promised? How did not getting the help affect you? [ORG]? Citizens?
 - What did you think of this support? How helpful was it?
8. In the past, have you or anyone from [ORG] received a grant or any funds to support citizen participation in local government?

Probes

- If so, were there any public events or outreach to inform citizens about the planned help?
- Do you know who made the grant/gave the funds?
- Who received the grant? Your organization? Some other organization?
- How much time did the grant cover, for example, 3 months, 6 months, 1 year?
- What amount was the grant?
- How was the grant used?
- Did any outside staff or people from different organizations help with the grant? If so, how?
- Do you know if the grants or funds were given out? If not, what did you think when the grants or funds did not happen as you thought they would? How did that affect you? [ORG]? Citizens?
- What did you think about how the grant was used? Were the events or activities that it paid for useful to you? Useful to citizens? Was it helpful to your organization? If so, how?

IV. THE RWANDAN NATIONAL POLICE

I would like now to ask you about the RNP and about working with the RNP in your community.

9. Do you know much about the RNP?

Probes

- If so, what do you think of the RNP? Do you trust them? Do you go to them with problems or questions?
- Do you find them to be helpful? If so, what have they helped you with?

- Do most citizens go to the police if they have problems? Or do they avoid the police? Why or why not?
- Does the RNP do anything to get citizens' input or feedback?

10. Have you or anyone from [ORG] ever worked directly with the RNP in the past?

Probes

- If so, what did you (or your staff or your members) do with them?
- Why did you (or they) decide to work with RNP? For example, did you want them to help with some problem or project?
- What did you think of working with the RNP at that time?
- Do you think working with them helped you to address an issue or a problem?

Next, I would like to ask you about an RNP program called Every Voice Counts (the “Blue Box” program). This program places blue boxes in public places for citizens to give their views of the RNP and to help the RNP work better with citizens.

11. Have you ever heard of the Blue Box program, or anything the RNP is doing to work with citizens better? **[If yes, go to question 12. If no, skip to question 14.]**

12. Could you tell me what you have heard about the Blue Box program?

Probes

- Why does the RNP have the Blue Box program? What do they want it to do?
- Have you heard of any specific activities that are part of the program?
 - o If so, what are they?
 - o How did you hear about them?

13. Have you or anyone from [ORG] participated in any way in the Blue Box program?

Probes

- If so, what did you, your staff, or your member do with the Blue Box program?
 - o For example, have you been to a public event about the Blue Box program? Put a complaint or commendation in a Blue Box? Talked to an RNP officer about the program? Explained the program to others?
- Why did you (or they) decide to participate in the Blue Box program?
- What did you (or they) think of the Blue Box program?
- Has the Blue Box program changed how the RNP interact with citizens?
- Has it changed how fast or the ways RNP respond to citizen questions or issues?
- Do you plan to work with the RNP in the future? Why or why not?

V. WRAP-UP

My last questions are about working together with your local government and the RNP in the future.

14. What would you like to have local government leaders or staff do to work better with you and [ORG]?

15. What would you like to have the RNP do to work better with you and [ORG]?

16.. Is there anything else you would like to say about what we have been talking about?

Follow-Up:

17. If we have any brief follow-up questions, may we contact you again? If so, would you like us to call you or email you?

[NOTE TO INTERVIEWERS: Please ask if respondents have any additional questions about the interviews or the study overall before you finish.]

Thank you for your time and the information you have provided today.

Post-interview notes**a. What were your impressions of the respondent's answers?**

- Was the respondent giving you his or her personal views?
- Or providing a standard response that seemed safe?
- Was the respondent trying to represent [ORG] in the most positive light possible?
- Was he or she honest about the strengths and weaknesses of the component?
- Other impressions?

b. Please note any follow-up needed.**c. Please provide any additional comments, ideas, or thoughts about the discussion.**

APPENDIX E

RESPONSE LETTER FROM CHEMONICS INTERNATIONAL



July 29, 2014

Ira Nichols-Barrer, Researcher
Mathematica Policy Research
955 Massachusetts Ave., Suite 801
Cambridge, MA 02139

Reference: Rwanda Threshold Program Evaluation

Dear Mr. Nichols-Barrer:

Thank you for the opportunity to provide comments on the Rwanda Threshold Program Evaluation Report, particularly the sections of the report related to the “Strengthening Rule of Law for Policy Reform” component, implemented by Chemonics International. We appreciate the revisions you have made in response to some of our initial comments on the draft report. We are respectfully submitting this letter of difference in regards to our remaining concern about the report’s findings.

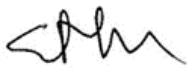
As we mentioned in our initial response, the methodology used to evaluate the activity was taken from the project’s performance monitoring efforts. It appears that a replication of the project’s method including the wording that the project used in its evaluation tools was used to conduct this independent evaluation. The evaluation report conducted the same measurement that the project did, devising a scorecard listing the criteria that makes a judicial decision clear and understandable and using the scorecard to rate judicial decisions before and after the project supported training on writing clear and sound decisions. The project’s measurement found that High Court scores improved by 12 percent and Supreme Court scores improved by 8 percent. In the draft version of the evaluation report that we, the contractor, received, the methodology taken in collecting and analyzing judicial decisions was not described in detail. While the final version includes a few additional comments on the methodology, there is still limited information on the sampling approach. It appears that the evaluator may have selected cases based upon the relative proportion of Supreme Court and High Court decisions rendered during any time period and combined them into one graph point. When the contractor used this methodology to evaluate during the project, the Supreme Court decisions (and High Court decision) were separated out and decisions were measured before and after training. In the contractor’s M&E methodology, an equal number of decisions from each court were taken and improvement in the decisions issued by each court were evaluated separately.

