

Outcome Evaluation of UNDAF Outcome 1.1: “Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction”

FINAL EVALUATION REPORT

Submitted by

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List of acronyms and abbreviations

CEPGL	Economic Community of the Great Lakes Countries
COCAFEM	Consultative Umbrella of Women's Associations
FAO	Food and Agriculture Organization
FRQ	Financial Request Quarter
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
MIFOTRA	Ministry of Public Service and Labour
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINEAC	Ministry of the East African Community
MINICOM	Ministry of Commerce
MININFRA	Ministry of Infrastructure
MINIRENA	Ministry of Natural Resources
NBR	National Bank for Rwanda
NISR	National Institute of Statistics of Rwanda
PMO	Prime Minister's Office
PSF	Private Sector Foundation
RBM	Results Based Management
RDB	Rwanda Development Board
RECs	Regional Economic Communities
RRA	Rwanda Revenue Authority
UN	United Nations
UNCTAD	United Nations Committee on Trade and Development
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEP	United Nations Environment Program
UNESCO	United Nations Education and Scientific Organization
UNHABITAT	United Nations Habitat

UNIDO	United Nations Industrial Development Organization
UNWOMEN	United Nations Women
WFP	World Food Program

Executive summary

Background: The two UNDP supported projects: ‘Support for Effective Development Cooperation for Results’ and ‘Transformational Capacity Development for the implementation and coordination of the Government policy and program’ were designed and implemented coherently as a programme with a purpose of supporting the achievement of UNDAF Outcome 1 “Pro-poor growth and economic transformation enhanced for inclusive development and poverty reduction”. Aligned with the National development priorities enshrined in EDPRS 2 and Vision 2020, the programme was designed in response to capacity gaps that impeded the effective implementation of EDPRS 1 and other government programmes. Thus, the achievement of the UNDAF Outcome 1 was envisaged through strengthened implementation of EDPRS2.

Coordinated under the Ministry of Finance and Economic Planning (MINECOFIN), ‘Support for Effective Development Cooperation for Results’ project sought to: i) Support effective development cooperation and resource mobilization particularly from non-traditional sources; ii) Strengthen Government of Rwanda’s National Evidence-based policy planning, analysis and M&E capacities, mechanisms and processes. Four outputs were identified to support the realisation of the project objectives and these were: i) Enhanced Government capacities to lead on aid effectiveness (coordination, harmonisation, alignment and mutual accountability); ii) Strengthened Government capacities to effectively mobilize external resources based on strategic priorities of investments and financing needs; iii) Strengthened technical capacity of MINECOFIN and other participating institutions to carry out and disseminate evidence-based analytical policy research and devise effective monitoring and evaluation systems; and iv) NHD, MDGs, EDPRS II and other UNDP-MINECOFIN mandatory reports produced, disseminated and understood by all stakeholders.

The ‘Transformational Capacity Development for the implementation and coordination of the Government policy and program’ project was designed to address critical capacity constraints in the central and local governments to facilitate the implementation of the country’s transformational agenda in the context of EDPRS II. Coordinated by the National Capacity Building Secretariat (NCBS)¹, the project targeted to strengthen the capacities of the Prime Minister’s Office, Local Government entities, MINECOFIN, NISR, Rwanda Development Board (RDB) and the National Capacity Building Secretariat (NCBS) to effectively coordinated the implementation of government programmes with focussed service delivery.

The evaluation: The implementation of the two projects commenced in January, 2014 and is slated to end in June 2018. Hence the need for the evaluation to assess how these projects and other UN programmes have contributed to the UNDAF outcome 1.1: “Pro-Poor Growth and Economic Transformation Enhanced for Inclusive Economic Development and Poverty Reduction”.

Methodology: A mixed methods approach that highly integrated participatory techniques was adopted for this evaluation. Stakeholder consultations in form of key informant interviews and group discussions were held particularly with the programme staff from both UNDP and Government sides, and donors (see annex 4). A desk review focusing on programme documents and other relevant reports was also undertaken to supplement data obtained from stakeholders (list of documents reviewed in annex 5). OECD/DAC evaluation criteria formed the overall analytical framework with emphasis on articulating the programme relevance, effectiveness, efficiency and sustainability while delineating UNDP’s contribution.

¹ NCBS was renamed as

Findings: The evaluation findings detail the contribution of the UNDP-led programme that involved the two projects implemented under MINECOFIN and NCBS. However, the contribution of other UN programmes in general towards the achievement of UNDAP Outcome 1.1 is also discussed.

The UNDP-led programme design was well thought through and is logical in supporting the realisation of UNDAP Outcome 1. The problem for which the programme was designed to address was well identified and the programme interventions are sound. The design and implementation of the programme integrates national stakeholders well in a manner that sufficiently promotes ownership and sustainability. The alignment between the programme and the national development priorities is satisfactory and the programme is thus rated as being highly relevant.

The performance of the programme on all output indicators is rated as satisfactory as more than 70% of the output targets had by the time of this evaluation been completed. As such, the programme is well positioned to meaningfully contribute to the achievement of UNDAP outcome 1. However, the available data on the outcome indicators still date way back to 2014 which is the starting time of the project. As such, there is no current data that best reflects outcome level achievement as most statistical data being quoted in various documents are of 2014 which is also the programme start period. Nevertheless, based on the logically flowing programme theory of change, the output level achievements are potentially able to support the realisation of the desired outcomes.

The programme has successfully supported national capacity strengthening in coordinated policy and programme implementation, effective resource mobilization, development partnership, monitoring and evaluation as well as production and dissemination of analytical studies on key priorities of government. The capacity created by the programme will go a long way in supporting the effective implementation of government programmes for the achievement of the country's medium and long-term development agenda.

All the six programmes that have been implemented to support UNDAP Outcome 1 have made substantial contributions as they were all on track to achieving their output targets, challenges in resource mobilization to support their implementation notwithstanding. UNDP has played a commendable job towards UNDAP Outcome 1 achievement through the directly supported programmes as well as its role in the joint programmes. Out of six programmes in support of UNDAP Outcome 1, UNDP has taken a lead role in four programmes making it the leading UN agency in contributing to the achievement of this output.

Despite the outstanding UNDP's contribution towards achievement of UNDAP Outcome 1, the contribution of other UN agencies is also duly acknowledged. Sound and highly impactful programmes were collaboratively supported by the UN family; a factor that explains the notable progress towards the achievement of the outcome. UN agencies have indeed exhibited commitment to working together in supporting government of Rwanda's efforts to achieve its medium and long-term goals under all result areas of EDPRS II.

The UNDP-led programme made good use of available resources to such an extent that its performance on the efficiency scale is rated satisfactory. UNDP provided adequate financial management guidance which, coupled with the streamlined financial management of the Government of Rwanda, enabled the programme to be implemented with minimum difficulties in resource utilization and accountability. Although the rate of resource absorption has been low throughout the programme implementation period, resource utilization has been rhyming well with programme outputs which indicates programme resources have been used to deliver its outputs.

The degree of government participation in and its ownership of the programme has been sufficient to promote its sustainability. Government institutions were notably at the helm of programme planning and implementation which has yielded a number of opportunities for the sustainability of the programme. Capacity strengthening has been the key programme intervention and this will continuously support the government of Rwanda's efforts to achieve inclusive economic transformation and poverty reduction.

There was satisfactory adherence to UNDP's programming principles both in the programme design and implementation. The programme implementation was well anchored on results based management with greater commitments to gender mainstreaming, respect for and promotion of human rights, environmental sustainability as well as local capacity strengthening as evidenced by the emphasis placed on these issues in programme reporting. The programme performance on this evaluation criteria is rated satisfactory as the evaluation noted greater consciousness across programme implementation to adhere to UNDP's programming principles as reflected in the reporting templates provided for the programme.

Conclusion: The programme logic was sound and able to support the realisation of UNDA Outcome 1 through supporting effective implementation and coordination of government medium and long-term development agenda. The programme outputs well rhymed with the overall UNDA outputs under outcome 1.1 which ensured consistent actions. The proper alignment of UNDA with the GoR development agenda enshrined in EDPRS2 helped to enhance the relevance of UNDP led programme under outcome 1 to national development priorities. Capacity strengthening interventions of the programme were well informed by capacity assessments that were conducted prior to implementation and this helped to ensure proper alignment between the programme interventions and the capacity gaps on the ground.

On the whole, the programme theory of change was sound and sets a strong foundation for the attainment of the UNDA outcome 1. However, the timing of this evaluation should have coincided with major national surveys that would provide more updated data on the outcome indicators. This is because, much as the programme has had outstanding performance at output level, how it has impacted the outcome indicators cannot be accurately articulated without most recent national data on these indicators especially poverty status. Nevertheless, the achievements made at output level indicate that the programme's potential to contribute to national change at outcome level cannot be underestimated.

The good programme performance at output level notwithstanding, programme implementation was severely constrained by cuts in the budget as a result of programme failure to mobilize the envisaged resources. In effect, some activities were not implemented and yet they had envisaged contributory effect on the outcome. The financial risks underlying the programme were not exhaustively assessed at the design stage which deprived the programme to have adequate mitigation measures.

Key lessons: i) Coaching and mentorship is a more effective capacity development approach compared to classical capacity strengthening approach of short-term training. This is because coaching and mentorship allows the transfer of both theoretical and practical skills and provides an avenue for close monitoring of the application of the acquired skills by the beneficiaries. ii) Adoption of National Implementation Modality is key for promoting participation, ownership, capacity strengthening and subsequently sustainability; iii) promoting transparency and mutual accountability is a strong tool for effective resource mobilization; iv) capacity strengthening for effective coordination and implementation government policies and programme is key to ensure the achievement of medium and long term national development agenda.

Recommendation: Capacity strengthening is a continuous process that requires: i) a more mainstreamed and nationally owned initiative that periodically assesses capacity needs for effective service delivery; ii) designs relevant capacity strengthening programmes at various levels of service delivery planning and execution; iii) retention of key personnel whose capacities have been strengthened over time. It is on these grounds that the evaluation recommends the following;

1. Mainstream the capacity strengthening component of the programme in the national capacity building initiative to ensure that capacity gaps are consistently and systematically identified and relevant programmes to fill such gaps are designed and delivered accordingly,
2. Put up measures to retain key staff with requisite capacities in the core functions of service delivery planning and implementation. This calls for the design and implementation of a highly competitive remuneration policy for key governmental officials in order to reduce employee turnover.
3. There should be full scale sustained capacity building programs for in-house and institution based training. Thus, government institutions should prioritize internal capacity development. With frequent capacity assessments, capacity development proposals should be developed and submitted to the central government institution that is charged with the coordination function. This can be made possible by establishing a basket fund to ensure sustained funding for capacity building needs.
4. In the spirit of partnership strengthening, Development partners should mobilise themselves together into specific oriented platform for future programme activities in order to mitigate against financial shortfalls which adversely affect activity implementation. This requires robust resource mobilization strategies through enhanced and broadened partnerships that consider diversified financing mechanisms. Programme should conduct comprehensive risk analysis, develop risk registers and put up mitigation plans.
5. There should be closer collaboration between Operations Management Team and Development Results Groups
6. In future programmes, it is important to put in place sustainability frameworks at the planning stage to facilitate smooth programme closure. Much as there is encouraging evidence for programme sustainability potential, developing and documenting a sustainability plan at the design phase of the programme is a good programme management practice.
7. A combination of both upstream and downstream interventions should be prioritised because of its capacity to yield more direct results even within the programme's lifespan. This is because much as the programme interventions are able to support the achievement of the outcome, there are a number of moderating factors along the programme path whose effect on the outcome may arise way after the programme closure. In the evaluator's opinion, whereas, upstream interventions can be broad based in nature, more direct downstream interventions (preferably on pilot basis) that address the outcome can help reveal the practicability of outcome achievement.
8. Financial reporting should rhyme with activity planning in order to best track expenditure vis-à-vis activity implementation. This is helpful in ensuring that programme expenditure is well tied to results hence value for money.
9. Successor programme(s) should include a specific component of harnessing the gains of the current programme(s) interventions to ensure systematic and coherent achievement of long term national development goals.

1.0 Introduction

This report presents the findings of an Outcome Evaluation of the UNDP interventions in Rwanda towards the realization of UNDAF Outcome 1.1 ***“Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction”***. This independent evaluation was commissioned by UNDP Rwanda and undertaken by Cliff Bernard Nuwakora between February and March 2018.

1.1 Programme background

1.1.1 Programme context

The UN interventions in Rwanda are coordinated under the UNDAF framework; a modality that brings together all UN agencies to ‘Deliver as One’ (DaO) under one Programme, Leader, Budget and Office. Rwanda is one of the countries that is implementing the DaO approach in order to increase the UN system’s impact through more coherent programmes, reduced transaction costs for the government, and lower overhead costs for the UN system. This modality facilitates all UN agencies to work within the UN system, capitalizing on the strengths and comparative advantages of each other. Thus, UNDAF provides the overarching framework for the work of the UN in Rwanda covering the period from July 2013 to June 2018.

With an estimated budget of \$411 million, the design and implementation of UNDAF is in line with the national priorities under the Economic Development Poverty Reduction Strategy 2 (EDPRS 2), the Millennium Declaration and the Framework of the Millennium Development Goals (MDGs), later replaced by the Sustainable Development Goals (SDGs) in 2016, and the Standard Operating Procedures (SOPs) for countries implementing the Delivering as One modality. As such, there are 21 UN agencies (resident and non-resident) working in partnership with over 40 Ministries, Departments and Agencies, Development Partners, and Civil society Organizations in the implementation of the UNDAF. The implementation of UNDAF is geared towards supporting government efforts to achieve economic transformation by promoting strategies for pro-poor and inclusive growth through upstream policy advice, applied research and evidence-based analysis, as well as sustained and relevant monitoring and evaluation.

Hence, the UNDAF 2013 -2018 outlines a common vision, planning, and implementation on how the UN system can support the national needs and priorities as described in Vision 2020 and the 2013-2018 Economic Development and Poverty Reduction Strategy II (EDPRS II). Subsequently, its implementation is centred around four key result areas namely:

- 1) Inclusive Economic transformation
- 2) Accountable Governance
- 3) Human Development, Humanitarian Response and Disaster Management
- 4) One UN Business Operations

Despite the many results areas of UNDAF, this evaluation is only focussed on the UNDAF outcome 1.1 “Pro-Poor Growth and Economic Transformation Enhanced for Inclusive Economic Development and Poverty Reduction” which was envisaged to be achieved through three outputs hereunder;

Output 1.1: “Strengthened Leadership and Capacities of National Institutions to Strategically Plan and Harness Opportunities for Structural Economic Transformation”

Output 1.2: “Strengthened National Capacity for Effective Resource Mobilization and Utilization”

Output 1.3: “Strengthened National Capacities for Industrial and Trade Competitiveness”

1.1.2 Programme design and implementation

UNDP’s projects and programmes under UNDAF outcome 1.1 build on the results of the previous interventions implemented under EDPRS 1 by MINECOFIN with support from UNDP. These include; 1) Supporting

Harmonization, Alignment and Coordination for Aid Effectiveness in Rwanda; and 2) Strengthening Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E Capacities. Much as these interventions made substantial contribution towards strengthening the Government of Rwanda's capacity to effectively mobilize and utilize Official Development Assistance (ODA), more gaps were still apparent, hence the need for related interventions in the next programming cycle in order to harness the gains. In effect, two related projects were designed and are being implemented within the current UNDP framework and EDPRS II (2013-18). These are; 1) Support for Effective Development Cooperation for Results; and 2) Transformational capacity Development for the Implementation and Coordination of the Government Policy and Program.

a) Support for Effective Development Cooperation for Results

The design and implementation of this project stems from the realization of the critical role ODA has played in the economic transformation of Rwanda since 1994. As such, supporting efforts for effective and efficient mobilization and utilization of ODA remains critical for propelling national transformational agenda as enshrined in the vision 2020. This project has been implemented with two objectives namely; 1) Support for Effective Development Cooperation and Resource Mobilization, particularly from non-traditional sources; and 2) Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes. The implementation of this component has been targeted at enhancing the quality and effectiveness of aid hence contributing to the country's development and transformational agenda.

Four outputs were identified to support the achievement of the project objectives above and these are;

- ii) Enhanced government capacities to lead on aid effectiveness (coordination, harmonisation, alignment and mutual accountability;
- iii) Strengthened government capacities to effectively mobilize external resources based on strategic priorities of investments and financing needs
- iv) Strengthened technical capacity to MINECOFIN and other participating institutions to carry out and disseminate evidence-based analytical policy research and devise effective monitoring and evaluation systems.
- v) National Human Development, MDGs, EDPRS II and other UNDP-MINECOFIN mandatory reports produced, disseminated and understood by all stakeholders.

Although Rwanda's capacity to effectively manage Official Development Assistance had registered some impressive improvements over the years, key challenges in aid management were still prevalent prior to the implementation of this project. These included the following;

- Operationalization of policy manual, improved horizontal collaboration between departments and sectors, mainstreaming of aid management processes into sector planning, budgeting, evaluation and monitoring processes needed further strengthening in order to support effective aid management and resource mobilization;
- Further strengthening of the DAD and its integration with Smart FMIS was needed to enable its full ownership and management by MINECOFIN in order to effectively feed into aid management and resource mobilization processes;
- The quality of coordination mechanisms and dialogue fora needed further strengthening to effectively support development partnership and enhanced effectiveness of development cooperation in the implementation of EDPRS2;
- The Sector Wide Approaches still needed strengthening to better support the implementation of EDPRS 2 through strategic guidance to the sector to put in place and/or strengthen results based approach including setting up effective financing mechanisms

The above-mentioned challenges were to be addressed one of the programme components ‘Support for effective development cooperation and Resource Mobilization’ while the other component ‘Strengthening Government of Rwanda’s National Evidence-based policy planning, analysis and M&E was to address the following challenges that impeded the full implementation of EDPRS 1. They are;

- Limited expertise in Results Based Management and Development of Monitoring Indicators;
- Inadequate skills acquired in the conduct of evaluations with focus placed on monitoring,
- Insufficient focus on policy research and preparation of policy briefs
- Lack of a national Monitoring and Evaluation policy with consistent tools for reporting
- Insufficient capacity at decentralised levels in RBM and M&E

b) Transformational capacity Development for the Implementation and Coordination of the Government Policy and Program

The Government of Rwanda has for the past 17 years benefited from a number of capacity building projects aimed at enhancing the provision and transfer of skills for the public sector and ultimately impact sustainable development. These have included inter alia; Multi Sector Capacity Building Programme (MSCBP) that was developed in 2005 to support the realisation of the Vision 2020; and the Strategic Capacity Building Initiative (SCBI) supported by UNDP. The envisaged success of the MSCBP was bedevilled by underfunding and the fact that most of the prioritized activities were not well aligned with government priorities.

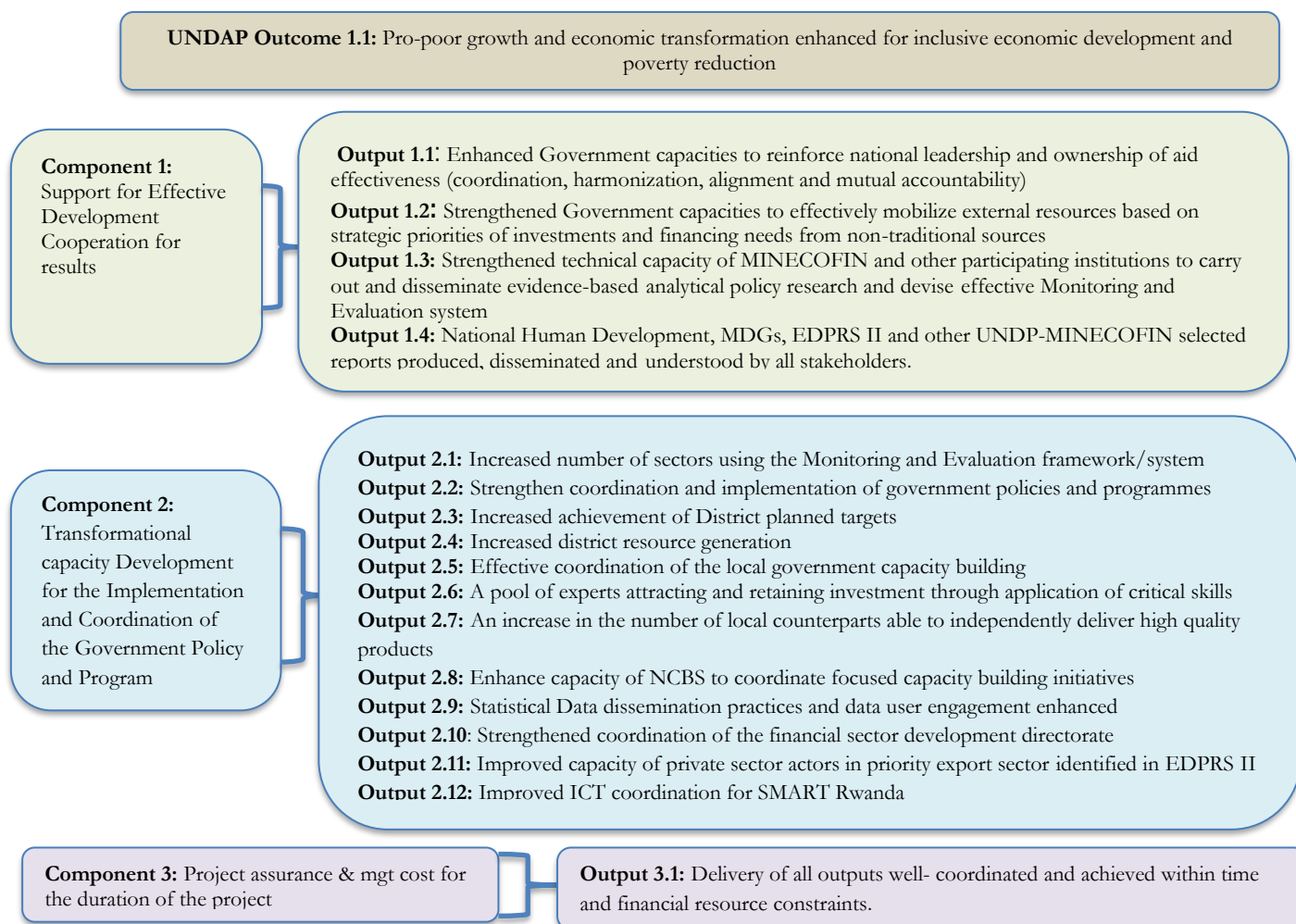
The Strategic Capacity Building Initiative (SCBI) on the other hand was a four-year pilot phase under a one-year project that started in 2011. Although there were visible gains from the past capacity strengthening initiatives in Rwanda, the longer gestation period for such initiatives to yield tangible outcomes coupled with the inherent gaps in the initiative necessitated continuation of capacity strengthening support under the UNDP 2013-2018. This was because the Government of Rwanda continued to face capacity challenges to effectively coordinate policies and programmes as well as their implementation at both central and local government levels.

Therefore, the objective of the project “Transformational capacity Development for the Implementation and Coordination of the Government Policy and Program” was to support the Government of Rwanda – particularly the Prime Minister’s Office (OPM), Local Government Entities, MINECOFIN, NISR, Rwanda Development Board (RDB) and the National Capacity Building Secretariat (NCBS) as the coordinating agency to address critical capacity constraints in the central and local government in order to effectively facilitate the implementation of the country’s transformational agenda in the context of EDPRS II. The project also envisaged enhancing the capacity of the Prime Minister’s Office to effectively coordinate implementation of Government programmes with focused service delivery. In addition, the project aimed at reinforcing capacity of local government entities and equipping them with skills and tools to deliver on their responsibility to implement government policies, service delivery, and social and economic development at the local level. Moreover, the project was designed to support the implementation of the Strategic Capacity Building Initiative (SCBI) focusing on strengthening the capacity of the government to deliver on its most urgent priorities as defined in EDPRS II.

