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# **Rwanda Threshold Program: Baseline Findings**

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**Millennium Challenge Corporation, October 2011**

**MATHEMATICA**  
**Policy Research**

# Agenda

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## **I. Program Context**

## **II. Evaluation Overview and Sample Design**

## **III. Preliminary Impact Findings**

- Rwanda National Police (RNP) Inspectorate Services

## **IV. Baseline Descriptive Findings**

- Media
- Civic Participation

## **V. Conclusions**

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# I. Program Context

# Rwanda: Country Context

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- **2011 Population: 11 million**
  - 1,100 people per square mile, highest in Africa
  - 19% urban (CIA Factbook)
- **Economy: recovery following 1994 genocide**
  - Per capita GNI of \$490
  - 2010 GDP growth of 7.5% (World Bank)
- **Administrative Divisions**
  - 5 provinces
  - 30 districts
  - 416 sectors

# Several Low Ruling Justly Ratings

Indicator	Ranking, Relative to Income Peer Group
Political Rights	26 <sup>th</sup> percentile
Civil Liberties	39 <sup>th</sup> percentile
Control of Corruption	98 <sup>th</sup> percentile
Government Effectiveness	95 <sup>th</sup> percentile
Rule of Law	76 <sup>th</sup> percentile
Voice and Accountability	23 <sup>rd</sup> percentile

Source: MCC FY2011 Scorecard for Rwanda

# Rwanda Threshold Program

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  - March 2010 – Program evaluation begins



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- **Five components**
  - **RNP Inspectorate Services**
  - **Media**
  - **Local Civic Participation**
  - **Rule of Law for Policy Reform**
  - **National Civil Society**

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  - **Media – IREX**
  - **Local Civic Participation – Urban Institute**
  - **Rule of Law for Policy Reform – Chemonics**
  - **National Civil Society – IREX**
- **Administered by USAID**