In order to provide accurate data, the project deemed that it was necessary to separate out the decisions between the Supreme and High courts because in 2005 and 2006, there was no High Court and all of the decisions were rendered by the Supreme Court. The Supreme Court justices were extremely well trained, nearly all at international law schools. As the High Court began to issue decisions in 2007, overall the combined quality of decisions declined. In the first quarter of 2007 the overall quality drops to what appears to be 60 percent. This represents the relatively more limited skill, training and abilities of the High Court judges.

However, in the final quarters of 2009 after the judgment writing training started, the overall scores began to rise and continue to far out-perform the 60 percent level in early 2007, when the High Court began issuing opinions. In 2012, when the decisions considered by the evaluator are Supreme Court 4/High Court 75, the results drop a bit again, reflecting the relative competence of the two courts.

To summarize, 2005 is not a reliable baseline because the High Court was not yet in place. Weighing the decisions included in the study based upon number of decisions rendered in any year by each court and then combining these decisions together fails to recognize the relative capacity differences of the two courts at the beginning and end of the project.

Sincerely,



Emet Mohr
Senior Vice President, East Africa Region



APPENDIX E
SURVEY QUESTIONNAIRE

Evaluation of the Rwanda Threshold Program: Endline Questionnaire

January 19, 2012

INTRODUCTION

The Millennium Challenge Corporation (MCC) is sponsoring the Rwanda Threshold Program (RTP), which is a series of initiatives intended to strengthen the rule of law, civil society, civic participation, media, and the inspectorate services of the national police. Mathematica Policy Research, located in Washington, DC, United States, and _____ have been contracted by the MCC to evaluate the impact of these programs. To conduct this evaluation, we are interested in hearing from citizens about a variety of issues. We are asking citizens all across Rwanda to respond to a series of questions about their views on the media, police services, and participation in government matters. While survey responses and project reports based on this survey may be publicly shared, your name and address will always be kept confidential. You are free to skip any question that you do not wish to answer, and you may stop the interview at any time.

We sincerely appreciate your participation in the Evaluation of the Rwanda Threshold Program. If you have any questions about the study or your participation after the interview is over, please contact _____ at _____.

FOR FIELD SUPERVISOR

Supervisor Name:	<input type="text"/>	Supervisor Number:	<input type="text"/> <input type="text"/> <input type="text"/>
Completed Questionnaire Checked and Approved by Supervisor:		Check if yes: <input type="checkbox"/>	
Date Approved:	<input type="text"/> <input type="text"/> <input type="text"/> / <input type="text"/> <input type="text"/> <input type="text"/> / <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>		
	DD / MM / YYYY		

FOR DATA ENTRY SUPERVISOR

Data Entry Supervisor Name:	<input type="text"/>	Data Entry Supervisor Number:	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>
Completed Questionnaire checked and approved by office:	Check if yes: <input type="checkbox"/>		
Date Approved:	<input type="text"/> <input type="text"/> <input type="text"/> / <input type="text"/> <input type="text"/> <input type="text"/> / <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>		
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Name of Data Entry Clerk for Second Data Entry:	<input type="text"/>		
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	DD / MM / YYYY		
Survey Number	<input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/>		

To begin with, I would like to ask some general questions about you and your household. Please provide information about yourself first. Then please list all people aged 16 or older who live in your household. For each of them, please give me their names, ages, sex, relationship to the head of the household, and education.

a.		b.	c.		d.								e.	f.		
No.	Name (Record Full Name)	Age	Sex		Relation to the Head of Household								Years of Education Completed	Was he or she present in your household most of the days during the last month?		
			Male	Female	Head of Household	Spouse	Son or Daughter	Brother or Sister	Mother or Father	Grandson or Granddaugh ter	Other Relative	Other Non- Relative		Yes	No	
	<input type="checkbox"/> [Check box if the appendix table was used]															
1.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
2.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
3.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
4.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
5.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
6.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
7.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	
8.	_____	_ _	1 <input type="checkbox"/>	2 <input type="checkbox"/>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>	7 <input type="checkbox"/>	8 <input type="checkbox"/>	_ _	1 <input type="checkbox"/>	0 <input type="checkbox"/>	

DEMOGRAPHIC INFORMATION (Interviewer Fills Out)

9. District Code: |_|_| NUMBER

10. Sector Code: |_|_|_|_| NUMBER

11. Is the respondent's home located on a hill, in a valley or on flat land?

- 1 ☐ Hill
2 ☐ Valley
3 ☐ Flat land

12. Name of Primary Respondent (See previous table):

13. Age of Primary Respondent (See previous table):

|_|_| NUMBER

14. Gender of Primary Respondent (See previous table):

- 1 ☐ Male
2 ☐ Female

15. Relation to Head of Household of Primary Respondent:

- 1 ☐ Head of Household
2 ☐ Spouse
3 ☐ Son or Daughter
4 ☐ Brother or Sister
5 ☐ Mother or Father
6 ☐ Grandson or Granddaughter
7 ☐ Other Relative
8 ☐ Other Non-Relative

16. Years of Completed Education for Primary Respondent (See previous table):

|_|_| NUMBER

DEMOGRAPHIC INFORMATION (*Questions*)**17. What is the primary language you speak at home?**

- 1 ☐ Kinyarwanda
 2 ☐ French
 3 ☐ English
 4 ☐ Other

18. How many other households are within 500 meters of your home?

- 1 ☐ 1-10
 2 ☐ 11-20
 3 ☐ More than 20

19. How many children under the age of 16 live in your household?

|_|_| NUMBER

20. Do you earn income for your household?

- 1 ☐ Yes
 0 ☐ No

20a. How do you earn income for your household?