The project was designed to contribute to; i) Promoting citizen participation and mobilisation for delivery of development, strengthening public accountability and improving service delivery; ii) Enhancing capacity of the centre of the government through OPM that has a vital role in identifying and communicating priorities, ensuring the alignment of different government programmes, policies and supporting public institutions whilst also holding them to account. A strengthened and empowered Prime Minister’s Office, with strong links to the delivery ministries will also have greater capacity to understand the cross-cutting capacity challenges affecting the government; iii) Increasing investment into the country and improving the rate of deal conversion. When SCBI was initially established one third of all potential deals failed to happen hence SCBI was developed to increase

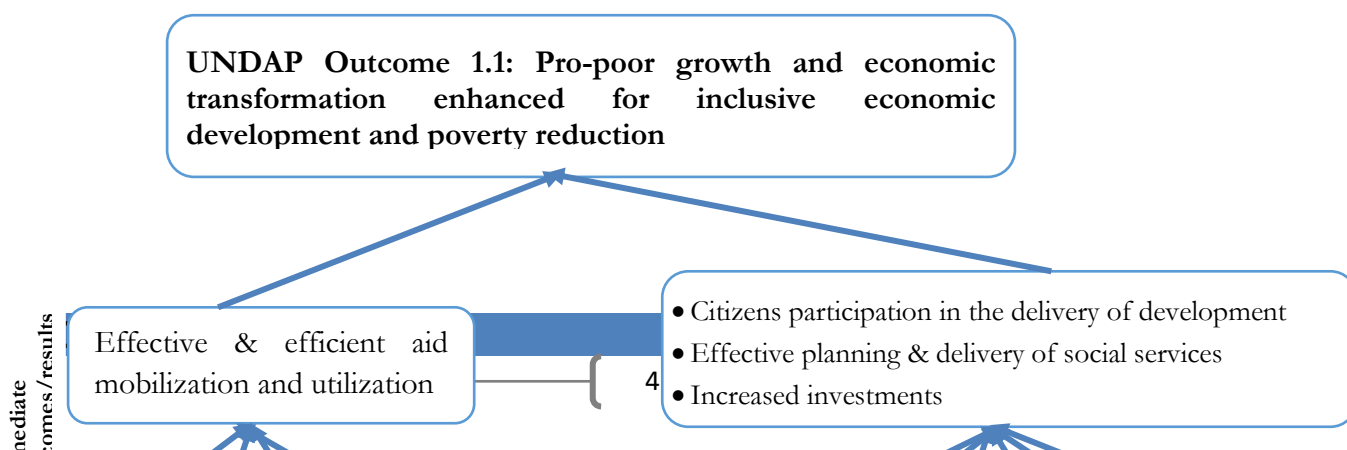
the size of the negotiation team that was initially composed of one person and strengthen the Investment Promotion team so that attracting investment became more proactive and strategic; iv) Effective coordination of capacity building across the central and local government through professional/technical support in the capacity building assessments and planning, M&E and stringent accountability of the project resources.

Thus, the realization of the UNDAF Outcome 1.1 “Pro-Poor Growth and Economic Transformation Enhanced for Inclusive Economic Development and Poverty Reduction” was envisaged through successful delivery of output under each of the programme components above as summarised in figure 1.1 below.



1.1.3 Programme Theory of Change

In the light of the programme components and their corresponding outputs, a clear path-way that underpin the programme’s contribution towards realizing UNDAF Outcome 1.1 is evident as illustrated in figure 1.2 below. However, the extent to which the envisaged path-way/theory of change has materialised formed the basis of this outcome evaluation as seen in the subsequent sub sections of this report.



1.2 The Outcome evaluation

The extent to which the envisaged results both at output and outcome level have been achieved coupled with the analysis of facilitating and/or inhibiting factors was at the core of this evaluation. This was central in measuring the impact of UNDP projects and programmes relating to the outcome. The results are further envisaged to provide substantive input and direction to the formulation of future strategies, including at programmatic level in addition to supporting greater UNDP accountability to national stakeholders and partners in Rwanda. The evaluation also serves as a means of quality assurance for UNDP interventions at the country level and further contribute to learning at corporate, regional and country levels.

The purpose of the evaluation was to assess programme's contribution to UNDAF outcome 1 but with a spread focus in tandem with the OECD/DAC evaluation criteria. Primary evaluation focus was placed on; outcome status, relevance and appropriateness of the programme and its implementation strategies, efficiency, lessons

and best practices, sustainability, integration of UNDP programming principles/crossing cutting issues of Gender Equality and Human Rights. The evaluation results are envisaged to guide the identification of possible future intervention strategies, issues and potential partners.

1.3 Evaluation Methodology

In tandem with the UNDP Guidelines for Outcome Level Evaluation², a mixed methods approach combining both qualitative and quantitative techniques was adopted in order to enhance the objectivity and validity of the findings. The evaluation was forward looking and as such, the overall approach and methodology was leaning towards answering the universal evaluation questions namely:

- Did the programme do the right things (effectiveness and relevance)?
- Did the programme do things right (implementation arrangements and levels of project efficiency)?
- What lessons can be learnt from the programme experience to inform future programming (Sustainability, lessons learnt and recommendations)?

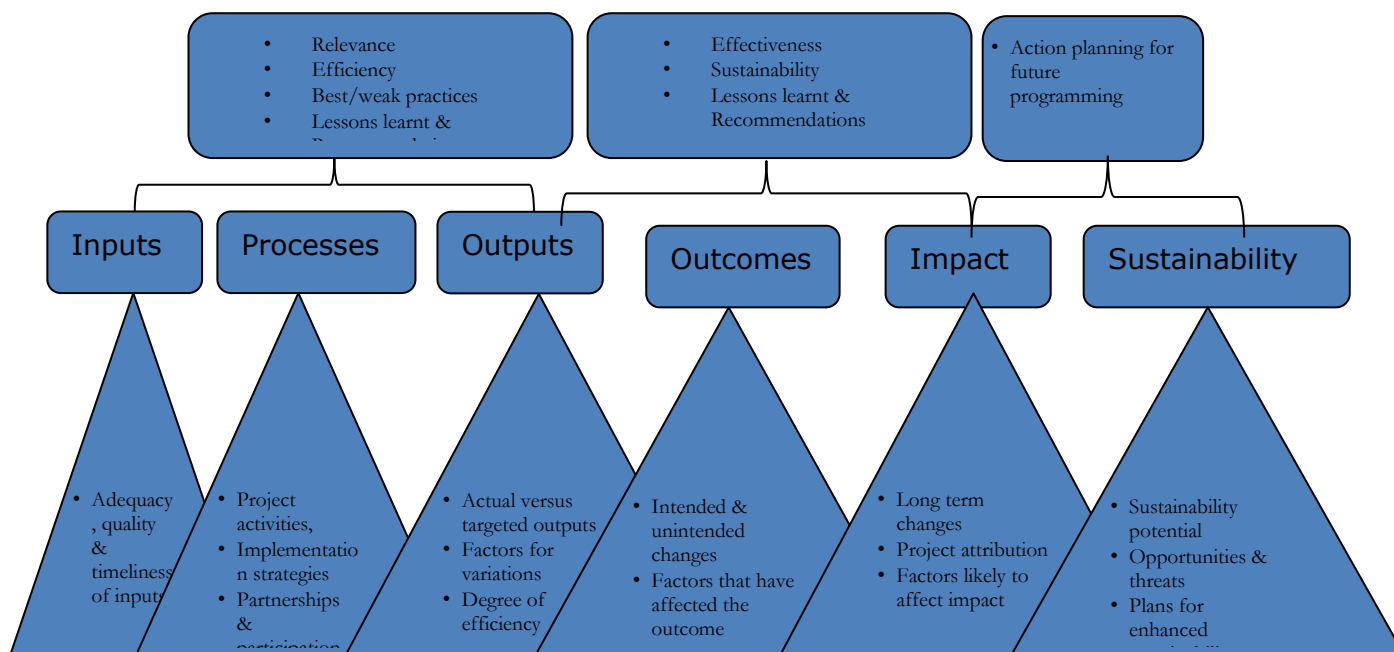
The evaluation made use of both primary and secondary data whose analysis integrated a number of frameworks and approaches namely; **Theory of Change (ToC); Results Based Management (RBM), Rights Based Approach to Development (RBAD), and Gender Analysis and OECD-DAC criteria and principles**. Primary data was largely drawn key stakeholders through Key informant interviews and a one-day validation workshop that was held on 18th of April, 2018 (list of evaluation participants in annex 4). Thus, a total of 25 stakeholders participated in the evaluation.

Secondary data on the other hand was captured through desk review that was guided by the evaluation matrix (Annex 3). Desk review took a three phase process namely; 1) determining the required information, 2) identifying and obtaining key documents and 3) extracting summarised data for subsequent analysis (List of documents reviewed in Annex 5). Data from various sources was interactively collaborated guided by a content and thematic analysis procedure in order to better support findings and conclusions.

A systems analytical model was adopted in order to facilitate the analysis of the relationships among the programme variables; inputs, processes, outputs, outcomes, impact and sustainability. Built within the OECD/DAC evaluation criteria, the systems analytical model enabled the assessment of the programme relevance, effectiveness, efficiency, impact and sustainability. Although the primary focus was on the outcome indicators, it was imperative that the entire path-way to the development outcome be assessed in order to facilitate learning and appropriate future programming as illustrated in figure 3 below.

² Outcome-level evaluation: A companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators (2011).

Fig 3: Analytical framework for the evaluation



Model by the consultant

The adequacy, quality and timeliness of the programme inputs was assessed vis-à-vis the programme implementation processes in order to ascertain how they supported the realization of output targets as well as the degree of responsiveness in addressing the identified problem. The results of this analysis supported the articulation of programme relevance and efficiency, documentation of best practices, lessons learnt and recommendations emanating from programme conception, design and implementation.

At outcome level, the status of UNDAF outcome indicators was assessed coupled with other intended and unintended immediate outcomes which formed the basis of analysing programme effectiveness. The extent to which the identified outcome results can be sustained was also assessed to provide a solid foundation for evidence-based recommendations. The analysis hinged strongly on the potentiality of the programme outputs and immediate outcomes to support the realization of sustainable long term desired changes (impact) in the welfare indicators of the population. However, given the multiplicity of contributors to UNDAF Outcome 1.1, the contribution of other UN One programmes was also assessed. At each stage of the analysis, lessons (on the basis of what has worked and/or not worked well) were drawn to inform the recommendations as seen in the general layout of this report.

1.4 Evaluation limitations

The design and implementation of the programme in one way presents some limitations to the outcomes of this evaluation. For instance, the programme provided upstream capacity strengthening support that was envisaged to support enhanced resource mobilization, effective and efficient stakeholder cooperation and coordination that would eventually positively impact service delivery hence poverty reduction and inclusive growth. Thus, there is a more indirect relationship between the programme outputs and the outcome level indicators which limited the articulation of programme contribution and attribution at outcome level.

Secondly, there are a number of players beyond the UNDAF framework contributing to the realisation of UNDAF outcome 1. This makes it hard for the evaluation to draw more accurate associations between the outcome level results and programme interventions. Although the evaluation made an effort to capture all the interventions

undertaken towards realisation of UNDAP outcome 1, the evaluation scope was limited to the interventions undertaken under UNDAP framework in the form of either individual UN agency or joint programmes.

The inadequacy of current data on outcome level indicators constrained the vivid assessment of the programme achievement. This is because, the available data on poverty status dates way back before the programme which makes it hard to statistically articulate the contribution of the programme towards changing the outcome indicators.

2.0 Evaluation Findings

The presentation of the findings follows the OECD/DAC evaluation criteria with emphasis on programme relevance, effectiveness, efficiency and sustainability as seen in this section. This forms the basis of analysis the integration of UNDP programming principles as well as drawing conclusions, lessons learnt and best practices as well as recommendations as in section three and four respectively.

2.1 Programme relevance

The evaluation findings reveal that the concept of the program was well thought out to address the critical challenges of a post conflict underdeveloped nation whose capacity to tap and benefit from aid was very key entry point to sustainable development initiatives as adduced by the evidence in the situation analysis of UNDAF and the Rwanda development framework EDPRS II. Thus the ideas to align UNDAF to EDPRS II and Rwanda Vision 2020 was to ensure effective and efficient implementation of the program. This was envisaged to ensure there was a comprehensive, harmonised approach to addressing Rwanda's medium-term national development priorities as elaborated EDPRSII and Rwanda Vision 2020. In effect the evaluation is of the view that the programme was intended to address a complex intertwined development needs to a level of ensuring self-sustaining economy in the future. By focusing on the addressing the critical capacity gaps as well as addressing cross cutting issues of gender, youth and environment, the programme was well anchored to address long term development needs of the republic of Rwanda as prescribed in Vision 2020. Furthermore, by aligning the programme to Rwanda development framework, it was anticipated that the programme would achieve results by tapping into support of national institutional frameworks that would ensure sustainability of outcomes once the program ends. Thus the program concept made a perfect match to the needs of nation and the evaluation noted this idea was key to delivery on many of the program results³.

The analysis of the program design revealed that there was a very elaborate effort to anchor the program within the existing institutional frameworks and programming within the EDPRSII, and Vision 2020. For instance, the modalities and support were in tandem with the institutional arrangements aimed at building the capacity of state and the private sector to improve absorption of aid as well as monitoring and evaluating its effectiveness. The evaluation noted that there was a clear elaborate plan of capacity building right from the Ministry of Finance and Economic Planning (MINECOFIN), Office of the Prime Ministers, line ministries and further down to the provinces and districts⁴. For example, the Support to the development and implementation of the green growth and economy approach to Rwanda's economic transformation(2014-2018) Rwanda Republic and One United Nations⁵; was designed as all inclusive approach to address sustainable and inclusive productive capacities including green economy policies sustainable energy access and improved energy efficiency which is aligned to EDPRSII priorities⁶. A closer examination of the institutional implementation modalities demonstrates a rather elaborate framework that demonstrates synchrony in national policy implementation as well programming right from the ministry, department and agencies and the private sector Under this green growth institutional arrangements were as follows: MNECOF was to provide guidance and advice as the ministry responsible for economic planning and green economy economic transformation, Ministry of natural resources(MINIRENA) and its affiliate institutions-Rwanda Environment Management Authority(REMA) and national fund for environment and climate change(FONERWA) were mandated to lead priority 5 of EDPRS II. Furthermore, MINIREMA was charged to lead implementation of the joint program on behalf of government of Rwanda, ministry of

³ UNDAF 2013-2018

⁴ NCBS annual report 2014 and 2015

⁵ Program document –Government of Rwanda and One United Nations-Support to the development and implementation of the green growth and economy approach to Rwanda's economic Transformation

⁶ Ibid

infrastructure given the nature work and impact on the environment was charged to implement a significant proportion of the activities. Other implementing partners were also brought on board include University of Rwanda, Rwanda National Police, the Rwanda Natural Resources Authority and the private sector federation. This end of term evaluation observes that the inclusion of all the institutions mentioned above was to bridge any gaps in implementation and enhance the impact of program. The latter approach was intended to ensure that synchronized and coherent structures critically required fitting the programme implementation within existing national institutional frameworks. Note that national institutional frameworks were critical in supporting the effective implementation and the realisation of the outcomes of the program as discussed in later sections of this report

Furthermore, the evaluation noted that the design blended well with the UN system modalities of delivering as one. For instance, there were clearly articulated structures with clear linkages for each UN agency to specific sectors which reduced duplicity and attendant misuse of resources. In reference to the green economy example given above, UNDP was to lead as an administrative agent and One UN fund. Other support agencies were to be the United Nations Environment Program(UNEP),the united nations economic commission for Africa(UNECA), the United Nations Human Settlements Programme(UN-HABITAT), the United Nations Industrial Development Organisation(UNIDO),the Food And Agricultural Organisation(FAO), the World Health Organisation(WHO),the United Nations Education, Scientific And Cultural Organisation(UNESCO) and United Nations Conference on Trade and Development(UNCTAD)⁷.The evaluation notes that the UN institutions were linked and acted in concert with relevant line national institutions to deliver on the program outcomes. Thus such an institutional arrangement provided an opportunity for synchronized operations; an innovation that was appropriate to ensure the program's effective support to Rwanda national development strategies as set out in EDPRS II and Rwanda Vision 2020.

The evaluation went further to assess whether the indicators were SMART to ascertain whether there was clear pathways to track the results of Outcome 1.1. The evaluation noted that the indicators had the following short comings that may be attributed to the design: first, the indicators on the capacity building initiatives require long term and sustained support and heavily dependent on variables external to the programme interventions. Second, the procurement processes of the consultancy services were not achievable in the planned period leading to postponements negatively affective achieving the results in real time planned for them⁸.

A detailed examination during document review revealed that midway implementation of the programme; there were some design flaws reveal mishaps in design that led to the following negative consequences: First of all, failure to raise funding of some of the activities that caused the activities attached to some outputs not being implemented; Second, poor definition of indicators that were not SMART thus hard to measure ;third inappropriateness of the indicators to measure the corresponding output; Fourth new programmatic issues; and/or Fifth, changes in government policies that rendered the indicator or target inappropriate. Last but not least reason that it appears there was lack appropriate the lack of data for many baselines and targets⁹. Overall, such design challenges therefore, rendered the indicators not to comply with SMART indicator benchmarks.

⁷ Program document –Government of Rwanda and One United Nations-Support to the development and implementation of the green growth and economy approach to Rwanda's economic Transformation

⁸ July –December 2017 performance report - support for effective development cooperation for results

⁹ UNDAF Final Evaluation Report 2013-2018

2.1.1. Programme implementation and management

The programme was implemented by UNDP and sister UN agencies UNECA, UNWOMEN, UNCTAD, ITC, UNIDO, UNW, UNEP, UNESCO, WFP, UNDP, FAO, IFAD, UNHABITAT, ILO in partnership arrangement Rwanda Government through line Ministries led by Ministry of Finance, Ministry of Agriculture, Finance MINAGRI, MIFOTRA, MINALOC, MINEAC, MINICOM, MINIRENA, MININFRA and government agencies namely NISR, PMO, RDB, RRA, NBR, RDB, PSF, COCAFEM, CEPGL, RECs¹⁰. The evaluation is of the view that such kind of partnership arrangement in the programme implementation was suited for the purposes and intents of the programme delivery on the results targeted. In practice, the multi-sectoral implementation approach was well suited to capacity building initiatives especially in the area of Monitoring and Evaluation. Involvement of Key government agencies like Rwanda Development Board, private sector foundation were key to building adequate capacity in mobilizing resources for development beyond the traditional aid sources¹¹.

Furthermore, the creation of one single coordinating agency, the National Capacity Building Secretariat(NCBS)¹² to coordinate capacity building initiatives was critical to ensure coherence and effective implementation of capacity building initiatives across central and local government MDAs. The evaluation is of the view that NCBS indeed played a crucial role in implementing the capacity building across areas of intervention in M&E, skilling central government and local government employees over the program implementation period¹³. However, the continuous changes in the institutional setups could have also impacted on its functionality over time.

The evaluation, noted some lapses in implementation particularly capacity building programs. For instance, the documents reviewed showed that districts and provinces were not involved in monitoring coaching programs¹⁴. It should be noted that failure to include such entities in the monitoring process would undermine ownership ultimately watering down the sustainability approaches of that very capacity building initiative.

2.1.2 Management of Programme

Management procedures required for the delivery of the programme results were examined to establish compliance or none compliance thereof by UNDP as the lead agency, MINECOF and implementing partners. Key areas examined for compliance include coordination of partners, resource mobilization, technical support and observance of reporting procedures from the lead agency and implementing partners.

The evaluation assessed coordination processes of partners and observed that the management of the programme was sector led with UNDP providing overall resources mobilization and technical support working hand in hand with Government Ministries, Agencies, and departments. Sector specific approaches and joint coordination of UNDP, UN sister agencies and various government ministries and departments could be credited for effective management of the program projects and ultimate achievement of most of the results¹⁵. Also, the adoption of the Business Operation Strategy (BOS) for UNDAF 2013-2018 by the United Nations Country Team (UNCT) was considered an innovative framework focusing on joint business operations. For a fact, using the

¹⁰ UNDAF 2013-2018

¹¹ NCBS Annual Report 2015

¹² NCBS has institutionally changed throughout as Public Sector Capacity Building Secretariat 2009-2013, to NCBS 2013 - 2016, to Capacity Development Employment Services Board CESB 2016 – 2018 to the current Capacity Development and Employment CDE February 2018 to date under Rwanda Development Board

¹³ NCBS Annual Progress Report 2014

¹⁴ NCBS Annual Progress Report 2014

¹⁵ NCBS Annual Reports (2014 and 2015)

BOS approach was intended to help UNCT take more strategic, results-oriented approach to planning, managing, and implementing coordinated business operations which enhanced delivery of programme results. This was the primary focus of the BOS is reducing transaction costs and realizing efficiency gains in support of the UNDAF¹⁶.

Practically, UNDP is cited to have provided the technical support to NCBS on matters of project management adhering to the UNDP operations and procedures reporting and results based management. This approach enhanced project delivery and the skills of the project team¹⁷. However, there were some apparent management short falls that the evaluation noted namely, the development partners were not fully committed to funding some activities and incident of budget cuts were encountered leading to postponement or none implementation at all. A good example is that in third quarter of 2015 all planned activities were not implemented¹⁸. Secondly, there was a case of a recruitment process of strategic advisor to PS, MINALOC that took long to actualize implying inadequate planning on the management approaches of the project.

The evaluation also examined observance of financial management procedures. The documents reviewed were financial requests for eight quarters for the for programme implementation period to assess compliance with financial resources management procedures as stipulated in the UNDAF 2013-2018 programme document. Findings from the reports examined showed compliance with management procedures required of the implementing partners namely MDAs. The evidence from documents presented showed mandatory presentation of check lists for MIM disbursements- advances and direct payment, Funding authorization and certificates of expenditure, Bank reconciliation statements, Cash book statement of accounts¹⁹. All requests and approval procedures were followed to the letter. Never, the less, the evaluation noted that there were irregular quarterly reporting for the programme activities that run from year to another like data base (DAD) for harmonized data analysis and reporting. Suffice to note that one off program activities like capacity building did not require calendar year quarterly reporting.

¹⁶ UNDAF 2013-2018

¹⁷ NCBS Annual Report 2014

¹⁸ NCBS Annual Report 2015

¹⁹ FRQ2 2014, FRQ3-2014, FRQ1 2016, FRQ1 2016, FRQ2 2016 April-June and FRQ2 April-June 2017

2.1.3. Derivation of the programme relevance

a) Programme consistence with national/beneficiary needs and priorities

The evaluation reviewed the Rwanda national development strategies namely the EDPRSII and the Rwanda Vision 2020 to identify any consistence of the programme with the national/beneficiary needs and priorities. The evaluation findings showed the programme was in line with the national priorities under the Economic Development Poverty Reduction Strategy 2 (EDPRS 2), the Millennium Declaration and the Framework of the Millennium Development Goals (MDGs), and the Standard Operating Procedures (SOPs) for countries adopting the Delivering as One approach²⁰. The key priority areas of the programme were similar to Key Pillars of Rwanda Vision 2020 that put emphasis on:- comprehensive human resources development in areas and targeted public sector, private sector and civil society²¹. The inclusion of the public and private universities to deliver on M&E skills training was in fact a deliberate effort on the party of the programme to reinforce the pillar of developing an efficient private sector spearheaded by competitiveness and entrepreneurship²².

Cross cutting issues tackled by the programme include Gender, Environment and Human rights were also given close attention in the development strategies²³. For instance in the capacity building initiatives of the programme, gender issues were also emphasized by inclusion of women and recruitment for jobs in the programme activities. The approach of gender inclusion was line with the Rwanda Vision 2020 that emphasizes gender equality and equity targeted at inclusion of women in all sectors. The vision 2020 emphasizes interventions for regular review of laws on gender, education for all and a practice of positive discrimination in favour of women and gender is integrated as a cross cutting issue in all the development policies and strategies²⁴. In area of environment strategies, the programme closely takes cognizance of environment protection. Rwanda has created a fund for Environmental and Climate Change (FONERWA), the largest of its kind in Africa. It is obvious that the intervention was an opportunity to mobilize and channel domestic and international financing to public and private environmental and climate change projects. In conclusion, tapping the aid for effective development was exactly in line with Rwanda's priorities²⁵.

b) Appropriateness of the implementation strategies

In line with the programme, strategic areas identified were policy development resource mobilization, strategy development and budget allocation, M&E and Knowledge Management, and implementation Capacity Building. The strategies deployed to achieve the latter were to: provide technical support to strengthen national capacities for effective resource mobilization and utilization, diversification of tourism products; strengthening relevant ministries and private sector to broaden economic and market opportunities; strengthen south to south exchanges and cooperation²⁶.