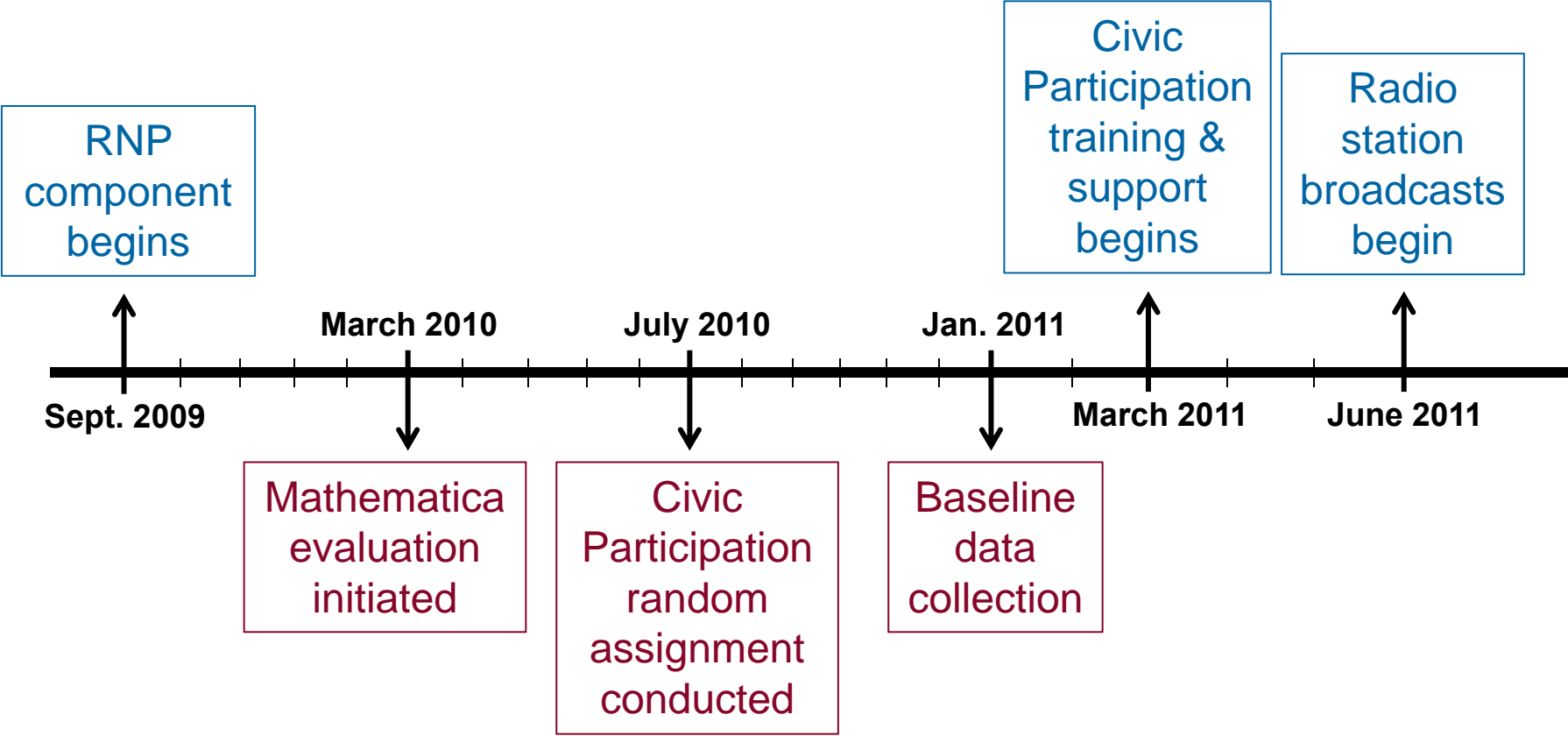
# Rwanda Threshold Program

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  - **RNP Inspectorate Services – ICITAP (results data)**
  - **Media – IREX (baseline data)**
  - **Local Civic Participation – Urban Institute (baseline data)**
  - **Rule of Law for Policy Reform – Chemonics**
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## II. Evaluation Overview and Sample Design

# Evaluation Timeline



# Overview of Evaluation Designs

Component	Evaluation Design
Strengthening RNP Inspectorate Services	Non-matched comparison group
Media Strengthening	Pre-post comparison
Strengthening Civic Participation	Random Assignment

# Data Collection Design

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- **One data collection for all three components**
  - Significant cost efficiencies
- **Sample size powered for each intervention**
  - Accounted for differences in program clustering (district vs. sector)
- **Comprehensive instrument**
  - All respondents answered questions for each component



# Data Collection Details

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- **Nationwide sample**
  - 416 sectors: sample targets based on sector population proportionate to national population
- **Household and respondents randomly selected**
- **Local data collection firm**
- **9,990 respondents surveyed**
  - First round of data collection in January & February 2011
  - Second round planned for early 2012



# Sample Characteristics

- **55 percent female**
  - Among women, 60 percent not employed
- **14 percent older than 50**
- **32 percent with >6 years of education**
  - 11 percent with postsecondary education
- **Sample characteristics broadly align with recent national surveys in Rwanda**
  - World Health Organization
  - World Bank
  - National Institute of Statistics Rwanda

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## **III. Preliminary Impact Findings**

- **Rwanda National Police (RNP) Inspectorate Services**



# RNP: Key Evaluation Outcomes

- **Principal program activities**
  - Collecting citizen complaints and commendations
  - Training workshops for RNP staff (qualitative evaluation)

Component	Evaluated Activity	Outcomes of Interest
Strengthening RNP Inspectorate Services	Collecting citizen complaints and commendations	<ul style="list-style-type: none"><li>• Improved citizen understanding of disciplinary procedures</li><li>• Improved confidence in how the police handle complaints</li><li>• Perceptions of improved police conduct</li></ul>

# RNP Activity Details

- **Intervention: 235 complaint and commendation collection boxes**
  - Program began in 2009; all boxes were fully installed in mid-2010
- **Boxes were installed nationwide**
  - Locations selected to maximize access
  - Boxes in all 30 districts, and half of Rwanda's 416 sectors
    - 235 boxes distributed in 208 sectors (some have multiple boxes)
    - 208 sectors do not have boxes



# RNP Evaluation Design

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- **Evaluation Design: non-matched comparison group**
  - “Treatment” group: citizens located in sectors with complaint boxes
  - Comparison group: citizens living in sectors without complaint boxes
  
- **Approach is vulnerable to selection bias**
  - Differences are likely between treatment and comparison groups
  - Explored matching similar sectors, but not possible without great loss of sample and power

# Sample Differences

	Box in Sector	No Box in Sector	Difference
Gender (% male)	44%	46%	-1.7pp
Years of Education (% >6)	36%	27%	9.2pp*
Employment (% earning income)	47%	44%	3.8pp
Housing (% with dirt floor)	58%	77%	-18.5pp*
Diet (% eating meat recently)	39%	26%	13.1pp*
Sectors	200	203	
Respondents	4,958	4,274	

pp= percentage points

\*Significantly different from zero at the .05 level, two-tailed test. The table reports the difference in means, with robust standard errors adjusted for clustering at the sector level.