- 1 ☐ Self-employed, agriculture
 2 ☐ Self-employed, business
 3 ☐ Employee, state or public sector
 4 ☐ Employee, private sector
 5 ☐ Student
 6 ☐ Unemployed

21. What is your primary profession?

- 1 ☐ Laborer
 2 ☐ Business person
 3 ☐ Farmer
 4 ☐ Tailor
 5 ☐ Teacher
 6 ☐ Civil servant
 7 ☐ Student
 8 ☐ Unemployed
 9 ☐ Other

22. How many years have you been in this profession?

|_|_| NUMBER

23. What is the material of the roof of your home?

- 1 ☐ Straw/thatch
 2 ☐ Tin
 3 ☐ Tile
 4 ☐ Other

24. What is the material of the walls in the main living room?

- 1 ☐ Straw/thatch/mud
 2 ☐ Brick
 3 ☐ Wood
 4 ☐ Cement
 5 ☐ Stone
 6 ☐ Other

25. What is the material of the floor in the main living room?

- 1 ☐ Dirt
 2 ☐ Wood
 3 ☐ Tile
 4 ☐ Cement
 5 ☐ Other

26. Do you own a mattress?

- 1 ☐ Yes
 0 ☐ No

27. Has your household eaten meat within the past two weeks?

- 1 ☐ Yes
 0 ☐ No

28. In a normal month, how much money does your household spend on expenses for basic needs, such as food, clothing, and housing?

Q.28a Food	Q.28b Clothing	Q.28c Housing
RWF _ _ _ _ _ _ _	RWF _ _ _ _ _ _ _	RWF _ _ _ _ _ _ _

29. In a normal month, do members of your household eat food your household produces?

- 1 ☐ Yes
 0 ☐ No

MEDIA/RADIO (SERVICES AND PROGRAMMING)

Next, I would like to ask some questions about radio programming and how you find out about news and important events.

30. What is your primary source of international news?**MARK ONLY ONE**

- 1 ☐ Radio
 2 ☐ Television
 3 ☐ Newspaper
 4 ☐ Internet
 5 ☐ Conversations with others
 6 ☐ Public meetings
 7 ☐ Public message board
 d ☐ Don't know

31. What is your primary source of national news?**MARK ONLY ONE**

- 1 ☐ Radio
 2 ☐ Television
 3 ☐ Newspaper
 4 ☐ Internet
 5 ☐ Conversations with others
 6 ☐ Public meetings
 7 ☐ Public message board
 d ☐ Don't know

32. What is your primary source for information about local news and important events in your district?

MARK ONLY ONE

- 1 ☐ Radio
2 ☐ Television
3 ☐ Newspaper
4 ☐ Internet
5 ☐ Conversations with others
6 ☐ Public meetings
7 ☐ Public message board
d ☐ Don't know

33. When do you think the next election will be held for government officials located in your district? Please specify a year.

____ YEAR

34. When do you think the next parliamentary election will be held? Please specify a year.

____ YEAR

35. Do you own a radio?

- 1 ☐ Yes
0 ☐ No

36. Do you listen to the radio?

- 1 ☐ Yes

- 0 ☐ No → SKIP TO Q.36b

36a. If yes, how often do you listen to the radio?

- 1 ☐ Every day
2 ☐ A few times a week
3 ☐ A few times a month
4 ☐ Less than once a month
d ☐ Don't know

36b. If no, why do you not listen to the radio?

- 1 ☐ There is no radio signal locally available
2 ☐ I cannot understand the language of broadcasts
3 ☐ I do not prefer to listen to the language of broadcasts
4 ☐ I do not like the content of broadcasts
d ☐ Don't know

CONTINUE TO Q.69

37. How often would you say you listen to the following kinds of radio programming?

Programming	Every Day	A few times a week	A few times a month	Less than once a month	Never	Don't Know
a. International News.....	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	d <input type="checkbox"/>
b. National News	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	d <input type="checkbox"/>
c. Local News	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	d <input type="checkbox"/>
d. Music	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	d <input type="checkbox"/>
e. Radio Plays or Stories.	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	d <input type="checkbox"/>

38. Do you believe that the local news you hear on the radio reflects a reliable or accurate account of what is happening?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

38a. If yes, how reliable or accurate is the local news?

- 1 ☐ It is somewhat accurate
2 ☐ It is very accurate

39. How often are you able to listen to radio programming that is in your primary language?

- 1 ☐ Always
2 ☐ Sometimes
3 ☐ Never

40. How many of the following radio stations are you aware of?

MARK ALL THAT APPLY

- 1 ☐ Radio France International (RFI)
2 ☐ British Broadcasting Corporation (BBC)
3 ☐ Voice of America (VOA)
4 ☐ Radio Rwanda
5 ☐ Contact FM
6 ☐ Ishingiro Community Radio
7 ☐ Isangano Community Radio
8 ☐ Other Local Station(s)

41. Which radio stations do you listen to during an average week?

MARK ALL THAT APPLY

- 1 ☐ Radio France International (RFI)
2 ☐ British Broadcasting Corporation (BBC)
3 ☐ Voice of America (VOA)
4 ☐ Radio Rwanda
5 ☐ Contact FM
6 ☐ Ishingiro Community Radio
7 ☐ Isangano Community Radio
8 ☐ Other Local Station(s)

42. Which station do you prefer to listen to regarding local news and important events in your district?

- 1 ☐ Radio France International (RFI)
2 ☐ British Broadcasting Corporation (BBC)
3 ☐ Voice of America (VOA)
4 ☐ Radio Rwanda
5 ☐ Contact FM
6 ☐ Ishingiro Community Radio
7 ☐ Isangano Community Radio
8 ☐ Other Local Station(s)

43. Typically, how many hours per week do you listen to the particular station you named?

____ NUMBER

44. Does this station provide information about government decisions in your district?

- 1 ☐ Yes
0 ☐ No

45. Does this station provide information about the local elections for officials in your district?

- 1 ☐ Yes
0 ☐ No

46. Do you believe that the local news about your district you hear on that radio station reflects a reliable or accurate account of what is happening?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

46a. If yes, how reliable or accurate is the local news?