The evaluation assessed each of the strategies to establish the extent to which they supported the effective delivery of program results as discussed here below:

²⁰ Outcome Evaluation-Terms of Reference-2018

²¹ Rwanda Vision 2020

²² Rwanda Vision 2020

²³ EDPRS II and Rwanda Vision 2020

²⁴ Rwanda Vision 2020

²⁵ UNDAF Final Evaluation 2013-2018

²⁶ UNDAF 2013-2018

i) Technical support to strengthen national capacities for effective resource mobilization

The strategy enabled the relevant government, ministries and departments build capacity in areas of resource mobilization and M&E. The establishment of the National Capacity Building Secretariat (NCBS) was appropriate as it enhanced the coordinated approach to capacity building across line ministries, departments and agencies throughout the country. The coaching programs in districts and the institutional and individual targeted point to the appropriateness of the strategy. In addition, efforts were made to ensure the right technical personnel and institutions and individuals acquired the right skills for the jobs and responsibilities. For example; due to capacity building initiatives; Rwanda development board local counterparts were able to register 10 private investments worth in the energy sector worth US\$405 exceeding Annual RDB planned investment of US\$300 in the energy sector for the year 2014. RDB local counterparts were also able to negotiate 22m mining concessions in 2015²⁷, all attributed to the capacity building initiatives of the program.

ii) Strengthen south to south exchanges and cooperation

The strengthening south to south exchange took the form of visits that were arranged and sponsored by UNDP²⁸. This strategy though aimed at promoting Rwanda cooperation in areas of trade and learning, there was no key indicator attraction of expertise and trade deals initiated through bilateral cooperation where capacity and trade gaps exist. Thus there is need for deliberate efforts to initiate such south to south co-operation with technical exchange of expertise.

c) Consistence with the overall UNDAF framework

The evaluation reviewed the programme documents including annual work plans and annual progress reports that were availed as well as the UNDAF (2013-2018) program document. Key areas of identified that were consistent with UNDAF framework as its the programme heavily focused on building capacities of the government and other implementing partners in areas of Policy Development Strategy Development and Business Allocation and the aligning its implementation and management to UNCT in Rwanda a adopted the Business Operation Strategy (BOS) 2013-2018 demonstrated the clear cut consistence with the UNDAF framework²⁹.

2.1.4. Strengths and weaknesses of the program relevance enhancement strategies

It appears that strengths inherent in the enhancement strategies is the approach to provide locally based infrastructure and seeking to introduce capacity building for M&E in local training institutions like the University of Rwanda and other private institutions in the long term³⁰. This approach would go a long way in strengthening capacity initiatives in the long terms. The weakness inherent in the above strategy is that it requires much more investment especially retooling the academic staff and regular continuous coaching and motivation of the user staff in areas of sharing data across the private sectors and government.

2.2 Programme effectiveness

The programme has meaningfully contributed to the achievement of the UNDAF Outcome 1 which is **enhanced Pro-Poor Growth and Economic Transformation for Inclusive Economic Development and Poverty Reduction**. Furthermore, the programme has satisfactorily delivered most of its outputs which implementation has been in substantial compliance with the programme document. As such, a number of achievements have

²⁷ NCBS Annual Progress Report 2015

²⁸ Rwanda United Nations Development Assistance Framework (UNDAF) 2013-2018.

²⁹ UNDAF final evaluation 2013-2018

³⁰ Workshop report on discussions between MINECOFIN and University of Rwanda on strategies for Building Planning, Monitoring and Evaluation Capacities in the Country

been registered at both output and outcome levels as measured against the set indicators in spite of some inhibiting factors as presented in the next sub sections.

2.2.1 Status of the Outcome

Three outcome-level indicators were identified in the UNDAF strategic results framework and they are; i) reduction in the percentage of the population below the poverty line from 44.9% (baseline) to less than 30% by the end of the programme, ii) increase in the percentage of exports to GDP (value of exports goods and services) from 14.6% (baseline) to 28% by the end of the programme and iii) 25% increment in the proportion of aid on budget. In accordance with the UNDAF design, the achievement of the outcome was envisaged through three core outputs. These are;

- i. Strengthened Leadership And National Capacities to Strategically Plan and Harness Opportunities for Structural Economic Transformation;
- ii. Strengthened National Capacity for Policy Coordination and Resource Mobilization
- iii. Strengthened National Capacities for Industrial and Trade Competitiveness

It is apparent that the design of the two UNDP supported projects was well aligned with UNDAF with greater consistence in both the outcome and output indicators. Based on the theory of change (see figure 2 above), the evaluation drew specific linkages between the programme outputs and the overall UNDAF outputs and how they both link to the outcome indicators. The evaluation noted that, the design of the UNDP led projects was strategic with high potential to meaningfully contribute to the achievement of the outcome as presented hereunder;

a) Reduction in the percentage of the population below poverty line

Effective and efficient resource mobilization and utilization coupled with coordinated policy and programme implementation are powerful tools for poverty reduction. This was the thrust of the two lead UNDAF Outcome 1 projects implemented by MINECOFIN and NCBS under the auspices of UNDP. The evaluation noted that the programme outputs were strategically directed at addressing upstream bottlenecks in the fight against poverty; that is leadership gaps, poor policy coordination and resource mobilization as well as weak industrial and trade competitiveness.

As a result of programme support, institutional and individual capacities have been strengthened to better support effective and efficient resource mobilization and utilization (Aid effectiveness) as well as coordinated policy and programme implementation based on solid evidence and strong Monitoring and Evaluation capacity in government institutions. Under “Support for Effective Development Cooperation for Results” project, three broad-based achievements that are in support of UNDAF outcome 1.1 indicator achievement are evident and they are; i) Enhanced Government capacities to lead on aid effectiveness through improved coordination, harmonization, alignment and mutual accountability; and ii) strengthened national evidence-based policy planning, analysis and M&E; ; and iii) Enhanced institutional and individual capacities to effectively deliver on their national development mandate. These broad achievements have supported the realization of several immediate outcomes that are able to meaningfully contribute to national poverty reduction as discussed hereunder;

i) Enhanced Government capacities to lead on aid effectiveness

With the increasing recognition of the role of ODA in national development globally and particularly in Rwanda, the need to promote aid effectiveness was critical prior to the UNDP led programme. The programme came at the heels of shrinking Official Development Assistance to Rwanda which threatened national development ambitions especially the implementation of EDPRS 1. Lack of nationally owned and managed DAD linked with

other relevant databases, limited staff capacity in core aid management functions as well as weak aid coordination architecture were the key barriers to the establishment of a vibrant and effective development cooperation and resource mobilization.

In response to the above barriers, the programme set out to support; i) the development of a fully nationally owned and managed Development Assistance Database that is linked with Smart IFMS and other relevant databases for enhanced transparency and comprehensive aid information; ii) training of relevant government staff in core aid management functions; iii) improved aid coordination architecture through GoR and DPs forums; iv) provision of necessary support and facilities to MINECOFIN staff to enable them mobilize more resources based on strategic priorities of investments and financing needs.

There is sufficient evidence from both secondary and primary data sources indicating satisfactory programme performance on output level targets in the direction of enhancing government capacities to lead on aid effectiveness (see summary of output level performance in annex 6). For instance, a nationally owned and managed DAD linked with relevant databases is functional and a total of 18 MINECOFIN staff were successfully trained in core aid management functions. Programme performance is rated at 180% since the programme target was only 10 staff. In comparison with the baseline status where only 2 MINECOFIN staff had reportedly received training in core aid management functions, the programme has indeed made substantial contribution in enhancing government capacities to lead on aid effectiveness.

Improvement in aid coordination architecture is also evident having been facilitated by the programme. More specifically, the programme facilitated all the planned GoR and DPs coordination forums which has resulted in improvement of the flow of aid information, mutual accountability and more coordinated development planning. Interviews with several government officials linked the improving aid inflows to Rwanda to the improvements in the aid coordination architecture. Reduction in resource duplication, better alignment of development assistance to national development priorities were the other benefits reportedly accruing from the improvements in aid coordination efforts supported by the programme.

In tandem with the programme interventions under the two projects, resource mobilization capacity has been improved. The evaluation established that 13 MINECOFIN staff received training in resource mobilization that has significantly improved their skills according to the key informants in the ministry that participated in the evaluation. Besides the national level capacity strengthening in resource mobilization, the evaluation established that the district capacity in resource generation was equally positively impacted as a result of the programme interventions particularly coaching. Within the lifespan of the programme 20 district level project proposals were successfully designed with the support of the coaches. The strengthened capacity in resource generation presents great potential for districts to increase their resource bases to support better service delivery hence leading to poverty reduction.

Although the programme ambition (in respect to resource mobilization) of bringing on board 5 more development partners has not been achieved, the programme supported improvements in the national development financing landscape and aid coordination architecture display great potential of supporting continuous national resource mobilization efforts. Within the lifespan of the programme, one additional development partner (EDCF/S.Korea) was brought on board and investments of over USD 500 million attracted³¹.

ii) Strengthened national evidence-based policy planning, analysis and M&E

³¹ Annual progress reports (SECDR, 2016/17 & NCBS 2014).

Weak national evidence-based policy planning, analysis and M&E had impeded the effective implementation of EDPRS1 with key identified challenges included inter alia: i) Limited expertise in results-based management and development of monitoring indicators; ii) inadequate skills in conducting evaluations; iii) insufficient focus on policy research and preparation of policy briefs; iv) lack of a national monitoring and evaluation policy with consistent tools for reporting; and v) insufficient capacity at decentralised level RBM and M&E. Addressing these gaps became pertinent for the UNDP-led programme in supporting effective government policy and programme implementation which would lead to better service delivery and poverty reduction.

Building on the lessons learnt from the implementation of EDPRS 1, the programme set out strengthen Government of Rwanda's national evidence-based policy planning, analysis and M&E through a set of outputs under the two projects implemented by MINECOFIN and NCBS. Under the "Support for Effective Development Cooperation for Results project", two outputs were identified namely; i) Strengthened technical capacity of MINECOFIN and other participating institutions to carry out and disseminate evidence-based analytical research and devise effective M&E systems; ii) National Human Development, MDGs, EDPRSII and other UNDP-MINECOFIN mandatory reports produced, disseminated and understood by all stakeholders.

Under the "Transformational Capacity Development for Implementation and Coordination of Government Policies and Programmes" emphasis for promoting evidence-based policy planning, analysis and M&E was placed on: i) supporting the application of M&E framework across sectors; ii) Capacity strengthening for improved coordination and implementation of government policies and programmes; and iii) capacity strengthening for statistical data dissemination practices and data user engagements.

In tandem with the programme output and outcome level aspirations, relevant government institutions that included MINECOFIN, NISR, PMO, NDPR, NCBS as well as local governments were targeted. In the evaluator's opinion, the targeting of these institutions was strategic and appropriate in supporting the achievement of the overall objective of the programme support. In effect, a number of planned results have hitherto been realised as seen hereunder.

Technical capacities of MINECOFIN, NDPR, PMO in M&E at both organisational and individual levels have been strengthened largely through training and coaching interventions that were supported by the programme. The MINECOFIN implemented project targeted to increase the number of M&E experts from 2 at baseline to 33 by the end of the programme (see annex 6 for output achievement). Programme annual reports indicate that indeed central and local government officials in charge of planning and monitoring received training in M&E which has enhanced their skills to support their respective institutions and sectors to strengthen M&E systems. In deed several central and local government officials that participated in key informant interviews revealed that M&E skills in government institutions across all sectors have impressively been improved.

The above results have further facilitated improvements in the implementation of government programmes both at the centre and districts with all districts being able to submit their budget estimates to the Ministry of Finance on time unlike before the programme. Both government and UN staff were appreciative of all the UN efforts towards strengthening government capacity in policy research and M&E functions. The potential of the programme supported improvements in national policy research and M&E in supporting effective implementation of government policies and programmes that contribute to poverty reduction and inclusive growth cannot be overstated. Although the actual results emanating from this intrinsic linkages are are still less vivid, the UN efforts towards national poverty reduction and inclusive growth have lay a solid foundation for its eventual achievement. However, some ample time is required for actual results in tandem with the set UNDAF outcome 1.1 indicators to be empirically displayed. The evaluation can confidently state that the delivered outputs and their subsequent

immediate results are sufficient to support the realisation of the desired UNDAF Outcome 1.1 indicators as stated in the UNDAF results and resource matrix.

Supporting the design and operationalization of the National Integrated electronic policy research and M&E system is another key result of the UN interventions under UNDAF Outcome 1.1. Fragmented policy research and M&E system was identified to be among the inhibitors of effective implementation of EDPRS1. In response, the development and operationalization of a National integrated electronic policy research and M&E system was deemed important in strengthening national capacity in evidence-based policy planning and M&E systems. Indeed, a National Integrated Electronic Policy Research and M&E system for Rwanda is in place although more efforts to ensure its appropriate operationalization are still needed.

With the integration of planning-Budgeting-project-program management and M&E, the system is indeed a strategic intervention that would enhance the performance of national programmes. This is mainly through increased accuracy of performance measurement, reduced administrative effort to perform administrative and M&E functions as well as proper alignment of the programmes with national priorities and development results hence contributing to poverty reduction and inclusive growth.

Capacity strengthening of national and local institutions in research, writing and publication of analytical studies is also a key achievement accruing from the UN interventions towards achieving UNDAF Outcome 1.1. With the support of the SEDCR project implemented by MINECOFIN, 34 participants from public and private institutions of higher learning were trained in Multi-Dimensional Poverty Index. The training has not only increased the number of experts with knowledge in MPI from 2 (baseline) to 34 but also supporting the introduction of a human development course (MSc in Economics (Human Development and Cooperation) that is being taught at the University of Rwanda³².

Coupled with the above and with programme support, two local academic institutions are engaged in the delivery of technical training programmes for M&E. Although the output level performance (2 local academic institutions) sharply falls short of the programme target (10), precedence has been set and is able to support the roll out of the M&E training programmes in other institutions through creation of demand for M&E skills across all sectors.

iii) Enhanced institutional and individual capacities to effectively deliver on their mandate

Analysis of the UN interventions under the two UNDP led projects implemented by MINECOFIN and NCBS reveal that emphasis was placed on supporting institutional functionality through enhanced technical capacities of individuals to effectively deliver on their mandate. Indeed, several government officials' capacities have been strengthened through training, coaching and provision of necessary equipment for making their work environment conducive.

Production and dissemination of key national programming documents such as policy studies, UNDP-MINECOFIN mandatory reports, evaluation reports and national strategic documents that inform national development planning was the locus of the institutional support provided by the UN under UNDAF outcome 1. The evaluation noted great strides towards the achievement of targets set under the UNDP led programme for the achievement of UNDAF Outcome 1.1 as discussed hereunder;

The SEDCR project under the auspices of UNDP supported the successful development and implementation of a communication strategy for EDPRS 2 through three main actions namely; i) multi-media approach; ii) design,

³² SEDCR annual progress report, 2014.

print and dissemination of copies of EDPRS2 document; and iii) Organising annual network of planners events between CG & LG planners to strengthen planning functions for effective delivery of EDPRS2.

Interviews with several government officials revealed that information about the implementation framework of EDPRS2 has widely and deeply been disseminated across different stakeholder categories which has in turn facilitated its smooth implementation compared to its predecessor EDPRS1. SEDCR annual progress report (2014) indicated that the project met its target of disseminating 10000 copies of EDPRS2 document. Besides the copies of EDPRS2 document that were planned to be disseminated under the project, extra 89000 copies of Vision 2020 were also disseminated with support from the project. It is apparent that the UN interventions under this area supported information flow on national development among key stakeholders hence providing a solid platform for dialogue and guided participation in national development. This creates potential for responsive development programming which is a key pillar in poverty reduction and inclusive growth.

However, in respect to action iii above, the evaluation that although a network of planners event was to be organised annually, project reports indicate that the activity was held only once. This is largely because the activity was dropped in the revised annual workplan for the period July 2014 and June 2015. Nevertheless, the project supported the formation of a network of planners and evaluators which can be well utilized to support the implementation of EDPRS2 and other national development programmes.

In respect to supporting analytical studies, the SEDCR project performance fell short of the targets as at the time of this evaluation only one analytical study (out of 10) had been conducted³³ while other was still at initial stages. Financial challenges that bedevilled the entire programme implementation majorly explains the programme underperformance on this indicator. However, with strengthened capacity in policy research, ground for conducting analytical studies remains fertile and productive both in the present and future.

Despite the shortfall in the programme performance indicators regarding analytical studies, the SEDCR project supported the Mid-term review of EDPRS2 whose results helped to refine the programme while generating valuable lessons for future programming. Although the project had envisaged to support both the mid and final evaluations of EDPRS2, the mid-term was undertaken almost at the time when the final evaluation was expected. It is therefore not possible for the final evaluation of EDPRS2 to be conducted within the life span of the current programme.

Relatedly, the SEDCR project supported the preparation and publication of mandatory UNDP-MINECOFIN reports such as National Human Development reports and the 2013 MDG report. These are strategic documents that support evidence-based national development planning that informs the design and implementation of responsive programmes with lasting impact on poverty reduction and inclusive growth. Furthermore, the evaluation established that the domestication of SDGs is in upscaled progress with UN support under SEDCR project. The project supported SGD gap analysis in addition to several preparatory meetings to integrate the SDGs in the national planning frameworks.

b) Increase in the percentage of exports to GDP

Accelerated production for both domestic and foreign market is a key driver for national development and poverty reduction. Much as the contribution of the export sub sector was noted during the implementation of EDPRS1, it was still inadequate to support the achievement of the desired growth and poverty reduction ambitions of EDPRS2. Thus, during the design of the current UNDAF, specific support was earmarked for strengthening national capacities for effective resource mobilization and utilization, industrial and trade competitiveness

³³ Assessment of land use planning and management

through industrial diagnosis, trade competitiveness analysis and benchmarking for access to global sub-contracting and supply-chain and networks. Therefore, UNDAF 2013-18 set out to provide the required technical support to relevant ministries and the private sector to broaden economic and market opportunities, improve national capacities to promote regional integration and international trade, including within the East African Community (EAC) Common Market.

Furthermore, South-South exchanges and cooperation was also prioritised to enable sharing and learning of best practices and prompt adoption of techniques and initiatives from across the region and continent. These interventions were envisaged to attract investments, promote production and grow both domestic and international markets thereby increasing the proportion of exports to GDP from 14.6% (baseline) to 28% by the end of the UNDAF implementation period.

UNDAF interventions to support the expansion of the export sub sector were mostly embedded in the “Transformational Capacity Development for the Implementation and Coordination of the Government Policy and Program” project and more especially in output 2.1, 5.1 and 5.2 of project that directly dealt with investments. In tandem with the overall UNDAF design, the project focus was on providing technical support to the Government of Rwanda to develop capacity for effective implementation and coordination of the government policy and program would propel production and inclusive growth.

In effect and in consistence with the project design, technical experts were hired and deployed in critical institutions charged with the mandate of coordinating the implementation of government policy and program. These included; PMO, MINECOFIN, MINALOG, RDB, NCBS and FSDD. In spite of the shortened project implementation due to financial constraints, the project’s performance at output level ranks above 90% as most of the output targets were successfully met (see annex 6). The evaluation noted that the recruited experts have delivered vital trainings in addition to developing a set of tools and frameworks that richly supported capacity development in the targeted institutions hence supporting a number of immediate results that would in turn support the realization of UNDAF Outcome indicator on export promotion discussed hereunder;

i) Investment promotion

Supporting a pool of local experts able to attract and retain investments in EDPRS2 priority areas was one of the key outputs of the NCBS implemented project. As a result, the project recruited and deployed two experts and 5 counterparts in Rwanda Development Board to provide strategic guidance in attracting and retaining investments. The evaluation noted that their work contributed to the streamlining of the energy sector which improved information sharing and shortened the review and approval processes for investment proposals. In effect, 10 private investment projects in the energy sector worth \$405 million were attracted between October and December, 2014³⁴. Other key achievements attained through the efforts of the project supported experts and national counterparts include; i) Development of an Agri-belt plan; ii) successful negotiation of a \$22 million mining concession that is envisaged to increase monthly production of refined minerals from 50 to 120 tonnes over the next 5 years; iii) successful negotiation of \$ 25 million solar plant that is expected to boost the country’s electricity supply by 8%; iv) negotiation of Euro 7 million flower production and exportation to European markets; and v) finalization of the MOA negotiation of the ICT transaction (Positivo) for a laptop and computer manufacturing plan in Rwanda.

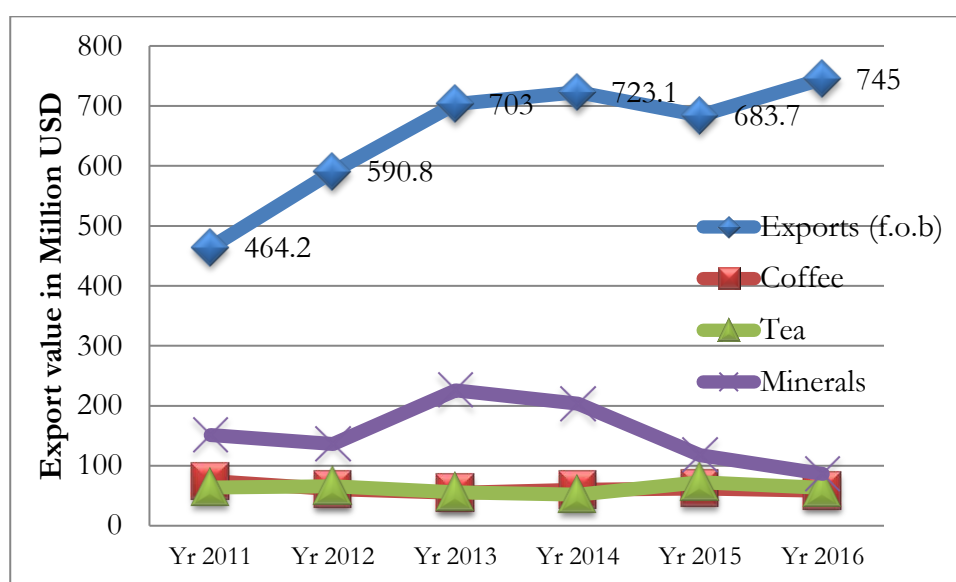
ii) Skills development and transfer to guide investment

³⁴ NCBS annual progress report, 2014.

Through the NCBS project support, the skills of local counterparts were successfully enhanced through the coaching programme and have since then been a key resource at RDB in providing technical advice in matters of investment. Although the contracts of the experts were not logically concluded, the local counterparts have reportedly remained instrumental in providing key insights in the investment path of the country. It is apparent that with stimulated investments and the resultant production levels, the country's volume of goods and services for export will continuously grow should the momentum generated by the UN supported intervention be sustained.

Much as some NCBS project outputs that directly relate to export promotion were not fully delivered as planned, there is emerging evidence that Rwanda's export sub sector is growing. Reading from the 2017/18-2019/20 budget framework paper, it is noted that the exports sector has registered steady growth during the programme period (see figure 4 below) although the articulation of the association between these results and the programme interventions is rather limited.

Fig 4: Growth in the export sector since 2011



Source: 2017/18-2019/20 Budget framework paper.

Considerable investments in production sectors coupled with strengthened policy regime can partly explain the observed increase in the exports. However, the decimal vivid association between the UNDP supported interventions and programme outcome indicators inclined the evaluation to capitalize on the programme performance on the outputs and their potential to support the realization of the envisaged outcome indicators above in accordance with the developed programme theory of change in figure 2 above. The increase in the exports is largely attributed by the growth of non-traditional export commodities as well as re-exports. Although the percentage of exports to GDP is still low (15%)³⁵ compared to the programme target, it is apparent that all the programme interventions have potential to support the growth of the export sector.

2.2.2 Key achievements of UNDP interventions under outcome 1.1

Drawing from the lessons learnt from the evaluation of EDPRS1 which informed the design of the successor EDPRS2, the UN family focused on promoting strategies for pro-poor and inclusive growth through upstream policy advice, applied research and evidence-based analysis, as well as sustained and relevant monitoring and evaluation. This was not only intended to broaden the productive base of the economy but also make the agenda

³⁵ World Bank (2017) Rwanda Economic Update; Tenth Edition, August 2017.

more inclusive and pro-poor, expand job creation, raise productivity, improve competitiveness and promote the greening of the growth and consumption patterns. From the development path sought by the UN under the current UNDAF, it is apparent that the actual realization of the UNDAF Outcome 1.1 would be both the direct and indirect results emanating from the implemented interventions as discussed hereunder;

i) Improvement in service delivery

The stakeholders that participated in the evaluation exercise were highly optimistic that with improved policy coordination, strengthened resource mobilization, technical capacity to effectively and efficiently direct government policy and programme implementation at all levels, service delivery would positively be impacted, with effects filtering through poverty reduction. Primary data generated through key informant interviews indicate improvement in service delivery across sectors primarily as a result of the capacity strengthening interventions of the programmes implemented under UNDAF Outcome 1. The trainings offered to several local government officials in charge of planning from both the technical and political wings enhanced their capacities to effectively plan, delivery and monitor service delivery. As revealed by an official from the Ministry of Local Government during interview, all districts have been able to develop high quality and responsive district development plans that were informed by the Local Economic Development assessments that were successfully undertaken by all the districts.