# Positive Difference on Program Awareness

	Box in Sector	No Box in Sector	Diff.	Adjusted Diff.
Awareness of Boxes	25%	13%	11.8pp*	10.6pp*
Convenient Accessibility of Boxes	22%	11%	11.0pp*	9.9pp*

pp= percentage points

\*Significantly different from zero at the .05 level, two-tailed test. Adjusted difference measured by Ordinary Least Squares regression of the relevant characteristic on the program-status dummy, controlling for gender, age, years of education, employment status, housing with a dirt floor, and meat consumption. Regressions used robust standard errors clustered at the sector level.

# Small Positive Difference on Program Use

	Box in Sector	No Box in Sector	Diff.	Adjusted Diff.
Awareness of Boxes	25%	13%	11.8pp*	10.6pp*
Convenient Accessibility of Boxes	22%	11%	11.0pp*	9.9pp*
Use of Boxes (you or anyone you know)	5%	3%	2.4pp*	1.7pp*
Submission Box is Preferred Method of Voicing Complaints or Commendations	14%	12%	2.5pp*	2.1pp

pp= percentage points

\*Significantly different from zero at the .05 level, two-tailed test. Adjusted difference measured by Ordinary Least Squares regression of the relevant characteristic on the program-status dummy, controlling for gender, age, years of education, employment status, housing with a dirt floor, and meat consumption. Regressions used robust standard errors clustered at the sector level.

# No Difference on Perceptions of Police

	Box in Sector	No Box in Sector	Diff.	Adjusted Diff.
Complete Satisfaction with Police Services	89	89	0.2pp	0.9pp
<i>Strongly Agree That Police Are:</i>				
Fair	58	59	-1.0pp	-1.0pp
Honest	52	53	-1.9pp	-0.5pp
Consistent	58	59	-1.7pp	-0.6pp
Effective	61	60	0.6pp	0.7pp

pp= percentage points

\*Significantly different from zero at the .05 level, two-tailed test. Adjusted difference measured by Ordinary Least Squares regression of the relevant characteristic on the program-status dummy, controlling for gender, age, years of education, employment status, housing with a dirt floor, and meat consumption. Regressions used robust standard errors clustered at the sector level.

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## **IV. Baseline Descriptive Findings:**

- **Media**



# Media: Key Evaluation Outcomes

## ■ Principal program activities

- Supporting community radio stations
- Training workshops journalists (qualitative evaluation)
- Business planning for media orgs (qualitative evaluation)

Component	Evaluated Activity	Outcomes of Interest
Media Strengthening	Supporting community radio stations	<ul style="list-style-type: none"><li>• Awareness of community radio station broadcasts</li><li>• Knowledge of local current affairs</li><li>• Access to reliable and objective news sources</li></ul>

# Media Evaluation Design

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- **Intervention: establishing two new community radio stations**
  - Stations began broadcasting in June 2011 (after baseline survey)
- **Evaluation Design: Pre-Post Comparison**
  - Pre-post design of citizens living in the broadcast regions of the two RTP-supported radio stations
  - Baseline data collection in Jan. & Feb. 2011
  - Follow-up data collection planned for early 2012
- **Baseline data describe national media environment**

# High Radio Listenership

- **78 percent listen to radio programs,**
  - 56 percent listen daily
- **Radio is the most common source for local news**