- 1 ☐ It is somewhat accurate
2 ☐ It is very accurate

47. Suppose you heard different or conflicting reports of the same news story about your district on different radio stations. How accurate do you think each radio station would be?

	Not at all accurate	Somewhat accurate	Very accurate	Don't know
a. Radio France International (RFI)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
b. British Broadcasting Corporation (BBC)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
c. Voice of America (VOA)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
d. Radio Rwanda	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
e. Contact FM	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
f. Ishingiro Community Radio	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
g. Isangano Community Radio	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>
h. Other Local Station(s)	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	d <input type="checkbox"/>

48. Can you find reliable or accurate news on the radio?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

48a. If yes, how pleased are you with your ability to find reliable or accurate news on the radio?

- 1 ☐ Very pleased
2 ☐ Somewhat pleased
3 ☐ Neutral/Not sure
4 ☐ Somewhat displeased
5 ☐ Very displeased

49. Are you pleased with the radio broadcasting that is available to you?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.49b
d ☐ Don't know

49a. If yes, how pleased are you with the radio broadcasting that is available to you?

- 1 ☐ Very pleased
2 ☐ Somewhat pleased
3 ☐ Neutral/Not sure

49b. If no, how displeased are you with the radio broadcasting that is available to you?

- 1 ☐ Very displeased
2 ☐ Somewhat displeased
3 ☐ Neutral/Not sure

50. Which station do you prefer to listen to for national news?

- 1 ☐ Radio France International (RFI)
2 ☐ British Broadcasting Corporation (BBC)
3 ☐ Voice of America (VOA)
4 ☐ Radio Rwanda
5 ☐ Contact FM
6 ☐ Ishingiro Community Radio
7 ☐ Isangano Community Radio
8 ☐ Other Local Station(s)

51. Typically, how many hours per week do you listen to the particular station you named?

|_|_| NUMBER

52. Do you believe that the national news you hear on that radio station reflects a reliable or accurate account of what is happening?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

52a. If yes, how reliable or accurate is the national news on that radio station?

- 1 ☐ It is very accurate
2 ☐ It is somewhat accurate
3 ☐ Neutral/Not sure

53. Which station do you prefer to listen to for international news?

- 1 ☐ Radio France International (RFI)
2 ☐ British Broadcasting Corporation (BBC)
3 ☐ Voice of America (VOA)
4 ☐ Radio Rwanda
5 ☐ Contact FM
6 ☐ Ishingiro Community Radio
7 ☐ Isangano Community Radio
8 ☐ Other Local Station(s)

54. Typically, how many hours per week do you listen to the particular station you named?

|_|_| NUMBER

55. Do you believe that the international news you hear on that radio station reflects a reliable or accurate account of what is happening?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

55a. If yes, how reliable or accurate is the international news on that radio station?

- 1 ☐ It is very accurate
2 ☐ It is somewhat accurate
3 ☐ Neutral/Not sure

56. The next set of questions is about Ishingiro Community Radio and Isangano Community Radio. Have you heard of either of these stations?

- 1 ☐ Ishingiro Community Radio only
2 ☐ Isangano Community Radio only
3 ☐ Both radio stations
4 ☐ Neither radio station

→ SKIP TO Q.57

→ SKIP TO Q.69

56a. Which radio station do you listen to more often?

- 1 ☐ Ishingiro Community Radio
2 ☐ Isangano Community Radio
3 ☐ I don't listen to either station

→ SKIP TO Q.69

56b. Please think of the station you listen to less often. How many hours per week do you listen to Ishingiro/Isangano Community Radio?

|_|_| NUMBER

IN Q.57-Q.68, ONLY REFER TO THE STATION SELECTED IN Q.56a

(IF RESPONDENT LISTENS TO BOTH STATIONS: Now I would like to ask you some questions about the station that you listen to more often.)

57. Typically, how many hours per week do you listen to (Ishingiro/Isangano)?

|_|_| NUMBER

58. How often do you listen to (Ishingiro/Isangano)?

- 1 ☐ Every day
2 ☐ A few times a week
3 ☐ A few times a month
4 ☐ Less than once a month
d ☐ Don't know

59. What kind of programming do you prefer to listen to on (Ishingiro/Isangano)?

- 1 ☐ International News
2 ☐ National news
3 ☐ Local news
4 ☐ Music
5 ☐ Radio plays/stories
6 ☐ Other

60. How often do you listen to international news on (Ishingiro/Isangano)?

- 1 ☐ Every day
2 ☐ A few times a week
3 ☐ A few times a month
4 ☐ Less than once a month
5 ☐ Never
d ☐ Don't know

61. How often do you listen to national news on (Ishingiro/Isangano)?

- 1 ☐ Every day
2 ☐ A few times a week
3 ☐ A few times a month
4 ☐ Less than once a month
5 ☐ Never
d ☐ Don't know

62. How often do you listen to local news on (Ishingiro/Isangano)?

- 1 ☐ Every day
2 ☐ A few times a week
3 ☐ A few times a month
4 ☐ Less than once a month
5 ☐ Never
d ☐ Don't know

63. Does (Ishingiro/Isangano) provide information about government decisions in your district?

- 1 ☐ Yes
0 ☐ No

64. Does (Ishingiro/Isangano) provide information about the local elections for officials in your district?

- 1 ☐ Yes
0 ☐ No

65. Does (Ishingiro/Isangano) broadcast in your primary language?

- 1 ☐ Yes
0 ☐ No

→ SKIP TO Q.66

65a. How often does (Ishingiro/Isangano) broadcast in your primary language?

