



MID-TERM EVALUATION OF THE GOVERNANCE PORTFOLIO PROGRAM

FINAL REPORT

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1. ACKNOWLEDGEMENT

The Mid Term Evaluation of the Governance Portfolio Programme was in no way a walk-over. The Governance portfolio has a widened scope covering four distinct programmes; The Strengthening Civil Society Organizations for Responsive and Accountable Governance in Rwanda (CSO Strengthening Program); Deepening Democracy through Citizen Participation and Accountable Governance (DDAG); “Promoting Gender Accountability in the Private Sector (GES), Strengthening the Rule of Law in Rwanda: Justice, Peace and Security for the People (A2J) and “Capacity building for the Rwanda Peace Academy” (RPA) programme. Evaluating the outcomes, outputs, indicators and the portfolio success stories, challenges and lessons learned demanded extra-ordinary commitment and support of different actors and stakeholders whom in all fairness deserve acknowledgement.

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2. LIST OF ACRONYMS AND ABBREVIATIONS

A2J	Access to Justice
AFCHPR	African Charter on Human and Peoples' Rights
ARFEM	<i>Associations Rwandaise de Femmes des Médias</i>
ARJ	Rwanda Journalists Association
BPfA	Beijing Platform for Action
CEDAW	Convention on Elimination of all Discrimination against Women
CRC	Citizens Report Card
CSOs	Civil Society Organizations
DAC	Development Assistance Committee
DDAG	Deepening Democracy through citizen participation and Accountable Governance
DMIS	Disability Monitoring Information System
ECDs	Early Childhood Development Centers
EDPRS	Economic Development and Poverty Reduction Strategy
FBOs	Faith Based Organizations
FFRP	Forum for Women Parliamentarians
FGDs	Focus Group Discussions
GBV	Gender Based Violence
GES	Gender Equality Seal
GMO	Gender Monitoring Office
GoR	Government of Rwanda
ICCPR	International Covenant on Civil and Political Rights
IECMS	Integrated Electronic Case Management System
IT	Information Technology
JRLOS	Justice Reconciliation Law and Order Sector
KIIs	Key Informant Interviews
MHC	Media High Council
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINIJUST	Ministry of Justice
MoU	Memorandum of Understanding
MTE	Mid Term Evaluation
NCPD	National Council for Persons with Disabilities
NGOs	Non-Governmental Organizations
NISR	National Institute of Statistics of Rwanda
NST1	National Strategy for Transformation
NUDOR	National Union of Disabilities' Organizations in Rwanda
NURC	National Unity and Reconciliation Commission
NWC	National Women's Council
OECD	Organization for Economic Co-operation and Development
OIPPA	Organization for the Integration and Promotion of People with Albinism
OPD	Organisations of Persons with Disabilities
PFR	Prison Fellowship Rwanda
PSF	Private Sector Federation
PWA	People with Albinism
PWDs	Persons with Disabilities
RBA	Rwanda Bar Association
RCSDB	Rwanda Civil Society Development Barometer
RCS	Rwanda Correctional Services

RCSP	Rwanda Civil Society Platform
RDB	Rwanda Development Bank
RDF	Rwanda Defense Forces
RDHS	Rwanda Demographic Health Survey
REB	Rwanda Education Board
RGB	Rwanda Governance Board
RGS	Rwanda Governance Score Card
RIB	Rwanda Investigation Bureau
RMC	Rwanda Media Commission
RNP	Rwanda National Police
RPA	Rwanda Peace Academy
RSB	Rwanda Standards Board
SDGs	Sustainable Development Goals
SGBV	Sexual Gender Based Violence
UN	United Nations
UNDP	United Nations Development Program
UNDAP	United Nations Development Assistance Plan
UNEG	United Nations Evaluation Group
UPR	Universal Periodic Review

3. EXECUTIVE SUMMARY

3.1. Background to the program

The Transformational governance portfolio is the collection of programs and projects coordinated by the United Nations Development Program (UNDP) Transformational Governance Unit (TGU), covering a 5 -year plan from 2018 till 2023. The portfolio is expected to contribute to the achievement of United Nations Development Assistance (UNDAP) II 2018-2023 governance outcomes, namely; 1) “By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and CSOs that develop evidence-based policies and deliver quality services. and 2). By 2023, people in Rwanda will benefit from enhanced gender equality, justice, human rights, peace and security. These outcomes are to be realized by implementing five programmes namely; Strengthening Civil Society Organizations for Responsive and Accountable Governance in Rwanda (CSO Strengthening Program); Deepening Democracy through Citizen Participation and Accountable Governance (DDAG); “Promoting Gender Accountability in the Private Sector (GES) project, the Program on Strengthening the Rule of Law in Rwanda: Justice, Peace and Security for the People (A2J) and “Capacity building for the Rwanda Peace Academy” (RPA) project. The governance portfolio has five projects each with a Results Framework. In total, all the results framework has 2 outcomes with 16 outcome indicators and 19 outputs with 65 output indicators. Some parts of Disability Platform are part of the CSO program while other parts of disability interventions are in separate projects.

The Mid-Term Evaluation (MTE) assesses the extent to which the assumptions made at the inception of the portfolio are relevant, efficient, effective and sustainable. Furthermore, it assesses the progress of outcome indicators of each project and program, including contribution to national development goals, the UNDAP II and UNDP Strategic Plan results. The evaluation examines whether the planned outcomes and outputs of the portfolio are on track. The evaluation examines among others whether capacity strengthening initiatives are yielding expected results and whether the portfolio has made any contribution to gender equality and the promotion of the rights of Persons with Disabilities as cross-cutting themes. On the basis of the finding, the report highlights gaps and challenges, documents lessons learned and best practices and proposes recommendations for improvement. MTE covers the period from July 2018 till end of 2021.

3.2. Methodology

Sampling approach

The overall evaluation approach was consultative and participatory. The evaluation applied a purposive sampling approach. Data was collected from respondents that have direct interface and experiences with the all the five governance portfolio program projects.

The sampling approach took into consideration other diverse factors such as gender, disability, and socio-economic conditions of the governance portfolio targeted populations in the eight poorest districts namely; Burera, Gicumbi, Gisagara, Nyaruguru, Ngororero, Nyamasheke, Rutsiro and Huye. Overall, data was collected from 50 key informants from 37 institutions and 1 FGD with a total number of 8 of respondents.

Data collection was preceded with a preliminary meeting between the consultant and UNDP/TGU team. Together, we reviewed and reached consensus on the nature and scope of the assignment, shared the list of projects implementing partners and responsible parties, agreed on the framework of conducting interviews outside Kigali, and shared all project documents

Comprehensive literature review culminated into an inception report, which provided a detailed methodology including data collection methods, list of respondents, work plan, data collection tools and a proposed draft report outline. Literature review and the approval of the inception report was preceded with collection of primary data through Key Informant Interviews (KII) and Focus Group Discussions (FGDs). In total, 50 KIIs were conducted either face-to-face or virtually.

Careful thought was given to inscribing responses to open-ended items in the interview guide. In other words, after data collection, secondary data and primary data obtained through KIIs and secondary data sources was processed, cleaned and analyzed thematically. Analysis was also informed by factors such as inclusiveness such as gender mainstreaming, disability inclusion and inclusion of other vulnerable members of the communities. In consideration of COVID19 guidelines, the evaluation was conducted in line with the recommended COVID19 prevention guidelines, including recommended physical distancing at the time of conducting interviews, sanitizing, and wearing the mask at all times. Some interviews were conducted remotely.

3.3. Key findings

Relevance: Generally, there is compelling evidence of continued high degree of alignment between the interventions of the governance portfolio and the Government of Rwanda's long and medium-term development frameworks. The portfolio outcomes and output statements are well aligned with the Country's National Strategy for Transformation (NST1). The NST1 lays out the foundational policy directives and helps actualize the Vision 2050 (GoR, 2017, p. vi). The NST1 is inclusive of sector strategic plans, Sustainable Development Goals, Rwanda's Vision 2050 objectives and the African Union Agenda 2063 objectives.

In regard to relevance to GoR's priorities, the portfolio supports unity and national reconciliation initiatives through the NURC and social reintegration and social-healing through the Rwanda Prison Fellowship, supports gender accountability through the Gender Monitoring Office, supports access to justice through capacity development of justice related institutions such as MINIJUST, RBA, RNP, strengthens the capacity of CSOs, supports media, among others.

Effectiveness: The effectiveness of the program interventions was assessed by analyzing the extent to which the portfolio has contributed to the achievement of the planned targets taking into account their relative importance. This aspect draws on the performance of outcome and output level indicators as defined in the results framework of each project.

Performance against program outcome indicators: Overall, with the exception of indicators that have no means of verification, indicators at both outcome and output level are rated highly satisfactory with very few ratings as satisfactory while others surpassing the endline target at the mid-term evaluation. For example, the indicator relating to the proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group, the RGS (2021) rates participation and inclusiveness as the second most improved pillar with a score of 84.19%. The report attributes this increase to the improvement in the performance of participation of non-state actors to

which the governance portfolio is contributing through the DDAG, the GES and the CSOs strengthening projects.

Similarly, the indicator “Citizen satisfaction with quality-of-service delivery” has the baseline of 70.9% (CRC 2017), the current progress status of 81.86% (RGS 2021) and a target of 80% where a similar indicator under the DDAG project has a baseline of 72.9% (RGS 2016) (No data source), the current progress status of 81.86% (RGS 2021) and a target of 77.93%. This implies that the same indicator for different projects has different baseline data source with the same means of verification for the with different targets for the same indicator of different projects.

Capacity strengthening: The portfolio has improved the capacity of program Implementing Partners, Responsible Parties and grantees especially in terms of project management and financial management. The program is funding some technical positions within implementing partner organizations. Holders of these positions along with responsible parties and grantees acquire more skills through trainings about financial and results-based management. In terms of trainings conducted, out of 20 planned trainings, 14 have been conducted at the mid-term. As a result of these trainings, all supported CSOs have improved financial systems and procedures and are able to manage resources using Results Based Management approach. For instance, some grantees have improved their financial systems and raised their capacity to compete for grants. For example, as a result of improved capacity one of the grantees won an EU grant worth 206,000 Euros.

The portfolio has facilitated media capacity strengthening initiatives including supporting the operations of the Association of Rwandan Journalists (ARJ) and the Association of Rwandese Female Journalists (ARFEM). The program is supporting activities such as meetings with the ARJ board members and ad-hoc committee meetings. The meetings are part of the organizational capacity strengthening to ensure that the journalists’ associations are fully functional entities. The portfolio is also supporting RMC, ARJ and ARFEM with capacity building activities that empower journalists to learn necessary skills to hold leaders accountable, to freely exercise freedom of expression and advocate and raise awareness about the enforcement and review of the legal and policy framework on access to information.

Under CSO strengthening program, capacity building interventions have strengthened the umbrella organization of PWDs (NUDOR). The umbrella is now stronger to do monitoring the respect of the rights of PWDs and doing advocacy effectively. This support has also contributed to the effectiveness of the government's National Council for Persons with Disabilities (NCDP) through trainings that resulted into enhanced capacities for effective policy making.

As part of institutional capacity building, the portfolio has also supported development of various institutional strategic plans. For instance, it has supported the development and validation of a national strategy for local government capacity building, and supported the capacity development strategy for the Rwanda Civil Society Platform (RCSP). However, this evaluation noted that, concerning program management and oversight, an M&E strategy with its accompanying tools had not been developed at the time of conducting this evaluation. As for the portfolio’s annual delivery rate, data from the Atlas reports from 2018 to 2021 reveal an average annual delivery rate of 95.12%:

Under the Access to Justice program, the portfolio has supported female lawyers by strengthening their role and equipping them with skills to provide effective services. 300 women were trained on gender equality, GBV, business and human rights as well as Maputo protocol. Similarly, women Lawyers were trained on signs Language and use of gestures in legal professional practice as part of promoting inclusiveness and the rights of access to justice by persons with disabilities. A platform for exchange with other female advocates was created for exchange and knowledge sharing, in partnership with the International Network of Female Advocates (RIFAV).

We have a collaborative relationship with DPOs. We have partnerships mostly in the interventions we provide. For example, if there is a DPO supporting women with disabilities, when they need access to justice for their members, they partner with the RBA. For example, we have partnerships with NCPD, UNABU, NUDOR. RBA Executive Secretary

The governance portfolio has enhanced capacities of regional and national actors in conflict prevention, conflict management and peacebuilding by financing five training courses focusing on 1. United Nations Personnel Safety and Security; 2. Understanding Conflict and Conflict Analysis; 3. Law of Armed Conflicts; 4. Protection of Civilians; and 5. Gender Based Violence. In summary, all the five courses were attended by a total of 119 participants comprising 44 military officers, 25 police officers, and 50 civilian officers from 8 African countries namely Comoros, Ethiopia, Kenya, Nigeria, Rwanda, Somalia, Tanzania and Uganda. The average women participation was 38.66%.

In terms of enabling public and private institutions at all levels to perform core functions for improved accountability, participation and representation, the NFPO, National Women Council and Pro-Femme Twese Hamwe organized training for women parliamentary candidates on election campaigning strategies.

Advocacy: The portfolio has supported several advocacy initiatives taking place both at national and community level. For instance, advocacy for child registration – mostly with teen-mothers. Advocacy work has been carried out at the community level in respect to the promotion of disability rights. For instance, as a result of such advocacy at the community level, the districts of Burera and Kirehe are now considering a budget line for disability as part of their strategies and plans aiming at the inclusion of PWDs. Bugesera district provided assistive devices for children with disabilities. Furthermore, details relating to the portfolio's contribution to advocacy are provided under the achievements of the program. Additionally, the Rwanda Standards Board was helped by the UNDP funded program - Gender Seal to mainstream gender in national standards as a result, products must fulfill gender standards among other standards.

Gender accountability: In terms of gender accountability, the evaluation of progress against indicators reveals that 23 private sector companies and 6 public institutions out of 50 targeted institutions are already implementing the gender equality action plans. The same institutions have implemented the gender equality seal dimensions and 9 of them are certified with a gold gender seal. Moreover, all private and public institutions interviewed have established functional gender equality committees. Members of these committees were mostly elected from women and men with senior positions in respective institutions.

The governance portfolio is supporting RNP to manage crimes. One key area of support has been the capacity building of Community Policing Committees (CPC) and police officers who have been equipped with skills to prevent crimes through sensitization campaigns on crime prevention targeting

youth volunteers and groups highly exposed to crime. The above interventions have resulted in increased reporting of crimes to the police, where the reported cases have increased from 25030 in 2018 to 103482 in 2021.