Improvement in service delivery is further confirmed by the 2016 Rwanda Governance ScoreCard that reveals a 1.6 % improvement in the service delivery quality indicators. Key service delivery indicators that had relatively improved in 2016 compared to 2014 scores include; control of corruption, transparency and accountability which recorded a 7.52 % improvement since 2014, Economic and Corporate Governance indicators that recorded a 4.62% increase, as well as Participation and Inclusiveness with 0.93% improvement over the 2014 scores³⁶. These key achievements have been facilitated by successful institutional reforms which the Government of Rwanda with support from development partners has undertaken in the past decade. In effect, Rwanda is ranked the best in Africa on Institutions, the first pillar of the Global Competitiveness Index.³⁷

ii) National Capacity Strengthening

Capacity gaps at institutional, organisational and individual levels had constrained the effective implementation of earlier national development initiatives particularly; the first Economic Development Poverty Reduction Strategy (EDPRS 1) and Poverty Reduction Strategy Paper (PRSP 1)³⁸. It was against this backdrop that the UNDAF interventions under the two UNDP led projects were designed to coherently respond to the capacity strengthening needs for enhanced resource mobilization and implementation of government programmes. Building on the lessons learnt from the previous capacity building initiatives, the capacity strengthening component of the programme took a more practical stance that aimed at not only imparting the skills but also close monitoring of the utilization of the acquired skills by the beneficiaries.

The capacity strengthening approach was indeed sound as it plugged the major gaps inherent in the classical capacity building interventions implemented earlier. In fact, all stakeholders who were interviewed during this evaluation were highly appreciative of the adopted capacity strengthening approach saying that it was not only relevant but also highly cost effective. The evaluation thus noted that the output level capacity strengthening related indicator targets were satisfactorily achieved as summarised in table 1 below;

³⁶ Rwanda Governance Scorecard 2014 and 2016.

³⁷ World Economic Forum, 2017

³⁸ Situational analysis in the programme document

Capacity strengthening Areas	Performance						Total
	Baseline	Target	Actual				
			2014/15	2015/16	2016/17	2017/18	
Resource Mobilization & Negotiation	06	10	10		03		13
M&E	02	33	142		235		377
Multi-Dimensional Poverty Index	-	-	34	-	-	-	34
Contract management	-	-	06	-	-	-	06
DAD System Mgt					03		03
Total			192	-	241		433

As indicated in the table above, the programme has surpassed its output performance targets in the area of capacity building. Limited capacity in core functions that support the effective implementation of EDPRS 2 particularly resource mobilization, development cooperation as well as M&E was the riding factor that instigated the design and implementation of the programme. Thus, the capacity strengthening that has been delivered under the programme has been so strategic to potentially facilitate effective implementation of not only EDPRS 2 but also all other government policies and programmes.

The output level capacity strengthening achievements are well aligned with the programme's theory of change and therefore potentially able to positively impact service delivery hence poverty reduction and improved livelihoods both in the medium and long term. Performance improvements in the core sectors charged with the coordination and implementation of key government programmes particularly EDPRS II have reportedly improved which the stakeholders strongly attributed to the coaching aspect of the programme. It is therefore apparent that the provided capacity strengthening has not only beefed up individual skills to effectively deliver on their core functions but also improved the coordination of the entire service delivery planning, monitoring and evaluation hence supporting institutional strengthening. In effect, the functionality of all the institutions that have benefited from the programme has reportedly been improved with even more prospects of further improvements over time.

iii) Systems and institutional strengthening

Building and linking databases is another key programme achievement with potential to support the realization of the UNDAF outcome 1 indicators through enhanced and coordinated resource mobilization and utilization. The UNDAF interventions under the UNDP led programme successfully supported the development and functionality of DAD which has also been successfully linked with other data bases such as IFMS and INGO hence supporting streamlined aid management and effectiveness. As a result, there is increasing transparency and accountability in aid management which is in turn entrenching donor confidence in the Government of Rwanda. With the increasing recognition of the role external aid in national development coupled with enhanced aid effectiveness, there is hope for national progress towards achievement of UNDAF Outcome 1 indicators. Although the work of fully configuring the DAD with other databases still requires some modifications for full compatibility, institutions such as MINECOFIN and particularly EFU have been empowered to manage and utilize the system. This continues to enable these institutions to produce the required reports such as Official Development Assistance and Donor Performance Assessment using the information generated from the database.

Under the Transformational capacity development for the implementation and coordination of government policy and program, the institutional capacities of the Prime Minister's Office, NCBS, NISR, MINECOFIN, RDB as well as local government have been strengthened. A number of tailor-made trainings in Resource Mobilization, M&E, Executive Leadership, ICT, capital markets and investment schemes have been successfully delivered using the hired international and local experts (see details in annex 6). These trainings have equipped the government staff in these institutions with vital skills that have enabled the institutions to effectively deliver on their mandates. For example, it was revealed during interview with government officials that most government institutions used to rely on hired consultancy services to prepare their development plans but with the coaching and mentorship provided to government staff in these institutions especially local governments, several reports and development plans are internally developed. This has not only helped to build the internal capacity of these institutions but have also been cost effective as the processes are internally managed.

iv) Resource Mobilization

Enhanced resource mobilization to support the implementation of national priorities was one of the key aspirations of the current UNDAF. This was envisaged to be achieved through; i) production and implementation of a resource mobilization strategy for engaging philanthropy; ii) engaging new development partners to mobilize more resources, iii) training of MINECOFIN staff on effective resource mobilization. As a result, additional 5 development partners were envisaged to be brought on board by the end of the programme while the number of staff trained on resource mobilization increased from 6 (baseline) to 10 by the end of the programme.

Training of MINECOFIN staff on effective resource mobilization has successfully been conducted and 13 members of staff have cumulatively benefited from this intervention³⁹. This indicated that the output target (10) has been surpassed; a factor that is attributed to the appropriateness of the coaching and mentorship approach that was adopted. As a result of the training, understanding of the development financing landscape as well as the capacities of EFU staff in resource mobilization from alternative and innovative sources has been strengthened. Although the actual results towards attracting additional development partners seem little, the programme has supported the establishment of a conducive environment within which the output target above can be achieved with time. Key sources of development financing have been identified and are being analysed to ensure efficiency and effectiveness.

Furthermore, the programme supported annual GoR and DP coordination forums hence creating a platform for further resource mobilization. During such fora, aid information have comprehensively been shared vis-à-vis government priorities hence facilitating the establishment of more development partnerships through collaborative identification of necessary funding areas. As indicated earlier, development finance inflows to Rwanda has since 2013 increased which can reasonably be attributed to the improved aid coordination architecture existing in the country.

The programme aspiration at district level was to capacitate the districts to increase resource generation by at least 10% by the end of the programme. This was to be achieved through i) recruitment of coaches for district resource generation by local government institutions; ii) conducting short-term tailor made training; and iii) strategic capacity support for coordinating local government coaching and capacity building programmes. In effect, the capacity of more than 150 local government staff in resource generation has been strengthened through a number of programme supported interventions but most importantly the coaches. By the end of their contracts in August 2015, the coaches had provided vital skills to the district staff that reportedly enabled all the

³⁹ Annual performance report 2014/15 & 2016/17

districts to formulate and submit their budget estimates to MINECOFIN on time unlike before⁴⁰. Besides, more capacity was provided in proposal development which gives the local governments leverage on even mobilizing external resources. Although there is insufficient data to indicate whether the indicator target (number of districts that have increased their resource generation by at least 10%) has been attained or not, it suffices that the programme capacity strengthening is potentially able to support the realization of the target with time.

v) Improved data management and dissemination

Programme support to capacity strengthening in data management and reporting has facilitated the production and dissemination key documents such as the MDG, NHDR, and periodic evaluation reports for EDPRS 2 among others. The recruited ICT coach provided valuable skills and expertise to the staff of NISR that led to the achievement of key results of the 1st National Strategy for the Development of Statistics (NSDS1) and successful transition to NSDS II, development of the StatAlert Database Management System, design of the Knownet tool that is used to manage knowledge within NISR hence promoting knowledge sharing internally. The programme results under ICT support have enabled easy accessibility and usability of data to support decision making, programming as well as monitoring and evaluation. Thus, the programme output achievements have well matched with the set targets implying satisfactory performance as detailed in annex 6.

Improvements in data quality and management provide a strong foundation for evidence-based and responsive planning, monitoring and evaluation of government policies and programmes which are key instruments for poverty reduction and inclusive growth. As such, UNDAP interventions especially under the UNDP led programme have capacitated the government of Rwanda to generate and utilize quality data for effective service delivery planning that richly impacts poverty reduction and inclusive growth.

vi) Promotion of national policy dialogue

The annual GoR and DPs forum that have been supported by the programme have promoted national policy dialogue whose full benefits cannot easily be quantified. As iterated by one UNDP official during interview, the bringing together of key national stakeholders to discuss the national development agenda is one of the key achievements whose gains reflect well both in the present and future poverty reduction indicators. As such, upstream coordination of the country's development agenda has been strengthened to effectively direct the achievement of medium and long-term development ambitions of the country.

It flows from the above that the output level achievements of the UNDAP interventions have been so strategic in supporting the realisation of UNDAP Outcome 1. Anecdotal evidence indicates commendable improvements in the two outcome indicators although the extent to which the set targets have been achieved may not be articulated with certainty due to data inefficiency. On the basis of the programme's theory of change alluded to earlier, there is sufficient evidence that national capacity to effectively coordinate aid as well as national policy and programme implementation has been improved with potential of supporting effective and efficient service delivery that would positively impact on poverty reduction and inclusive growth as further discussed hereunder;

2.2.3 Specific programme results achieved and UNDAP Outcome 1.1 nexus

The evaluation noted that the national achievements presented above are strongly associated with UNDAP support towards strengthened leadership and national capacities to Strategically Plan and Harness Opportunities for Structural Economic Transformation as well as Strengthened National Capacity for Policy Coordination and Resource Mobilization which were the core components of the UNDP led programme in support of UNDAP Outcome 1. With strengthened institutions and national capacities in effective and efficient

⁴⁰ *ibid*

resource mobilization and utilization, both internal and external development financing is enhanced with results trickling down to the population in form of improved service delivery, inclusion and poverty reduction.

In respect to the two UNDP led projects implemented by MINECOFIN and NCBS, they are built on a solid theory of change that coherently links programme resources, activities, outputs, outcome and impact. Although the outcome indicators require substantial time to be empirically verified, the performance of the programme at activity and output levels is satisfactory which conveys hope for the achievement of outcome indicators through the envisaged pathways with time. As such, the programme has recorded a number of achievements whose potential to support poverty reduction and inclusive growth is remarkably high.

The Support for Effective Development Cooperation for Results project has enhanced government capacity to lead on aid effectiveness, harmonisation, alignment and mutual accountability. This has been achieved through a number of successfully implemented project actions such as supporting; i) the development and functionality of a fully owned and managed DAD that is linked with Smart IFMS and other databases for enhanced transparency and comprehensive aid information; ii) improved aid coordination through GoR and DPs Forums; iii) improved mutual accountability through dialogues between GoR and DPs; iii) provision of necessary support and facilities to mobilize more resources as well as iv) strengthening the capacity of relevant government staff in core aid management functions. The improvement in aid coordination architecture has not only increased donors' confidence in Government of Rwanda that attracting increased ODA but also promote effective aid utilization through responsive planning. This strengthens effective service delivery planning with resultant effects reflected in poverty reduction and inclusive growth.

Coupled with the above, the Outcome UNDAF interventions under the UNDP led programme for supporting the achievement of Outcome 1.1 have indeed created a solid foundation upon which aid effectiveness shall continuously be promoted. The programme-supported improvements in the overall aid architecture have so far supported the mobilization of extra USD 51,000,000 from South Korea towards the construction of the University of Rwanda. This together with more aid inflows to be continuously attracted, will potentially contribute to poverty reduction and inclusive growth through both direct and indirect opportunities emanating from the investment ventures in which such aid would be absorbed.

With the programme support, reporting and mutual accountability on the utilization of aid has improved mainly through dialogues and other forums between the GoR and the Development Partners. The programme facilitated aid coordination meetings and dialogues forums annually⁴¹ during which comprehensive information on aid utilization as well as government priorities has been widely shared. This has ensured proper alignment of aid inflows with the development priorities of the government which are pivoted on improved welfare of citizens through poverty reduction, good governance, equality and human rights promotion.

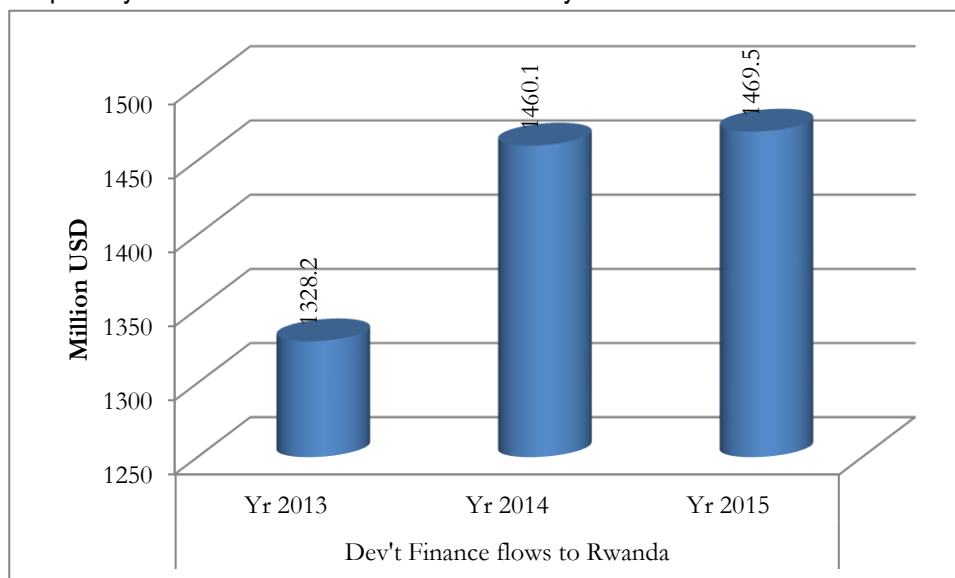
Through the programme support, aid inflows are appropriately utilized to support the country's development agenda with increasing donor confidence. Donor satisfaction over aid utilization in Rwanda a few required improvements notwithstanding is reported in various reports and is a good indicator for the country's ability to attract more development financing. The country's good international image on aid utilization shall remain a key tool in the mobilization of additional development resources. This partly explains the increasing trend in the amount of development finance to the country between 2013 and 2015⁴² as shown in figure 3 below.

⁴¹ Annual performance report 2016/17

⁴² ODA report 2015/16

Fig 3: Aid inflows to Rwanda between 2013 and 2015

With enhanced capacity to effectively mobilize, utilize and account for external development resources, there is optimism for more resources to be mobilized to support national development whose ultimate outcome is poverty reduction and improved welfare for the citizens. Thus, much as the envisaged reduction in poverty levels may not be explicitly articulated statistically, the potential of the programme deliverables in supporting the realization of poverty related outcome is sufficient. Analysis of the sectorial distribution of development resources in



Rwanda for the past five years reveals that much of the resources are invested in sectors such health, agriculture, social protection, energy and infrastructure that have a more direct impact on the lives of the citizens⁴³.

It is apparent that the UNDAF interventions perfectly respond to the key upstream level

bottlenecks in the fight against poverty and exclusion in Rwanda that were identified at the design phase of the programme. The programme has thus enhanced national capacities required for providing strategic direction to the implementation of key government policies and programmes that are directed at addressing poverty and exclusion. It is on this ground that the evaluation finds the approach adopted by UNDAF outcome 1.1 interventions very solid as it addresses both upstream and downstream development challenges that would impede the achievement of the outcome.

Furthermore, UN family in collaboration with GoR has implemented a number of projects that have had a more direct effect on poverty reduction. These include; i) Support for the Green Economy Approach; ii) Youth and Women Employment ii) Value Chain Development for Inclusive Growth and iv) Promoting Agricultural Diversification to Reduce Poverty, Fight Malnutrition and Enhance Youth Employment Opportunities in Eastern Africa as further discussed in sub section 2.2.4 below.

2.2.4 Contribution of other UN programmes

UN agencies played a critical role in supporting the realisation of UNDAF outcome 1 through a number of programmes individually and/or jointly undertaken. A total of six programmes were undertaken under result area 1: 'Inclusive Economic Transformation' supported by various UN agencies. These are summarised in the matrix below.

Table 1: specific UN programmes in support of UNDAF outcome 1.1

UNDAF Result Area	Joint Programme	Participating Agencies	Key achievements
	Support to transformational capacity development for the	UNDP	Capacity of national and sub national institutions in charge of planning and

⁴³ Budget framework paper 2017/18-2019/20

Inclusive Economic Transformation	implementation and coordination of GoR Policies and Programmes through National Capacity Building Secretariat		service delivery have been enhanced. This supports effective implementation of government policies and programmes for poverty reduction and inclusive growth.
	Support to the effective development cooperation for results through MINECOFIN	UNDP	Has promoted aid effectiveness and enhanced resource mobilization through enhanced mutual accountability and strengthened resource mobilization capacities. As a result, increase in aid inflow has been realised for supporting national development agenda.
	Value Chain Development for Inclusive Growth led by UNIDO	UNIDO, FAO, UNDP, WFP, WHO, UNCTAD, UNECA, UNWOMEN, ILO, ITC, UNCDF	Has supported agricultural production, value addition of major commodities hence improving prices and job creation. All these contribute to poverty reduction and inclusive growth.
	Support for the Green Economy Approach	UNDP, UNIDO, UNCTAD, UNHABITAT, UNESCO, FAO, UNECA, WHO, UNEP	Has supported individual and institutional capacity strengthening for mainstreaming environmental conservation principles and practices in national development agenda. Through the UN provided technical advice, environmental protection and conservation awareness has been enhanced.
	Promoting Agricultural Diversification to Reduce Poverty, Fight Malnutrition and Enhance Youth Employment Opportunities in Eastern Africa	FAO	Has supported production of and trade in poultry products. This has supported household income generation, job creation, improved nutrition which are all relevant to poverty reduction and inclusive growth.
	Youth and Women Employment led by ILO	ILO, UNDP, UNIDO, UNWOMEN, UNCTAD, UNHABITAT, UNV, ITC, UNESCO, UNCDF, FAO, UNECA	Supported i) skills development for income generation for youths & women, ii) mainstreaming of youths and women in national planning & budgeting, iii) Job creation through enterprise development & entrepreneurship, iv) youth & women empowerment through advocacy. All these gains have both direct and indirect impact on poverty reduction and inclusive growth.

In addition to the more direct contribution made by specific programmes under UNDAF Results Area 1, the evaluation found that even the programmes designed and implemented in response to other results areas of UNDAF also have both direct and indirect effect on poverty reduction and inclusive growth. A list of all UNDAF

related programmes is attached in annex 5. Detailed analysis of the contribution of UN joint programmes under results area 1 is presented hereunder;

a) Youth and Women Employment Programme

The youth and women employment programme has been very instrumental in transforming the lives of the youth and women in Rwanda. Coordinated by ILO but managed by UNDP, the programme's focus was on; i) Enhancing national capacities to promote employment intensive growth and mainstream youth employment in programmes and budgets; ii) Building the skills and competences of youths and women for employability and enterprise competitiveness; iii) Enhancing job creation and enterprise development through entrepreneurship development, access to markets and inclusive financial services and iv) promoting labour market information systems for youth economic empowerment opportunities.

From the programme design and implementation arrangement, a more direct impact onto the people's lives is visible with some of the initiatives such as YouthConnekt proving more viable in enhancing youth and women employment and empowerment through business engineering, entrepreneurship development and enhanced youth engagements and advocacy. Through its various components such as: i) YouthConnekt Hangouts; ii) YouthConnekt Dialogue; iii) YouthConnekt Convention; iv) YouthConnekt Month; v) YouthConnekt Bootcamps and Awards, the programme has successfully integrated the youths in the national development agenda.

Besides awakening the youths to take an active role in personal and national development, the YouthConnekt programme has yielded several others results that have a more direct impact on poverty reduction and inclusive growth. These include; creation of more than 1000 permanent and 2,719 temporary jobs, mobilization of the youth to take part in national development on a voluntary basis which has yielded in more than one million trees planted country wide, 30 and 789 houses for vulnerable families for vulnerable families constructed and renovated respectively. The programme has also been able to impart the youth with income generating vocational skills that are envisaged to support their progression out of poverty and exclusion. It is apparent that the Youth and Women Employment programme has yielded key results that have had direct impact on poverty reduction⁴⁴. Despite the reported funding challenges, the youth and women employment programme is on track to achieving even greater results should the present gains be sustained.

b) Value Chain Development for Inclusive Growth

Through a joint effort of UN agencies, this programme was specifically designed to support; i) the enhancement of pro-poor growth and economic transformation for inclusive economic development; and ii) diversification of the economic base to allow Rwandans to tap into and benefit from expanded international, regional and local markets as well as improved agricultural value chains. This was envisaged to be achieved by delivering five core outputs namely; i) Strengthened leadership and capacities of national institutions to strategically plan and harness opportunities for structural economic transformation, ii) Strengthened national capacities for industrial and trade competitiveness, iii) Strengthened agricultural innovation and value chains, iv) Strengthened national regulatory frameworks for quality standards compliance, v) Agricultural value chain is developed and implemented at macro, meso and micro levels.

The outputs delivered under this programme have supported enhanced agricultural production, value addition of key commodities hence leading to better prices and incomes as well as job creation. Although actual statistics are scanty, it is apparent that these results have a direct relationship with poverty reduction and inclusive growth.

⁴⁴ Youthconnekt; Genesis, evolution and success factors (2017)

Thus, the gains of this programme are well positioned to continuously support the realization of UNDAF Outcome 1.

c) Support for the Green Economy Approach

The design and implementation of the green economy approach was specifically intended to support the realisation of its key characteristics as described by poverty and environment partnership (2013). Therefore, programme strategy was to support activities aimed at improving systems to pursue a green economy approach to economic transformation through the development of green cities and villages, green industries and services, codes and standards for energy efficiency, framework and assessment tool for renewable energy development to expand energy access as well as establishment of centres of excellence for energy.

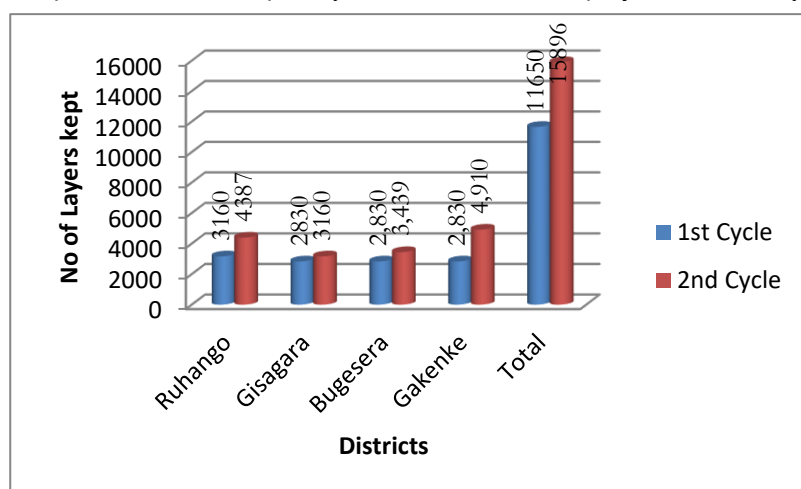
In tandem with UNDAF, the programme was envisaged to support pro-poor growth and inclusive economic development with emphasis on the four pillars of inclusive green growth approach- economic, social, environmental and governance. Thus, the UN provided support has helped to build institutional and individual capacities for mainstreaming green growth approach in national development. The formation of Rwanda Green Building Organisation (RWGBO) was a key step towards mainstreaming of green growth approach in the construction industry in the country. Furthermore, the UN support has strengthened the capacity of the Ministry of Environment in the implementation and monitoring of the Green Growth and Climate Resilience Strategy (GGCRS).