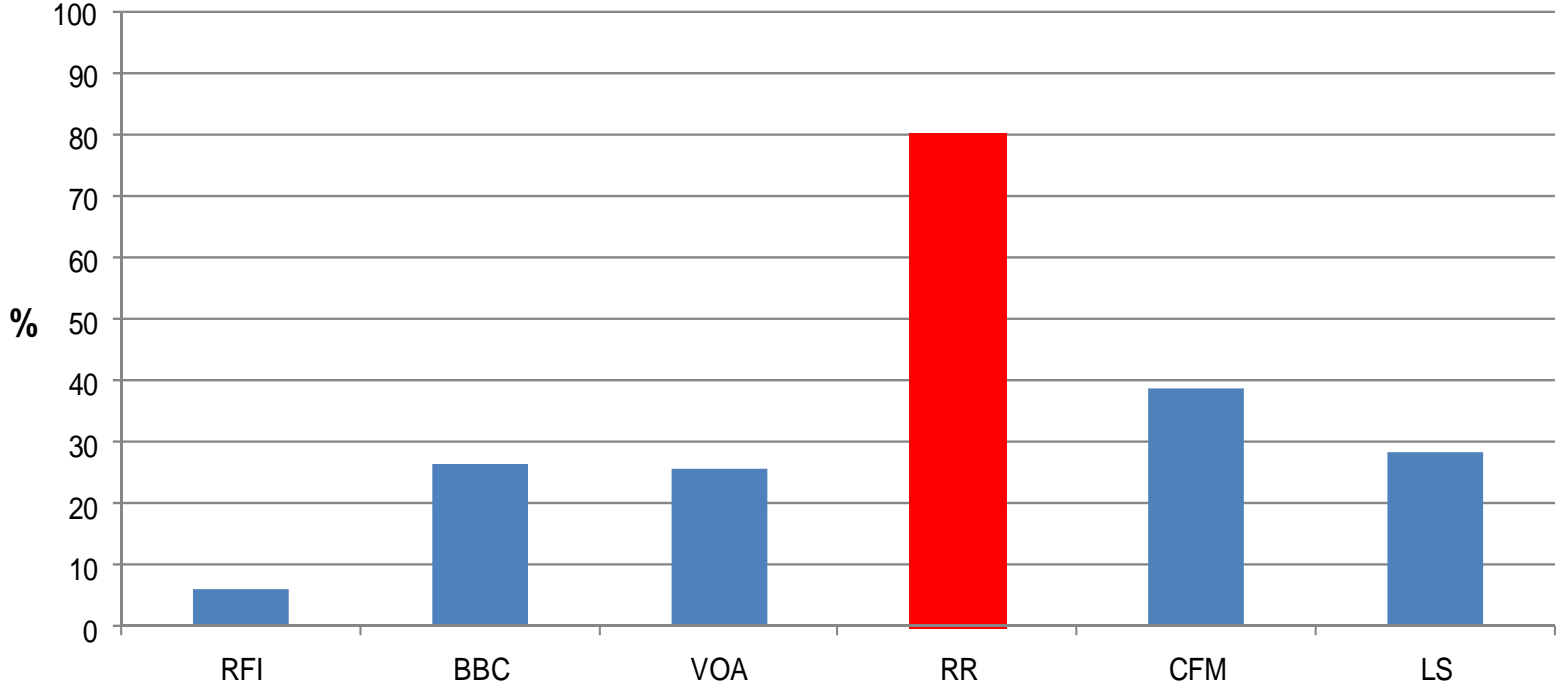
Primary Local News Source	
Radio	54.6%
Public Meetings	29.2%
Conversation with Others	12.3%
Television	1.7%

# Radio Rwanda is Highly Popular

Primary News Source	Local (%)	National (%)	International (%)
Radio Rwanda	79.5	93.4	41.5
BBC	3.9	2.8	46.9
Voice of America	<1	<1	8.7
Other	13.8	1.6	1.1

# Radio Rwanda is Perceived as Accurate

Percentage of Radio Listeners Who Regard Station as “Very Accurate” When Reports Differ



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## **IV. Baseline Descriptive Findings:**

- **Civic Participation**

# Civic Participation: Key Outcomes

- **All program activities covered by randomized evaluation design**
  - Additional qualitative research also planned

Component	Evaluated Activity	Outcomes of Interest
Strengthening Civic Participation	Training district and sector government officials and civil society organizations	<ul style="list-style-type: none"><li>• Increased citizen ability to monitor government performance</li><li>• Improved knowledge of mechanisms for citizen participation</li><li>• Increased public input into local policymaking and governance</li></ul>



# Civic Participation Activities

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- **Training local government officials to increase responsiveness to citizens**
- **Support for local civil society organizations**
- **Districts receive support for:**
  - Participatory budgeting
  - Citizen report cards and community scorecards
  - Other district-specific activities, identified after needs assessment