Generally, a review of each project results matrix reveals that most indicators are set at a high impact level with the means of verification such as CRC, RGS, CSDB, RMB, and Rwanda Reconciliation Barometer, all of them having a national level scope. As a result, the result framework design places these indicators beyond what implementing partners, responsible parties and grantees are capable of reporting about on a regular basis.

Efficiency: Respondents to this evaluation affirmed that the project implementation is largely efficient and is on the right course to achieving the program intended objectives. In addition, the capacity-building packages are much appreciated by implementing partners, responsible parties, grantees as well as community level program beneficiaries. Moreover, most of the capacity strengthening initiatives have been largely informed by capacity needs and gaps assessment conducted prior to the implementation of capacity strengthening activities.

This evaluation assessed the strategies adopted and inputs identified and found them appropriate and adequate for the achievement of the program results. The strategies are inclusive and encourage ownership of all stakeholders. This is mainly attributed to the fact that UNDP has followed a National Implementation Modality, which ensures adequate involvement of national partners and stakeholders in identifying priorities in line with national priorities. This strategy encourages national ownership that is ensured through the management framework of the portfolio. The management framework ensures that decision making is inclusive of national partners both at the level of the program technical committee, as well as the program steering committee. This ownership and partnership between all stakeholders have been appreciated as a critical incentive to achieving the program outcomes.

Sustainability: Key areas have been identified to be sustainable. They include skills acquired, behaviors adopted such as peaceful co-existence, positive gender attributes, etc.; gains registered through advocacy such as adoption of policies and saving groups if citizens the model is deliberately designed with the intention of sustaining program outcomes. There are several other interventions that this evaluation could not establish the possibility of their sustainability and nor has the program charted the way for sustaining their outcomes. A Governance portfolio sustainability strategy could map out all potential initiatives whose outcomes can be sustained.

Key recommendations

- Review the portfolio and each program/project results framework, including collectively defining outcomes, outputs and their respective indicators to ensure that all governance program implementing partners have the common understanding and capacities to track and measure change processes at different levels of the program/projects.
- Establish strategies to follow up advocacy efforts and outcomes. This may include the development of an advocacy monitoring tool that facilitates the documentation of future advocacy efforts.
- Revamp the existing monitoring and evaluation – including embracing an outcome mapping approach: consistent with the above recommendation, the portfolio needs to develop a

comprehensive monitoring and evaluation plan with SMART indicators at the project level. A mixed method approach of using the results framework and outcome mapping would assist implementing partners, responsible parties and grantees in documenting most significant change stories resulting from the program interventions.

- Strengthen the capacity of implementing partners: Personnel managing the projects at the level of implementing partners need more skills in mainstreaming cross – cutting issues such as Gender, Disability Rights, Human rights, Peace and Security and other domains that are relevant to the current program interventions.
- UNDP and partners should reflect upon innovative ways of implementing program activities when unforeseeable risks, such as the Covid-19 pandemic.
- To sustain these outcomes, this evaluation recommends a deliberate sustainability model/strategy that involves local government structures and other relevant stakeholders, such as Community-based Organizations to sustain program outcomes.
- Sustainability of capacity changes is not fully measured as the program is closely involved in project delivery and implementation. The remaining time for the portfolio should be used to design robust exit strategies and testing sustainability of outcomes as opposed to processes.

4. INTRODUCTION

This Mid-Term Evaluation (MTE) covers the period from 2018 to 2021. The report presents the findings of an evaluation conducted to assess whether the portfolio is achieving its intended objectives, how the program is contributing to the overall national development goals, as well as UNDP and UNDP Strategic Plan outcomes. It also assesses the status of achievement of program outcomes by analyzing progress of each program/project output, documents challenges and lessons learned, assesses coordination and partnership arrangements. The MTE also examines the impact of Covid-19 on portfolio results and draws recommendations for improvement.

5. PORTFOLIO CONTEXT AND RATIONALE

Rwanda's governance ecosystem is shaped by robust policy, guidelines, and other statutory instruments¹. Without exception, these documents are carefully aligned to and eulogize the principal development objectives of the country described in the National Strategy for Transformation 1 (NST1; 2017–2024). The NST1 outlines critical development priorities described through three principal transformation pillars, social, economic and transformational governance. The Transformational Governance pillar builds on the strong established governance architecture that provides building blocks for equitable transformational and sustainable national development. Under this priority, the document seeks to reinforce Rwandan culture and values as a foundation for peace and unity; to ensure safety and security of citizens and property, to strengthen justice, law and order; to strengthen capacity, service delivery and accountability of public institutions; and to increase citizens' participation and engagement in development.

Overall, the Governance Portfolio is expected to contribute to the achievement of the following key Country program Document (CPD) outcomes:

1. By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and CSOs that develop evidence-based policies and deliver quality services. (Related to the following programs CSO, DDAG, & GES)
2. By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security (related to the A2J program & RPA project).

The two outcomes are to be realized through five portfolio projects. The first outcome is to be realized through the CSOs strengthening project, the Deepening Democracy and Accountable Governance project (DDAG) and the Gender Equality Seal Project (GES) while the second outcome is to be realized through implementation of the Strengthening the Rule of Law in Rwanda: Justice, peace and security for the people (The A2J Project) and the Rwanda Peace Academy Project (RPA) as further elaborated below:

CSOs strengthening project

CSOs are strongly recognized by the Government of Rwanda as an important pillar of Good Governance. At the inception of this program, the role of CSOs was emphasized in EDPRS II under

¹ Media laws, Decentralization policy, gender policy results-based management policy, district development strategy, JRLOS sector strategic plan, among others.

the theme of “Accountable Governance” in three main functional areas: i) monitoring and tracking government actions, ii) citizen empowerment and participation in decision making and iii) monitoring and ensuring effective service delivery. The same spirit is echoed in the NST1, where it calls for developing the capacities of media, Non-Governmental Organizations (NGOs), Faith-Based Organizations (FBOs), and the private sector to effectively engage in and substantively contribute to national development, democratic governance and improving citizens’ social welfare. It also seeks to strengthen partnerships between Government, private sector, citizens, NGOs and FBOs to fast-track national development and people-centered prosperity. Indeed, much has been achieved especially with support from RGB through UNDP funding in regard to strengthening the capacities of CSOs.

Despite the above commitment and progress, the level of CSO capacity for policy advocacy is still limited and citizen perception regarding the ability of CSOs to hold state and private corporations accountable was only at 64.2% at the inception of this program (CSDB 2015). Moreover, CSOs had moderate ability to influence public policy and engage with government (72.3%) and low vibrancy of non-state actors in engaging in political decision and policy processes (59.7%); CSO's effectiveness in meeting societal needs was only at 58%.

The status of CSOs stated above signaled that CSOs in Rwanda were not adequately delivering on their functional areas. This was due to challenges ranging from disparities in CSOs’ internal capacities, to challenges related to the external environment in which they operate. As a result, CSOs are unable to effectively advocate for Persons with Disabilities and other vulnerable or marginalized groups including SGBV survivors, unemployed women, and the youth who are most exposed to shocks and are unable to fully and effectively participate in decision making processes. In addition, most CSOs continue to face financial, human resource and sustainability challenges that limit their capacity to influence policies and strategies and to hold the state accountable.

In the realm of external environment, the challenge relates mostly to the ongoing reforms in the policy and legal framework regulating CSOs in Rwanda. The law has been under revision and a civil society policy has been under development. Other challenges in this area include inadequate enforcement practice of the established coordination mechanism to address the capacity development of CSOs, to facilitate documentation and knowledge management of CSO interventions, and to communicate CSO funding opportunities. These challenges result in insufficient access to both information and resources by CSOs in Rwanda.

In the area of internal organizational capacities, the challenge relates mostly to inadequate systems, procedures and processes, technical and financial management capacities. Most CSOs in Rwanda are small with limited financial and human resources, which poses challenges for effective project management. Moreover, many CSOs face difficulties in attracting staff with relevant competencies which coupled with limited commitment of the members, result in a lack of required skills to implement projects effectively. Additionally, most CSOs are unstable due to unpredictable financial conditions, as at least 79% of CSOs are donor funded.

To address the above challenges, the portfolio set to achieve results in the following 3 main areas:

1. Strengthened capacities of CSOs in various areas, with a special focus on capacities to mobilize resources and build meaningful partnerships (CAPACITIES)
2. Strengthened engagement of CSOs in policy dialogue and advocacy (VOICE)
3. Reinforced conducive institutional environment to enable CSOs to effectively deliver on their mandates (CONDUCTIVE ENVIRONMENT)

The above results are to be achieved by realizing the following specific outputs:

- Providing CSOs with the required capacities to increase public participation and engagement including in development and democratic processes;
- Creating an enabling institutional environment for CSOs to effectively deliver on their mandates and;
- Strengthening the project management and oversight.

The above results and outputs are contributing to the achievement of UNDAF (2018-2023) Pillar on Transformational Governance, especially under outcome 6.² Similarly, through the work of the CSOs supported by microgrants, the portfolio indirectly contributes to the UNDAF (2018-2023) Outcome 1³, outcome 2⁴ and outcome 5.⁵

Moreover, the CSO strengthening program seeks to promote inclusive participation in governance and promotes the voice of all stakeholders in public processes, to build stronger and inclusive national ownership, support strong partnerships and alliance between civil society, government, donors, research institutes, academia, and think tanks, while adhering to UN principles, such as Leaving No One Behind, Human Rights, Gender Equality and Women's Empowerment, Sustainability and Resilience, in line with UNDP's accountability frameworks.

Deepening Democracy and Accountable Governance project

In terms of Deepening Democracy and Accountable Governance, Rwanda was ranked 9th in Mo Ibrahim Index of African Governance, it was ranked the 3rd least corrupt country in Sub-Saharan Africa and the 2nd safest country in Africa by the Gallup Global Law and Order report. Similarly, in 2017, Rwanda was ranked 4th globally and 1st in Africa in closing the Gender Gap. These indicators show Rwanda's continued solid progress and commitment to good governance and women's empowerment.

Despite the substantial progress, there are still persisting challenges that the governance portfolio sought to mitigate. For example, at the inception of the governance portfolio program, studies revealed that the overall citizen participation was among the least performing sub indicators with a score of 61.93% (RGS, 2016). The 2016 CRC report rated overall citizens participation at 58.9%.

With respect to accountability, most institutions were regarded as nascent; still in the process of building structures and capacities. This applies, for example, to parliamentary committees which continued to be formed with new members, the Media Self-Regulatory Body that has temporarily assumed the role of media capacity building from the abolished Media High Council (MHC). Within the media sector, a few media houses were financially stable, and much remained to be done in

² Outcome 6 states that "By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services"

³ Outcome 1 states that "By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all"

⁴ Outcome 2 states that "By 2023 Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change"

⁵ Outcome 5 states that "By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security"

enhancing media professionalism and ethics. Moreover, according to the Rwanda Media Commission (2018), among the 858 accredited journalists, only 23.65% of them were women. Also, among more than 200 media houses, only 10 were owned and managed by women. This data revealed that there is still a long way to go in the implementation of the ICCPR treaty, particularly with respect to gender equality and gender mainstreaming in the media sector.

To address the above challenges, the portfolio is contributing to UNDAF/Country [or Global/Regional] Program Results and Resource Framework outcome 1⁶ and UNDP strategic Plan outcome 2⁷ by realizing the following key outputs:

- Providing NEC and CSOs with required capacities to increase public participation and engagement in democratic processes;
- Reinforcing Media institutions' technical capacity to increase access to quality information and promote citizen active participation in public processes;
- Enabling public and private institutions at all levels to perform core functions for improved accountability, participation and representation;
- Enhancing capacities of the National Electoral Commission and Media High Council to ensure gender accountability through gender mainstreaming in the elections processes and media sector, and;
- Strengthen effective Program Management, Monitoring and Evaluation.

The Gender Equality Seal Project

Concerning the Project "Promoting Gender Accountability in the Private sector in Rwanda", the Governance portfolio recognizes Rwanda's strong political will towards the promotion of gender equality. Gender equality is strongly embedded in the fundamental principles of Rwanda's Constitution of June 2003, as revised in 2015. This constitutional imperative is echoed in several policies, laws, strategies and institutional frameworks that have been adopted to translate the gender commitments into action. The GoR's political will is equally demonstrated in the long term and midterm development frameworks, such as the National Strategy for Transformation, as well as within the international human rights instruments and commitments ratified by Rwanda.⁸ Moreover, the government has established a gender promotion responsive institutional framework to provide strategic thinking, implement and monitor the implementation of various commitments embedded in the normative framework.⁹ Particularly, the NST1, under the transformational governance pillar envisages mainstreaming gender equality across various sectors including the public sector and the private sector. This offers the basis for the project to demand gender accountability and implement gender accountability initiatives within the framework of the NST1.

⁶ Outcome 1 of UNDAF states that "By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services".

⁷ Outcome 2 seeks to "Accelerate structural transformations for sustainable development"

⁸Examples include; the Convention on the Elimination of All forms of Discrimination against Women (CEDAW), the African Charter on Human and People's Rights (ACHPRs) and its optional protocols, Sustainable Development Goals and a number of declarations on women's rights.

⁹The institutional framework includes various gender machineries such as MIGEPROF, Gender Monitoring Office (GMO), National Women's Council (NWC), Forum for Women Parliamentarians (FFRP), among others.

Despite the above achievements among others, progress in promoting gender equality and women empowerment has been more significant in the public sector than it is the case for the private sector, which is considered as the engine of the Rwandan economic growth. The private sector still experiences gender equality challenges. According to the previous Labour Force Survey (LFS, 2018), out of the overall labour participation of 52.9%, only 44% are women while 62.5% are men. The positions occupied by women and men in Labour Market is still low with only 34.1% at managerial positions, 33.5% Chief Executive, Senior Officers & Legislators and 34.5%

Moreover, the National Institute of Statistics of Rwanda (NISR) labour force survey of 2017 indicated that 8 percent of women stopped working due to pregnancy and family responsibilities. Another factor that keeps women's pay lower than men's is that men are likely to negotiate for higher pay than women due to societal gender stereotypes, upon which women are expected to be more accommodating and more concerned with the welfare of others than their own. The same survey revealed that women account for 44.6 percent of the labour force in Rwanda. However, they are mostly engaged in low paying jobs such as farm laborers, domestic cleaners and helpers, stall and market salespersons and shopkeepers. Men on the other hand dominate highly paid jobs, especially jobs of managerial nature which creates income gender gap.