On the whole, the UN support to environmental protection has helped to strengthen implementation and monitoring capacity of the responsible institutions, raised levels of awareness about the need for environmental conservation as well as mainstreaming green growth approach in national development agenda. As reiterated in the description of green economy approach by the poverty and environment partnership, the association between sustainable environment conservation on one hand and poverty reduction and inclusive growth on the other can never be overstated. Thus, this programme was strategically designed to meaningfully contribute to the realisation of UNDAF Outcome 1.

d) Promoting Agricultural Diversification to Reduce Poverty, Fight Malnutrition and Enhance Youth Employment Opportunities in Eastern Africa”

This was a four-year project funded by FAO with implementation covering 4 out of 30 districts. The project supported the delivery of three outputs namely; i) Youth micro-enterprises/out-grower schemes established or enhanced to produce seeds for poultry value chains, ii) Egg production process supported through trainings, supervision, organization of farmers and link with credit/saving institutions; iii) Egg commercialization supported through a study on rapid egg market opportunities; publicity campaign for inclusion of eggs into diets and project visibility, link with market and consumers like hospitals, schools, supporting retailers and transformers.

With the support of the project, egg production has been significantly promoted through both the individual and group poultry farmers. A total of 1,389,744 eggs have been produced by young farmers that were commercially oriented by the project. The poultry project has helped to generate about 104,909,736 FRW and has provided both full time and part time jobs to the youths in addition to thousands of other people indirectly employed through the promoted trade in poultry value chains⁴⁵. The project has directly supported poverty reduction and inclusive



growth through employment creation, income generation and a number of both forward and backward linkages in the poultry value chains.

The project has not only supported poverty reduction but also general household development through enabling the youths to complete their education as well as acquiring capital for opening up other businesses. It is apparent that this project has had more

direct benefits to the youths with even more potential of scaling up these benefits as most poultry farmers have increased the number of chicks in the second cycle as indicated in the figure above.

The performance of UNDAF outcome 1.1 related programmes at output level has been spectacular as nearly all output indicators have been or highly likely to be achieved by the end of the programme in mid-2018. However, data indicating attainment of the outcome indicators is too scanty to emphatically reflect the status of the outcome. For example, the available national poverty status data is of 2014 and no national survey has been undertaken ever since to reflect the current statistics. However, the output level performance suggests that the programme has laid a solid foundation that would ably support the achievement of the envisaged outcome even beyond the programme period. Thus, the achievement of the UNDAF outcome 1.1 is being affected by a number of factors both positively and negatively as discussed hereunder;

2.2.5 Factors affecting the achievement of UNDAF outcome 1.1

The achievement of national poverty reduction and inclusive growth targets for Rwanda is possible but requires a holistic approach to development that seeks to address all bottlenecks. Rwanda has indeed made substantial progress in the fight against poverty and promotion of inclusive growth since the beginning of the century considering both facilitating and inhibiting factors. The country's performance on poverty reduction has been progressive with substantial reductions both in poverty and extreme poverty from 44.9% to 39.1% and 24% to 16.3% respectively between 2010 and 2014⁴⁶. With projections of further reduction in poverty levels, the achievement of poverty reduction goals faces both facilitating and inhibiting factors discussed hereunder;

a) Supportive government policy

Government commitment in the fight against poverty and exclusion has been paramount as evidenced through a number of development interventions. The national policy regime has been evolving focused on supporting national strategies to achieve poverty reduction goals. Besides, the allocation of national budget prioritizing sectors such as agriculture, education and infrastructure that directly impact the large proportion of the people

⁴⁵ Rwanda ASTF-project progress report, 2017

⁴⁶ EDPRS 2 Mid-term evaluation report (January, 2018)

mostly the poor is yet another evidence of government commitment to poverty reduction. The government emphasis on aid effectiveness has continued to pull external development resources that have supported the campaign against poverty.

b) Sound programme approach

The national poverty reduction approach has also been comprehensive enough to guide specific interventions. The government of Rwanda with support from development partners has developed both a medium and long-term development agenda that has been coherently implemented under different programmes and projects aimed at supporting poverty reduction. Through the coherent poverty reduction approach instituted by the GoR, various development partners continue to support government efforts in a coordinated manner. With recent improvements in the aid architecture as a result of the UNDP project, the strategic direction designed by the government pose a great potential to attract more development resources.

The structure and functionality of government planning and delivery systems are fairly sound to support the country's poverty reduction ambitions. However, there are some gaps that still impede the achievement of full results and significant ones are;

a) Limited engagement with downstream stakeholders

Whilst the One UN has made substantial contribution to the national efforts against poverty and exclusion, the decimal engagement of the downstream actors such as community level structures and Civil Society Organisations that can deliver greater impact at lower levels impedes the envisaged success. Upstream policy interventions have received adequate resources which would have yielded more results if they were backed by reasonable level downstream efforts. Whereas, the upstream policy support is often necessary, the rate at which the delivered support to trickle down in form of improved service delivery requires substantial amount of time. This is why it is important to have a balanced mix of both upstream and downstream interventions if evaluative results can be achieved within a short time.

The Youth and Women Employment programme has had more direct impact on the lives of the beneficiaries because of the mix programme approach it adopted. While the programme provided upstream capacity strengthening support, the direct support to the young entrepreneurs seem to have yield faster and more tangible results.

b) Weaknesses in coordination

Weak coordination has featured in the Joint UN programmes designed and implemented to support the achievement of the UNDAF Outcome 1. This aggravated effective resource mobilization for programme implementation hence jeopardising the achievement of certain outputs and their corresponding outcomes. During interviews with some UN staff coordinating the joint programmes, it was revealed that some UN agencies did not honour their commitments to support the joint programmes which had adverse effects on activity implementation.

c) The large subsistence sector

Rwanda's largest population is rural based with subsistence farming as a major source of livelihood. Transforming such population from peasantry live into a middle-income status requires great investment in not only production but also mind-set change. Much as mind-set change messages have been mainstreamed in many development programmes and projects, their potential to yield desired results require some time. Besides its negligible contribution to GDP, substance agriculture hinders mass production and the rate at which

commercialization of agriculture to support household income enhancement can be achieved hence sustaining poverty.

d) Limited resource endowments and market opportunities

The level of industrialization in Rwanda is still low despite spirited government interventions. This implies the country's unfavourable balance of payments and unemployment which all have a direct relationship with sustained poverty levels. Rwanda, compared to its neighbours, is less endowed with natural resources that would have propelled her fast growth. This compels the country to rely on external resources for her development.

2.2.6 Facilitators and inhibitors of UNDP led programme performance

As noted above, programme performance is rated satisfactory since most output indicators have been achieved. Although the actual contribution of UNDP interventions towards the achievement of outcome 1.1 indicators cannot be stated with certainty due to data insufficiency, it is apparent that the delivered outputs are well able to propel the achievement of the outcome indicators given the comprehensiveness of the theory of change underpinning the design and implementation of UNDP interventions for achieving the outcome. The performance of the programme has been a function of a number of both facilitating and inhibiting factors discussed hereunder;

i) Facilitators

The evaluation noted that the factors that have incentivized programme performance have been both external and internal but have all complemented each other positively to generate the observed programme results.

a) Strong government support

The government of Rwanda has provided satisfactory support to the programme right from the conception phase. The government implementing institutions such as MINECOFIN, NCBS and even participating ones such as local governments have all played a commendable job in providing adequate guidance through the implementation phase. Besides the coaches and technical advisors that were brought on board in the first two years of programme implementation, the rest of labour was provided by government staff working in with the implementing institutions. This portrayed high level of commitment on the side of government as one government official was quoted during interview

“.....the success of any national level programme is dependant of the degree of government commitment.....the UNDP programme received adequate support from government which was mostly in kind. Although this kind of support cannot be easily monetized, it is more often the most important in the successful implementation of the programme/project.....”

The strong government commitment was also seen in the willingness of NCBS to mobilize extra funds to complement the programme implementation resources provided by UNDP. It is reported that using resources externally mobilized, NCBS was able to hire a technical advisor to complement the two hired by the programme to support the capacity strengthening of the staff and the entire institution. Consultations with a multiplicity of stakeholders revealed that the programme provided adequate avenues for national participation which gave the programme clout and the blessing of the government contributing to its enhanced performance.

b) UNDP comparative advantage

Mentionable too is that UNDP has a niche in all the interventional areas of the programme. Thus UNDP leveraged its expertise to adequately guide the programme particularly at the design and implementation levels.

It is apparent that the programme concept and design were well based on solid evidence generated from other UNDP supported projects. Besides, UNDP has established a sound management system that provides necessary support to programme implementation more adequately, hence propelling their performance and success. The long-standing partnership between UNDP and the Government of Rwanda is also praise-worthy for supporting the enhanced performance of the programme. From the past experiences, UNDP and Government of Rwanda have continued to cement their working relationships with each of the partners much aware of the key guiding principles of their engagement.

c) Programme design and implementation modalities

In tandem with the analysis under the programme relevance in subsection 2.1 above, it is apparent that the entire design and implementation arrangements of the programme incentivised its performance. The individual projects were appropriately located in government institutions which enhanced the aspects of participation, ownership, contribution and capacity strengthening that form the key pillars of programme/project success. Stakeholders were appropriately involved in the entire programme processes in a manner that well harnessed their contribution hence enhanced programme performance. It is reported that NCBS was able to mobilize extra resources to supplement those provided by UNDP for programme implementation⁴⁷. Besides, the impressive levels of commitment on the part of the government facilitated fair reporting and accountability to which the observed programme performance is attributed in part.

The performance of the programme has been a function of many factors inherent in its design, partnership arrangements as well as government support. These notwithstanding, the project suffered some setbacks as a result of the following inhibiting factors.

ii) Inhibitors

The programme is envisaged to have performed even much better had it not be the following factors. However, adaptive management that was adopted by the programme the magnitude of negative effects of these factors were to some good extent minimised as seen hereunder;

a) Delayed activity implementation

Desk review of the performance reports together with stakeholder consultations indicate that some activities were implemented outside their slated time as a result of several factors ranging from tedious processes of challenges related to resource availability. The recruitment of the technical advisors was the major activity that was grossly delayed which in turn delayed the delivery of corresponding outputs. Annual reports indicate that in some instances firms were instead contracted to deliver what was originally planned to be delivered by an individual consultant in order to redeem time. Despite the financial burden involved, the approach was appropriate in addressing the issue of delayed activity implementation.

b) Financial constraints

The programme suffered budget cuts that were communicated in the course of implementation. The implication was that some activities were not implemented as planned and yet they were envisaged to contribute to the realization of the outcome. The uncertainty that surrounded the programme funding jeopardised planning and activity implementation hence underscoring the output targets.

c) Inadequate data to empirically portray progress

⁴⁷ NCBS Annual report, 2015

Whilst the programme developed a robust M&E framework, the collection of data on outcome indicators has been wanting. As such, progress reporting has only been based on the outputs with little or no output-outcome nexus to guide outcome harvesting. Sources of M&E data especially on the outcome indicators were not identified at the start of the programme to ensure the availability of these data at the time of the evaluation. As such, it is not easy to vividly articulate the extent of outcome level achievements.

d) High employee turnover in government institutions

Organisational and/or institutional performance is enhanced when individual capacity strengthening interventions are backed by appropriate employee retention strategies. Through consultation with stakeholders, employee turnover was mentioned as one of the major threats underlying the sustainability of the programme results. With enhanced capacity, government staff that have been trained under the programme are increasingly becoming marketable. Although cases of employee turnover were minimal, their adverse effects on the overall performance of the programme could not escape mention during consultative meetings with stakeholders.

2.2.7 UNDP Contribution

UNDP has made substantial contribution towards the attainment of UNDA Outcome 1 through directly funded programmes and well as joint programmes in which it has played an instrumental role. This contribution can best be categorised under; i) Upstream policy advisory services, ii) Upstream and downstream capacity strengthening, iii) Direct service provision and iv) Support to policy reviews and evidence-based planning, v) resource mobilization. Apparently, all programmes and projects UNDP has supported have all had a more direct relationship with UNDA Outcome 1 as seen hereunder;

a) Upstream policy advisory services

Through its close interaction with the Government of Rwanda, UNDP has been central in providing timely and quality advice to the government on a number of issues on which UNDP has a niche. These have included inter alia; governance, natural resource management as well as human development. This has been done through a number of innovative ways such as; i) conducting of national analytical studies whose findings and recommendations are widely shared with the government for adoption; ii) attaching technical advisors to selected government institutions both at the central and local governments. All these have had a significant contribution in shaping the policy architecture of the country aimed at positively impacting poverty and national development. More specifically the policy advice provided by UNDP coupled with its advocacy has led to the mainstreaming of youths and women employment issues in 8 sectoral policies and district development plans for all the 30 districts.

b) Upstream and downstream capacity strengthening

Significantly, UNDP has played a pivotal role in strengthening national capacities to deliver quality services. Specifically, the programme under review was designed to strengthen capacities for effective development cooperation and resource mobilization as well as the implementation and coordination of government policy and program. Indeed, as indicated above, the programme has satisfactorily delivered most of its output targets that are potentially able to positively impact poverty reduction and inclusive growth in turn. The UNDP provided technical and financial support have been instrumental in supporting capacity strengthening at individual, organisational and institutional levels that will continuously yield valuable results for poverty reduction and inclusive growth.

c) Direct service provision

Not only has UNDP provided software solutions to development challenges in Rwanda but also implemented interventions that directly impact the lives of the immediate beneficiaries. Out of 19 joint programmes designed to support the implementation of UNDAF, UNDP has fully supported 4, acted as a lead agency in other 4 and participated in 5 programmes. On the whole, UNDP has participated in 13 out of 19 joint programmes implemented to support the realization of UNDAF results (List of joint programmes in annex.....). Under the Youth and Women Employment programme, UNDP has provided support directly as start-up capital.

d) Analytical research and evidence-based planning

Apart from the analytical studies UNDP has undertaken directly for example the Human Development Reports and MDG reports, it has provided both technical and financial support to respective government institutions that has facilitated the conducting and production of key national studies to support evidence-based policy development and programming. UNDP has particularly supported capacity strengthening of the National Institute of Statistics of Rwanda (NISR) and MINECOFIN to undertake particular and periodic studies to support national evidence-based planning.

e) Resource mobilization for national development

UNDP has support the Government of Rwanda in resource mobilization through a number of initiatives. The programme under review was UNDP funded to the tune of USD 9,162,000 which represents 67.8% of the total programme budget. Through its partnerships, UNDP has mobilized more resources to support national development. Particularly, UNDP successfully mobilized funds for the Youth and Women Employment programme in addition to convincing the Government of Rwanda to enable it to access GEF funds which otherwise the GoR would not be able to obtain⁴⁸. UNDP has again made a significant contribution in the area of resource mobilization through supporting capacity strengthening in resource mobilisation both at the central and local governments. Through the programme under review, UNDP positively impacted individual, organisational and institutional capacities in resource mobilization which has helped to build donor confidence in the GoR due to improved aid effectiveness.

UNDP was a lead agency in 4 out of the 6 programmes implemented to support the realization of UNDAF outcomes under Result 1- Inclusive Economic Transformation. As a lead agency, UNDP's contribution to the achievement of the Outcome is far beyond the resources and technical guidance provided but also includes the coordination role it has played among the UN agencies. More specifically, the two projects; Support for Effective Development Cooperation for Results and Transformational capacity for the implementation of the government policy and program were well aligned to deliver 2 out of 3 core UNDAF outputs for Outcome 1. Thus, much as other UN agencies made valuable contribution towards achievement of outcome 1, the greatest contribution both technically and financially was made by UNDP. The resources committed by UNDP (USD 9,162,000) well surpassed the UNDAF budget (USD 8276832) for the two outputs which the UNDP projects were designed to deliver.

2.2.8 UNDP partnership strategy

The UNDAF and DaO modality provide the overall framework for UNDP partnership strategy. Guided by the UNDAF results areas, UNDP has identified and teamed up with other UN agencies with complementing programmes to support national development. The evaluation showed that UNDP adopted a multipronged partnership strategy involving multiple stakeholders at UN level, Government, Civil society Organizations and private sector. UNDP was also able to use its international clout to tap into the south to south partnerships to enhance the programme outcomes. Here below, we illustrate the lay out of the partnership strategy and how it enhanced the delivery of program outcomes.

⁴⁸ Independent Country Programme Evaluation (2017)

UNDP partnership with Government of Rwanda

This end of term evaluation identified that UNDP's close partnership with central government was very key to accessing developed authorities that implement units of the programme interventions. It was noted that UNDP closely worked the Government of Rwanda (GoR) at upstream policy level and with implementing partners (IPs) at downstream level including specific government institutions that work in the provinces and districts. This strategy gave UNDP leverage to initiate activities with the national women council. The partnership with national women council at district level enhanced gender mainstreaming, assessment and evaluation in government institutions and the EDPRS. Thus UNDP programme strategic partnership with central government and provincial/district authorities was key to delivery of the intervention outcomes⁴⁹.

The strategy also enabled UNDP to enhance the programme activities downstream by using the Rwanda Development Board to work with CSOs and CBOs and the national institutions like the National Unity and Reconciliation Commission. The evaluation noted that the strategy enhanced capacities to Government of Rwanda and Ministries, Departments and agencies to deliver on the programme outcomes (UNDAF evaluation). However, the evaluation noted that partnership weak at sub-national level because UNDP did not work directly with devolved units except through MDA implementing partners⁵⁰. However, its partnership at sub-national level has remained relatively weak with the current model where UNDP does not work directly with devolved units except through national IPs⁵¹.

UNDP operationalization of the strategy of UN delivery as one (DaO) was a critical juncture that enabled the resource mobilization of the programme. The deployment of the strategy of DaO had a positive prospect from the establishment of a common resource mobilization mechanism for the programme activities that ultimately led realization of the outcomes⁵².

Positioning of UNDP as key technical driver of technical support policy informative studies during the implementation of the programme activities

UNDP's strength of connectivity with international best practices and knowledge some donors expressed interest in engaging at the technical level which led to smooth operationalization of the programme activities. For example, UNDP's analytical work with NHDRs and gender analysis attracted the support of donors particularly AfDB for the job well done in the above activities. Therefore, had high expectation given in-depth and timely analysis on the two studies of NHDR and Gender analysis studies. Thus UNDP was seen by other donors as better positioned to contribute more in generating quality knowledge and analytical products that would inform policy dialogue with the Government and development partners' interventions. Furthermore, UNDP's support to aid coordination for development also received favourable views from partners⁵³.

UNDP positioning as an influential member of the Donor Patterns Coordination Group (DPCG) provided a platform for dialogue on effective development aid to Rwanda. The (DPCG) brings together GoR Permanent Secretaries, Heads of bi-/multilateral organizations, and representatives of civil society and private sector. The UNDP influence was also very critical in influencing the development partners and government of Rwanda to adopt the Division of Labour (DoL) matrix that defined a more appropriate distribution of development partners'

⁴⁹ UNDAF 2013-2018

⁵⁰ UNDAF Evaluation 2017

⁵¹ UNDAF Evaluation 2017

⁵² UNDAF Evaluation 2017

⁵³ UNDAF Evaluation 2017

sector support in line with national priorities. The current DoL was aligned to EDPRS II, where the UN is counted as one of the partners. Despite the fact that Rwanda's ODA has declined since 2010, there is a hope from the GoR for improved donor coordination and reduction in its transaction costs an issue that will ultimately lead to effective aid⁵⁴.

2.3 Programme efficiency

The extent to which the programme resources (financial, equipment and human) have been used appropriately and economically to deliver the desired results in a cost-effective manner has been a key yardstick for assessing the degree of programme efficiency. There was general consciousness across the programme implementers to keep the implementation costs within reasonable ranges. This was achieved mainly through adequate adherence to the established financial management regulations. UNDP provided adequate financial management guidance through a number of financial management policies and regulations. This helped to guard against financial misappropriation.

Financial resources were timely provided to facilitate smooth activity implementation. Robust financial management system that was established for the programme was a key factor in ensuring streamlined financial management. Equally, the deployment of the human resources especially international experts was strategic and it economically facilitated the achievement of the key programme objective-enhanced national capacity. Despite some delays in activity implementation that were experienced in the first year of the programme, the overall financial management has been satisfactory with effects filtering through streamlined programme implementation and performance.

There was adequate adherence to the financial management arrangements prescribed in the programme documents which is largely attributed to the vast programme implementation experience between UNDP and the Government of Rwanda. Financial reporting was indeed sufficient guided by the reporting templates provided by UNDP. However, the noticeable challenge was in the frequency of financial reporting. Financial reporting was done monthly yet activity planning was based on quarterly basis. This does not only strain the staff but also distort reporting harmony between financial expenditure and actual activity implementation. It is important that if monthly financial reporting system is to be more helpful, there is need for proper alignment with monthly activity workplans against which expenditures can be reported.

UNDP has undergone restructuring both in its management structure and programme portfolio aimed at improving the level of programme efficiency.

2.3.1 Programme finance

A total of USD 13,505,620 was required for the full implementation of the programme of which 9,162,000 (67.6%) was to be provided by UNDP, 3300000 (24.4%) One Fund, 805000 (1.8%) was to be mobilised from unspecified sources while the balance was to be contributed in-kind by the GoR as summarised in table 2 below;

Table 2: Programme financing arrangements

Programme Partners	Specific Projects	Total
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⁵⁴ UNDAF 2013-2018

	MINECOFIN	NCBS	
UNDP	4,662,000	4,500,000	9,162,000
One Fund	1,000,000	2,300,000	3,300,000
GoR	In-kind	In-kind (238620)	238620
Unfunded (to be mobilised)	805000	-	805000
Total	6,467,000	7,038,620	13,505,620

Source: Programme Documents

Analysis of the programme spending pattern especially for the Support for effective development cooperation for results for the financial year 2016/17 for which completed data was accessible revealed that there has been low resource absorption rate (58.05%)⁵⁵ which partly suggests low activity implementation. Nevertheless, programme established a solid expenditure framework based on quarterly and annual workplans with expenditure well tagged to specific outputs as summarised in table 3 below;

Table 3: Programme expenditure 2016/17 for MINECOFIN project

	Budgeted	Spent	Balance	Utilization rate
Output 1	416467	322615.83	93851.17	77.46
Output 2	301000	148414.5	152585.5	49.31
Output 3	30000	5871.5	24128.49	19.57
Output 4	104000	42675.39	61324.61	41.03
Total	939858	545541.53	394316.47	58.05

Source: Annual Financial report 2016/17.

All the quarterly financial reports indicated a less than 100% resource utilization levels as result of uncompleted projects. Delays especially in the procurement processes has been the frequently referred cause of delays in activity implementation leading to sequencing of the activities. According to programme staff talked to during this evaluation, this affected the coherent achievement of quarter and annual performance targets which is likely to affect the achievement of the overall performance targets within the stipulated time.

2.3.2 Cost minimization strategies adopted

Interviews with a spectrum of programme stakeholders revealed that the entire programme implementation was anchored on greater consciousness on economical use of resources. As such, a number of strategies were devised to keep the programme implementation costs within the acceptable levels. Notable cost minimisation strategies included the following;

a) Coaching

Areas that required capacity strengthening were systematically identified following capacity needs assessments that were undertaken. Technical advisors were strategically earmarked for these areas to provide hand-on guidance to the nationals in these functional areas. The strategy was particularly cost effective as it ensured that the core responsibilities of the trainees were simultaneously executed alongside the training as these technical

⁵⁵ Annual Financial report 2016/17

advisors were placed in the identified offices. Through this strategy, not only were practical skills and requisite knowledge passed on to the beneficiaries but it also provided a vent for the trainer to effectively undertake follow-up. All stakeholders consulted for this evaluation ranked this strategy highly in terms of cost effectiveness compared to the traditional approach of capacity building that is training based.

b) Partnerships and synergies

Throughout the operations of the UN agencies, the role of partnerships and synergies in achieving effective and efficient programme implementation is recognised and highly valued. Subsequently, the implementation of the two projects was well anchored on active partnerships within the UN family as well as with the national stakeholders both state and non-state. This was a key tool for resource mobilization, entrenching ownership of results and their potential sustainability. The structure of the Steering Committee was strategically thought through and it brought all the key stakeholders on board. This did not only facilitate decision making processes but also the implementation of key decisions with effects filtering through enhanced implementation efficiency. Stakeholders consulted for this evaluation were indeed appreciative of the several avenues the programme availed for their effective participation.

c) Adherence to financial reporting procedures

The evaluation noted satisfactory linkage between the programme results framework, workplans and budgets as well as reporting templates. This was particularly important for proper tracking of the programme performance along all key pillars (financial and technical). As such, there is strong evidence that programme resources were well tagged to achieving the envisaged results. It is also noticeable that each narrative report is well accompanied by a financial report to ensure that expenditure and results are well aligned.

d) Programme audit

The programme audit arrangements are well laid out in the two project documents with emphasis on independence and objectivity of the audit results. This significantly promotes a practice of good recording keeping with all supporting evidence; a factor that supports financial prudence in entire programme management. However, the evaluator requested by was not provided with the programme audit reports which would have supported the analysis of the programme financial management.