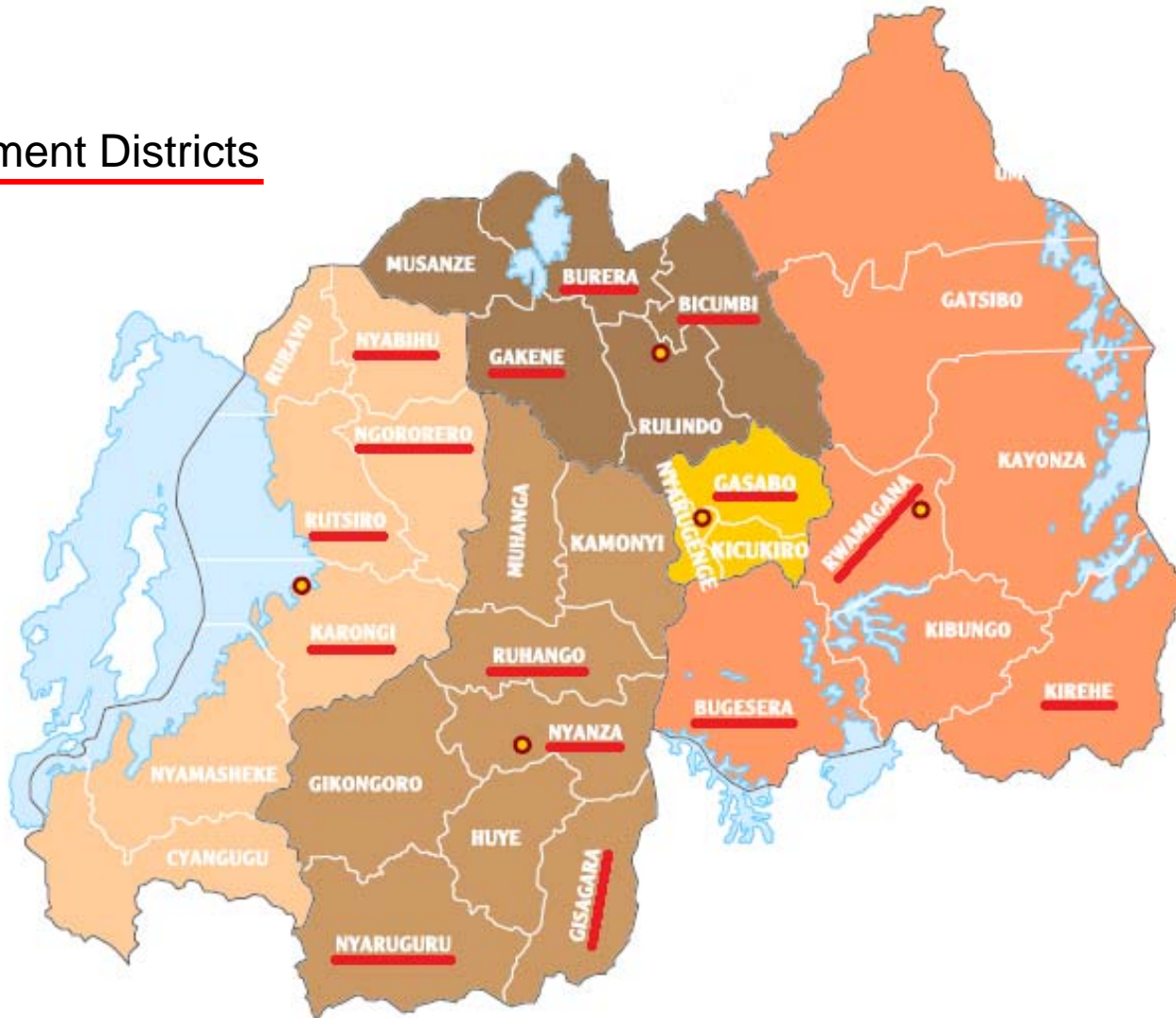


# Civic Participation Evaluation Design

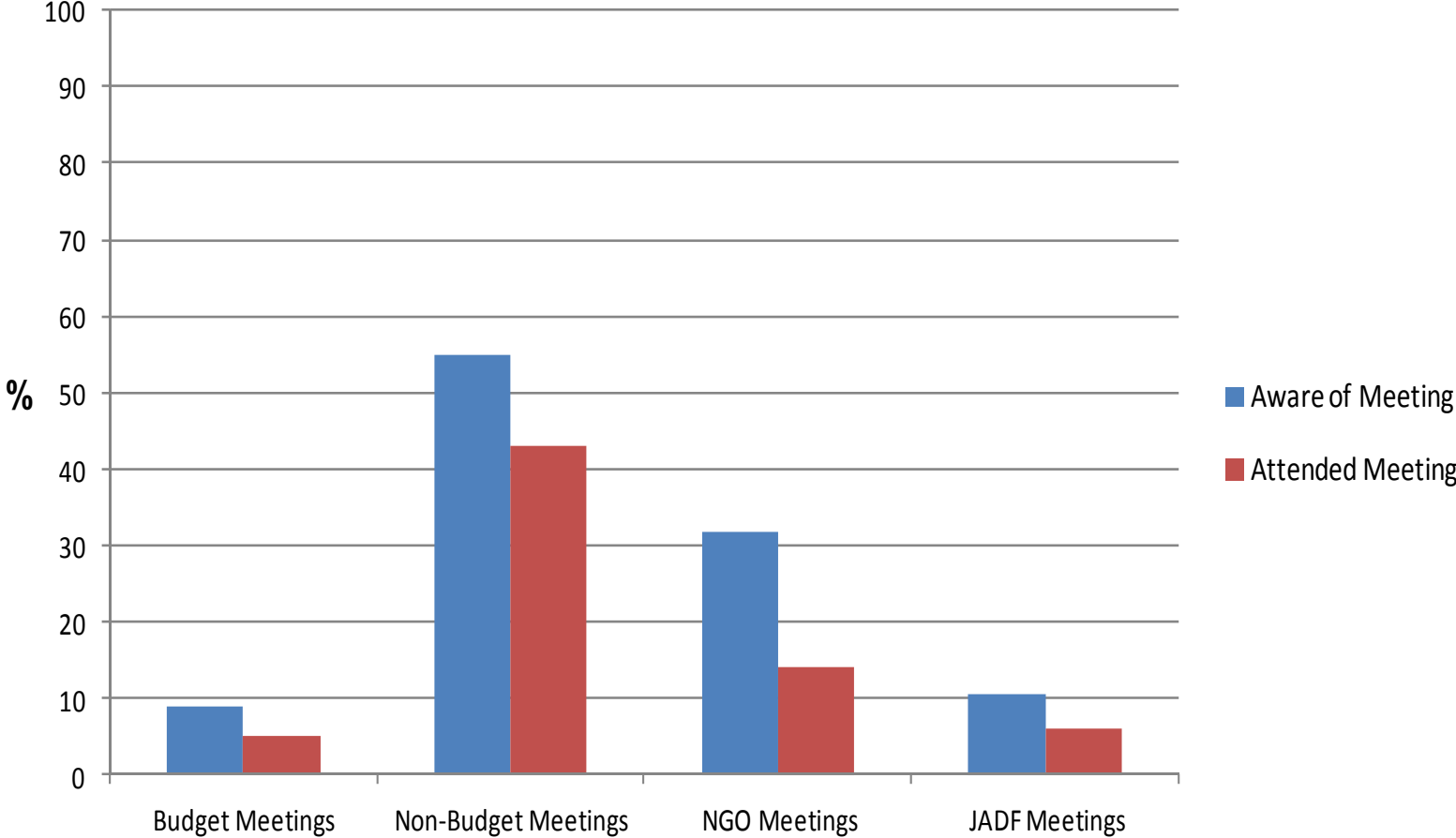
- **Random Assignment in July 2010**
- **Matched pairs of districts using population data and economic indicators**
  - Stratified districts by province before matching
  - Within each pair, one district randomly assigned to receive the program in 2011
  - 15 treatment districts and 15 control districts
- **Baseline survey confirmed that randomization produced equivalent treatment and control groups**
  - Survey also describes national civic participation indicators before the program