- 1 ☐ Always
2 ☐ 4 or more hours per day
3 ☐ Under 4 hours per day
4 ☐ Several times a week
5 ☐ Less than once a week
d ☐ Don't know

66. Are you pleased with (Ishingiro/Isangano)?

- 1 ☐ Yes
0 ☐ No → **SKIP TO Q.66c**
d ☐ Don't know

66a. If yes, how pleased are you with that station?

- 1 ☐ Very pleased
2 ☐ Somewhat pleased
3 ☐ Neutral/Not sure

66b. What do you find most pleasing about (Ishingiro/Isangano)?

- 1 ☐ Strength of the radio signal
2 ☐ The language of the broadcasts
3 ☐ Programs about news and events in my district
4 ☐ Programs about national news
5 ☐ Music programs
6 ☐ Radio plays and story programs

CONTINUE TO Q.67

66c. If no, how displeased are you with that station?

- 1 ☐ Very displeased
2 ☐ Somewhat displeased
3 ☐ Neutral/Not sure

66d. What do you find most displeasing about (Ishingiro/Isangano)?

- 1 ☐ Strength of the radio signal
2 ☐ The language of the broadcasts
3 ☐ Programs about news and events in my district
4 ☐ Programs about national news
5 ☐ Music programs
6 ☐ Radio plays and story programs

67. Do you think that (Ishingiro/Isangano) compared to other radio stations provides trustworthy local news and information about important events in your district?

- 1 ☐ Yes
0 ☐ No → **SKIP TO Q.67b**
d ☐ Don't know

67a. If yes, how trustworthy is the local news and information on that radio station compared to other stations?

- 1 ☐ It is much more trustworthy
2 ☐ It is somewhat more trustworthy
3 ☐ It is the same

67b. If no, how trustworthy is the local news and information on that radio station compared to other stations?

- 1 ☐ It is much less trustworthy
2 ☐ It is somewhat less trustworthy
3 ☐ It is the same

68. Do you think that (Ishingiro/Isangano) compared to other radio stations provides trustworthy national news?

- 1 ☐ Yes
0 ☐ No → **SKIP TO Q.68b**
d ☐ Don't know

68a. If yes, how trustworthy is the national news on that radio station compared to other stations?

- 1 ☐ It is much more trustworthy
2 ☐ It is somewhat more trustworthy
3 ☐ It is the same

68b. If no, how trustworthy is the national news on that radio station compared to other stations?

- 1 ☐ It is much less trustworthy
2 ☐ It is somewhat less trustworthy
3 ☐ It is the same

CIVIC PARTICIPATION (ACTIVITIES)

Now I am going to ask you some questions about your local government. The study values your answers to these questions, even if you feel that some of the topics may not apply to you. It is important for the study that we ask everyone the same questions. Please remember that you can stop me at any time if you have a question as well.

69. Have you ever voted in a district, sector, or cell government election?

- 1 ☐ Yes
0 ☐ No

70. Are you planning to vote in the next election for government officials in your district?

- 1 ☐ Yes
0 ☐ No

71. Do you know the name of your District Mayor?

- 1 ☐ Yes
0 ☐ No

71a. If yes, what is the name of your District Mayor?

Name: _____

72. Do you know the name of at least one member of your district council?

- 1 ☐ Yes
0 ☐ No

73. Do you know the name of at least one member of your sector council?

- 1 ☐ Yes
0 ☐ No

74. Do you know the name of at least one member of your cell council?

- 1 ☐ Yes
0 ☐ No

75. Have you spoken with a member of your cell council about a government issue in the last 12 months?

- 1 ☐ Yes
0 ☐ No

76. In your district, are you aware of any public meetings held by the government?

- 1 ☐ Yes
0 ☐ No

76a. If yes, did you or a member of your household attend any of these meetings?

- 1 ☐ Yes
0 ☐ No

77. Under the government's budget planning process, every district in Rwanda is asked to develop a district budget based on priorities and needs identified by local citizens. In your district, are you aware of any public meetings related to government budget priorities, whether DDP reviews, Accountability Days or otherwise, held in the last 12 months?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.85

78. How did you hear about these meetings?

MARK ALL THAT APPLY

- 1 ☐ Radio
2 ☐ Television
3 ☐ Newspaper
4 ☐ Internet
5 ☐ Conversations with others
6 ☐ Public meetings
7 ☐ Public message board
8 ☐ Don't know

79. In the last 12 months, have you or a member of your household attended a public meeting related to government budget priorities?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.85

79a. If yes, how many attendances in the last 12 months?

____ NUMBER

80. Did you attend these any of these events?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.85

80a. If yes, how useful was it to attend these events?

- 1 ☐ Very useful
2 ☐ Somewhat useful
3 ☐ Not useful

81. Typically, how many citizens attend one of these events?

____,____ NUMBER

82. Of the citizens who attended these events, how many spoke or asked questions during the meeting?

- 1 ☐ More than half
2 ☐ Between 10% and half
3 ☐ Less than 10%
4 ☐ None; only government officials spoke

83. Do you think citizens influenced government officials at these meetings?

- 1 ☐ Yes
0 ☐ No

83a. If yes, to what degree do you think officials were influenced at this meeting?