2.3.3 Programme's financial management and accountability system

The programme instituted sound financial management and accountability system guided by the financial management policies and manuals of UNDP as well as the national financial management and accountability system of the Government of Rwanda and specific implementing agencies. There was monthly, quarterly and annual financial reporting which helped to ensure prudent financial control through timely detection and correction of any variances. Indeed, apart from low resource utilization levels, cases of financial misappropriation were not reported throughout the lifespan of the programme. The financial reporting templates provided by UNDP facilitated consistent financial reporting and accountability with most reports submitted on time according to programme staff.

The NIM modality that was adopted for the programme well strengthened Government ownership of the programme since the implementing agencies had full responsibility over the programme activities and outputs. This does not only strengthen programme sustainability but also efficiency in resource mobilization and utilization especially from the government itself.

2.3.4 Gaps in the financial management and accountability system

Whereas the quarterly and annual financial reporting was well aligned with the work plan, the monthly financial reporting lacked a solid basis hence making it difficult to ascertain whether the programme monthly expenditure was in support of achieving the quarterly and annual performance targets. In the evaluator's view point, while monthly reporting was helpful in ensuring timely detection of variances, it would have been more helpful, it was tagged on the monthly performance targets.

Delays in the transfer of financial resources to the implementing agencies had adverse effects on activity implementation and achievement of output level targets. Selected staff from the implementing agencies whom the evaluator talked to confirm the late realises of funds which they attributed to the tedious authorization processes.

2.4 Programme sustainability

The degree to which the programme design integrated and adhered to the key sustainability pillars (local participation, ownership, contribution and capacity strengthening) has in this evaluation used as a yardstick to assess the extent of programme sustainability. Whereas it is evident that the entire design and implementation of the two projects greatly embedded these sustainability pillars, the presence of a clear exit strategy, its strengths, weaknesses and gaps in promoting programme sustainability coupled with the available opportunities and threats to effective sustainability formed the key areas of assessment as presented hereunder;

2.4.1 Availability and structure of the sustainability plan

Participation of the nationals in the programme design and implementation was sufficiently emphasised across all stages of the programme. Indeed, all the stakeholders consulted were appreciative of the participation avenues that were created within the programme for the nationals. Notably, key government officials as well as Civil Society Organisations played active roles in the design and implementation of the programme. The levels of participation have entrenched the spirit of programme ownership in all government institutions and other actors that have been involved in the programme. As such, there is adequate willingness for various actors to carry on some (if not all) activities of the programme.

Explicitly, the programme focus was on strengthening the institutional and individual capacities to effectively lead and direct the development agenda of Rwanda. This is consistent with the country's explicit desire of creating a pool of practitioners that would implement coordinated government priorities at all levels of service delivery. Therefore, the exit strategies of both projects are pivoted around a fully capacitated pool of national practitioners that would carry forward the country's development agenda other than relying on 'fly-in fly-out' consultancies. On the basis of the available exit strategies of the two projects, it is apparent that both institutional and socio-economic sustainability of the programme is highly likely because of the following reasons.

2.4.2 Strengths and weaknesses of the Programme sustainability plan

The identified key strengths of the sustainability plan is the embedment of the capacity building initiatives in line ministries and establishment of one stop centre the NCBS . The overall coordination of Prime Ministers Office , an office responsible for coordination of government programmes is itself a critical fulcrum to sustainability plan. Also cascading the capacity building to districts creates are widespread infrastructure for sustainability on scale in the whole of Rwanda. The inherent weakness in the program sustainability is lack of clear exist institutional arrangement and funding the NCBS long after the programme has expired. This partly

due to lack of concerted effort on part of implementing institutions to look for new partners as the traditional sources keep dwindling⁵⁶.

However, in terms of capacity development interventions, there are in many cases of inadequate strategies or plans to ensure the longer-term utilization of new knowledge and abilities. The evaluation team observed multiple capacity development interventions, but they were not always well enough considered to ensure the sustainable use of new abilities and knowledge. For instance, there is no clear strategy to ensure the capacities are used or follow up to understand how capacities could be further improved⁵⁷.

2.4.3 Opportunities and challenges to Programme sustainability

The development philosophy of Rwanda coupled with the strategic direction of the UN in Rwanda present enormous opportunities for the sustainability of the programme results and some of the activities. The Government of Rwanda has clearly indicated willingness to support long-term capacity building for enhanced service delivery. In effect, strategic institutions such as NCBS have been created and resourced to support national capacity building initiatives.

The alignment of the UN programming cycle with the Government planning cycle continue to support the synchronisation of the UN support with the government priorities which include capacity building. As such, both government and UN interventions shall continuously support capacity strengthening for enhanced policy coordination and resource mobilization hence contributing to inclusive growth and poverty reduction.

Opportunities to the sustainability of the program the ability to create and tap in the local resource pull namely human, natural and financial resources to support related program interventions both at the national and local level. This development in itself could serve as a catalyst to ignite the large scale resource mobilisation both within and out of the country to further enhancement of programme activities once funding has ended.

However, there are notable challenges to program sustainability as exhibited in the following areas:

The cost of hiring and retaining the technical staff persons at the national level within the ministries, departments and agencies is very high. There was no evidence of deliberate effort to use the program to massive training local personnel that are affordable and can be retained. Thus, once key technical personnel leave at the end of their tenure, there is a challenge of continuity.

At inception level of the programme, there was an assumption that donors especially the UNDP, UN partner agencies and other development partners would consider and highly value supporting the programme in the long term through targeted funding. Assessments made by this evaluation showed difficulties in resource mobilization as traditional donors had availing resources earlier on earmarked as contribution to the program activities. Sadly, the UN agencies in Rwanda seemed to be investing little efforts in enlisting more relationships and donors seemed reluctant to commit resources and even felt were not true partners to the programme agenda⁵⁸.

The absorption capacity and improvement of ODA collection and management remains a challenge and if not addressed may severely undermine the sustainability so far achieved by the programme⁵⁹.

⁵⁶ UNDAP final evaluation 2013-2018

⁵⁷ UNDAP final evaluation 2013-2018

⁵⁸ Ibid

⁵⁹ 2014/2015 Performance Report

Employee turnover was reported to be high in some beneficiary institution and if not checked may put the sustainability of programme results at stake. Given the fact that capacity strengthening interventions were a one-off with no clear agenda for continuous retooling, there is a risk of losing the developed skills once the trained staff move on to other organisation. Although the evaluation could not statistically establish the magnitude of the employee turnover problem, several key stakeholders confirmed it during interviews with much awareness that it could jeopardise the sustainability potential of the programme results.

3.0 UNDP Programming Principles

3.1 Gender mainstreaming

UNDP and the UN family at large has continuously been focussed on mainstreaming gender in all their programmes. Within UNDP's management structure, there is a strong gender balance at all levels. This has been deliberately achieved through placing appropriate emphasis on achieving gender equality. For instance, in 2014, UNDP developed a concrete office-wide gender mainstreaming strategy with a purpose of ensuring the integration of gender equality and women empowerment into every aspect of its work towards supporting Rwanda's development agenda.⁶⁰ The strategy has effectively supported: i) gender mainstreaming for inclusive development at the programming level; ii) institutional effectiveness and capacities for gender equality; iii) mobilization of resources for gender mainstreaming; iv) initiation and strengthening of partnerships and collaboration with key stakeholders; and v) establishment of accountability mechanisms for implementing and monitoring of the achievements of the Gender Equality Strategy.

In effect, within UNDP's management structure, the proportion of women and men in both senior and lower management levels is fairly balanced and well replicated in all the agency's programmes and projects. Staff training on gender concepts and mainstreaming principles and approaches has equally been given adequate attention which has enabled the agency to win bronze and gold gender seals for gender mainstreaming in 2014 and 17 respectively.

UNDP and One UN being the key contributors to the country's development agenda, their contribution to the achievement of the country's performance on gender mainstreaming can never be overstated. Rwanda's regional and global rank on promoting gender has been impressive over the years⁶¹; a factor that is attributed to the gender sensitivity of all development partners in national development. Both the 2016 Global Gender Gap report of the World Economic Forum and Mo Ibrahim Index ranks Rwanda 1st in terms of absence of gender discrimination. The institutional and policy reforms to which the UN has made substantial contribution continue to demonstrate strong political will for the GoR in promoting gender equality to an extent that the country has emerged as a regional and global leader in advancing gender equality.

Furthermore, in terms of programme reporting, gender mainstreaming was also well integrated in programme reporting templates which enabled the generation of gender desegregated data. However, the evaluation noted that the number of women that participated in the trainings and other programme components like coaching was much lower compared to their male counterparts. This is partly due to lack of affirmative actions in the selection of the trainees and recruitment of experts. Besides, while gender was reported about in some output level performance, in most of the outputs, gender analysis of the results was not done.

3.2 Application of Results Based Management (RBM)

Emphasis on results was adequate throughout the programme implementation as reflected in the reporting templates provided by UNDP. From the programme design, specific results to be achieved through the programme were well articulated and logically rhyming with the diagnosed indicators of the problem for which the programme was designed to address. In the programme design, a theory of change approach was well utilized to ensure that all components of the programme are well coordinated to support the realisation of the desired results both at output and outcome levels.

⁶⁰ Gender Equality Strategy: UNDP Rwanda 2014-2017

⁶¹ One UN Annual report 2016

The reporting templates provided by UNDP are satisfactorily consistent with the programme results framework; an indicator that the programme put in place adequate measures of tracking programme results along the implementation continuum. Besides, the programme satisfactorily adhered to the output based budgeting which helped to ensure that all programme spending was tagged to specific output results. By and large, the application of results based management was satisfactory and will continue to be entrenched as a result of the capacity strengthening in this area that the programme has supported.

The implementation of UNDAP was guided by Development Results Groups (DRGs) which provided support in aligning implementation with the desired results in addition to providing the overall framework for tracking programme results.

3.3 Human Rights Based Approach

The evaluation observed that in one of the capacity building initiatives considerations were made to adopt human rights approaches especially by ensuring equal access to opportunities in training and coaching. Women were also given opportunities in recruitment to capacity building drives⁶². This will be very helpful in mainstreaming gender in future programmes.

3.4 Environmental sustainability

The programme has been key and supported a study on land use planning and management to inform government on how best environment can be managed⁶³. This study is therefore in line with supporting environment sustainability by the program in line with UNDP programming principles.

3.5 Local Capacity Development

Indeed, all the capacity building initiatives were targeted at Rwandese nationals both at national level focussing at strengthening the institutions and individuals. The training of institute of statistics personnel, the private sectors and coaching of personnel at district level were all geared towards developing the local capacities of both government and private institutions to deliver efficiently and effectively on government programming.

⁶² 2014/2015 Performance Report

⁶³ 2014/2015 Performance Report.

4.0 Conclusions, Lessons learnt, best practices and recommendations

4.1. Conclusions

The evaluation concludes that indeed there were concerted efforts by the program to building capacity in different sectors but most of the targeted initiatives appeared to be one off with no clear agenda on retooling to meet the ever changing needs of the beneficiaries and institutions. This development may in some way put the sustainability of the programme results in jeopardy in case of employee turnover.

Whereas the programme's potential to contribute to the achievement of the outcome is evident, limited effort to downstream activities is likely prolong the time within which the programme deliverables would translate into the desired outcome level results. Nevertheless, the programme concept, design and implementation were solid and appropriately respond to the identified problem-limited institutional, organisational and individual capacity to effectively support national development.

The programme adopted robust implementation strategies that did not only aim at achieving results but also promote national ownership and enhanced sustainability. The programme implementation strategies were rated as satisfactory by all the stakeholders consulted during this evaluation. Adherence to UNDP programming principles was satisfactory which signifies successful mainstreaming of the principles in UNDP's work in Rwanda.

Project resources were appropriately utilized to deliver the planned outputs although the rate of resource absorption was low throughout the programme. The Results Based Management principle that was adopted facilitated proper alignment between resource allocation and utilization on one hand and desired results on the other which promoted programme efficiency.

Although the actual contribution of the programme towards the realization of outcome indicators is rendered difficult due to insufficient updated data, the programme's key success lies in the strengthened national capacity to effectively coordinate resource mobilization and implementation of national policy and programme with satisfactory national ownership over the process. By this, the likelihood of sustaining the results of the programme is high. The high programme sustainability notwithstanding, the absence of a clear exit strategy would discount the envisaged sustainability to some extent.

Whereas gender is adequately mainstreamed in the management structure of UNDP and most of its supported programmes, satisfactory gender mainstreaming results in this programme would have been best achieved with affirmative action in the selection of the trainees and also recruitment of the experts.

Capacity strengthening is a key vehicle for national development through its influence on service delivery planning, coordination and monitoring and evaluation. Thus, prioritizing it is associated with significant benefits to the national service delivery system.

4.2. Lessons learnt

A number of lessons were learnt in the course of the project implementation as listed here below:

1. There are a number of innovative resource mobilization approaches but their effectiveness requires capacity strengthening. The possibility of mobilizing additional resources as a result of the capacity strengthening under the programme demonstrate that with more capacity strengthening in alternative resource mobilization strategies would yield more results.

2. Reducing the number of projects and increasing the average cost per project by strengthening the implementation of the Division of Labour Matrix has greater potential of yielding better and more impactful results.
3. Effective stakeholder involvement right from the programme start facilitates programme ownership and stakeholder contribution. NCBS was able to mobilize more resources to support programme implementation largely because of the degree of involvement and ownership of the programme.
4. Coaching and mentorship provide more and better opportunities for knowledge and skills transfer as they provide systematic interaction between the trainer and the trainees hence facilitating continuous consultations and more practical guidance.
5. A perfect mix of upstream and downstream interventional support yields faster and more direct programme benefits to the intended benefits. The YouthConnekt programme has demonstrated that upstream and downstream interventions should go hand in hand if faster results are to be realised.

4.3. Best practices

The evaluation noted that the best practice of the programme was the coordination of capacity building initiatives from one principle point NCBS delivering support to various sector ministries, departments and agencies.

The National Implementation Modality (NIM) continues to show superior results especially with regard to promoting national ownership and sustainability of the programmes. Through this arrangement, key national stakeholders are accorded adequate space to participate in the programme right from its design through implementation and evaluation which enhances national ownership and sustainability.

Coaching has proved to be the best capacity strengthening approach compared to classical training since the coach spends much time with the trainees. This provides an opportunity for rapid and continuous capacity assessment and mentoring which allows the design and implementation of context specific capacity strengthening interventions.

The pairing of international experts and local counterparts is also a good approach of building national capacity for national development. The arrangement allows systematic transfer of knowledge and skills as the trainer and the trainee spend much time together. If the arrangement is scaled up in all other areas of economic planning and service delivery, Rwanda will ably reduce its dependence on 'fly-in-fly-out' consultancies.

4.4. Recommendations

There should be full scale sustained capacity building programs for in-house and institution based training

Since most of programming was capacity building, there is need for continuous recruitment to cater for attrition and retooling by various ministries and agencies to ensure sustenance of capacities gained.

Establish a basket fund to ensure sustained funding for capacity building

Adequate and ready access to resources should be created by the Ministry of Finance and Economic Planning to cater for the retooling of government officials and private sector as and when demand arises. This would guarantee continued sustenance of the capacity building initiatives in the country. This should however be based on both medium and long term strategic planning under the auspices of NCBS.

Development partners should hedge committed funds to future programme activities

In the spirit of partnership strengthening, Development partners should mobilise themselves together into specific oriented platform for future programme activities in order to mitigate against financial shortfalls which adversely affect activity implementation. This requires robust resource mobilization strategies through

enhanced and broadened partnerships that consider diversified financing mechanisms. The Programmes should conduct comprehensive risk analysis, develop risk registers and put up mitigation plans.

Develop a sharper results framework

This should be a responsibility of the Programme Planning and Oversight Committee assisted by the M&E Task Force. While the programme had a fairly constructed results framework, some indicators fell short on the SMART criteria which hinders accurate measurement of progress. The Development Results Groups should develop sharper results indicators that includes the necessary elements to allow for the systematic M&E of UN contributions. Closely aligning the different programme documents to results framework of UNDP is key to achieving measurable indicators.

There should be closer coordination, collaboration between Operations Management Team and Development Results Groups

There should be strengthened coordination and joint programming with Annual Work Plans (AWPs) for the UN agencies in order to leverage on the comparative advantages. The UN Country Team should ensure close collaboration between the Operations Management Team and Development Results Groups during the development of the next UNDP results framework process to ensure greater connection between programmatic results, cost-effective budgetary allocations, and required operational support services.

Formulation of the theory of change to guide programmatic outcomes

The UN Country Team should find a way to demonstrate the contribution of UN agencies to development results in Rwanda. This could be done through the formulation of a Theory of Change.

Consider putting in place sustainability frameworks at the planning stage

The Programme Planning and Oversight Committee should make sure that Development Results Groups explicitly consider sustainability in their planning documents, especially in terms of capacity development interventions. This is because while it was indicated at the programme design phase that an exit strategy shall be designed, it was not well followed through.

Resource mobilization strategies should be robust to raise adequate resources for implementation of all planned activities

The UN Country Team should ensure that the roles and responsibilities for resource mobilization are clearly outlined and understood by the different coordinating mechanisms under the One UN.

Partnership with downstream actors

Partnerships with downstream actors and supporting downstream interventions should be prioritized in the successor programme. This is because faster outcome results can be enhanced with downstream interventions as the case has been with the YouthConnekt programme.

Financial reporting to rhyme with activity planning

It is more helpful if financial reporting is well aligned with activity planning and implementation in order to ensure that expenditure well ties with the activities and outputs. It was noted that monthly financial reports were being prepared yet, the workplans were prepared quarterly. This mismatch in technical and financial reporting may not effectively reflect value for money.

Systematic closure of programme components

In future capacity strengthening programmes using coaching approach, the phasing out of coaches should be more systematic and planned which seems to have missed out in this programme. The evaluation did not find any report documenting the progress of the coaching component with forward looking options on how the capacity strengthening gains can be sustained in the medium and long term.

Scale-up coaching and mentorship programme in all sectors

This programme has demonstrated that coaching and mentorship are more effective approaches to capacity building. The Government of Rwanda should replicate this approach in strengthen service delivery capacities in all sectors. Working through the NCBS, the government should undertake a national capacity assessment in order to identify the gaps and design a long-term coaching and mentorship programme for all its service delivery units.

Employee retention

The government should put a competitive remuneration structure and an incentive system in order to retain its key staff. The Ministry of Finance and Economic Planning should periodically review the national remuneration system in order to key it competitive.

Integration of capacity strengthening component in all future programmes

In view of its paramount role in service delivery improvement, capacity strengthening component needs to be mainstreamed in all future programmes. This will not only ensure successful implementation of these programme but also service delivery improvement even beyond the programme life span.

Annexes

Annex 1: ToR



UNDP RWANDA



Outcome Evaluation

NATIONAL/INTERNATIONAL INDIVIDUAL CONSULTANT

Terms of Reference

Job Title:	National/International Consultant for Outcome Evaluation of Outcome 1.1: <i>“Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction”</i>
Duty Station:	Kigali, Rwanda
Type of contract:	National or international consultant
Expected starting date:	Immediately
Duration of assignment:	45 days (over a period of 60 days)
Expected completion date:	31 January 2018

1. BACKGROUND

The United Nations Development Assistance Plan (UNDAP) provides the overarching framework for the work of the United Nations in Rwanda and covers the period of July 2013 to June 2018. The UNDAP is in line with the national priorities under the Economic Development Poverty Reduction Strategy 2 (EDPRS 2), the Millennium Declaration and the Framework of the Millennium Development Goals (MDGs), and the Standard Operating Procedures (SOPs) for countries adopting the Delivering as One approach. The estimated budget at the time of formulating the UNDAP was \$411 million. There are 21 UN agencies (resident and non-resident) working in partnership with over 40 Ministers, Departments and Agencies, Development Partners, and Civil society Organizations in the implementation of the UNDAP.

In its support to Government's efforts towards achieving economic transformation, the UN will amongst others focus on promoting strategies for pro-poor and inclusive growth through upstream policy advice, applied research and evidence-based analysis, as well as sustained and relevant monitoring and evaluation. The role of extractive industries and land and natural resources management will be critical components of support. Technical support will be provided to strengthen national capacities for effective resource mobilization and utilization, industrial and trade competitiveness through industrial diagnosis, trade competitiveness analysis and benchmarking for access to global sub-contracting and supply-chain and networks. Relevant ministries and the private sector will be strengthened to broaden economic and market opportunities, improve national capacities to promote regional integration and international trade, including within the East African Community (EAC) Common Market. South-South exchanges and

cooperation will also be supported to enable sharing and learning of best practices and prompt adoption of techniques and initiatives from across the region and continent.

Please include here brief description of the project/program

In line with the key priorities of the tourism industry as identified in the EDPRS 2, the UN support will focus on addressing challenges facing the industry. In particular, this will entail providing technical support for the development of a diversified range of tourism products such as business, cultural, eco-tourism and meetings, incentives, conferences and exhibitions, enhancing the country's visibility both in the region and internationally, human resource and institutional capacity development, policy and regulatory frameworks. National efforts to mainstream regional integration will be supported at the national level by strengthening institutional capacities to develop and implement regulatory frameworks and strategies in compliance with regional agreements. The implementation of an environmentally sustainable and clean "Green Growth and Resilience Strategy" will entail exploiting 'green' economic opportunities and promoting Rwanda as a 'green' country with emphasis on land management and extractive industries.

Rwanda is one of eight countries that volunteered to be "Delivering as One" pilot countries. The modality means working within the UN system, capitalizing on the strengths and comparative advantages of the different agencies of the UN family. Collectively, the countries are experimenting with ways to increase the UN system's impact through more coherent programmes, reduced transaction costs for governments, and lower overhead costs for the UN system.

The eight pilot countries are making reforms based on four principles: One Leader, One Budget, One Programme, and One Office.

These changes were made to improve the countries' responses to varied needs by drawing on all parts of the UN system, whether based in-country or abroad. In Rwanda, the exercise has already helped to align UN programmes and funding more closely to national priorities. It has strengthened government leadership and ownership and has ensured access to the experience and expertise of a wider range of UN organizations.

The UNDAF 2013 -2018 outlines a common vision, planning, and implementation on how the UN system can support the national needs and priorities as described in Vision 2020 and the 2013-2018 Economic Development and Poverty Reduction Strategy II (EDPRS II).

The current UNDAF is centred around four key result areas:

- 5) Inclusive Economic transformation
- 6) Accountable Governance
- 7) Human Development, Humanitarian Response and Disaster Management
- 8) One UN Business Operations

The evaluation will be conducted for the Outcome 1.1: in UNDAF: "Pro-Poor Growth and Economic Transformation Enhanced for Inclusive Economic Development and Poverty Reduction"

The outputs under the outcome are the following:

Output 1.1: "Strengthened Leadership and Capacities of National Institutions to Strategically Plan and Harness Opportunities for Structural Economic Transformation"

Output 1.2: "Strengthened National Capacity for Effective Resource Mobilization and Utilization"

Output 1.3: "Strengthened National Capacities for Industrial and Trade Competitiveness"

UNDP projects and programmes under Outcome 1.1

The following projects and programmes all fall under Outcome 1.1. and contribute towards attaining development results at the outcome level.

Support for Effective Development Cooperation for Results

Since 1994, Official Development Assistance (ODA) to Rwanda has played and continues to play an important role in supporting national efforts at recovery, sustainable development and poverty reduction. The nature of ODA has evolved considerably since then, shifting from one largely characterized as humanitarian, mainly delivered by UN agencies and Non-Government Organisations (NGOs), to the new delivered through the Government of Rwanda (GoR).

Today, ODA in Rwanda is increasingly complementing domestic resources in supporting national development priorities as articulated in Rwanda's Economic Development and Poverty Reduction Strategy (EDPRS II). This notable progress has for instance (1) resulted in a million people being lifted out of poverty in a period of just five years, (2) sustained annual GDP growth averaging 8%; and (3) reduced income equality.