The NISR establishment census for 2017 indicated a significant discrepancy between female and male owners of businesses ranging from micro to large size enterprises, where the rate of female owners of micro size enterprises was 33 percent, 29 percent for small enterprises, 15 percent for medium enterprises and 25 percent for large enterprises. According to the Gender Monitoring Office, the private sector employs 94% of the labor force in Rwanda but the number of women is still low, especially in technical fields which normally pay more wages. For instance, in mining women participation stands at 5.8 %, transport at 3% and at 14.6 % in construction. Also, Women occupy only 32% of decision-making positions in the private sector and only 33% of business enterprises are owned by women, most of whom own micro and small business enterprises.¹⁰

The root causes for limited participation of women in the area of entrepreneurship include limited access to collaterals to facilitate access to finance, limited financial literacy, limited capacity to develop bankable projects or business plans and limited ability to move freely in search of opportunities due to social responsibilities that confine women to unpaid care work that mostly locate them in the domestic realm and low degree of risk taking.

Although, the Private Sector Federation is making progress in establishing the institutional and coordination framework for the private sector through the 10 chambers, including the chamber of women entrepreneurs, it also still faces limited capacities in ensuring accountability of gender mainstreaming and coordination mechanisms to monitor how gender equality is implemented across all its chambers at national and decentralized levels, as well as within the respective associations.

¹⁰Gender Monitoring Office, available on https://gmo.gov.rw/index.php?id=19&tx_news_pi1%5Bnews%5D=209&tx_news_pi1%5Bday%5D=7&tx_news_pi1%5Bmonth%5D=2&tx_news_pi1%5Byear%5D=2020&cHash=86f6094b18298f08edd8d2db41cf4ebd. Accessed on 10th April 2022.

The GES project is contributing to UNDAF Outcome 6 and to outcome one of the GMO strategic plan 2017-2022¹¹ to address the above challenges. The outcomes are to be achieved by realizing the following outputs:

- Enhancing the capacities of private sector companies and participating public institutions to implement the gender equality seal initiative;
- Enhancing national capacities to promote gender accountability and gender mainstreaming in the private sector, and;
- Conducting research and assessments to generate data for evidence-based advocacy on gender accountability in the private sector.

The Project seeks to build the capacities of women and men in top and middle management positions and in gender equality committees within companies and public institutions participating in the gender equality seal certification initiative. This involves conducting gender analysis and integrating gender equality dimensions in organizational processes and management. In addition, the project is supporting Gender Monitoring Office (GMO) and Private Sector Federation (PSF) to build its institutional capacities and the capacities of its members grouped in different chambers in gender mainstreaming and monitoring with the aim of anchoring gender accountability in the private sector. This intervention is expected to result in increased knowledge and skills on gender equality and increased participation of females in the private sector labor force.

Generally, the GES project is supporting institutions in their efforts to mainstream gender equality and women empowerment along six key pillars: promoting women's role in decision-making positions, fighting against gender-based pay gaps, promoting work-life balance, improving women's/men's presence in occupational areas that are traditionally male/female dominated, eliminating sexist communication inside and outside the company fighting against sexual harassment and sex-based harassment in the workplace and ensuring a gender responsive environment in the private sector.

Strengthening the Rule of Law in Rwanda: Justice, peace and security for the people (The A2J Project)

While the evaluation recognizes the commendable progress made with respect to post-genocide reconciliation and social cohesion, there are still some persisting challenges that impinge on further progress towards national unity and reconciliation. For example, 27.9% of citizens still face ethnic-based stereotypes, and 25.8% of citizens believe that Genocide Ideology persists. In addition, 4.6% of citizens believe that the wounds resulting from the divisive past and the Genocide are not yet fully healed (Reconciliation Barometer, 2016). The 2020 Reconciliation Barometer contends that the above factors are “still viewed as inhibiting the process of reconciliation, although at lower percentages comparing to past reports” (Reconciliation Barometer, 2020).

One of the biggest challenges resulting from the 1994 genocide against the Tutsi is a large number of ex-genocide prisoners, estimated at 120,000. A study on the “socio-reintegration of ex-genocide prisoners in Rwanda: success and challenges” revealed that only 60% of ex-genocide prisoners felt being fully reintegrated in their families and the community. Further, whereas about 15,408 inmates were to be released after completing their sentences between 2018 and 2020 (RCS, 2018), their

¹¹ Outcome 1 states that “Gender accountability is Institutionalized in all sectors and at all levels”.

communities of origin still had unhealed wounds and grievances against them and were not ready to support their reintegration.

Despite the progress realized and strong political will to implement good governance practices, there are still areas of deficit/gaps that require interventions, such as the ones designed under the governance portfolio. For instance, the National Gender Status report (2018) indicates that Gender Based Violence (GBV) is a key issue affecting gender equality progress. The Rwanda Demographic Health Survey (RDHS) 2014/15 revealed that 14% of women reported being victims of physical violence within one year preceding the survey. Similarly, sexual and gender-based violence (SGBV) prevalence rates were very high, with average annual cases reaching 8000 yet most of SGBV were often not reported, and victims were not receiving legal or other assistance. In addition, the number of GBV victims that report to the Police was estimated to represent only 7 per cent of the cases because many women feared retaliation from the abusers and there remains some level of stigma attached to women and girls who have been victims of violence. Data from the Rwanda Bar Association (RBA) indicated that only 12% women were receiving legal aid services.

Also, challenges remain to be addressed in the area of crime prevention by strengthening the capacity of Community Policing Committees. For instance, only 30,582 out of 78,481 Community Policing Committee members had been trained on how to fight and prevent crimes, and on how to manage and handle conflicts.

The portfolio is addressing the above challenges by realizing the following key outputs:

- Enhancing institutions and legal aid providers capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled.
- Strengthening the capacity of the NURC, RNP and CSOs to develop and implement evidence-based mechanisms and programs that promote social cohesion, peace, safety and security.
- Strengthening the role of Women in selected justice institutions
- Improving project management and oversight.

The program pursues strategic initiatives to strengthen the ability of selected justice and human rights institutions and to provide effective and accountable public service delivery in the Justice, Reconciliation, Law and Order sector. It is expected to improve access of communities, particularly women and other vulnerable groups, to quality justice, peace, security and human rights protection mechanisms. Targeted interventions focus on addressing capacity gaps in access to justice, providing effective, accountable and equitable public service delivery in justice, peace, security and human rights. The project also seeks to reduce time spent on judicial cases, and as well as associated transaction costs by using modern technologies. The A2J is also designed to contribute to the achievement of the following strategic objectives in alignment with key strategic documents:

- Strengthen effective, inclusive and accountable governance (UNDP Strategic Plan Signature solution 2).
- Strengthen capacities, functions and financing of rule of law and national human rights institutions and systems to expand access to justice and combat discrimination, with a

focus on women, refugees and other marginalized groups (UNDP Strategic Plan Output 2.2.3)

- Strengthen Justice, Law and Order (National Strategy for Transformation (NST), priority 4).
- Enhance gender equality, justice, human rights, peace and security (Outcome 5 of UNDP II, 2018-2013).
- Enhance the capacity of public institutions and legal aid providers to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled (UNDP CPD 2018-2013, Output 3.1).
- Strengthen the capacity of NURC, RNP and CSOs to develop and implement evidence-based mechanisms and programs that promote social cohesion, peace, safety and security (UNDP CPD 2018-2013, Output 3.2).

Strengthening the Capacities of the Rwanda Peace Academy – RPA Project (2019-2022):

The Governance portfolio supports the government the commitment of the Government of Rwanda (GoR) in matters of national, regional and international peace and security. The establishment of the RPA was largely informed by the fact that Rwanda offers a rich background of experiences to draw from in the area of post conflict recovery and peace building, including practical case studies of homegrown solutions; the fact that Rwanda is an active contributor to regional and international peacekeeping; as well as the realization that peace and security is a prerequisite for sustainable development.

However, Rwanda Peace Academy was experiencing capacity gaps particularly in the areas of research, conflict prevention, conflict management and peacebuilding. Similarly, there was gender parity and women empowerment weaknesses in peacebuilding particularly deployment of women in peacekeeping missions. To mitigate these gaps, the project sought to enable the RPA to continue making a significant contribution in enhancing the capacity of the East Africa Standby Force (EASF), as well as the national capacity to manage and prevent conflicts. It also sought to address capacity gaps in the area of training and research, as well in partnership building and knowledge management.

To address the above gaps, the portfolio strengthened capacities of the Rwanda Peace Academy (RPA) by enhancing RPA's research capacities and contributing to RPA's mandate of training security personnel and civilians in conflict prevention, conflict management and peace building.

In addition to the training, the project contributes to enhancing RPA's research capacity in deepening the understanding of the emerging threats to peace and proposes suitable solutions in this respect. In pursuing these objectives, the project addresses the prevailing gender gaps in peace building, including; increasing the number of women equipped to participate in peace support operations.

Moreover, the project supported the creation of a platform for sharing and documenting best practices and lessons learned on peace building and conflict prevention, 25 years after the 1994 genocide against the Tutsi.

Overall, the Transformation Governance portfolio has a specific geographical scope for implementation with the assumption of interventions having a national spillover effect. However, the

portfolio is deliberate at addressing the needs of the poorest districts in delivering better services to the people of Rwanda. Consistent with the principle of Delivering as One UN framework, the portfolio commits to providing targeted support to the eight poorest districts namely; Burera, Gicumbi, Gisagara, Nyaruguru, Ngororero, Nyamasheke, Rutsiro and Huye. The portfolio envisages strengthening institutional capacities of these districts to deliver good services to the citizens and fast track the implementation of their respective district development strategies and contribute to the localization of the Sustainable Development Goals.

The portfolio is implemented under National Implementation Modality (NIM). It uses national systems including procurement and financial management rules and regulations. Overall, the portfolio is implemented in partnership with implementing partners, responsible parties, and sub grantees.

The total budget of the governance portfolio program from quarter 4 of 2018 to December 2021 is USD 13,282,189.79 as summarized in the table below:

Program	Q4 2018	2019	2020	2021	Total per program
CSOs	238,518	1,354,806	1,342,622	1,066,597	4,002,543
DDAG	199,933	918,953	2,373,423	1,351,141	4,843,449
A2J	228,708.00	653,935.45	930,128.48	730,557	2,543,329.38
GES		268,300.00	287,025.00	370,505	925,830.00
RPA		354,299.00	453,267.04	159,472	967,038.07
Total per year	667,159.00	3,550,293.45	5,386,465.35	3,678,272	13,282,189.79

A detailed budget indicating key program intervention areas is attached as **annex 1**.

6. EVALUATION SCOPE AND OBJECTIVES

The Mid-Term Evaluation assesses the status of achievement of the governance portfolio programs' outcomes, outputs, in addition to their alignment and contribution to national development goals, as well as UNDAP II and UNDP Strategic Plan results. The evaluation assesses the extent to which the assumptions made at the inception of programs and projects are relevant, efficient, effective, impactful and sustainable. This involves examining whether the planned outcomes/outputs of programs and projects are on track; whether capacity strengthening initiatives are yielding expected results and whether the project has made contributions to gender promotion and the promotion of the rights of persons with disabilities, as cross cutting themes. On the basis of the findings, the report highlights gaps and challenges, documents lessons learned, including significant change stories/success stories and proposes recommendations for improvement.

6.1. Evaluation of progress against project indicators

Each project document has a results framework that establishes a clear relationship between indicators and outputs and how outputs contribute to outcomes in the UNDAP, UNDP-CDP, the UNDP strategic plan, NST1, among others. To that effect, this evaluation assesses the extent to which each program and project output indicators are being achieved and whether their achievement is contributing to the wider governance portfolio outcomes such as advancing transformational governance. The evaluation presents progress against outcome level indicators, as well as output level indicators. Evaluation of progress against indicators is assessed through an Indicator Assessment Matrix, measuring the achievement of project milestones/targets against the baseline value.

Additionally, a rating scale ranging from highly satisfactory to not applicable is used in rating the progress of the project outcome and output indicators. Narrative description of the rating is provided for most assessed indicators. The evaluation will use the following labels:

HS	Highly Satisfactory	The intended outcome/output indicator is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the outcome/output is normally described as “best practice”.
S	Satisfactory	The outcome/output indicator is expected to achieve most of its end-of-project targets, with only minor shortcomings.
U	Unsatisfactory	The outcome/output indicator is expected not to achieve most of its end-of-project targets.
HU	Highly Unsatisfactory	The outcome/output indicator has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.
NA	Not Applicable	The outcome/output indicator cannot be achieved at all because of deviation and is likely to affect the overall intended end of project target

7. EVALUATION METHODOLOGY

7.1. Sampling approach

The overall evaluation methodology was qualitative and participatory. All participants to this evaluation were identified through a purposive sampling approach. Respondents were identified from key implementing partners, responsible parties, grantees, donors and program beneficiaries. Purposive sampling approach was preferred to ensure that data is collected from respondents that have direct interface and experiences with the program. By design, purposive sampling took into consideration program context specific factors, such as gender, disability, and socio-economic status of the targeted respondents.

The sampling approach considered other factors such as gender, disability, and socio-economic conditions of the governance portfolio targeted populations in the eight poorest districts namely; Burera, Gicumbi, Gisagara, Nyaruguru, Ngororero, Nyamasheke, Rutsiro and Huye.

7.2. Data collection methods

Data collection was preceded with a preliminary meeting between the consultant and UNDP/TGU team. Together, we reviewed and reached consensus on the nature and scope of the assignment, shared the list of projects implementing partners and responsible parties, agreed on the framework of conducting interviews outside Kigali, and shared all project documents. Below are key data collection methods that were applied:

7.3. Desk review

Data collection involved a comprehensive desk review, key informant interviews and consultations that were conducted both remotely and face-to-face. Similarly, quantitative data source both at

outcome and output level was determined at the inception phase of the projects. Therefore, quantitative data was obtained from secondary data source. This was supplemented by qualitative data obtained from reports and other project documents obtained from UNDP, implementing partners, Responsible parties and grantees. generally, literature review involved reviewing the government of Rwanda's legal and strategic national development policy instruments, UNDP's program and projects documents, progress reports, governance, articles, assessments, research documents, gender and disability related legal instruments and studies, among others. A list of documents reviewed is attached as **annex 1.**

7.4. Key Informant Interviews (KIIs)

KIIs were additional method of obtaining data that complemented desk review. Interviews were held with a number of resource persons (key informants). The evaluation was diverse in terms of respondents and highly participatory through interviews, discussions, and consultations of all relevant stakeholders including the UNDP/TGU, respondents from the GoR institutions with interventions in the governance portfolio, CSOs with interventions in the governance portfolio, as well as development partners, private sector representatives, and beneficiaries at community level. an interview guide was developed and approved along the inception report. Overall, data was collected from 50 key informants from 37 institutions that are involved with the governance portfolio program. A list of respondents is attached as **annex 2.**

7.5. Analysis of qualitative data

Careful thought was given to inscribing responses to open-ended items in the interview guide. In other words, after data collection, secondary data and primary data obtained through KIIs and secondary data sources was processed, cleaned and analyzed thematically. Analysis was also informed by factors such as inclusiveness such as gender mainstreaming, disability inclusion and inclusion of other vulnerable members of the communities. In consideration of COVID19 guidelines, the evaluation was conducted in line with the recommended COVID19 prevention guidelines, including recommended physical distancing at the time of conducting interviews, sanitizing, and wearing the mask at all times. Some interviews were conducted remotely.