- 1 ☐ Very influenced
2 ☐ Somewhat influenced
3 ☐ Neutral/Not influenced

84. How many times did you speak or ask a question at these events?

- 1 ☐ More than once
2 ☐ Once
3 ☐ None, but I wanted to participate
4 ☐ None, and I did not want to participate

85. In your district, are you aware of any public meetings related to issues other than the government budget held in the last 12 months?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.94

86. How did you hear about these meetings?

MARK ALL THAT APPLY

- 1 ☐ Radio
2 ☐ Television
3 ☐ Newspaper
4 ☐ Internet
5 ☐ Conversations with others
6 ☐ Public meetings
7 ☐ Public message board
8 ☐ Don't know

87. In the last 12 months, have you or a member of your household participated in a public meeting related to issues other than the government budget?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.94

87a. If yes, how many times did you or a member of the household participate in the last 12 months?

____ NUMBER

88. Did you attend any of these events?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.94

89. Was it useful to attend these events?

- 1 ☐ Yes
0 ☐ No

89a. If yes, how useful was the attendance?

- 1 ☐ Very useful
2 ☐ Somewhat useful
3 ☐ Not useful

90. Typically, how many citizens attend one of these events?

_____, _____ NUMBER

91. Of the citizens who attended these events, how many spoke or asked questions during the meeting?

- 1 ☐ More than half
2 ☐ Between 10% and half
3 ☐ Less than 10%
4 ☐ None; only government officials spoke

92. Do you think citizens influenced government officials at these meetings?

- 1 ☐ Yes
0 ☐ No

92a. If yes, to what degree do you think officials were influenced at this meeting?

- 1 ☐ Very influenced
2 ☐ Somewhat influenced
3 ☐ Neutral/Not influenced

93. How many times did you speak or ask a question at these events?

- 1 ☐ More than once
2 ☐ Once
3 ☐ None, but I wanted to participate
4 ☐ None, and I did not want to participate

94. Please think of the most recent time you made a request to a government official in your district regarding official government business. Have you made a request in the last 12 months?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.102

95. What was the request about?

MARK ONLY ONE

- 1 ☐ Issuing a license or official document
2 ☐ Paying taxes, fees, or charges
3 ☐ Requesting government help or support
4 ☐ Changing an existing rule or policy
5 ☐ Requesting a new rule or policy
6 ☐ Accessing information
7 ☐ Improving a public service or facility
8 ☐ Other

95a. How urgent was the request?

- 1 ☐ Not urgent
2 ☐ Somewhat urgent
3 ☐ Very urgent

96. Which type of government official did you want to contact about this request?

MARK ONLY ONE

- 1 ☐ District official
2 ☐ Sector official
3 ☐ Cell official
4 ☐ Umudugudu official

97. Were you able to speak with the government official you wanted to consider this request?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.100

98. How difficult was it to reach the official?

- 1 ☐ Not difficult
2 ☐ Somewhat difficult
3 ☐ Very difficult

99. What was the result of the request?

- 1 ☐ Prompt action taken
2 ☐ Delayed action taken
3 ☐ No action taken

100. Are you satisfied with how government officials responded to this request?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.101b

101a. If yes, how satisfied are you with the response?

- 1 ☐ Completely satisfied
2 ☐ Partially satisfied
3 ☐ Neutral/Not sure

101b. If no, how dissatisfied are you with the response?

- 1 ☐ Completely dissatisfied
2 ☐ Partially dissatisfied
3 ☐ Neutral/Not sure

102. Now I am going to ask a few questions about community service organizations and non-governmental organizations (NGOs). Are you aware of any NGOs working in your district?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.106

103. In the last 12 months, have you participated in an activity or meeting organized by an NGO?

- 1 ☐ Yes
0 ☐ No

104. Do you think the work of NGOs in your district reflects citizens' needs and priorities?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.104b

104a. If yes, to what extent do they reflect citizens' needs and priorities?

- 1 ☐ Only in some areas
2 ☐ To a large extent
3 ☐ Completely
d ☐ Don't know

104b. If no, to what extent do they reflect citizens' needs and priorities?

- 1 ☐ Rarely
2 ☐ Never
d ☐ Don't know

105. Do you think the NGOs in your district are able to influence the decisions of government officials?

- 1 ☐ Yes
0 ☐ No

106. Now I am going to ask you a few questions about the Joint Action Development Forum (JADF). The JADF is a group of government officials and NGOs that meet to discuss the district's development priorities. Have you ever heard of the Joint Action Development Forum (JADF)?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.110

107. Are you familiar with your district's Joint Action Development Forum (JADF)?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.110

108. In the last 12 months, have you participated in an activity or meeting organized by your district's JADF?

- 1 ☐ Yes
0 ☐ No

109. Do you feel that the district JADF reflects citizens' priorities?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.109b

109a. If yes, to what extent do they reflect citizens' priorities?

- 1 ☐ Only in some areas
2 ☐ To a large extent
3 ☐ Completely
d ☐ Don't know

109b. If no, to what extent do they reflect citizens' priorities?

- 1 ☐ Rarely
2 ☐ Never
d ☐ Don't know

110. Not including the meetings and groups we just discussed, do you participate in any other organizations in your community? These could be church groups, gender associations, sports clubs, or other organizations.

- 1 ☐ Yes
0 ☐ No

110a. In a typical month, how many times do you participate in a meeting or gathering held by these other organizations?

|_|_| NUMBER

CIVIC PARTICIPATION (OPINIONS AND PERCEPTIONS)

111. Could your voice influence government policies in your district?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

112. Does government listen to the voices of ordinary citizens in your district?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.112b
d ☐ Don't know

112a. If yes, to what extent does government listen to ordinary citizens in your district?

- 1 ☐ Always
2 ☐ Sometimes
d ☐ Don't know

112b. If no, to what extent does government listen to ordinary citizens in your district?