By mid-2013, Rwanda launched the second generation of Economic Development and Poverty Reduction Strategy (EDPRS II), which is envisaged to propel the country into the middle-income country category by the year 2020. The EDPRS II is defined according to four different thematic areas i.e. Economic Transformation, Rural Development, Productivity and Youth Employment and Accountable Governance.

For the above priorities to be met, there is need for scaling up the establishment of an enabling infrastructure, in addition to the human capital development interventions. Despite the fact that Rwanda is recognised globally as one of the countries that utilizes and manages aid effectively, enhancing quality and effectiveness of aid continues to be of significant importance to Rwanda's development and transformational agenda.

The MINECOFIN, with UNDP's support, implemented the following two projects during the period of EDPRS: (1) "Supporting Harmonization, Alignment and Coordination for Aid Effectiveness in Rwanda"; and (2) the "Strengthening Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E Capacities".

The programme "Support for Effective Development Cooperation for Results" builds on the results of the previous projects that was supported by UNDP and has the following main objectives:

1. Support for Effective Development Cooperation and Resource Mobilization, particularly from non-traditional sources.
2. Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.

The project has the following outputs:

Output 1: Enhanced Government capacities to reinforce national leadership and ownership of aid effectiveness (coordination, harmonization, alignment and mutual accountability)

Output 2: Strengthened Government capacities to effectively mobilize external resources based on strategic priorities of investments and financing needs from non-traditional sources

Output 3: Strengthened technical capacity of MINECOFIN and other participating institutions to carry out and disseminate evidence-based analytical policy research and devise effective Monitoring and Evaluation system

Output 4: National Human Development, MDGs, EDPRS II and other UNDP-MINECOFIN selected reports produced, disseminated and understood by all stakeholders.

Transformational capacity Development for the Implementation and Coordination of the Government Policy and Program

Over the past 17 years there have been a number of capacity building projects aimed at enhancing the provision and transfer of skills for the public sector and ultimately impact sustainable development. One of the most notable examples is the Multi Sector Capacity Building Programme (MSCBP), developed in 2005 to support the realisation of the Vision 2020, was a wider ranging government led approach. However, the programme was underfunded by almost 50%. Due to the nature of the development partner assistance provided, the activities which were prioritised for MSCBP financing did not always meet the priorities of government. As a consequence, the MSCBP fell short of its full potential.

Since 2011, the Government of Rwanda received funds from UNDP to support coordination of implementation of the Strategic Capacity Building Initiative (SCBI) four-year pilot phase under a one year project and given the fact that capacity has a longer gestation period to yield tangible outcomes, the government has continued to face capacity challenges to effectively coordinate policies and programmes as well as their implementation at both central and local government levels.

The implementation of the EDPRS II requires that sufficient capacities are in place including the right institutional framework, enhanced coordination as well as development of rare and technical skills that directly impact on priority sectors.

The objective of the project “Transformational capacity Development for the Implementation and Coordination of the Government Policy and Program” is to support the Government in Rwanda – particularly the Prime Minister’s Office, Local Government Entities, MINECOFIN, NISR, Rwanda Development Board (RDB) and the National Capacity Building Secretariat (NCBS) as the coordinating agency to address critical capacity constraints in the central and local government to facilitate the implementation of the country’s transformational agenda in the context of EDPRS II. The project also envisages enhancing the capacity of the Prime Minister’s Office to effectively coordinate implementation of Government programmes with focused service delivery. In addition, the project aims at reinforcing capacity of local government entities and equipping them with skills and tools to deliver on their responsibility to implement government policies, service delivery, and social and economic development at the local level. Moreover, the project will support the implementation of the Strategic Capacity Building Initiative (SCBI) focusing on strengthening the capacity of the government to deliver on its most urgent priorities as defined in EDPRS II.

The project shall contribute to:

- Promoting citizen participation and mobilisation for delivery of development, strengthening public accountability and improving service delivery.
- Enhancing capacity of the centre of government through OPM that has a vital role in identifying and communicating priorities, ensuring the alignment of different government programmes, policies and supporting public institutions whilst also holding them to account. A strengthened and empowered Prime Minister’s Office, with strong links to the delivery ministries will also have greater capacity to understand the cross-cutting capacity challenges affecting the government.
- Increasing investment into the country and improving the rate of deal conversion. When SCBI was initially established one third of all potential deals failed to happen hence SCBI was developed to increase the size of the negotiation team that was initially composed of one person and strengthen the Investment Promotion team so that attracting investment became more proactive and strategic.

- Effective coordination of capacity building across the central and local government through professional/technical support in the capacity building assessments and planning, M&E and stringent accountability of the project resources.

The project has the following outputs:

Output 1: Increased number of sectors using the Monitoring and Evaluation framework/system

Output 2: Strengthen coordination and implementation of government policies and programmes

Output 3: Increased achievement of District planned targets

Output 4: Increased district resource generation

Output 5: Effective coordination of the local government capacity building

Output 6: A pool of experts attracting and retaining investment through application of critical skills

Output 7: An increase in the number of local counterparts able to independently deliver high quality products

Output 8: Enhance capacity of NCBS to coordinate focused capacity building initiatives

Output 9: Statistical Data dissemination practices and data user engagement enhanced

Output 10: Strengthened coordination of the financial sector development directorate

Output 11: Improved capacity of private sector actors in priority export sector identified in EDPRS II

Output 12: Improved ICT coordination for SMART Rwanda

2. EVALUATION PURPOSE

The purpose of the outcome evaluation is to:

- Measure the impact of UNDP projects and programmes relating to the outcome
- Provide substantive input and direction to the formulation of future strategies, including at programmatic level.
- Support greater UNDP accountability to national stakeholders and partners in Rwanda.
- Serve as a means of quality assurance for UNDP interventions at the country level;
- Contribute to learning at corporate, regional and country levels.

The outcome evaluation will be conducted in 2017 towards the end of the current programme cycle 2013-2018 with a view to providing strategic direction and inputs to the preparation of the new programming cycle starting from 2018 including the forthcoming new United National Development Assistance Programme (UNDAP) scheduled to start the same year.

3. EVALUATION SCOPE AND OBJECTIVES OF THE OUTCOME EVALUATION

The evaluation will assess how UNDP projects and programmes have contributed to the UNDAP outcome 1.1: “Pro-Poor Growth and Economic Transformation Enhanced for Inclusive Economic Development and Poverty Reduction”.

The specific objectives of the outcome evaluation are the following:

- To assess progress (what and how much) progress has been made towards advancing pro-poor growth and economic transformation for inclusive economic development and poverty reduction (*including contributing factors and constraints*),
- to assess whether the programme/project is the appropriate solution to the identified problem(s);
- To assess the relevance of and progress made in terms of the UNDP outputs and assess sustainability of results and benefits (*including an analysis of both programme/project activities and soft/technical-assistance activities*),

- (iv) To assess the alignment of the UNDP interventions to national development priorities and UNDAF
- (v) Evaluate the contribution that the UNDP has made/is making to the progress towards the achievement of the outcome (*including an analysis of the partnership strategy*),
- (vi) to reflect on how efficient the use of available resources has been;
- (vii) to document and provide feedback on lessons learned and best practices generated by the programmes during their implementation;
- (viii) to identify unintended results that emerged during implementation (beyond what had initially been planned for);
- (ix) to ascertain whether UNDP's partnership strategy has been appropriate and effective;
- (x) to provide feedback and recommendations for subsequent decision making and necessary steps that need to be taken by the national stakeholders to ensure sustainability of the programme's outcomes/results;
- (xi) Assess the level of gender mainstreaming and human rights based approach to programming and progress against gender equality and human rights expected results;
- (xii) Identify possible future intervention strategies, issues and potential partners;
- (xiii) Assess how well the portfolio has contributed to the SDGs domestication

Starting from the current UNDP portfolio, the evaluation will be forward looking and outline options for a most optimal future portfolio balance and structure in the next programming cycle.

The evaluation will look at UNDP interventions in a holistic and comprehensive manner, including a SWOT analysis of the different approaches and programmes and assess to what extent it contributed to the outcome.

Furthermore, the evaluation will assess how the programmes mainstreamed the UN programming principles of environment sustainability, gender equality and women empowerment (GEWE), human rights based approach, capacity development and results based management (RBM).

More specifically, the evaluation will focus on the following:

Outcome status: Determine whether the outcome has been achieved and, if not, whether there has been progress made towards its achievement, and identify the challenges to attainment of the outcome. Identify innovative approaches and capacities developed through the assistance of UNDP. Assess the relevance and adequacy of UNDP outputs to the outcome. Evaluate if programme strategies and activities were relevant to achieve outcomes and what their contribution to recorded outcome achievements is.

Underlying factors: Analyse the underlying factors beyond UNDP's control that influenced the outcome including SWOT and PESTEL analysis. Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of outputs, potential financial constraints, the degree of stakeholders and partners' involvement in the completion of outputs, and how processes were managed/carried out.

Strategic Positioning of the UN: UNDP's position will be analysed in terms of communication that goes into articulating their relevance, or how they are positioned to meet partner needs by offering specific, tailored services to these partners, creating potential added value by responding to partners' needs, mobilizing resources for the benefit of the country, not for UNDP, demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in area of democratic governance.

Outcome-level evaluation: a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators

Partnership strategy: Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed? What was the role of UNDP and how they contributed to support programme activities? How did the partnership contribute to the achievement of the outcome? What was

the level of stakeholders' participation including of IPs, UNDP and development partners? Examine the interagency UN collaboration and partnership among development partners in the relevant field. This will also aim at validating the appropriateness and relevance of the environment's outcome to the country's needs and the partnership strategy and hence enhancing development effectiveness and/or decision making on UNDP's role in the country. Assess the role pattern and stakeholder's analysis to determine how the partnership benefited the programme outcomes.

Lessons learnt: Identify lessons learnt and best practices and related innovative ideas, in relation to management and implementation of programme activities to achieve related outcome. This will support learning lessons about UNDP's contribution to the outcome over the UNDP cycle to inform an optimal assistance strategy for the upcoming programming cycle. Identify cross-learning themes from the programme experimentation captured during the course of programme activities implementation. Identify opportunities that could inform next programme design and programming.

4. Evaluation criteria and Questions

The consultants will pay consideration to the following evaluation criteria and questions:

a) Relevance

- Extent to which UN support is relevant to Rwanda's Vision 2020 agenda, EPDRS II, and strategies that are currently being developed (Vision 2050, NST)?
- Extent of the progress towards advancing pro-poor growth and economic transformation?
- How relevant is UNDP's support for different partners: national authorities of Rwanda, development partners, civil society, and the private sector?
- To what extent did the programme results contribute to the UNDP and EPDRS II results in the area of inclusive economic transformation?
- Were the strategies adopted and the inputs identified, realistic, appropriate and adequate for the achievement of the results? Is there any need to change the focus in view of the next programming cycle?
- Do the programmes continue to be relevant to the GOR priorities relating to inclusive economic transformation?
- How well did the programmes mainstream the UN programming principles (capacity development, environment sustainability, gender equality, human rights based approach and results based management (RBM))?

b) Efficiency

- How much time, resources, capacities and effort it takes to manage the programmes? Identify any related gaps. More specifically, how do UNDP practices, policies, decisions, constraints and capabilities affect the performance of the programmes? Has UNDP's strategies for producing the programme outputs been efficient and cost-effective?
- Extent of M&E contribution to achievement of the programme outcome and outputs' indicators;
- Roles, engagement and coordination among various stakeholders in the country in project implementation?
- Extent of synergies among One UN programming and implementing partners?
- Synergies between national institutions for UNDP support in programming and implementation including between UNDP and development partners?
- Could a different approach have led to better results? If yes, propose such approaches.
- Do the programmes' activities overlap or duplicate interventions?

c) Effectiveness

- Extent of UNDP's effectiveness in producing results at the local levels and at the aggregate national level? Extent of UNDP support towards pro-poor growth and economic transformation?

- Assessment of UNDP's work on advocacy to scale up best practices and desired goals; UNDP's role and participation in national debate and ability to influence national policies?
- Extent of UNDP contribution to human and institutional capacity building of implementing partners as a guarantee for sustainability beyond UNDP interventions?
- Was the scope of interventions realistic and adequate to achieve results?
- Assess the programmatic approach with other approaches used by UNDP and in the sector (e.g. policy advisory services, technical assistance)?
- Contributing factors and impediments to the achievement of the outcome through related supported project outputs?
- Assessment of the capacity and institutional arrangements for the implementation of the UNDP in view of UNDP support to the GoR and within the context of Delivering as One?
- Extent of UNDP partnership with civil society and private sector in promoting pro-poor growth in Rwanda?
- Are programmes effective in responding to the needs of beneficiaries, and what are result achieved?
- Extent to which established coordination mechanisms enabled achievements of programme outcomes and outputs?

d) Sustainability

- Extent to which UNDP established mechanisms ensure sustainability of the interventions?
- Extent of the viability and effectiveness of partnership strategies in relation to the achievement of the outcome?
- Provide preliminary recommendations on how UNDP interventions can most effectively support appropriate central authorities, local communities and civil society in improving service delivery in a long-term perspective?
- Assess possible areas of partnerships with other national institutions, CSOs, between UN agencies, private sector and development partners in Rwanda?
- Assess how relevant studies and available data are used to build the sustainability of the programmes?
- What is the likelihood of continuation and sustainability of the programmes and benefits after the completion of current program cycle?
- What are the main lessons that have emerged from each programme implementation

In addition, the following programming principle components be considered:

e) Gender Equality and Women's Empowerment (GEWE) and Human-Rights Based Approach (HRBA)⁶⁴

- Address how well mainstreaming of GEWE were considered in the design, implementation and outcome(s) of the project
- Assess the extent to which the project facilitated the capacity of rights-holders to claim their rights and duty-bearers to fulfil their obligations
- Evaluate how well the intervention sought to strengthen the application of the rights-based approach and mainstream gender in development efforts

f) Monitoring and Evaluation

- Identify problems/constraints, which impacted on successful delivery of the project
- Identify threats/risks to project success that emerged during implementation and strategies implemented to overcome these threats/risks

⁶⁴ For more guidance on this, the consultants will be requested to use UNEG's Guidance in Integrating Human Rights and Gender Equality in Evaluation" <http://uneval.org/document/detail/1616>

- Assess the Monitoring & Evaluation systems and plans, whether they were well designed, implemented and budgeted, and their contribution to the compulsory quarterly and annual reporting processes at the national and regional levels
- Assess the extent, appropriateness and effectiveness of adaptive management at all levels of the project implementation

g) Conclusions, Lessons Learned

- Assess substantive reports (e.g. risk assessment, progress reports of certain adaptation measures, lessons learned documents)
- Identify key lessons emerging from countries
- Identify effective approaches/measures (by sector and spatial scale)
- Identify elements hindering or promoting success

However, the evaluation team is expected to add and refine these questions in consultation with key stakeholders.

Based on the above analysis, provide overall and specific recommendations on how UNDP should adjust and orient its programming, partnership arrangements, resource mobilization strategies, monitoring and evaluation strategies, working methods, approaches and/or management structures and capacities to ensure that the unit portfolio fully achieves its outcome by the end of the UNDP period and beyond.

5. METHODOLOGY

An evaluation approach is indicated below, however, the evaluation team is responsible for revising the approach as necessary. Any changes should be in line with international criteria and professional norms and standards (as adopted by the UN Evaluation Group). The approach must be also approved by UNDP before being undertaken by the evaluation team. The Outcome Evaluation will be carried out in accordance with UNEG Evaluations Norms and Standards for Evaluation and OECD/DAG Principles.

The evaluation must provide evidence-based information that is credible, reliable and useful and easily understood by programme partners.

Data will be primarily collected from existing information sources through a comprehensive desk review that will include an analysis of relevant documents, information, data/statistics, triangulation of different studies and other sources of data. The key documents to be considered under the desk review for each of the projects are listed in Annex 3: “List of recommended documents”.

After completing the in-depth desk review the following actions should be undertaken:

- Interviews with all key partners and stakeholders
- Questionnaires where appropriate
- Field visits to selected project sites and partner institutions, considering the geographic location of the participants’ beneficiaries and their involvement in the assessment of programmes results.
- Participatory observation, focus group discussions, rapid appraisal techniques
- Validation workshop including all stakeholders, (partners and selected beneficiaries who participated in the programmes)

The evaluation will include a wide participation including interviews, discussions, and consultations of all relevant stakeholders including the UN, the GoR institutions, CSOs as well as development partners, private

sector representatives, and beneficiaries. Briefing and debriefing sessions with UNDP and Government officials, and potential development partners are envisaged.

The evaluation will be conducted in a participatory manner through a combination of processes. It is anticipated that the methodology to be used for the Outcome Evaluation will include the following:

1) Review of documentation including but not limited to (specified documents for each project can be found in Annex 3a. and b.):

- Project document
- Quarterly/annual progress reports and work plans of various implementation task teams
- Audit reports
- Internal Review report
- Final project review report, wherever available
- Financial reports
- Capacity development report
- Communication strategy
- Mission reports
- Strategy documents
- Guidelines/discussions papers
- Outreach materials
- Donors' reports
- Minutes of project steering committee meetings, Sector Working Group, Joint Sector Review report
- Monitoring and evaluation framework

2) Interviews in the field with stakeholders including, but not limited to:

- Project team
- Implementing Partner including Swiss and DFID
- Focal point at Swedish Embassy
- Oversight body (UNDP CO and Project Steering Committee)
- Project stakeholders/beneficiaries

3) Additional documents/information:

The above-referenced documents will be made available to the evaluator by UNDP in advance of the missions and, to the extent possible, in electronic format. However, the list is not exhaustive and thus subject to changes.

- **UNDP Evaluation Office webpage** - <http://web.undp.org/evaluation/>
- **UNDP Evaluation Policy (2006)** - This evaluation policy sets out the purpose and basic principles of evaluation, and defines the institutional architecture for UNDP and its associated funds and programmes.
- **Handbook on Planning, Monitoring and Evaluating for Development Results** – Support document for UNDP in becoming more results-oriented and to improve its focus on development changes and real improvements in peoples' lives.

- **Outcome Evaluation Guidelines**
- **Evaluation Resource Centre** - <https://erc.undp.org/>
- **EvalNet** – EvalNet is a knowledge practice network, managed by the Evaluation Office, which aims to promote sharing of experiences, lessons and good practices in evaluation among its members. It has a number of products; including bi-monthly resource packages, consolidated replies and e-discussions. The network is open to external evaluation practitioners on invitation basis.
- **ADR Guidelines** - The Assessment of Development Results (ADR) is the independent country-level evaluation tool used by the UNDP Evaluation Office to find out how the organisation is contributing to national development results
- **United Nations Evaluation Group (UNEG) webpage**
- **UN Evaluation Group Norms and Standards for Evaluation** - Landmark document for the United Nations and beyond. For the last ten years, it has been used successfully to strengthen and harmonize evaluation practice and has served as a key reference for evaluators around the world.
- **UNEG Code of Conduct for Evaluators** - The UNEG Code of Conduct applies to all evaluation staff and consultants in the UN system.
- **UNEG Ethical Guidelines for Evaluators** – All evaluators, whether staff of the Independent Evaluation Office or consultants must conduct evaluations in line with the UNEG Ethical Guidelines for Evaluations.

Data collected should be disaggregated (by sex, age and location) where possible. Data should especially examine the programmes' impact in terms of creating equal opportunities for women and men or addressing gender equality and women's empowerment issues.

A design matrix approach relating objectives and/or outcomes to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure that adequate attention is given to all study objectives.

Recommendations formulated should be solution-oriented and as specific as possible.

The evaluation ratings to be used are:

HS	Highly Satisfactory
S	Satisfactory
U	Unsatisfactory
HU	Highly Unsatisfactory
NA	Not applicable

6. **DELIVERABLES (EVALUATION PRODUCTS)**

- I) **Inception Report:** The inception report which details the evaluators understanding of the evaluation and how the evaluation questions and criteria will be addressed. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating lead responsibility for each task or product. The inception report provides the

programme unit and the evaluators with the opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.

This is to ensure that the evaluators and the stakeholders have a shared understanding of the evaluation. The inception report will include the evaluation matrix summarizing the evaluation design, methodology, evaluation questions, key informants, data sources and collection analysis tools for each data source and the measure by which each question will be evaluated.

2. **Draft Outcome Evaluation Report to be put forward during pre-validation workshop (30 -50 pages).** The report will be reviewed by all stakeholders to ensure that the evaluation meet quality criteria.
3. **Final Outcome Evaluation Report:** integrating feedback voiced during pre-validation workshop 5 days after receiving the draft report. In addition, a policy brief is to be submitted.

Power Point presentation of evaluation to key stakeholders should be prepared after submission of final Outcome Evaluation report. The draft and final Outcome evaluations of the products should be submitted to UNDP CO by the Consultant and he/she should be able present these reports findings. The deliverables shall be in English.

The duty station of the work is Kigali, Rwanda. The consultant may be required to travel to project sites outside Kigali all while remaining in Rwanda.

7. EVALUATION ETHICS

The evaluation will be undertaken in-line with the following principles:

- Independence
- Impartiality
- Transparency
- Disclosure
- Ethical
- Partnership
- Competencies and Capacities
- Credibility
- Utility

8. IMPLEMENTATION ARRANGEMENTS

The evaluation will be conducted for a period of 60 days of which the consultant will conduct the detailed Outcome Evaluation with methodology which will be agreed as part of the contract finalisation process by way of virtual communication with relevant UNDP representatives.

The consultant will start the evaluation processes with an inception meeting with relevant the UNDP representative(s). The consultant should submit an inception plan based on the meeting within the

issuance of contract. S/he will then undertake the review of documentation (home-based), interviews with key stakeholders/field visits (mission), preparation of an evaluation report and lessons learned documents (home-based). S/he will submit the draft products to UNDP CO for comments and finalise the products after receiving the feedback.

The consultant will report to and be evaluated by the Single Project Implementation Unit's Coordinator, and the UNDP Focal point for the projects (in collaboration with other stakeholders e.g. Government of Rwanda).

9. TIME FRAME FOR THE EVALUATION PROCESS

The evaluation will be starting in December 2017 for an estimated 45 working days. Upon signing of the contract, the consultant will be given the necessary working documents for reference and information.

The suggested timeline/tasks are as follows:

Activity	Deliverable	Time allocated
Evaluation design, methodology and detailed work plan	Inception report	5 days
Inception meeting (initial briefing)		
Documents review and stakeholder consultations	Draft evaluation report	35 days
Field visits		
Data analysis, debriefing and presentation of draft Evaluation Report		
Validation Workshop		
Finalization of Evaluation report incorporating additions and comments provided by all stakeholders, including a policy brief. To be submitted to the co-chairs of DRG 1.	Final Outcome evaluation report	5 days
Total working days	45 working days (over a period of 60 days)	

Annex 2: OECD/DAC Ranking table

	Rating (Highly satisfactory, Satisfactory, Unsatisfactory, Highly Unsatisfactory, Not applicable)					Rationale
	1	2	3	4	5	
Impact						Although impact is hard to judge now, the programme deliverables have a great potential of causing the desired impact. The programme successfully developed a clear pathway (theory of change) that shows that once outputs are successfully delivered, outcomes and impact shall too be achieved overtime.
Sustainability						There is high potential for sustainability anchored on successful national ownership of the programme, its participation, contribution and the capacities that have been strengthened. However, the lack of a clear exit strategy, high employee turnover are the key threats to sustainability.
Relevance/Design						Programme design well aligned with national priorities and was well informed by the evaluation of EDPRS1. The problem was well identified and robust strategies to address it identified.
Effectiveness						Output level achievements are on target with most of the targets achieved. However, analysis of the outcome level performance not possible due to lack of updated statistics. However, potential of the output level achievements to translate into outcomes is high with the guidance of the programme theory of change.
Efficiency						There is evidence for good financial management with adequate controls and financial oversight. Despite, the low utilization rate, there compelling evidence that expenditure is well aligned with the desired results.

UNDP RWANDA

Outcome Evaluation of UNDAF Outcome 1.1: “Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction”

Key Informant Interview Guide Policy Level Stakeholders

UNDP & National Level Implementing Partners

Project Name:.....

Stakeholder Category.....

Name of Institution.....

Position of the respondent in the Institution.....

Institution’s general Mandate.....

Specific role/benefit of the institution in/from the project.....

Interview Date.....

Interview start time End Time.....