Overall, the evaluation was characterised by a consultative process involving sharing with, reviewing and approving the inception report by UNDP/TGU and providing support throughout the process of conducting the evaluation.

7.6. Evaluation of relevance, efficiency, effectiveness and sustainability

This Mid-Term evaluation complies with UNEG Evaluations Norms and Standards for Evaluation and the OECD/DAC principles of evaluating UNDP programs. As such, evaluation questions were designed in accordance with the evaluation criteria, namely; relevance, efficiency, effectiveness and sustainability. Careful attention has been drawn to specific governance portfolio programs and projects, so as to obtain specific information that relates to each one's contribution to the overall governance portfolio outcome.

In addition to the UNEG and OECD normative evaluation standard, specific questions were posed to understand other key areas of the program such as; UNDP Strategic Positioning, UNDP Partnership strategy, lessons learned, adaptation to COVID19, among others. It should be noted that, while the UNEG evaluation criteria includes evaluation of the program impact, this evaluation could not evaluate impact independently because program outcomes are designed at impact level. As such, the impact is assessed but at the outcome level.

7.7. COVID19 considerations

This evaluation was conducted in light of the COVID19 prevention guidelines. As a result, the evaluation has been conducted within the limits of the recommended guidelines, including recommended physical distancing during face-to-face interviews, sanitizing, and wearing the mask at all times. Moreover, some interviews were conducted virtually.

8. EVALUATION MAIN FINDINGS

The evaluation findings are arranged under the following main sections; (i) relevance of the program, (ii) effectiveness of the program focusing on progress towards program outcomes and outputs, (iii) efficiency of the program (iv) Changes in context and outside of project control focusing on the effects of COVID19) (v) Sustainability of the program, (v) inclusiveness - gender and other vulnerable communities – (vi) Lessons learned and best practices, and (vii) Conclusion and recommendations.

8.1. Relevance of the portfolio

Generally, there is compelling evidence of continued high degree of alignment between the program interventions and the Government of Rwanda's long and medium-term development objectives. The portfolio outcomes and output statements are well aligned with the Country's National Strategy for Transformation (NST1). The NST1 lays out the foundational policy directives and helps actualize the Vision 2050 (GoR, 2017, p. vi). The NST1 is inclusive of sector strategic plans, Sustainable Development Goals, Rwanda's vision 2030 and 2050 objectives and the African Union Agenda 2063 objectives. It also includes subsets of other global commitments, including accepted Universal Periodic Review (UPR) recommendations. The NST1 priority area 5 is well aligned with the governance portfolio, which seeks to strengthen capacity, improve service delivery and accountability of public institutions, establish guidelines and strategies that provide formal guidance and procedures to good governance in Rwanda. Additionally, the Government of Rwanda has ratified most regional and international conventions, treaties and declarations that promote good governance particularly gender equality and the empowerment of women, disability rights, among others.¹²

Corroborated evidence from both literature review and interviews attest to the fact that all five Transformational Governance Portfolio programs and projects are relevant to Rwanda's long-term visions and aspirations as well as international development commitments as described below:

- The DDAG program is aligned to Rwanda's national priorities as outlined in the National Strategy for Transformation (NST1) particularly in the Transformational Governance pillar,

¹² They include the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the Universal Declaration of Human Rights (UDHR), the UN Security Council Resolution 1325, the United Nations Convention on the Rights of Disabilities, Beijing Declaration and Platform of Action (BPfA), African Charter on Human and Women's Rights and Maputo Declaration, and the ICGLR pact on peace, stability and development.

and the National Sector Strategy (SSP) for governance and decentralization. Similarly, the program responds to the UNDAF II outcome 6¹³ and aligns with UNDP Strategic Plan (SP) Outcome 2 which seeks to accelerate structural transformations for sustainable development. The DDAG program is also in line with the Universal Declaration of Human Rights (UDHR) which establishes the key civil and political rights, and the International Covenant on Civil and Political rights. It is also relevant to the International Convention on the Elimination of All Forms of Discrimination against Women and pays due attention to the 2006 Convention on the Rights of Persons with Disabilities (CRPD) which calls for respect of fundamental rights and obligations vis-à-vis Persons with Disabilities. Finally, DDAG is consistent with SDG 16 which aim at promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels. The project contributes also to the Gender Monitoring Office five years strategic plan (2017-2022).

- The A2J program responds to the priorities of the justice, reconciliation, law and order sector, as outlined in Rwanda’s Development Vision 2020 at the inception of the program. It remains equally relevant to the current development framework NST1, where priority area 4 calls for strengthening Justice, Law and Order. Moreover, consolidating Good Governance and Justice as building blocks for equitable and sustainable national development is an overarching goal for the Transformational Governance Pillar. The program is also in line with the JRLS Strategic Plan 2018- 2024. The program is equally consistent with UNDP’s strong commitment to the SDG agenda, in particular SDGs 5, 10 and 16 which are respectively dedicated to the promotion of gender equality and the empowerment of women, reducing inequalities, and promoting peaceful and inclusive societies for sustainable development. Provision of access to justice for all, and building effective, accountable and inclusive institutions at all levels is one of the key commitments of Agenda 2030. The A2J program is aligned with the United Nations Development Assistance Plan (UNDAF II), in particular under its outcome 5 and outputs 5.2 and 5.3.
- The CSO strengthening program contributes to national priorities as outlined in the NST 2018-2024, especially priority 6 on “increasing citizens’ participation and engagement in development”. The program is also aligned with the UNDAF (2018-2023) Pillar on Transformational Governance, especially under outcome 6.¹⁴ Through the CSO projects supported by microgrants, the program also indirectly contributes to the UNDAF (2018-2023)

¹³ “By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.”

¹⁴By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.

Outcome 1,¹⁵ Outcome 2¹⁶ and outcome 5.¹⁷ The program contributes also to SDGs goals 5, 10 and 16.

- The GES project is anchored in the National Strategy for Transformation (NST1) specifically under the transformational governance pillar, which envisages mainstreaming gender equality across various sectors, including the public sector, the private sector, the civil society and faith-based organizations for equitable access to opportunities for men, women, boys and girls. The project is also consistent with outcomes 5 and 6 of the United Nations Development Assistance Plan (UNDAP II) which among others aims at advancing gender equality and women empowerment, as well as promoting gender accountability in the private sector. The program contributes also to SDGs goals 5, 10 and 16 which aim to achieve gender equality and empower all women and girls; reduce inequality within and among countries and promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels respectively. The project contributes also to the Gender Monitoring Office five years strategic plan (2017-2022), especially to one of its strategic objectives that focuses on institutionalizing gender accountability in public, private sector, Civil Society Organizations and Faith Based Organizations.
- The RPA project planned outcomes are in line with the National Strategy for Transformation (NST1), the Sustainable Development Goals, especially Goal 5 and Goal 16, as well as the African Agenda 2063. The project is also in line with UNDP's commitment to mainstreaming conflict sensitivity throughout its programs and ensuring that development resources are used to reduce the likelihood of the impact of conflict on development efforts.

The support to RPA is relevant to Rwanda's vision. Most of the activities here are capacity building for Rwandans and non-Rwandans. The relevance for that is obvious. Developing the capacities of soldiers, police and civilians and preparing them for peace keeping missions is even relevant beyond Rwanda's boundaries. We have seen and received reports that all those participating in missions who have gone through trainings here (RPA) have done successful and exemplary missions because of the skills and knowledge they have acquired here. Program Focal Person, RPA.

The project supports unity and national reconciliation initiatives through the NURC and social reintegration and social-healing through the Rwanda Prison fellowship. The program has supported the assessment of the national unity and reconciliation policy which has provided the current policy status of unity and reconciliation. It has equally supported the production and publication of the Rwanda Reconciliation Barometer, which provides the required evidence for supporting legislative and policy framework, among others. The project is also very relevant to Rwanda's post genocide context particularly in terms of promoting unity and reconciliation, addressing the effects of the

¹⁵By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all

¹⁶By 2023 Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change.

¹⁷By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.

genocide against the Tutsis through healing, social-reintegration genocide convicts, among others. This was emphasized during the Key Informant Interviews as follows:

“Social healing and social reintegration remain a critical area that needs concerted efforts. The strategy applied by Prisons Fellowship with the support of UNDP is timely and relevant to the context. Several researches have indicated that social healing and social re-integration of genocide convicts who are now completing their sentences is a critical area of priority in this country.” Executive Secretary, National Unity and Reconciliation Commission

8.2. Effectiveness of the program

The effectiveness of the program interventions was assessed by analyzing the extent to which the program is contributing to the achievement of the planned targets taking into account their relative importance. This aspect draws on the performance of outcome and output level indicators as defined in the results framework of each evaluated program and project.

Overall, respondents to this evaluation pointed out that the portfolio is effective in strengthening capacities of all relevant program implementing partners to promote good governance in all areas of interventions. As a result, the portfolio has promoted inclusiveness in areas related to access to justice, strengthened gender accountability, promoted the rights of Persons with Disabilities, strengthened the performance of the media sector, empowered citizens by building their confidence to participate in public policy processes, advocated for improved public policies, among others.

The governance portfolio has five projects each with a Results Framework. In total, all the results framework has 2 outcomes with 16 outcome indicators and 19 outputs with 65 output indicators. This section presents the mid-term outcome indicator progress status against the baseline value and program endline target while output level mid-term progress status against baseline value is provided as [annex 3](#) of this report. Ratings are also provided for both outcome and output level indicators.

Table 1: Progress of CSOs strengthening project

Outcome: <i>By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and CSOs that develop evidence-based policies and deliver quality services</i>				
OUTCOME LEVEL INDICATORS	BASELINE VALUE	CURRENT STATUS	ENDLINE TARGET (2023)	RATING
Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	77.01 (CRC 2016)	84.19% (RGS)	85%	HS
Percentage of people satisfied with access to public information	78.21% RGS 2016)	83.90%	84%	HS
Citizen satisfaction with quality-of-service delivery.	70.9 (CRC 2017)	81.86%	80%	HS

Citizen satisfaction regarding participation in Planning, disaggregated by gender and age ¹⁸	47.7 (CRC 2017)	77.17%	80 %.	HS
Vibrancy of CSOs in policy formulation (RCSDB).	67.3% (RGS 2017)	Data not available	Data not available ¹⁹	N/A

The table above reveals that with an exception of one indicator that has no updated data, all other outcome level indicators are rated as Highly Satisfactory, signaling that their contribution to the realization of the outcome is very high. For instance, concerning the outcome indicator relating to the proportion of population who believe decision-making is inclusive and responsive by sex, age, disability and population group, the RGS (2021) rates participation and inclusiveness as the second most improved pillar with a score of 84.19%. The report attributes this increase to the improvement in the performance of the participation of non-state actors, an indicator to which the program has made significant contribution. For instance, with the program support through MINALOC, 597 proximity coaching volunteers (one per cell and District Youth Volunteer Coordinators) facilitated community members in various self-resilience for graduation initiatives and raised community awareness about participation in national planning consultations. As a result, different priorities some local government priorities were adopted on the basis of citizens participation and consultations. Examples of such priorities include, construction of bridges and extension of electricity in Kibeho, sector, Nyaruguru District. In addition, a series of trainings and sensitization campaigns have been organized with a particular focus on women's role in party leadership structures. Similarly, the portfolio has supported inclusive participation and disability mainstreaming with the aim of ensuring the implementation of the UN Convention for the Rights of People with Disability.

Another example is the registered success with the indicator “Citizen satisfaction with quality-of-service delivery” where the midline progress status (81.86%) has already surpassed the endline target of 80%.

At output level, most of the indicators for which the means of verification is available have performed well as highlighted below:

- The CSO program has realized substantive successes on the indicator “**The number of CSO projects supported in 10 thematic areas**”. As a result of the program support, 90 CSOs that applied for UNDP CSOs support grants scored 70% and above. This was not the case the previous years as most CSOs failed to meet the threshold. Unfortunately, due to limited funds, only 65 CSOs with 75% score and above were awarded grants.
- The output indicator relating to **conducting a gender audit and formulating recommendations** was not realized by RGB. The gender audit was carried out by UN women. It was planned in this project but UN women had the same project. To avoid duplication of efforts, the budget was re-allocated to COVID19 recovery and grant. This overlap was identified during the joint planning as One UN.
- As for **the number of organized targeted capacity building** trainings for CSOs, 14 trainings

¹⁸ Wording of outcome indicator 4 “Citizen satisfaction regarding participation in Planning, disaggregated by gender and age” and the CSO indicator are almost similar but with different baseline and data source. Same reference but different baseline indicators.

¹⁹ The Rwanda Civil Society Development Barometer which was considered as a means of verification for this indicator was not conducted.

were conducted out of 20 planned trainings by the mid-term. Midterm target was surpassed because some trainings were organized on a specific need's basis. For example, in 2021 a training on policy analysis for members of the RCSP was organized due to a specific need to increase the understanding and skills of CSOs to carry out outcome-based advocacy. The training provided theoretical and practical skills in advocacy mechanisms and the development of policy briefs. The immediate outcome of the trainings was developing three policy briefs on three different thematic areas: 1. policy brief to address teenage pregnancy and sexual reproductive health and rights issues. 2. Policy on addressing stigma and discrimination barriers hindering most vulnerable groups in HIV response in Rwanda and 3. Policy brief on disability and inclusion. Overall, CSOs testified that due to the trainings received, they have improved their advocacy skills and their application, strengthened their financial management and professionalism and gained trust from donors and government institutions.