- 1 ☐ Rarely
2 ☐ Never
d ☐ Don't know

113. Do you think you can openly disagree with a government official in your district without facing negative consequences for yourself or your family?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

114. Do you think that it is disrespectful to openly disagree with a government official?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

115. Do local government officials consult with citizens?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

115a. If yes, is that consultation...

- 1 ☐ Too much,
2 ☐ Right amount, or
3 ☐ Too little?

116. Do citizens have influence on local government decision-making?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

116a. If yes, is that influence...

- 1 ☐ Too much,
2 ☐ Right amount, or
3 ☐ Too little?

117. Do you think that women and men have equal influence over the decisions taken by local authorities?

- 1 ☐ Yes → **SKIP TO Q.118**
0 ☐ No
d ☐ Don't know

117a. If no, who has the stronger influence?

- 1 ☐ Men
2 ☐ Women

118. Do the decisions of those in power in your district administration reflect citizens' priorities?

- 1 ☐ Yes
0 ☐ No → **SKIP TO Q.118b**
d ☐ Don't know

118a. If yes, to what extent do the decisions of those in power in your district administration reflect citizens' priorities?

- 1 ☐ Only in some areas
2 ☐ To a large extent
3 ☐ Completely

118b. If no, to what extent do the decisions of those in power in your district administration reflect citizens' priorities?

- 1 ☐ Rarely
2 ☐ Never
d ☐ Don't know

119. Have you ever received information about the government's budget for your district?

- 1 ☐ Yes
0 ☐ No

120. If you had a question about the district budget, do you think you would be able to access that information?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

121. If you had a question about how the district government was spending money, do you think you would be able to access that information?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

122. If you had a question about the salaries of district government officials, do you think you would be able to access that information?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

123. Do you have enough information to decide whether your district government is performing better or worse than other district governments?

- 1 ☐ Yes
0 ☐ No → **SKIP TO Q.125**

124. Do you think your district government is performing better, the same, or worse than other districts?

- 1 ☐ Better than other districts
2 ☐ The same as other districts
3 ☐ Worse than other districts

PUBLIC SERVICES

Now I'm going to ask you some questions about your satisfaction with local public services.

125. Are you satisfied with your drinking water service?

- 1 ☐ Yes
0 ☐ No → **SKIP TO Q.125b**
d ☐ Don't know

125a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
2 ☐ Partially satisfied
3 ☐ Neutral/Not sure

125b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
2 ☐ Partially dissatisfied
3 ☐ Neutral/Not sure

126. Are you satisfied with the maintenance of your local roads? (By "local roads" I mean all government-maintained roads in your district that your household uses.)

- 1 ☐ Yes
 0 ☐ No → **SKIP TO Q.126b**
 d ☐ Don't know

126a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
 2 ☐ Partially satisfied
 3 ☐ Neutral/Not sure

126b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
 2 ☐ Partially dissatisfied
 3 ☐ Neutral/Not sure

127. Are you satisfied with construction of new local roads?

- 1 ☐ Yes
 0 ☐ No → **SKIP TO Q.127b**
 d ☐ Don't know

127a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
 2 ☐ Partially satisfied
 3 ☐ Neutral/Not sure

127b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
 2 ☐ Partially dissatisfied
 3 ☐ Neutral/Not sure

128. Are you satisfied with your waste collection services?

- 1 ☐ Yes
 0 ☐ No → **SKIP TO Q.128b**
 d ☐ Don't know

128a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
 2 ☐ Partially satisfied
 3 ☐ Neutral/Not sure

128b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
 2 ☐ Partially dissatisfied
 3 ☐ Neutral/Not sure

129. Are you satisfied with the quality of education at local public schools?

- 1 ☐ Yes
 0 ☐ No → **SKIP TO Q.129b**
 d ☐ Don't know

129a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
 2 ☐ Partially satisfied
 3 ☐ Neutral/Not sure

129b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
 2 ☐ Partially dissatisfied
 3 ☐ Neutral/Not sure

130. Are you satisfied with the quality of your local health facilities?

- 1 ☐ Yes
 0 ☐ No → **SKIP TO Q.130b**
 d ☐ Don't know

130a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
 2 ☐ Partially satisfied
 3 ☐ Neutral/Not sure

130b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
 2 ☐ Partially dissatisfied
 3 ☐ Neutral/Not sure

RWANDAN NATIONAL POLICE (COMPLAINT/COMMENDATION PROCEDURES)

The following section refers to the blue boxes that were installed by the Rwandan National Police, to provide a public place for citizens to submit commendations or complaints regarding police behavior. There are currently approximately 250 blue boxes in 30 districts.

131. Are you aware of the blue boxes installed in public areas for citizens to post complaints/commendations about local police?

- 1 ☐ Yes
 0 ☐ No → **SKIP TO Q.149**

132. Have you seen any of these blue boxes?

- 1 ☐ Yes
 0 ☐ No

133. Is there a blue box that you feel is conveniently accessible to you?
- 1 ☐ Yes
0 ☐ No
134. About how close is the nearest blue box to your home?
- Distance: Meters
135. How many blue boxes are within 5km of your home?
- NUMBER
136. Have you seen or received any information about what the blue boxes are for and/or how citizens can use them?
- 1 ☐ Yes
0 ☐ No
- 136a. How did you obtain this information?
- 1 ☐ Information posted by the blue box
2 ☐ Information posted on a public notice board
3 ☐ Pamphlet
4 ☐ Radio
5 ☐ Television
6 ☐ Newspaper
7 ☐ Conversations with people
8 ☐ Other
d ☐ Don't know
137. Before this interview, were you aware that the blue boxes could be used to submit complaints?
- 1 ☐ Yes
0 ☐ No
138. Before this interview were you aware that the blue boxes could be used to submit commendations?
- 1 ☐ Yes
0 ☐ No
139. Do you know anyone who has used a blue box?
- 1 ☐ Yes
0 ☐ No
- 139a. Do you know anyone who has received a response after using a blue box?
- 1 ☐ Yes
0 ☐ No
140. Have you ever used a blue box?
- 1 ☐ Yes
0 ☐ No
- 140a. Have you ever received a response after using a blue box?
- 1 ☐ Yes
0 ☐ No
141. Do you have to include your name on the blue box submission form?
- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