# Civic Participation Evaluation Design (cont'd)

## Treatment Districts



# Low Awareness of Civic Meetings

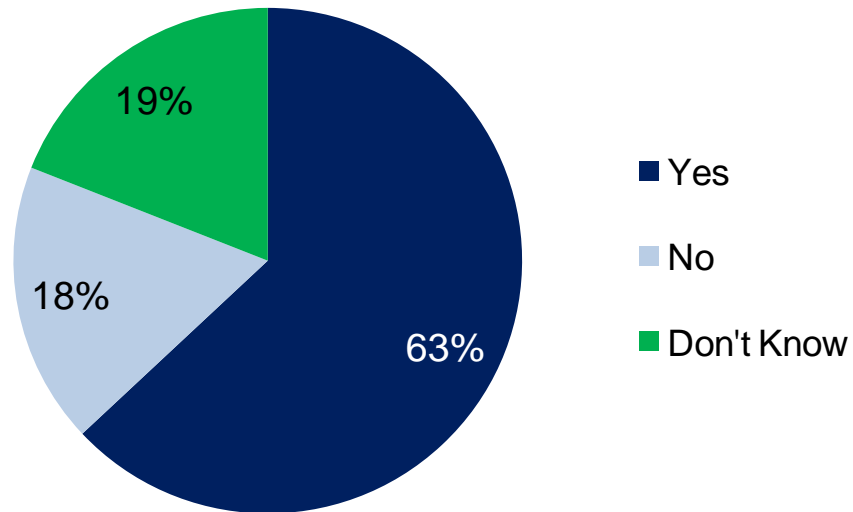


# Low Access to Governance Information

Indicator	Yes (%)	No (%)	Don't Know (%)
Ever Received District Budget Information	12	88	--
Can Access District Budget	41	41	18
Can Assess District Government Performance Relative to Other Districts	36	64	--

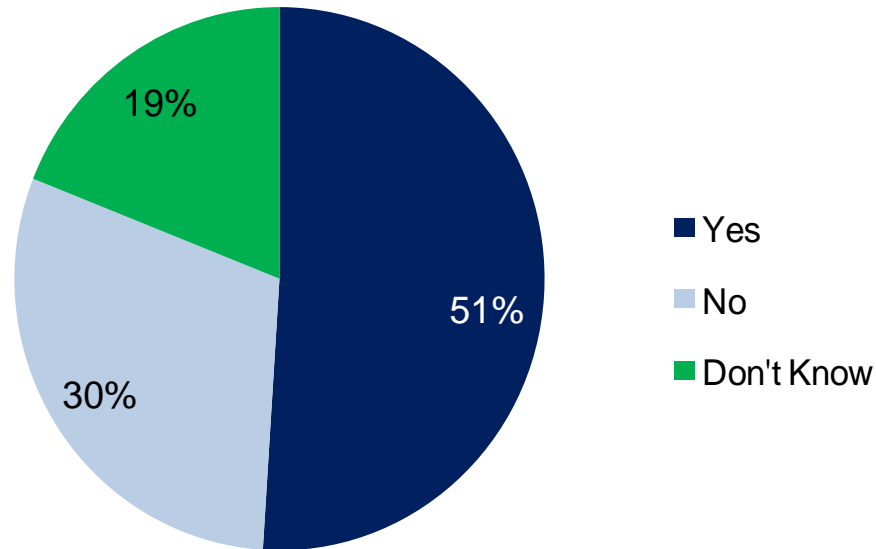
# Majority Feel Able to Influence Government

“Could your voice influence government policy in your district?”