- In terms of the indicator on the number of CSOs with improved management systems, procedures and processes, all supported CSOs have improved their financial systems and procedures and are able to manage resources using Results Based Approach. As a result, the program average delivery rate stands at 95.12%. Moreover, some grantees have improved their financial systems and raised their credibility with donors. For example, as a result of improved capacity one of the grantees won an EU grant amount to 206,000 Euros. Another program beneficiary, *Noyaux de paix isoko ry'amahoro* had secured funding of 100 Million Rwandan Francs thanks to the capacity acquired through the program. One other outcome of CSOs capacity strengthening is that their improved performance has raised their legitimacy and support from the local leaders. This was confirmed by RGB as follows:

We have seen recent experience where most of the districts' leadership are recommending CSOs for RGB grants. Unlike in the past where the local government was suspicious of the operations of CSOs, thanks to program capacity strengthening support, the current trend demonstrates the level and quality of engagement between sub grantees and local government leadership resulting from the huge impact the sub-grantees are realizing at community level. Key Informant RGB.

- Concerning **the effectiveness of CSOs in meeting societal needs and needs of vulnerable groups**, there is no current data source because the CSDB was not conducted. However, based on the data from program reports and interviews with respondents to this evaluation, there is overwhelming evidence that CSOs supported through this program have greatly contributed to meeting societal needs. They have provided legal aid services to vulnerable citizens, provided economic livelihoods to poor people by giving them domestic animals, created jobs for more than 600 young people particularly girls and young women, empowered more than 100 people with disability through vocational trainings, returned more than 200 children to school, advocated for the rights of persons with disabilities particularly Persons with Albinisms, contributed to social-healing and social re-integration of ex-Genocide convicts thereby contributing to Unity and Reconciliation, implemented initiatives that prevent GBV among so many others. Below are some of the testimonies from the program implementing partners and direct beneficiaries.

As a result of the trainings received through UNDP funding, we have been able to advocate and promote the rights of cross border women traders and their children. We have worked with the district of Rubavu to support 120 women and 60 children. We also support 60 women in Nyamasheke district where we are supporting

them to improve their economic livelihoods. They have since integrated their husbands in their saving groups as part of reducing GBV. With the program funding, we have trained them on managing small businesses and we are supporting the concept of community role models as a strategy of combating GBV. role models. The saving groups are still contributing. Executive Secretary ADEPE, Rubavu.

- Concerning the **number of policy dialogues conducted**, only three (3) out of 10 policy dialogues have been conducted (Source: interviews and Policy Dialogue reports). Due to Covid19, not all planned policy dialogues could be implemented. The first policy dialogue was about the role of CSOs in electoral processes (2018), the second high-level policy dialogue on teenage pregnancy was organized in October 2019 in collaboration with the RCSP. It was followed by a Civil Society Position Paper on teenage pregnancies which was developed and disseminated to duty bearers for their attention and collective action to fight against teenage pregnancies. The third policy dialogue was about disability inclusion in governance. The policy dialogue aimed to contribute to awareness raising for the needs and capacities of persons with disabilities and showcase the obstacles they still face in the community and how policy makers can make changes to ensure equal opportunities and access to governance related services for persons with disabilities as well as related laws and policies in supporting their inclusion. From the discussion and references from present participants, 15 recommendations were proposed.
- Concerning the **number of conducted studies related to CSO effectiveness**, available data reveal that two studies out of 5 planned studies were conducted: a study on the contribution of CSOs and FBOs to transformational development and a study on the role of CSOs in the legislative process in Rwanda “Benchmarking Civil Society Participation in the Legislative Process”. These studies were very important in guiding policy dialogues particularly in regard to shaping the quality of dialogue. Indeed, respondents to this evaluation acknowledged that policy makers were receptive of the study findings and committed to address key issues raised. However, respondents to this evaluation revealed that follow up on implementation of the commitments made at the dialogues was not effective and outcomes of the dialogues, if any, were not traceable. For example, the study conducted by the University of Kigali proposed an implementation plan but the plan had not been implemented by the time of conducting this evaluation. Respondents revealed that the recommendations being from CSOs, the RCSP ought to have been active in following up the implementation of these recommendations.
- The CSDB that was supposed to track the indicator “whether the regulatory framework governing CSOs is enabling” was not conducted. However, the Prodoc is explicit that the enabling environment is to be tackled through the work that the portfolio is doing with umbrella organizations such as capacity building, policy dialogue and advocacy. Indeed, the portfolio supported the RCSP to develop a comprehensive and inclusive capacity development plan deals with establishing an enabling regulatory framework for CSOs. The RCSP capacity development plan first strategic objective is to promote an enabling legal and policy environment through policy influence and advocacy. this is to be achieved by mapping of existing spaces and opportunities to influence policies at both central and decentralized levels; establishing a system for facts/ data collection and analysis on existing issues and challenges; supporting affiliates CSOs to elaborate advocacy roadmaps and plans through their respective umbrellas and thematic working groups, creation of advocacy networks per thematic areas through Thematic Working Groups(TWGs) and developing capacity building of RCSP and affiliates on advocacy, policy analysis and networking.
- Concerning the indicator on the establishment of a one stop platform for resource mobilization and interaction, the establishment of this platform was postponed to first analyze how to

establish an effective system with an effective management framework.

Since it was the first time to do it, we needed to understand it's feasibility first. After discussing that this will be on the website of RGB, just like job in Rwanda but will always publishing all call for proposal. We noted that we needed IT specialists, have some coordinator or project managers, and a team promoting awareness about the portal and feeding it. We think the IT specialists to help us design its feasibility. Then COVID19 came and we were not able to do it. But this is a priority for the next financial year. Have funding opportunities, can publish success stories and feedback on potential areas of interest for CSOs. Key Informant, RGB.

- Similarly, there is no data measuring the indicator “extent of citizen participation in CSOs” because the CSDB as the means of verification was not conducted.
- Relating to the effectiveness of CSO umbrella bodies, CSDB as the means of verification to track this indicator was not conducted. However, the program supported the Rwanda Civil Society Platform first to develop a CSO strategic plan and a needs assessment plan which was conducted through a highly consultative process with umbrella members and their affiliate members. This was followed by organizing platform umbrella members and their affiliate members in different thematic areas for effective consultation, planning and monitoring and engaging in effective and coordinated advocacy. Specifically, the program supported 2 consultative meetings to provide inputs for RCSP 5-year strategic plan so that the plan is elaborated for the benefit of RSCP members. One of the outcomes of this process has been the reinforcement of the concept of working in Sector Thematic Working Groups to contribute and influence public policy processes.

Table 2: Progress of DDAG program

Outcome: <i>By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and CSOs that develop evidence-based policies and deliver quality services.</i>				
EVALUATION OF OUTCOME LEVEL INDICATORS	BASELINE VALUE	CURRENT STATUS	ENDLINE TARGET IN 2023	RATING
Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	77.01%	84.19% (RGS 2021)	85%	HS
Percentage of people satisfied with access to public information	78.21%	83.90% (RGS 2021)	84%	HS
Citizen satisfaction with quality-of-service delivery.	72.9%	81.86% (RGS 2021)	77.93%	HS
Percentage Of citizen satisfaction in their participation in decision making process (disaggregated by sex and age)	69.5 % (CRC 2017)	87.06% (CRC, 2021)	80%	HS

At the outputs level, the program aimed at increasing the capacities of NEC and CSOs to increase public participation and engagement in democratic processes. To achieve this, the program focused on benefiting a percentage of eligible voters (disaggregated by sex) with civic and voter education. However, the RGS that is suggested in the Prodoc as a means of verification does not track this

indicator. Similarly, the 2021 NEC elections report²⁰ does not provide data that is relevant to this indicator. The program ought to have a comprehensive monitoring and evaluation system that tracks output level indicators instead of overlying on implementing partners means of verifications that sometimes depend on national level surveys.

Concerning the “Extent to which the Elections Management Body has strengthened capacities to conduct inclusive, effective and accountable elections which was to be realized by the electoral body fully implementing the electoral calendar at 100%. This indicator was not tracked because the elections management body NEC did not approve the Needs Assessment Mission (NAM) which was to precede other relevant planned interventions. With the absence of a NAM mission, the UN did not commit its support to electoral management in Rwanda hence election related targets will not be fully achieved and therefor related indicator should be removed from the program.

Regarding the number of policies influenced by supported CSOs, there are several advocacy initiatives with successful outcomes that are taking place at both national and local government level. For example, a Policy brief on disability and inclusion was developed. In Burera and Kirehe districts, the local government committed to consider a budget for disability as part of the inclusion of PWDs. In Bugesera, they have provided assistive devices for children with disabilities and grantees were appreciated for their good collaboration with local leaders. This has opened up a window for Organizations of Persons with Disabilities (OPDs) and increased their voice to continuously engage local leaders on the rights of persons with disability. With the program’s support, OIPPA advocated for students with albinisms to be given more time and questionnaires with large characters during national exams. As a result, REB made a commitment to print exams in big characters for PWA. This problem was always obvious but there was no one to advocate for change. All students who benefited from these reforms passed with good grades and got admissions in other secondary schools. The effect of this goes beyond the geographical scope of the program as it concerns all students with albinisms in Rwanda. Prior to this success, PWA were perceived to have low intellectual capacity which also affected their esteem. With assistive devices such as sun glasses, lotions for PWA and policy reforms, this evaluation anticipates reduced school dropout and improved academic performance of students with albinism.

With the support of the CSO Program, OIPPA advocated for the inclusion of cancer protection lotion on the list of medicines that can be accessed under the *mutuelle de santé*. health insurance. This was triggered by the fact that in a sample of 100 people with albinism, 38 of them had symptoms of skin cancer and the body lotion to protect their skin was very expensive for them. Moreover, the contribution of OIPPA to addressing this problem could not be sufficient because OIPPA has no capacity to reach out to all PWAs in the country. To date, lotion for PWAs has been added on the list of essential medicines accessed through *mutuelle de santé*. This implies that from buying them ourselves to including the lotion on the list of essential medicines accessible through health insurance is sustainable. With *mutuelle de santé*, the lotion is affordable to all PWA.

Similarly, Nature Rwanda a local NGO successfully advocated for restoration of river Mpenge, it has now been included in Musanze District’s new master plan. The river is now a touristic area where birds returned and wetlands are re-established and properly conserved.

²⁰ Repuburika y’U Rwanda (Komisiyo y’ Igihugu y’Amatora), RAPORO Y’AMATORA Y’ABAYOBOZI B’INZEGO Z’IBANZE N’AB’INAMA Z’IGIHUGU, UKWAKIRA-UGUSHYINGO 2021, Mutarama 2021.

Output 2 seeks to reinforce media institutions' technical capacity to increase access to quality information and promote citizen active participation in public processes. This output is to be achieved by increasing the level of citizen satisfaction with media capacity to promote informed decision making. This indicator is to be tracked through the RMB. However, the 2021 RMB does not have this indicator. The RMB (2021) closest indicator rates Professional Training for Media Practitioners at 59.6%. Another relevant indicator in the RMB (2021) concerns Media Development and Professional Capacity which is rated 62.4%. Both indicators in the RMB score very low against 90% estimated program mid-term target. The evaluation observes that it is unreliable to depend on national level surveys in tracking and documenting program performance as opposed to developing a program monitoring and evaluation tracking system.

Despite the absence of statistical data, the program funding has facilitated media capacity strengthening initiatives including supporting the operations of the Association of Rwandan Journalists (ARJ) and the Association of Rwandese Female Journalists. The program is supporting activities such as meetings with the board and ad-hoc committee meetings. The meetings are part of organizational capacity strengthening and ensuring that the journalists associations are fully functional entities. The meetings have provided orientation to ARJ in terms of realizing ARJ's vision and mission. This has also involved putting in place procedural manual and the strategic plan as tools for accountability and performance respectively. The program continues to provide institutional capacity strengthening by paying staff for the secretariat, maintenance of the journalists press room; providing facilities especially to journalists who have no financial means to run effective media houses. The evaluator has observed from the field visit to the association's premises that ARJ is transforming into a credible journalists' association compared to previous years.

Concerning the percentage of media professionals who have accessed training appropriate to their needs. The MHC which was initially mandated with capacity building of media houses, phased out in 2021. As a result, the Governance Portfolio program channeled media capacity strengthening support through Rwanda Governance Board as mandated by the Government. While performance is on track, the phasing out of the MHC coupled with COVID19 restrictions delayed the progress towards realization of this output indicator.

Concerning the percentage of complaints resolved against those received by the Media self-regulatory body. Available data at the RMC reveal that due to the program support, 96.57% of the cases received between 2018 and 2021 were successfully resolved. This surpassed the program mid-term target of 90%.

Regarding the promotion of media freedoms and media reforms, the program is supporting RMC, ARJ and ARFEM with capacity building activities that empower journalists to learn necessary skills for them to be able to hold leaders accountable, freely exercise freedom of expression and advocate and raise awareness about access to information law. The program is also supporting the Rwanda Media Commission (RMC) to settle media disputes and advocate for the rights of journalists, their duties and responsibilities as mentioned above.

In terms of enabling public and private institutions at all levels to perform core functions for improved accountability, participation and representation, the NFPO, National Women Council and Pro-Femme Twese Hamwe organized training for women parliamentary candidates on election campaigning strategies. The workshop was attended by all women candidates campaigning for the

August 2018 Parliamentary elections. Through this training, women participants enhanced skills in election campaigning strategies. The training was followed up with a series of workshops for political parties' women leaders and women members in women wings on election campaigning strategies and effective representation in leadership positions. The workshops covered critical themes like, Women in politics: women political empowerment in leadership and governance, Lesson learned, challenges and way forward; Election observation report: general perspective on women participation in election process; Women roles in election organization in Rwanda among others.

In addition, the national strategy for local government capacity building was developed and validated. This was followed by drafting and validating the Local Government Capacity Development plan. As a result, a number of capacities strengthening activities for local government have been supported under the governance portfolio program. They include training of 90 Local Government Mayors and Vice Mayors and 15 senior managers from MINALOC and its affiliated agencies on leading high-performance teams and participatory development. With the program support, the local government has initiated some innovative governance related support initiatives. For example, seven (7) administrative Villages have been awarded with 7,200,000FRw for transformational governance/ leadership, 597 proximity coaching volunteers (one per cell and District Youth Volunteer Coordinators) have facilitated community members in self resilience for graduation in ubudehe categories. Through proximity coaching, most vulnerable households in 8 poorest districts were identified and assisted with small livestock such as goats, sheep, pigs, rabbits and hens to improve their socio-economic status. This was complemented by coaching activities that has raised community awareness and participation in national planning consultations. As a result, citizens have gradually come-up to demand better services and to demand allocation of public resources to their priority needs.