142. Have you ever wanted to use a blue box but felt that you were not able to do so?
- 1 ☐ Yes
0 ☐ No
- 142a. What is the primary reason you were not able to use the blue box?
- 1 ☐ The box was located in too public a place (you did not wish others to see you)
2 ☐ The box was too far away
3 ☐ You felt that the document you submitted would not be anonymous (the police would be able to identify you by the document)
4 ☐ Other reason
d ☐ Don't know
143. Do you think that police officials read the complaints and commendations submitted through the blue boxes?
- 1 ☐ Yes
0 ☐ No
d ☐ Don't know
144. Do you think that police officials respond to the complaints and commendations submitted through the blue boxes?
- 1 ☐ Yes
0 ☐ No
d ☐ Don't know
- RWANDAN NATIONAL POLICE (CONFIDENCE IN POLICE)**
145. Do you believe that complaints/commendations from blue boxes have improved RNP responsiveness to citizens?
- 1 ☐ Yes
0 ☐ No
d ☐ Don't know
- 145a. If yes, how has the RNP responsiveness improved?
- 1 ☐ A little improvement 3 ☐ A large improvement
2 ☐ Some improvement
146. Do you believe that complaints/commendations from blue boxes have decreased RNP corruption?
- 1 ☐ Yes
0 ☐ No
d ☐ Don't know
- 146a. If yes, to what extent has corruption decreased?
- 1 ☐ A little reduction 3 ☐ A large reduction
2 ☐ Some reduction
147. If you submitted a complaint or commendation to the RNP, do you think your information would be taken seriously?
- 1 ☐ Yes
0 ☐ No
d ☐ Don't know
- 147a. If yes, how likely do you think it is that your information would be taken seriously?
- 1 ☐ Very likely 4 ☐ Not at all likely
2 ☐ Likely d ☐ Don't know
3 ☐ Not very likely

148. Do you believe that the blue boxes have improved your ability to communicate your opinions to the RNP?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

148a. If yes, how much has your ability to communicate your opinions to the RNP improved?

- 1 ☐ Very little
2 ☐ Somewhat
3 ☐ Very much

149. During the past two years, approximately how many times have you spoken with an RNP officer?

150. Have you ever wanted to send a complaint or commendation to the RNP?

- 1 ☐ Yes
0 ☐ No

151. Do you believe that the RNP punishes police officers who engage in corruption or commit other crimes?

- 1 ☐ Yes
0 ☐ No
d ☐ Don't know

152. Do you think the RNP would enforce the law if a local government official committed a serious crime?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.152b
d ☐ Don't know

152a. If yes, how likely is that enforcement?

- 1 ☐ Very likely
2 ☐ Somewhat likely

152b. If no, how unlikely is that enforcement?

- 1 ☐ Very unlikely
2 ☐ Somewhat unlikely

153. Do you think that the RNP would enforce the law if you committed a serious crime?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.153b
d ☐ Don't know

153a. If yes, how likely is that enforcement?

- 1 ☐ Very likely
2 ☐ Somewhat likely

153b. If no, how unlikely is that enforcement?

- 1 ☐ Very unlikely
2 ☐ Somewhat unlikely

154. To what extent do you agree or disagree that the RNP force is:

154a. Fair – actions are impartial and transparent

- 1 ☐ Strongly agree
2 ☐ Agree
3 ☐ Neither agree nor disagree
4 ☐ Disagree
5 ☐ Strongly disagree
d ☐ Don't know

154b. Honest – not subject to corruption

- 1 ☐ Strongly agree
2 ☐ Agree
3 ☐ Neither agree nor disagree
4 ☐ Disagree
5 ☐ Strongly disagree
d ☐ Don't know

154c. Consistent – actions are the same between different types of people

- 1 ☐ Strongly agree
2 ☐ Agree
3 ☐ Neither agree nor disagree
4 ☐ Disagree
5 ☐ Strongly disagree
d ☐ Don't know

154d. Effective enforcers of the law – police are respected by citizens

- 1 ☐ Strongly agree
2 ☐ Agree
3 ☐ Neither agree nor disagree
4 ☐ Disagree
5 ☐ Strongly disagree
d ☐ Don't know

155. If you had a complaint or commendation to report to the RNP today, how would you be *most* likely to communicate your information?

- 1 ☐ Putting a message in a blue box
2 ☐ Speaking directly with the police officer
3 ☐ Speaking with the police supervisor
4 ☐ Speaking with a local government official
5 ☐ Writing to a local government official
d ☐ Don't know

156. If the RNP created a radio show where citizens could call and provide comments on the police, would you consider using it to report a complaint or commendation?

- 1 ☐ Yes
0 ☐ No

157. In general, are you satisfied with the service of the RNP?

- 1 ☐ Yes
0 ☐ No → SKIP TO Q.157b
d ☐ Don't know

157a. If yes, how satisfied are you?

- 1 ☐ Completely satisfied
2 ☐ Partially satisfied
3 ☐ Neutral/Not sure

157b. If no, how dissatisfied are you?

- 1 ☐ Completely dissatisfied
2 ☐ Partially dissatisfied
3 ☐ Neutral/Not sure



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