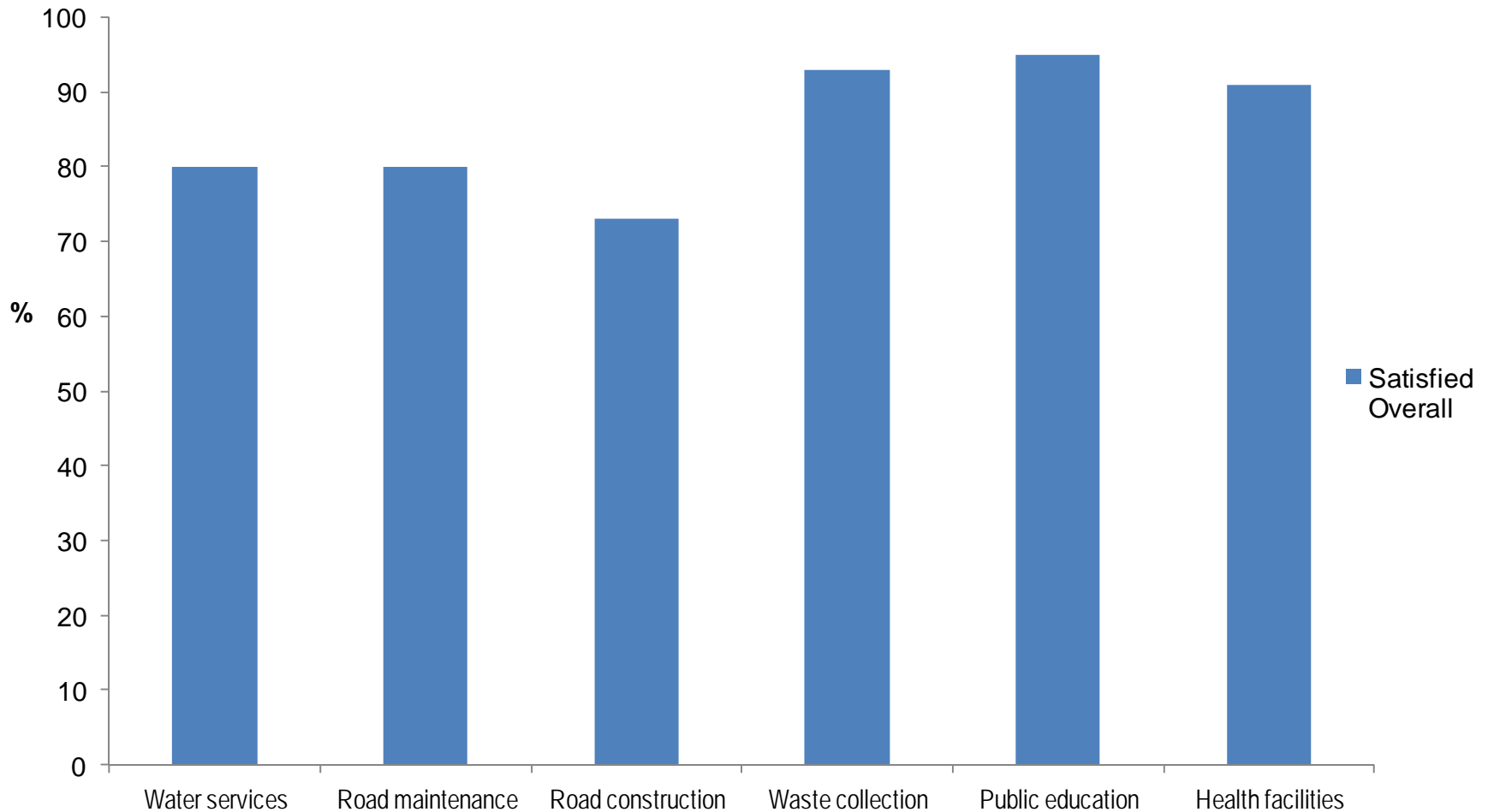


# Only Half Feel Able to Freely Disagree with a Government Official

“Can you openly disagree with a government official in your district without facing negative consequences for yourself or your family?”



# High Levels of Service Satisfaction



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# V. Conclusions



# Summary of Findings

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- **Strengthening RNP Inspectorate Services:**
  - Small difference on use of feedback system (2 pp)
  - No difference on perceptions of police
- **Media program:**
  - High radio use at baseline
  - Strong preferences for a single station at baseline
- **Civic participation program:**
  - Strong randomized design with baseline equivalence
  - Survey captured variation on outcomes of interest

# Next Steps

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- **Follow-up survey planned for early 2012**
  - RNP Inspectorate Services long-term impacts
  - Media impacts
  - Civic Participation impacts
- **Qualitative research planned for 2012**
  - Process analyses for all five RTP components
  - Focus on implementation challenges and successes
  - Identify any lessons learned

# For Further Information

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- **Contact Matt Sloan or Ira Nichols-Barrer**
  - MSloan@mathematica-mpr.com
  - INichols-Barrer@mathematica.com
  - www.mathematica-mpr.com
- **Baseline Report**
  - *Evaluation of the Rwanda Threshold Program: Baseline Report.* Ira Nichols-Barrer, Lindsay Wood, Matt Sloan, Anu Rangarajan (forthcoming)