Through the Local Government Capacity Building Strategy Development and Implementation (LGCBSDI) supported by the governance portfolio, MINALOC coached community volunteers with the objective of awakening the minds of citizens in eight program targeted Districts. Coaching focused on finding innovative solution to community challenges. As a result of the coaching, a number of initiatives have been created by the citizens themselves to overcome their daily life challenges. Every year, the best initiatives are selected to compete and successful projects are awarded. For example, in Buhunde Village of Biruyi Cell, Mushonyi Sector, Rutsiro District, citizens collectively brought clean water to their community. Lack of clean water had been a severe community challenge for many years and the consequences were manifesting in numerous ways. For example, many children used to travel a long distance to fetch water early in the morning before going to school which subsequently caused regular lateness. In addition to that, some people wasted productive time by going travelling long distance to fetch water as narrated by one of the program beneficiaries.

"I live in Buhunde Village, Biruyi Cell, Mushonyi Sector. I am married with 4 children who are still young. The eldest is in P3 which means that I and my wife are the ones to fetch water. Fetching water is disruptive because we have to forego other productive and developmental activities since we spend more time traveling and queuing on long lines to fetch water. Since we have been encouraged by our government in partnership with other development partners, specifically UNDP, to innovatively find solutions to our issues, we contributed money to buy pipes, cement and other requirements to bring water to our homes. As we speak, I and my neighbors have access to clean water for domestic use which has substantially improved our hygiene. We are using water to irrigate our kitchen gardens, give our domestic animals water to drink and use it for other domestic purposes. Children in our Village and the entire Cell are no longer bothered by early morning frustrations rushing home with jerry cans and other water containers to collect water."

Concerning the extent to which Citizen Report Card is used to improve service delivery at District level, key informants affirmed that to a larger extent, the CRC is a tool for identifying gaps and proposing recommendations for improvement in service delivery thereby serving as a reference document to inform the planning processes. Specifically, the validation of the CRC brings together all stakeholders to jointly review the district performance and, through that forum, hold accountable all parties involved in delivering services including civil society, the private sector, faith-based organizations and development partners as well as the public sector operating in that district. In addition, by reaching out to sampled households to ask them how they rate the governance and service delivery services, the data collection methodology instills some level of citizen servant responsibility to maintain a positive image and legitimacy of both central and local government. The CRC also contributes to 10% score in District Imihigo thus holding local government leaders accountable. The baseline for this indicator was not determined. Respondents to this evaluation confessed that it was very difficult to track its progress and proposed to consider it as a quantitative indicator.

The above output is also to be achieved through three interrelated output indicators namely; i) Number of Home-Grown Solutions Impact Assessment conducted.²¹ ii) Number of Home-Grown solutions documented and iii) Number of South-South Cooperation missions received under the Program. Two (2) Home-Grown Impact assessments were to be conducted each year resulting to 6 impact assessments by the mid-term evaluation. However, Home Grown Initiatives assessments were not conducted because, according to key informants, they had been conducted in the governance program that preceded the governance portfolio program. Since there was no attempt to realize this output indicator, it should be removed from DDAG results framework and should not be considered in program evaluation. Concerning, the indicator related to the number of South-South Cooperation missions received was not tracked because this mandate was moved from Rwanda Governance Board to Rwanda Cooperation Initiative (RCI). The evaluation recommends that this indicator be removed from the Prodoc.

Regarding the program commitment to enhance the capacity of National Electoral Commission and Media High Council to ensure gender accountability through gender mainstreaming in the elections processes and media sector, Program beneficiaries affirmed that there is a deliberate interest through the governance portfolio program to support gender mainstreaming. Through RGB, the program is supporting the Association of Rwandese Female Journalists (ARFEM) by building the structures of the association and creating a conducive working environment for female journalists. By the time of conducting this evaluation, ARFEM had secured a legal status and was working towards having a fully functional secretariat. The Association had also organized strategic meetings with media owners on sexual harassment in newsroom. This was appreciated by ARFEM Executive Secretary as follow:

"We are now visible and part of the discussions about gender mainstreaming in the media sector. Yes, there is still a huge gender gap in the media at all levels but with the support of RGB, we are part of the discussion to bridge the gender gap and remedy the gender challenges in the sector. We are also changing mindset about gender and gender roles

²¹ The Prodoc lists Mutuelle de Sante (Health), Girinka or One Cow per Family (poverty and social development), Ubudehe (poverty), Gacaca courts (Justice and reconciliation), Imihigo (governance and public service), Community health workers (Health) , Umuganda (community work), umugoroba w'ababyeyi (parents'evening) and Itorero (civic education program) as home grown solutions. ii)

at all levels of the media working environment. We are having situations where the male dominated media sector think they understand gender but their understanding is not commensurate with the practice. We are now thinking of adopting policies such as sexual harassment policy to guide the behaviors and practices in the media sector. We also think this project should place emphasis on developing the media gender policy and strategy. In this case, Minaloc/RGB should develop a gender policy that can guide each entity to develop gender policies. This would help gender mainstreaming in the media.” ARFEM Executive Secretary.

Table 3: progress of GES project

Outcome: By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and CSOs that develop evidence-based policies and deliver quality services.				
GMO Outcome: Gender accountability is institutionalized in all sectors and at all levels.				
OUTCOME LEVEL INDICATORS	BASELINE VALUE	CURRENT STATUS	ENDLINE TARGET IN 2023	RATING
Proportion of population who believe decision - making is inclusive and responsive by, sex, age, disability and population group	77.01 (CRC 2016)	84.19%	85%	HS
Citizen satisfaction with quality-of-service delivery	72.9%	81.86%	77.93%	HS

The table above reveal that the two outcome indicators are on track to achieving the stated outcome where the indicator program. For example, the indicator “proportion of population who believe decision - making is inclusive and responsive by, sex, age, disability and population group” has a mid-term score of 84.19% against 85% endline score while the mid-term score on indicator “Citizen’s satisfaction with quality-of-service delivery” already surpassed the endline target.

Output one of the GES aims at enhancing capacities of private sector companies and participating public institutions to implement the gender equality seal initiative. Evaluation of progress against indicators reveal that 22 private sector companies²² and 6 public institutions²³ out of 50 targeted were already implementing the gender equality commitments.

Concerning the extent to which companies and public institutions have implemented the gender equality seal dimensions, private sector companies have been evaluated against the gender equality seal standards and are implementing at least four out of 6 gender equality seal dimensions.²⁴ During project design, both private companies and public institutions were assessed based on the above dimensions.

²²Bank of Kigali, ECOBANK, BRD, I&m Bank, Inkomoko entrepreneurship development Ltd, MTN, Airtel, Wolfram mining and processing, Mata tea co, SORWATHE, Engen, Nyabihu Potato Co, Sina Gerard Enterprise Urwibutso, Marriott Hotel, Serena Hotel, CIMERWA, Safari Center, Sanlam insurance, Britam insurance, REG, RITCO, KK security/GuardaWorld

²³Ministry of Commerce (MINICOM), National Bank of Rwanda (BNR), Rwanda Development Agency (RDB), Rwanda Utility Regulatory Agency (RURA), Rwanda Cooperative Agency (RCA) and The National Industrial Research and Development Agency (NIRDA)

²⁴ The six Gender Equality seal dimensions are: Eliminating; gender-based pay gaps; Increasing women’s roles in decision-making; Enhancing work-life balance; Enhancing women’s/men’s access to non-traditional jobs; Eradicating sexual harassment at work; Using inclusive, non-sexist communication.

However, in the course of project implementation, gender equality dimensions more relevant to the public sector were introduced. They are: planning for gender equality; gender equality architecture and capacities; enabling environment for gender equality; partnerships, participation and accountability for gender equality; results and impact of public policies on gender equality.

As for the number of private companies and public institutions certified with any of the three gender equality seals (Bronze, Silver, Gold), this indicator had not been achieved by the time of conducting this evaluation due to the effects of COVID19. With the relaxation of COVID19 restrictions, the first certification of companies was planned during the Jan-March 2022 quarter.

As for enhancing national capacities to promote gender accountability and gender mainstreaming in the private sector, all private and public institutions interviewed had established functional gender equality committees. Members of these committees were mostly elected from women and men with senior positions in respective institutions. With the exception of the year 2020 when meetings were restricted due to COVID19, the gender equality committees meet regularly and are credited for establishing gender reforms within the institutions targeted by the program.

Moreover, the program has strengthened the capacity of members of the gender equality committees and members of the PSF with knowledge on gender equality and gender analysis. Over 140 members of the gender equality committees and 600 members of the private sector federation have been trained on gender equality analysis. In addition, the program has supported the PSF to develop a gender mainstreaming strategy. The PSF appreciates the strategy as an important tool that will guide PSF in addressing existing gender gaps at different levels of the federation. Similarly, the portfolio has supported the central bank (BNR) to develop a gender mainstreaming strategy. The strategy will guide BNR to integrate gender aspects in its regulatory function of financial institutions. The project is equally supporting RSB to develop gender accountability tools including RSB gender and HR policies. These tools are important in guiding RSB on how to integrate gender aspects in RSB's functions.

The program has also supported the National Bank of Rwanda (BNR) to develop a gender mainstreaming strategy. The strategy will specifically guide BNR to integrate gender aspects in its regulatory function of financial institutions. The project is also supporting the Rwanda Standards Bureau (RSB) to develop gender accountability tools including RSB gender and HR policies. The project also supported RDB's gender mainstreaming strategy. These tools are critical to ensuring gender accountability in the operations and functions of the RSB.

Concerning the Number of companies and institutions that integrate gender equality principles in their processes and procedures, 7 companies that have been evaluated against the gender equality seal standards integrate gender equality principle in their processes and procedures. Some of these have reduced gender pay gaps, some have increased the number of women in decision making positions, some have attracted women in male dominated occupations, others have established breast feeding rooms and child care facilities (ECDs) to promote work-life balance; while others have put in place sexual harassment policies and mechanisms to prevent and report sexual harassment. These milestones were confirmed in several interviews as per the excerpts below:

"To facilitate employees with family responsibilities to participate in work processes without any hindrances, the bank ensures participation of breastfeeding women in training with their infants by allowing them to bring their house-helpers along at the cost of the bank. When an employee (male or female) is not able to participate in a career development

activity (e.g., a training) due to family responsibilities (breastfeeding, marriage, etc), arrangements are made to facilitate his/her participation in the following intake. Even before deciding on staff relocation, considerations about family responsibilities always come first. I&M Bank.

There is a lot we have not done that this project has opened our eyes, recruitment, export, investment promotion, etc. we have not been keen at the gender equality promotion. Generally, coordination has not been effective, it is picking up with this project. Key Informant, RDB.

GMO has been very supportive. First, they trained us about gender and then introduced the requirements of the gender seal. With the gender seals, women in decision making at SORWATHE have started to occupy positions of responsibilities. For instance, there was no a single woman in the senior management at SORWATHE. Today, we have 2 women out of 9 members of the senior management team. Sincerely, we didn't think about this before but GMO came here as part of the training and elaborated the government policies and the best interests of having women representation. There are also two women out of 7 in the board of directors; one of the women represents ASSOPTHE, a cooperative of more than 4500 farmers. Pelagie, Key Informant, SORWATHE.

Before the project, there was no deliberate call for women to apply. Women in SORWATHE were 23%. Since the project started and with emphasis placed on women to apply, we are now 30% and numbers are still moving upwards. This is because we encourage women to apply. We are deliberate at that and women feel reassured. Key Informant, HR SORWATHE.

SORWATHE is facilitating mothers with a conducive and enabling gender sensitive working environment. Before, SORWATHE had 2 ECDs in plantations with no ECD at the company. This implied that they left children for many hours to go picking tea. After the project, the ECDS were doubled and now they are four. More ECDs have encouraged women to come pick tea. This has had a greater return for SORWATHE. – Key Informant.

The program is supporting research and assessments to generate data for evidence-based advocacy on gender accountability in the private sector. For instance, a study on the status of gender mainstreaming in the private sector has been conducted and completed. The study recommended different ways of promoting gender accountability in the private sector. Outcomes of the study have informed establishment of gender accountability systems in the private sector. For example, one of the gender gaps that came out of the study was the low number of women accessing finance due to high interest. To respond to this challenge, the program is supporting the chamber of women entrepreneurs to put in place a women investment fund which women will leverage in negotiating for low interest rates with commercial banks. Other studies on the impact of COVID19 on gender in Energy and Transport sectors were ongoing at the time of conducting this evaluation.

In addition, the program conducted gender equality diagnosis to identify gaps in all GES project beneficiaries and design appropriate and tailor-made interventions. Respondents to this evaluation as well as literature reviewed reveal a number of gaps that were identified from the gender equality diagnosis. They include; Gender Pay gap in favor of men; (2) Limited awareness of salary benefits and associated rights; fewer women in executive positions and decision making at different levels; absence of gender/diversity policies, strategies and action plans; lack of child care facility and breastfeeding room for mothers; More occupational functions dominated by male; absence of sexual harassment policy and clear complaints mechanisms and disciplinary procedures, among others. On the basis of these findings, the program through GMO is supporting target beneficiaries to address most of these gaps. For instance, all respondents implementing the GES project had developed a gender equality action plan based on the gaps identified in the gender equality diagnosis.

Deliberate measures for internal promotion coupled with a training for women in leadership in April 2020 (attended by 15 women leaders) have been implemented as part of the gender equality action plan and have resulted to the following promotions; From Deputy to the full Chief Finance Officer, from Deputy to full Head of Risks - reporting to the Board, from Deputy to full Head of Audit - reporting to the Board, from Officer to the Deputy of Human Resources and from Officer to the Manager Communication and Outreach Marketing. In some cases where there are no females, Management has intentionally recruited females e.g.; Legal, Audit and IT. I&M Bank.

Around 2018, GMO came to do a gender diagnosis assessment and then, a number of challenges were identified and as we speak, RDB is developing the gender mainstreaming strategy. Key Informant RDB.

First, we established the gender equality committee. In fact, even though it is cross-cutting, the leadership here has taken full commitment to mainstream gender. This has enabled us to achieve these few but key milestones including the strategy. This started with developing an action plan in which the strategy is part of the activities. Similarly, our RGB strategic plan is ending next year. In developing the next strategic plan, the gender mainstreaming strategy will guide the gender component. We also want to mainstream gender in promoting investment. Thanks to UNDP support through GMO, we are already thinking of how to effectively implement a gender balanced strategy. Key Informant, RDB.

RDB has a skills department where we also ensure that the skills needed at the market are well mapped. We also identify what are the rare skills. Part of the program is that we engage key stakeholders to ensure that females are enrolled for rare skills courses. This is supplemented by providing incentives for these special rare skills. We work with stakeholders to feel these gaps and support the labor market. We have the skills database for those who have studied abroad. It is easy to identify and approach them when opportunities arise. – Key Informant, RDB.