Interview No

Interview conducted at

Respondent’s Contact info: email.....Tel:

Interview Conducted By:.....

Theme 1: Programme Concept & Implementation

What specific role did your organisation play at the design stage of this programme?

.....

What role has your organisation played in the implementation of this programme?

.....

Which components/output of the programme do you consider more relevant and those that are less relevant to your organisation's priorities?. Give detailed justification for the answers

.....

How relevant do you consider the entire programme in supporting the realisation of the desired outcome? Give reasons for your answers.

.....

What specific strategies were undertaken at the design phase to ensure enhance relevance of the programme?

.....

If the programme is to be replicated, what components would you drop and/or add in the design and why?

.....

Throughout the design and implementation, what strategies/processes have you liked most and/or least and why?

Theme 2: Programme effectiveness

To what extent has the programme contributed to the achievement of the UNDAF outcome 1? Obtain supporting evidence.

.....

What key factors could have facilitated and/or inhibited the achievement of the desired results?

.....

What unintended results have manifested in the course of programme implementation?

.....

What alternative strategies would have best supported the realization of outcome?

.....

Theme 3: Programme efficiency

What is your comment on the adequacy, timeliness of the programme resources? Obtain some supporting evidence.

.....

In which specific ways did the implementation strategies depict the best and economical use of resources?

.....

What cost minimization strategies were integrated in the implementation of the project?

.....

What alternative strategies would have been more efficient in delivering the programme outputs?

.....

Theme 4: UNDP contribution

What specific support has UNDP provided towards the achievement of the outcome?

.....

How best placed have the UNDP investments been towards the achievement of the outcome?

.....

In your opinion, what more should UNDP have done to best support the achievement of the outcome? Provide justification.

.....

Theme 5: Programme sustainability

What is the degree of likelihood for the continuity of the programme results?

.....

What opportunities and threats underly the sustainability of the results?

.....

What sustainability enhancement strategies were integrated in the programme design and implementation?

.....

What do you consider to be the key strengths and shortfalls of these strategies?

.....

In your own Opinion, how best can sustainability of such a programme be enhanced?

.....

Theme 6: UNDP programming principles

How well did the programme design and implementation integrate key cross-cutting issues of;

a) Gender equality & women empowerment

.....

b) Environmental sustainability

.....

c) Results based management

.....

d) Human rights

.....

e) Local capacity building

.....

What key results are emanating from the programme's strategies and investments to mainstream the cross-cutting issues?

.....

Basing of the achievements and gaps, how best can the above cross-cutting issues be mainstreamed in assistance planning of UNDP and other development partners?

.....

Self-Assessment tool for programme direct beneficiaries

Project Name:.....

Beneficiary Category.....

Name of Institution.....

Position of the respondent in the Institution.....

Institution’s general Mandate.....

Specific role/benefit of the institution in/from the project.....

Interview Date.....

Interview start time End Time.....

Interview No

Interview conducted at

Respondent’s Contact info: email.....Tel:

Interview Conducted By:.....

Introduction

- Self introduction
- Background of the programme being evaluation
- Purpose of engagement/interview and how long it is expected to last
- How the respondent was select
- Obtain consent

Theme 1: Programme Concept & Implementation

What specific activities under the UNDP programme to Outcome 1 achievement did your organisation benefited from?

.....

For each of the activities mentioned above, briefly describe its design and implementation ?

.....

With examples, what specific value has the implemented activities added onto the operations of your organisation?

.....

To what extent were the programme activities and outputs aligned with the operational mandate of your organisation?.

.....

What specific strategies were undertaken at the design phase to ensure enhanced alignment between programme interventions and your organisation's mandate and priorities?

.....

What do you consider to be key strengths, weaknesses and gaps of the above strategies?

.....

Throughout the design and implementation of the activities your organisation benefited from, what strategies/processes have you liked most and/or least and why?

.....

Theme 2: Programme effectiveness

What were the objectives of the programme activities from which your organisation benefited?.

.....

With concrete examples, to what extent have the intended results of the activities achieved?

.....

What key factors could have facilitated and/or inhibited the achievement of the desired results?

.....

What unintended results have been realised?

.....

What gaps did you identify in the design and implementation of the programme activities in which your organisation benefited in?

.....

What alternative strategies would have best supported the realization of the desired activity results?

.....

Theme 3: Programme efficiency

What is your comment on the adequacy, timeliness of the programme resources? Obtain some supporting evidence.

.....

In which specific ways did the implementation strategies depict the best and economical use of resources?

.....

What cost minimization strategies were integrated in the implementation of the project?

.....

What alternative strategies would have been more efficient in delivering the programme outputs?

.....

Theme 4: UNDP contribution

What specific support has UNDP provided towards the delivery of activity outputs?

.....

How best placed have the UNDP investments been towards the achievement of the results?

.....

In your opinion, what more should UNDP have done to best support the achievement of the activity results? Provide justification.

.....

Theme 5: Programme sustainability

With respect to each of the benefits accruing from the programme, what is the degree of likelihood for the continuity of the results?

.....

What opportunities and threats underly the sustainability of the results?

.....

What sustainability enhancement strategies were integrated in the programme design and implementation?

.....

What do you consider to be the key strengths and shortfalls of these strategies?

.....

In your own Opinion, how best can sustainability of such a programme be enhanced?

.....

Theme 6: UNDP programming principles

How well did the programme design and implementation integrate key cross-cutting issues of;

f) Gender equality & women empowerment

.....

g) Environmental sustainability

.....

h) Results based management

.....

i) Human rights

.....

j) Local capacity building

.....

What key results are emanating from the programme's strategies and investments to mainstream the cross-cutting issues?

.....

Basing of the achievements and gaps, how best can the above cross-cutting issues be mainstreamed in assistance planning of UNDP and other development partners?

.....

Annex 4: List of evaluation participants

NAMES		
Stephen Rodriques	UNDP Country Director	UNDP Rwanda
Sophie Nyirabakwiye	Head, Poverty and Environment Unit	UNDP Rwanda
Bernardin Uzayisaba	Programme Analyst	UNDP Rwanda
Ingrid Mutima	SPIU coordinator	MINECOFIN
Ronald Nkusi	Director External Finance	MINECOFIN
Godfrey Kabera	Director General National Development Planning and Research	MINECOFIN
Magdalena Kouneva	Aid Effectiveness and Resource Mobilization Adviser	UNDP/MINECOFIN
Caroline Tissot	EDA	Swiss Cooperation
Richard Mushabe		MINECOFIN
Gerald Mugabe		MINECOFIN
Yves Sernerding Ningabire	Director for planning, MPE Ministry of Local Government of Republic of Rwanda	MINALOG
Vasta Kanyesigye	EFU	MINECOFIN
Dr. Otto Muhinda	Ag. Resident Representative	FAO Rwanda
Judith Katarwa	National Program Manager JP RWEE	UN WOMEN
Schadrack Dusabe	National program Specialist	UN WOMEN
Sesonga Benjamin	Director Corporate Services	Prime Ministers Office
Peter Malinga	Coordinator -SPIU	Capacity Development and Employment Department (CDE) -Rwanda Development Board
Muzale Jude	Representative IRO- Rwanda	ILO -Rwanda
Gabrielle Tillberg	M&E Officer	UNDP Rwanda
Felly Karenzi	Governance Cluster Specialist	CESB/CDE – Rwanda Development Board

Annex 5: List of Documents reviewed

- ✓ Project document
- ✓ Project reports
- ✓ Quarterly/annual progress reports and work plans of various implementation periods
- ✓ UNDAF Document 2013-18
- ✓ UNEG evaluation policy,
- ✓ DPAF reports
- ✓ ODA report, 2015/16
- ✓ Minutes of Steering Committee Meetings
- ✓ UNDP policy documents
- ✓ Vision 2020 document
- ✓ EPDRS II
- ✓ MDG report 2013
- ✓ HDI reports
- ✓ Vision 2050 document (if available)
- ✓ UNDP Evaluation Policy (2006)
- ✓ Handbook on Planning, Monitoring and Evaluating for Development
- ✓ UNDAF Final Evaluation report, 2018
- ✓ EDPRS II MTR Report, 2016
- ✓ Economic Outlook for Rwanda, 2016
- ✓ Rwanda Demographic Health Survey report 2014-15
- ✓ Donor Performance Assessment report 2015/16
- ✓ Budget Framework Paper, 2017-2020
- ✓ Joint programme documents for Value Chain, Green Economy, Youth & Women employment
- ✓ One UN annual reports, 2013-16
- ✓ Final Imihingo Evaluation report 2016/17
- ✓ GDP National Accounts report, 2016/17
- ✓ Rwanda Governance Scorecards

Annex 6: List of joint programmes

UNDAP Result Area	Joint Programme	JP lead Agency	Participating Agencies
Inclusive Economic Transformation	1. Support to transformational capacity development for the implementation and coordination of GoR Policies and Programmes through National Capacity Building Secretariat	UNDP	UNDP
	2. Support to the effective development cooperation for results through MINECOFIN	UNDP	UNDP
	3. Value Chain Development for Inclusive Growth	UNIDO	UNIDO, FAO, UNDP, WFP, WHO, UNCTAD, UNECA, UNWOMEN, ILO, ITC, UNCDF
	4. Support for the Green Economy Approach	UNDP	UNDP, UNIDO, UNCTAD, UNHABITAT, UNESCO, FAO, UNECA, WHO, UNEP
	5. Support to Rwanda Natural Resources Management Institutions and System	UNDP	UNDP
	6. Youth and Women Employment	ILO	ILO, UNDP, UNIDO, UNWOMEN, UNCTAD, UNHABITAT, UNV, ITC, UNESCO, UNCDF, FAO, UNECA
Accountable Governance	7. Deepening Democracy through Strengthening Citizen Participation and Accountable Governance	UNDP	UNDP, UNWOMEN, UNV, OHCHR
	8. Strengthening CSOs for responsive and accountable governance in Rwanda	UNDP	UNDP
	9. Promoting access to Justice, human rights and peace consolidation in Rwanda	UNDP	UNDP, UNICEF, UNWOMEN, OHCHR
	10. Advancing and Sustaining Gender Equality Gains in Rwanda (UNWOMEN	UNWOMEN, UNAIDS, UNDP, UNFPA
	11. The United Nations support to strengthen the capacity of the National and sub national institutions to generate evidence and enhance Evidence-Based Policy Planning, Analysis and M&E, especially through NISR	UNFPA	UNFPA, WFP, UNICEF, UNWOMEN, UNAIDS, UNDP, WHO, FAO, UNECA

Foundational Issues/Human Development	12. Supporting Gov't efforts to reduce stunting with a focus on the first 1000 days	WHO	WFP, UNICEF, WHO, FAO, REACH
	13. Up-scaling of the Isange One Stop Centre model- (GBV prevention and response)	UNWOMEN	UNWOMEN, UNICEF, UNHCR, UNFPA
	14. Strengthening Health and population systems with improved governance, analyses and monitoring for results	WHO	WHO, UNICEF, UNHABITAT, UNFPA
	15. Preventing new HIV infections and promoting sexual and reproductive health (SRH), with special attention to women, youth and key populations in Rwanda	UNAIDS	UNAIDS, UNICEF, UNFPA, WHO, UNWOMEN, UNHCR, UNESCO, ILO
	16. Implementing Innovations in Social Protection	UNICEF	UNICEF, WHO, WFP, FAO, ILO
	17. Supporting development in Education AND Health for Communities, Families and Vulnerable Adolescents AND Youth	UNFPA	UNFPA, UNDP, UNICEF, UNWOMEN, UNAIDS, WHO
Humanitarian Response and Disaster Management	18. Support to MIDIMAR (Ministry of Disaster Management and Refugee Affairs) to address disaster management (mitigation, preparedness, response and recovery)	UNDP	UNHCR, WFP, UNICEF, UNDP, WHO
	19. Sustainable Return and Reintegration of Rwandan Returnees	UNHCR	FAO, UNDP, UNHABITAT, UNICEF, WFP

Annex 6: Summary of programme output level achievements

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
Project 1: Support for Effective Development Cooperation for Results					
UNDAP Outcome: Pro-poor growth and economic transformation enhanced for inclusive economic development and poverty reduction	% of population below the poverty line	44.9%	<30%	Programme outputs will support effective implementation, coordination and evaluation of poverty reduction interventions whose results will have a trickle down effect.	No updated data to measure the indicator more precisely
	Percentage of exports to GDP (value of export goods and services)	14.8%	28%	A 15% share of exports to GDP is reported for 2016/17.	An increment in the volume and value of exports is reported for the period between 2014 and 17 but there is weak association between the programme interventions and the observed gains in the export sector. Nevertheless, the programme interventions also have potential for supporting productivity and subsequent export growth overtime.
Component 1: Support for effective development Cooperation and Resource Mobilization					
Output 1: Enhanced Government capacities to lead on aid effectiveness (coordination, harmonisation, alignment and mutual accountability)	Fully owned and managed DAD linked with Smart IFMS is functional	DAD externally hosted	100% of DAD hosted in Rwanda by 2014	DAD functional and hosted by MINECOFIN	Target was achieved outside the set time
	DAD INGO execution module is linked to the relevant database for enhanced transparency and comprehensive aid information	DAD INGO module available but not linked with other relevant databases	DAD INGO execution module fully linked to the relevant database by 2015	DAD, INGO and Smart FMIS integrated. Finalised and released to the DGIE office in the FY 2016/17.	Has facilitated comprehensive information management which has promoted aid effectiveness.
	EFU professional staff trained in core aid management functions	Number of staff trained (2)	10 to be trained	18 MINECOFIN staff trained; 13 were trained in resource mobilization & negotiation while 6 in contract management	As a result of the training, 51,000,000 from S/Korea to University of Rwanda was attracted & a USD 500m contract was negotiated in the mining sector.

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
	Improved aid coordination architecture through GoR & DPs forums	3 forums	12 GoR & DPs forums to be held with programme support	All the planned 12 meetings were successfully held	Has increased partnership and mutual accountability hence strengthening resource mobilization
	Improved mutual accountability through dialogues between GoR & DPs	DPAF reports (3)	5 DPAF reports produced and shared	successfully achieved	There has indeed been improvement in aid flow information which has facilitated joint development planning.
	Necessary support & facilities to mobilize more resources by MINECOFIN staff is increased	6 staff provided with equipment communication facilities	10 staff to be provided with equipment & communication facilities	8 staff were provided with modem & internet subscription	Has made resource mobilization environment conducive.
Output 2: Strengthened Government capacities to effectively mobilize external resources based on strategic priorities of investments and financing needs.	MINECOFIN/EFU staff's capacity to effectively mobilize external resources from non-traditional sources enhanced	Increase in the number of development partners (10)	5 more development partners to be brought on board	1 development partner (EDCF/S.Korea)	Target though not achieved, a conducive environment has been created hence more potential to attract development partners.
	MINECOFIN/EFU staff capacities to carry out core external resource mobilization increased	Number of staff trained on resource mobilization (6)	10 staff to be trained on resource mobilization	10 staff were indeed trained in 2014.	Knowledge in funding landscape increased but need for mainstreamed capacity building to meet the changing environment
Component 2: Strengthening Government of Rwanda's National Evidence-based policy planning, Analysis and M&E					
Output 3: Strengthened technical capacity of MINECOFIN and other participating institutions to carry out and disseminate evidence-based analytical policy research and devise effective monitoring and evaluation systems	Increased capacity of Government staff in M&E functions	2 M&E experts available	33 M&E experts to be trained	377 central and local government staff cumulative trained in M&E	Training not exhaustive and lacking follow-up on the practical application of acquired skills.
	National integrated electronic policy research and M&E system developed and operationalized	Non-existent	System established	Not done yet.	Activity planned for 2017/18 FY whose report was not available by the time of this evaluation.
	Capacity of National and Local institutions in research, writing and publication of analytical policy studies & utilization of disaggregated data for participatory and evidence-	No local academic institutions engaged for delivery of M&E programs	10 institutions to be engaged to deliver M&E programs.	2 Institutions (UR & ULK) are engaged in delivering M&E programs	Although achievement falls short of the target, at least these two shall act as examples for other institutions to learn and benchmark.

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
	based policy formulation and planning improved				
	Policy studies and analyses in support of thematic and sector priorities carried out	No analytical studies supported, published and disseminated to policy makers and general public	10 analytical studies to be supported	Two priority areas identified but only one study: Land use planning & management carried out.	Indicator not likely to be achieved at full programme implementation period.
Output 4: National Human Development, MDGs, EDPRS II and other UNDP-MINECOFIN mandatory reports produced, disseminated and understood by all stakeholders	Communication strategy for EDPRS2 implemented	EDPRS 2 document approved but copies not disseminated	10,000 copies of EDPRS 2 document disseminated	3000 copies of EDPRS 2 document, 7000 copies of abridged version and 89000 copies of Vision 2020	Has increased awareness about national development agenda among stakeholders
	EDPRS 2 evaluated	No evaluation undertaken	2 evaluations to be undertaken and reports produced	Mid-term evaluation of EDPRS2 were successfully conducted and report made available to stakeholders	The evaluation was however finalized in 2018, a time that should have been for undertaking the final evaluation.
	National Human Development report and National MDG and sustainable development Goals reports produced and disseminated	Baseline not indicated	Production of 5 reports to be supported.	2013 MDG report was successfully produced and disseminated in FY 2014/15; NHDR for 2014 was also successfully done. SDGs well integrated in Sector Development plans and national SDGs indicators yet to be validated	Available evidence indicates that two reports have been prepared and produced by the time of this evaluation.
Project 2: Transformational capacity development for the implementation and coordination of the government policy and program					
UNDAP Outcome: Strengthened National Capacity for Policy Coordination and Resource Mobilization					
Indicator: Government coordination mechanism in place					
Baseline: No coordination mechanism					
Target: Functional coordination mechanism in place					
Output 1: Increased number of sectors using Monitoring and Evaluation framework	Hire one international expert to support PMO in establishing and operationalizing monitoring and evaluation framework	No baseline	M&E framework established & used by PMO in all government programs of the different sectors by 2015/16 FY	The hired M&E expert helped to develop M&E tools, policies and guidelines that are being used.	No specific report on the performance of the expert.

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
	Hire one national expert to support PMO in coordinating the implementation of the project		Project activities well implemented	Expert devoted time to develop harmonised M&E and reporting tools that are being used by implementing institutions	Contract ended by Dec 2015 and not renewed. Why? Were the objectives of the position achieved?
Output 2: Strengthened coordination and implementation of government policies and programmes	Executive leadership training	0	200 beneficiaries able to use skills acquired in their strategic operations	14 participants attended a one-year executive leadership training.	Target not achieved Can we get more info here?
	Benchmarking and twinning	0	25 best practices & innovations replicated from other centres of excellence		
Output 3: Increased achievement of district planned targets	Coaches of planning & M&E hired	Baseline indicated	70% of the district planned targets achieved	12 coaches in planning & M&E were recruited and they successfully support districts	Their contracts ended by August 2015 and were not renewed.
Output 4: Increased district resource generation	Coaches for district resource generation		20 districts reporting at least 10% increase in resource generation	Coaching in resource generation was successfully delivered through the recruited coaches	Capacity in proposal writing was developed in district staff and this will support district efforts to mobilize resources.
	Short-term tailor-made trainings delivered		750 government staff trained on resource generation & 80% of the participants able to use the skills acquired	Trainings were done especially in; • English to Rt Hon Prime Minister • Managing for Impact (M4I) • Urban planning & housing with a specialisation on housing and livelihoods	Although number of people trained not reported about, trainings strengthened the capacity of government staff to effectively deliver on the mandate.
Output 5: Effective coordination of the local government capacity building	Local government coaching programme coordinator hired		At least 80% of the coaching objectives achieved	Was hired but contract ended by November and was not renewed	By the time of contract ending, what had he achieved and what remained?
	Strategic advisor to the PS MINALOC on local government capacity building		At least 80% of the planned local government capacity building activities	Was recruited but contract ended by November 2015 & was not renewed	How far did he achieve his contractual deliverables?

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
			implemented in a coordinated and harmonised manner		
Output 6: A pool of local experts able to attract and retain investments in priority areas	Recruit 3 technical experts in different fields of investment to work in RDB		At least 90% of planned activities are delivered	Two technical experts (Legal & Finance) were successfully recruited	Performance analysis??
	Recruit 5 local counterparts to be coached by the experts in RDB		100% of local counterparts able to independently deliver high quality products	All 5 local counterparts recruited and trained by the hired experts.	What was achieved & remaining gaps?
Output 7: Enhance capacity of NCBS to coordinate focussed capacity building initiatives	Recruit 2 national experts		At least 90% of benefiting institutions receive technical support from the National experts in fiduciary operations and project management	The recruited experts strengthened the capacity of NCBS to delivery its capacity strengthening mandate to of government agencies.	NCBS successfully provided support to MDAs in programme implementation
	Operationalize the VLP and implementing the Twinning program for PMO staff		Existence of a fully-fledged learning platform and participation/training of targeted staff		Status not captured in the reports
	Project management & oversight including audit, evaluations & communication		Timely and high quality periodic reports		Status not captured in the reports
	Capacity building for implementing partners in project management		Training delivered to all concerned staff.		Status not captured in the reports

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
Output 8: Statistical Data dissemination practices and data user engagement enhanced	<ul style="list-style-type: none"> • Coach and mentor in Web design and development (including data dissemination tools) in different data dissemination and publication tools and methods • Train NISR staff on MIS and related official statistics • Provide orientation on relevant ICT courses in statistical areas • Train and coach staff on basic ICT skills relevant for production, dissemination and production of statistical data • Organise knowledge management sessions on relevant dissemination tools in statistical areas • Involve researchers and students in usage and manipulation of data. 		<ul style="list-style-type: none"> • 70% of statistical data disseminated electronically and on the NISR websites • 80% of available data in open data portals and in machine readable format • 80% of efficiency achieved in dissemination and publication of statistical data 	<ul style="list-style-type: none"> • ICT expert was recruited at attached to NISR since January 2014. • Has trained NISR staff as well as members of academic institutions and research houses on various aspects of data management and usage. • Developed and trained NISR staff on electronic data collection tools • Developed data dissemination tools 	The deliverables are on track to achieving the set targets.
Output 9: Strengthened coordination of financial sector development directorate	Recruit 1 international expert to coach Rwandan Counterparts on capital markets and investment schemes		<ul style="list-style-type: none"> • At least 80% of planned capital development activities delivered • Percentage of local counterparts able to independently deliver on their key performance indicators 	<p>A firm was instead hired and has done a commendable job so far.</p> <p>Local counterparts been trained and are relatively able to deliver but continuous practice will make them more perfect.</p>	Decision of hiring a firm instead of an individual was strategic and will enable all deliverables to be delivered within the set timeframe.
	Recruit National experts to coach and mentor FSDD employees on various activities		<ul style="list-style-type: none"> • At least 80% of planned capital development activities delivered • Percentage of local counterparts able to independently deliver on their key performance indicators 	<p>The expert was recruited and has trained staff to effectively coordinate the implementation of several strategies.</p> <p>The expert led the process of developing the capital markets strategy</p>	<p>The deliverables under this output would potentially support the private sector to access financial resources from financial institutions.</p> <p>The acquired skills will continue to support the development &</p>

Outcome/Outputs	Indicators/Actions	Baseline	Target	Achievement	Evaluator's Remarks
	Organise tailor-made training for FSDD staff		At least 80% of counterparts are trained		implementation of various financial sector strategies.
	<ul style="list-style-type: none"> • Support FSDD staff on development and implementation of various financial sector strategies that are aligned with EDPRS2 • Develop a robust M&E framework to facilitate tracking of progress within the financial sector 		<ul style="list-style-type: none"> • 80% of capital development activities delivered • 80% of counterparts able to independently deliver quality work 		
Output 10: Improved capacity of private sector actors in priority export sector identified in EDPRS2	<ul style="list-style-type: none"> • Design and roll out of export development fund to support priority sectors • Support the implementation of export capacity development program • 		At least 80% of planned export promotion activities designed and implemented	Expert was hired	Performance assessment missing in the reports
Output 11: Improved ICT coordination for SMART Rwanda.	<ul style="list-style-type: none"> • Develop a skills framework with labour market linkages • Develop ICT professional skills (industry courses & certifications) and BPO/micro work creation 		<ul style="list-style-type: none"> • 50% ICT literacy • 200,000 off-farm jobs created annually 	Through the programme support, investment opportunities and climate have been assessed with an intention of attracting investors	There is reported increase in off-farm jobs but attributing it to a single factor may not be realistic.