The program has also supported evidence-based dialogues on gender accountability in the private sector. Under this indicator, 5 peer learning workshop bringing together representative of GES/GEA participating companies and public intuitions and non-GES participating companies were organized to share experiences on different gender aspects especially on mechanisms for promoting gender accountability based on the GES pillars (promoting work life balance, ways of encouraging women to work in male dominated occupations, how to prevent and respond to sexual harassment, increasing the number of women in decision making positions, gender responsive communication, etc.)

Similarly, 7 dialogues were organized with over 130 young girls in secondary schools and IPRCs aimed at promoting entrepreneurship and job creation in STEM fields and 3 more dialogues were organized with over 120 members of the private sector at decentralized level on mechanisms to promote gender accountability in the private sector at decentralized levels.

Table 4: progress of the A2J Program

Outcome: By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security				
OUTCOME LEVEL INDICATORS	BASELINE VALUE	CURRENT STATUS	ENDLINE TARGET IN 2023	RATING
Citizen satisfaction with access to legal aid	64.4% (2016)	85.41%	75%	N/A

Citizens trust in security organs - Rwanda National Police (RNP)	89.78%	94.908 ²⁵	94%	HS
Level of cohesion and mutual trust among Rwandans	75.8%	97.1 ²⁶	85%	HS

The Access to Justice Program is another component of the governance portfolio. It contributes to UNDP outcome statement “By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security”. According to the 2021 RGS, Satisfaction with access to legal aid is at 85.41%. In addition, the number of legal aid cases for vulnerable people represented by partner legal aid providers disaggregated by sex was 1166 (645M & 521F) at the time of conducting this evaluation against the baseline of 21 in 2018: the number of cases is disaggregated as follows; Poor inmates 787 (609M&178F), Persons with disability 44 (03M&41F), Refugees 35 (30M&05F), 300 (03M&297) and GBV Victims.

This is not easy to measure unless there is research. But we receive feedback from citizens who received services that reveal a lot about the project outcome. Inmates appreciate the services we provide, we have seen about 200 inmates released because of access to legal aid, etc. for us to evaluate our success, we would need to do our own evaluation. We can't base on RGS or CRC to measure the outcome of what we have done under the project. You can't know it as everyone is contributing to it. Key Informant, Rwanda Bar Association.

Concerning Citizens trust in security organs - Rwanda National Police (RNP), the current progress is 94.908 against the baseline of 89.78%. The mid-term progress has already surpassed the endline target of 94%. This indicator is the same as indicator 1 under the RPA project but with different baseline and target. The prodoc for both projects do not provide clear guidance about why each of the two projects has its own means of verification; one focusing on RNP and the other focusing on RDF.

Regarding strengthening the capacity to develop and implement evidence-based mechanisms and programs that promote social cohesion, peace, safety and security, the program has provided the RNP with technical capacity to manage crime. The main key area of support has been capacity strengthening of community policing committees (CPC) and police officers through trainings. Trained Community Policing Committee members and police are now equipped with skills to fight and prevent crimes, have the required knowledge and skills to conduct sensitization campaigns on crime prevention and have used these skills to raise awareness with youth volunteers as well as other groups highly exposed to crime. Respondents to this evaluation attested that as result of this initiative, there has been increased reporting of crimes to the police.

Thanks to this project, we are seeing progress in terms of how people are coming out to report cases. For example, 28,668 crimes were reported in 11 months - from January to November 2019 against 25,030 crimes reported in 2018. In 2019/20 we had 79,193 reported cases while in 2020/21, 103,482 cases were reported. Generally, we are very proud of our partnership with UNDP” KII, RNP

Concerning the percentage increase in crimes reported by communities to the police, RNP has benefited support from UNDP to tackle crime and one key area of support has been capacity building

²⁵ Data Source: Reconciliation Barometer (2020). This indicator is the same as indicator 1 under the RPA project but with different baseline and target. One focuses on the RNP and RPA indicator focuses on RDF. Not sure if there are means of verification the separate the contribution of each institution.

²⁶ Data Source: Reconciliation Barometer (2020). The level of success from 75.8% to 97.1% in two years is unrealistic.

of community policing committees (CPC) and police officers who have been equipped with skills to fight and prevent crimes through sensitization campaigns on crime prevention targeting youth volunteers and groups highly exposed to crime. The above implementation resulted in increased reporting of crimes to the police where the reported cases have increased from 25030 in 2018 to 103482 in 2021.

The program has helped the police to build trust and the level of mutual engagement through community policing has increased the number of reported cases. For example, there were high cases of defilement during COVID19 and even before but these cases were never reported. But to date, people report. We have even had cases where family members are reported for GBV. The program support has helped the institution to tackle crimes with community help. KII, RNP

Concerning the development and implementation of a national criminal policy (covering investigation, prosecution, criminal procedures and correction), the indicator has not been fully achieved yet. A national criminal policy has been discussed and approved at the Justice sector level but it has been pending approval by the cabinet. Respondents to this evaluation contend that it has taken too long yet no reason has been given for the delay.

Concerning the number of assessments on access to justice leading to policy dialogue, a final assessment report on the implementation of 2015 UPR recommendations by the republic of Rwanda was finalized and used to engage with other relevant stakeholders. Similarly, the CSOs coalition on UPR developed a parallel report that was submitted to the Office of the High Commissioner for Human Rights. The UPR process has been one of the successful initiatives of the program in regard to promoting human rights in Rwanda. In a letter addressed to Rwanda's Minister for Foreign Affairs and International Cooperation, the High Commissioner for Human Rights welcomed Rwanda's constructive engagement of Rwanda's Government particularly during the UPR working group in 2021. This was possible thanks to the program support as further expressed by one of the key informants:

The way UNDP and partners have managed the UPR process has proven to work; substantive dialogue, engagement of different stakeholders and the improvement of human rights conditions. We can't judge but at least we have the road map. Parties who participated in the process are even willing to come on board in the implementation of the recommendations. They are all committing to work on these recommendations. Key Informant, Donor.

The program has specifically increased psychosocial rehabilitation among inmates, members of their families, families of victims, and the community in general. Focus has been placed developing a sense of ownership and collaboration for development among genocide survivors, offenders and their families through distribution and sharing of domestic animals. Importantly also, the program is developing a sense of responsibility and awareness amongst offenders, victims, and prison authorities regarding the process of intra- and interpersonal reconciliation, interpersonal healing and restorative justice. This is helpful in building a resilient society where offenders, victims and the society at large can live in a harmonious society devoid of hate and suspicions based on the Genocide history.

Prison Fellowship purified my heart. They told me the benefits of forgiveness. Prison Fellowship model is not just about telling you to forgive just because people need forgiveness. It is a facilitated process where they help you to discover yourself first, to love yourself and how forgiving is the main liberating factor in that process. But as a facilitated process, they also work on the people who committed the genocide to ensure that they also rediscover themselves. We all

understand that asking for forgiveness and forgiving is not about doing it for someone else but most importantly for yourself. I'm a living testimony for that because my heart is clean. Genocide survivor, participant FGDs.

First, I spent years living in denial because my heart always told me that my father-in-law was in prison for crimes he did not commit. We always heard contradicting stories about the reason why he was there. As a result, we as a family hated everyone that we believed was responsible for his fate. Then prison fellowship changed his life and he completely changed and became a better person. He then started to open up about his role. You could see that he was genuine with his confessions and he was liberated. They started to bring them to the awareness campaigns. From my experience, my father-in-law was very tough that even my husband never used to visit him in prison. But all this has changed. The family knows the truth, my father-in-law is reformed and family members including my husband visits him because he has become a better person. He is no longer tough. Family member of a genocide convict, participant in a FGDs.

After hearing that our family was sentenced, we felt very bad about it. We couldn't understand why our loved ones were targeted and convicted. We thought that our people were being victimized. But because of the awareness and training we received. First, it was our responsibility to first acknowledge the role of our relatives in the genocide. Then we started visiting them and requesting them to ask for forgiveness. We also started to live positively with those that our parents victimized. Family member of a Genocide convict, participant in a FGDs.

The program has supported female lawyers by equipping them with skills to provide effective service delivery. 300 women lawyers were trained on gender equality, GBV, business and human rights as well as Maputo protocol. The training was intended to impart relevant skills and knowledge to women lawyers and enable them to deal with cases of vulnerable people.

Table 5: Progress of the RPA project

Outcome: By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security				
OUTCOME LEVEL INDICATORS	BASELINE VALUE	CURRENT STATUS	ENDLINE TARGET IN 2023	RATING
Citizens trust in security organs (RDF)	99.1% ²⁷	94.908 ²⁸	99.9%	S
Level of cohesion and mutual trust among Rwandans	75.8%	97.1 ²⁹	85%	HS

At the outcome level, the Reconciliation Barometer measures the “level of appreciation of safety and security” with a score of 94.908%. This evaluation notes that the stated outcome indicator in the RPA Prodoc is “Citizens’ trust in security organs”. As already mentioned in the preceding sections, the Prodocs, both RPA and A2J have the same indicators with different baseline, different target and with distinct focus where the A2J focus on RNP and the RPA focus on RDF. As a result, the stated progress may not fully reflect and measure the stated outcome indicators in the Prodocs. The program will need to review this and adopt a SMART indicator.

At the output level, the program has enhanced capacities of regional and national actors in conflict prevention, conflict management and peacebuilding. The program has supported five training courses focusing on 1. United Nations Personnel Safety and Security; 2. Understanding Conflict and Conflict

²⁷Data source not specified.

²⁸Data Source: Reconciliation Barometer (2020)

²⁹ Data Source: Reconciliation Barometer (2020). However, the level of success from 75.8% to 97.1% in two years requires justification that the current documentation practices does not provide.

Analysis; 3. Law of Armed Conflicts; 4. Protection of Civilians; and 5. Gender Based Violence. the five courses enhanced the knowledge and skills of the participants in conflict prevention, management, resolution and peacebuilding. Trainings were attended by a total of 119 participants comprising 44 military officers, 25 police officers, and 50 civilian officers from 8 African countries namely Comoros, Ethiopia, Kenya, Nigeria, Rwanda, Somalia, Tanzania and Uganda. The average women participation was 38.66%, lower than the planned target of 45%. In addition, evaluation of the conducted trainings revealed that the average level of satisfaction of participants for the quality of the course was 99%, which is slightly higher than the planned target of 97%. Among other achievements, the program has profiled RPA as a one of the credible regional training peace centers in EAC. The center is also contributing to civilian training who are pursuing careers in peace operations.

We have case studies where our soldiers go to missions and act according to the training, they received here at the RPA training center. We also place emphasis on Sexual and Gender based violence as part of human rights trainings in peace operations. The impact of these trainings is huge because cases of GBV amongst soldiers are rare and they are trained to protect civilians from SGBV. Interview with RPA officers.

The project focus on empowering women was deliberate at increasing the number of women in peacekeeping missions. Indeed, the number of women in peacekeeping missions has increased. This is partly because women are recognised as having the skills and potential to represent and gender is balance is considered as a key component of selection unlike previous years when women were not taking positions of responsibility because they were considered under skilled.

The program has supported RPA's research capacity by commissioning researches and documentation of the impact of RPA training on peacebuilding and/or peacekeeping. Research has mainly informed the quality of trainings at RPA as testified below:

Our research is not academic. It is consistent with improving the main activity of training. It helps us to understand the gaps and how to fix them. We have resources persons in and out of the country that support us to achieve that objective. The research on training was mainly to help us measure whether training sessions conducted are actually leading to results. Research Department, RPA.

Concerning the promotion of gender parity and women empowerment in peace building, RPA has developed a gender strategy and conducted trainings on gender equality and women empowerment in peacekeeping and peace building. These initiatives were preceded by a Research on the role of women in peacebuilding and peace consolidation in Africa which emphasized the gender parity in peacebuilding missions and the need to bridge that gap. However, the implementation of the strategic plan is largely dependent on both human and financial resources that the RPA does not have readily available. This has impeded the progress of implementation of the strategic plan of RPA.

Unfortunately, there are still many unimplemented commitments in the strategic plan. Some of them have been reproduced in the gender strategy. We are worried there are aspects that may not be implemented due to budget constraints. Nevertheless, the policy and strategy will continue to guide the institution and where the policy is not implemented, there are justifications as to why". Project Focal Person, RPA.

This evaluation assessed the program's management and oversight indicators and reviewed the existing monitoring, evaluation, frameworks by assessing whether existing M&E framework is adequate and realistic to the program needs. below are the key observations from the assessment.

- Concerning the development and implementation of a M&E strategy with its accompanying tools, this had not been done by the time of conducting this evaluation. Some basic reporting tools such as field visit template and reporting templates exists. Program implementing personnel at different levels were trained on the guidelines of documenting success stories. However, the program M&E framework is not fully developed and some data collections tools such as templates for documenting success stories are missing.
- As for the program annual delivery rate, data from the Atlas reports from 2018 to 2021 reveal an average delivery rate of 95.12%: The annual delivery rate for 2018 being 95.65%, annual delivery rate of 2019 being 94.6%, annual delivery rate of 2020 being 94.37% and annual delivery rate of 2021 being 96.76%. The CSOs strengthening project has the highest overall delivery rate at 98.41% while the Gender Equality Seal Project has the lowest overall delivery rate at 91.89%. Low percentage of delivery rate resulted from under performance of some indicators.
- **Number of joint monitoring field visit conducted:** several joint monitoring field visits were conducted. However, due to lack of a comprehensive monitoring and evaluation framework for the program, there is no systematic tracking of conducted monitoring field visits. This applies to the conducted number of audits and spot checks. In some cases, audits are used interchangeably with spot checks.
- The indicators, i. international days celebration organized and ii. the number of success stories published have not been assessed. They are at activity level and their expected results are not defined.

8.2.1. General comments about the results framework

A review of each project results matrix reveals that most indicators are set at a high impact level with the means of verification such as CRC, RGS, CSDB, RMB, and Rwanda Reconciliation Barometer, all of them having a national level scope. As a result, the result framework design places these indicators beyond what implementing partners, responsible parties and grantees are capable of reporting on a regular basis. This is a recognized challenge across all project implementing partners, responsible parties and grantees. Moreover, the absence of a supportive monitoring and evaluation plan and tools makes it difficult to appropriately track program interventions and their respective outcomes. IP trainings have been offered to improve project and financial management as well as results-based management. However, the absence of supportive systems and tools makes it difficult to document progress. Respondents to this evaluation had the following views regarding the existing M&E:

We can't understand to what extent the program has contributed to the outcome as we cannot determine the amount or percentage of our contribution (RGB). Increase, therefore does not necessarily depend on the contribution of program because indicators are set at a very high impact level based on general perception of citizens (RGB).

"We also experience the same challenge of referencing the RGS instead of the CRC. But we also don't have access to their (data collection) tools. As police, we would wish to know the criteria. Etc. we basically don't know why they mix up both RGS and CRC'. It is very difficult to appreciate the findings of their research especially in matters concerning the mandate of the police. We notice a high likelihood of bias when RGS or CRC indicators are based on other criteria we don't know as opposed to the objectives stated in our mandate which by the way are aligned with both national and international standards. Key Informant, RNP.

At the outcome level, we don't have indicators aligned to the project interventions. UNDP obliges that all project outcomes must align with UNDAF and the NSTI strategic frameworks, as well as other UNDP strategic planning documents, but this approach is not practical. Using CRC or RGS indicators is using the wrong indicators to measure project outcomes. Key Informant 1, RNP.

"The outcome is at the national level. We can't really understand our contribution. They use macro data. This doesn't help us to understand where we have weaknesses, where we need to improve as the project outcome is beyond our reach. Measuring outcomes should be based on the satisfaction of citizens on CPCs not the CRC or RGS. The Justice Sector Strategic Plan requires the assessment of CPs which could have served as our project baseline, it was supposed to be done by RGB but it has not been done. This should be the one that should have helped us to measure our progress. Otherwise, national level research and assessment documents such as CRC, do not necessarily help us to understand our contribution through the project. It's not even helping us to draw lessons. Key Informant 2, RNP.

The project contributes a lot but we can't understand to what extent. We can't understand the level of percentage of our contribution. Increase, therefore does not necessarily depend on the contribution of the project because indicators are set at a very high level. Moreover, it is a general perception of citizens. Key Informant, RGB.

Some outcome indicators are not well aligned across the different projects. The following examples are deduced: Both the CSO Strengthening and DDAG programs have a similar indicator reading as "Citizen satisfaction with quality-of-service delivery" However, the baseline for the CSOs project is 70.9% while the baseline for the same indicator under the DDAG project is 72.9%. Endline program targets for the same indicator are also different with the target for the CSO Strengthening Program, which is set at 80% and the DDAG project set at 77.93%. Similarly, the CSO project uses the CRC as the baseline data source, while the DDAG does not have a baseline data source. However, all programs have the same means of verification as RGS.

This evaluation notes a number of inconsistencies at both outcome and output level indicators which may affect effective tracking of progress. For example, the CSOs strengthening Prodoc provides a data source for the baseline data as CRC yet, the 2016 CRC report and the 2021 CRC report does not measure the listed outcome indicator. For example, the CSO Program has an outcome indicator that reads "Citizen satisfaction regarding participation in planning, disaggregated by gender and age" with a baseline of 69.5 % (CRC 2017), the current progress status is of 77.17% and the end of project target is set at 80%. Almost a similar indicator under the DDAG Program, which is the "Percentage of citizen satisfaction in their participation in decision making process (disaggregated by sex and age)" has a baseline of 69.5 % (CRC 2017), the current progress status is of 89.06% (RGS) and a target set at 80%.

Another outcome indicator under the CSO Program reads as "Citizen satisfaction with quality-of-service delivery" with a baseline of 70.9% (CRC 2017), the current progress status of 81.86% (RGS 2021) and a target of 80%. Yet, a similar indicator under the DDAG Program has a baseline of 72.9% (RGS 2016) (No data source), the current progress status of 81.86% (RGS 2021) and a target of 77.93%.

Moreover, some of the project indicators are not consistent with the true meaning of the indicators tracked in the means of verification. For example, whereas the DDAG results framework has an indicator that tracks the "Percentage of citizen satisfaction in their participation in decision making

process (disaggregated by sex and age)”, neither the CRC which is cited as a means of verification nor the RGS tracks this indicator. As a result, the evaluation considered a closely related indicator tracked in the CRC and RGS which is “Participation in decision making”. However, Citizens’ satisfaction in their participation in decision making” is different from “participation in decision making” Participation does not necessarily mean satisfaction.

The CSOs strengthening project, the DDAG and the GES projects have an indicator that tracks the “Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group”. However, the means of verification do not provide the required level of disaggregation. Moreover, the program has no influence over the means of verification to require the project level of data disaggregation. The program ought to have developed a M&E framework that captures project specific data needs.

RGB is one of the main recipients of portfolio funding, yet, at the same time, it is responsible for conducting or overseeing most of the outcome and output means of verification in the portfolio’s results frameworks. The onus of portfolio accountability vis-à-vis the responsibility of conducting the means of verification creates a potential risk of bias.

The monitoring and evaluation framework is not fully developed and cascaded to implementing partners, responsible parties and the grantees. As a result, reporting is mostly based on outcome and output indicators. This has posed a risk of not being able to capture comprehensive data relating to program and project performance, as well as to record success stories and lessons learned. Moreover, the TGU Results Framework at the portfolio level does not speak to each project Prodoc and therefore, interventions taking place at the programmatic level are not well captured in the existing framework. Ideally, each Prodoc should have its own M&E framework and plan that feed into the overall program monitoring system. In one of the interviews, a respondent doubted the strength of the program monitoring systems as follows:

We are not sure they have built a strong monitoring and evaluation system that helps them to follow up and appreciate the outcomes of what they fund”. Key Informant, CSO.

Generally, the Governance portfolio interventions are designed mostly to bring about change at higher impact levels, as opposed to the changes at the beneficiaries’ level. Interviews with UNDP program and senior management underscored the rationale of keeping program outcomes consistent with UNDAF outcomes which are equally aligned with other high-level policy and strategic documents. Apart from UNDP program staff and senior managers, all other respondents are concerned that this approach makes it very difficult to document and demonstrate the program contribution to existing change processes. Moreover, this approach limits the extent to which the outcomes of the governance portfolio can be generalized to the entire Rwandan population. Moreover, the existing monitoring and reporting framework does not provide appropriate tools and best practices for documenting change beyond the project outcomes.

8.2.2. Highlights of key program achievements

Capacity building: The governance portfolio is utilizing a variety of tailor-made capacity strengthening methods for implementing partners, responsible parties and grants beneficiaries. These include training workshops, individual technical support, program reflection meetings; in-house training for

individual organizations and, in some cases such as the media, necessary support to increase the human resources base.

Another capacity development initiative included the training of Integrated Electronic Case Management System (IECMS) to end users in order to increase the capacity of the criminal investigators (25 newly recruited) and professional bailiffs (25 newly appointed) and to equip them with adequate practical skills to use the IECMS application on a regular basis. Understanding the use of IECMS is critical to dispensation of justice because it is used in the investigation processes, the execution of court decisions and other enforcement orders.

In regard to occupational therapy, the CSOs strengthening project has supported capacity building through training in the areas of sign language for teachers at HVP Gatagara technical and general school (nursery, primary and secondary) and teachers in schools close to Gatagara Nyanza. The project also funded interactive smart boards as an innovative technology for delivering teachings. It has offered an opportunity to teachers and learners to visualize teaching contents. Project beneficiaries revealed that the technology is useful for children with less concentration and persons with mental disabilities. Its connection to and use of the internet makes it easy to navigate and using tactile technology makes it easier to access and manipulate the content on the boards. As a digital board, it helps the visualization; video, pictures all of which facilitates learning of children with less concentration and mental difficulties.

Under the CSO Strengthening Program, specific support has been provided to improve the rehabilitation services for PWDs. Through HVP Gatagara, the program has offered orthopedics and physiotherapy, as well as occupational therapy to PWDs by buying the required materials.

We had shortage of materials which led to inadequate and poor service delivery. For example, in physiotherapy, we had a pediatrics unit but we also needed the unit for the elderly old people. For instance, we had several cases and on regular basis when people were accessing services, they would undress in open places, hence violating their right to privacy; we also had cases where children and old people were all undressing in the same place. Thanks to the support through the governance portfolio, we have renovated and equipped another room and separated old people from children. Services have improved in terms of quality and standards of equipment. We are now registering an increased number of PWDs seeking services. With the new equipment and space, people no longer wait for long appointments and long hours to receive services. HVP Gatagara.

With the Governance Portfolio support, NCPD Executive committees have been trained on their mandate. The training focused on the coordination, mobilization and advocacy role for mainstreaming disability rights in the functions of local government. Training these committee members is critical due to their strategic positioning in the local government structures. Structurally, the committees start at the cell level and move through to the sector and district levels. The committees are members of the councils at these respective administrative structures. According to the Executive Secretary of NCPD, the training equipped them with knowledge and understanding of mainstreaming disability rights in local government planning, budgeting and Imihigo.

The portfolio has also supported the development of assistive devices in Rwanda. Four machines that fabricate assistive devices were procured with funding from the governance portfolio. This has improved accessibility to assistive devices for Persons with Disabilities. The procured equipment uses lamination technology which offers an alternative choice of assistive devices for PWDs in Rwanda.

At RPA, participants from different African countries improved their skills in peace building and conflict management during UN Peace support missions". It has increased the credibility of the Rwanda Peace Academy in supporting peace in the region. The media coverage of such events creates positive publicity.

"We have many civilians who apply to be trained at RPA. Trainings at RPA have helped trainees to prepare well for UN missions. For instance, sexual and Gender based violence has been part of the trainings package offered to promote the respect of human rights in UN missions. Trainings include a focus on fighting GBV within the soldiers themselves but also on how to protect civilians from GBSV." Head of training, RPA.

For the RNP, in addition to the financial and technical support provided throughout the implementation of the Access to Justice project, UNDP has also developed capacities of RNP on gender awareness and gender concept and trained female police officers to fight crimes and to attain decision making positions. Offered trainings are contributing to RNP institutional development and facilitating the RNP to meet the project objectives. One of the major project successes concerns the increased partnerships and collaboration between citizens and police is vital to tackling both existing and emerging crimes. The Community Policing initiative has helped restore trust between the police and the community, leading to an increase in the number of crime cases reported to the police.

The portfolio has enhanced CSO capacities in regard to human rights reporting: A pool of 34 organizations were trained to increase their understanding of the UPR as a human rights mechanism, the importance of monitoring government commitments, as well as how to monitor the latter. The training for CSOs also focused on core human rights instruments.

Respondents to this evaluation who are familiar with the UPR process revealed that CSOs in the UPR coalition have a better understanding and awareness of the international human rights frameworks. They now understand the human rights framework, the committees, the rapporteurs, but also that the government is required to report progressively on the progress. Rwandan CSOs are now represented at the treaty body reporting task force a platform where Rwandan CSOs can make contributions to the government reporting framework.

"With UNDP funding, the concept and purpose of UPR in Rwanda has been understood and one of the key outcomes is a letter of recognition of Rwandan CSOs' efforts by the Office of the High Commissioner for Human Rights. Executive Director, Rwanda Legal Aid Forum."

The portfolio approach is flexible and responsive to the stakeholders' long-term needs. For example, some partners say that due to the training received through the governance portfolio, they have been able to attract other donors to support impactful projects. Similarly, UNDP's support has been effective towards the capacity development of partners, advocacy on governance issues and advisory services in Rwanda. This has been possible through trainings of projects implementing partners, responsible parties and grantees on different topics based on needs assessments. CSO grantees for instance, have been trained on different topics with special focus on financial and project management, resource mobilization, advocacy, leadership and organizational development.

With the provision of micro-grants, the CSOs are contributing to the efforts of addressing the needs of different vulnerable groups in different communities, raising and improving their socio-economic

living conditions, creating jobs for youth and women, empowering Persons with Disabilities, increasing citizen participation in planning and budgeting. At the national level, the program also allowed to raise the voice of CSOs through different policy dialogues that give them space to discuss different policy matters and advocate for the people they represent.

“...the project helped us as an organization. RGB has strengthen our organizational capacity by supporting the development of the organization procedural manuals, training staff about accountability systems and and discouraging us from managing the organization with a brotherly approach. We never minded about the procedures but now, Organizational governance has become better and simple. We have a procurement team and now have functional systems in place”. Yvone Mutakwasuku, Bureau Sociale de Development, Muhanga.

Through the governance portfolio, implementing partners have technically and financially supported responsible parties in improving performance. Respondents revealed that UNDP has always accompanied implementing partners and responsible parties as part of cascading and sharing UNDP experience and learning.

Because of the capacities we have acquired, we got funding of 8M from SDF2 from WDA. This was for refresher capacity strengthening of sewing practice. The funding was for about 3 months. From practice to theory to improve their performance. Out of 30 trainees, 14 secured jobs in the sewing company. We also secured funding of 8M from the District for ECD and now secured 4M to conduct training on how to develop well accredited ECDs.

Through capacity strengthening initiatives, the portfolio has been effective at combating different forms of discrimination, particularly by facilitating access to justice for the Rwandan people. The program has supported MINIJUST, NURC, RBA, RNP, PFR, RIB and RCS in strengthening the rule of law in Rwanda through capacity building of relevant justice sector staff for their effective and efficient use of the IECMS to deliver quality justice services for all. The A2J Program is also supporting community mediation processes in resolving disputes at community level and addressing SGBV cases. The Program has equally supported the development and articulation of a disability mainstreaming strategy for the justice sector and provision of legal aid to vulnerable people (inmates, GBV victims, refugees and Persons with Disabilities) to enable access to quality justice.

Program support to the Media sector is contributing to the institutional capacity building of the media organs, as well as the increased professional capacity and ethical conduct of journalists. Specifically, different training sessions were conducted in the areas of managing media programs, bio-journalism, content management, conducting programs on radio and TV with emphasis on ethics, as well as on data journalism.

Exercises were conducted in which journalists demonstrated a high level of understanding. For instance, in data journalism, journalists have understood how to secure their online data. For photo journalism trainings, we have journalists who have got awards and rewards for improved photojournalism. Key Informant, Executive Secretary Rwanda Media Commission.

The governance portfolio has supported capacity strengthening initiatives for NEC and the MHC to ensure that gender is mainstreamed in elections processes and in the media sector for improved accountability and citizen participation in sustainable development and decision-making processes at all levels. These capacity strengthening initiatives included among others, organizing workshops for political parties' women leaders and women members in women wings on campaigning strategies, and

effective representation in electoral processes. Training sessions focused on encouraging women to compete/participate in the decision-making bodies of the political parties' forum. As a result, the number of women on the list of parliamentary candidates increased. The objective of the governance portfolio was to promote women wings by mainstreaming gender in political party structures with a clear working framework. A space was created for women in political party structures to come together and express their political views and present strategies. This approach is contributing to demystifying a patriarchal tradition where political space is predominantly dominated by men. The project is also through trainings contributing to a better understanding the concept of gender policies including the rights to women political emancipation. While the project has focused on women, respondents to this evaluation revealed that men especially whose partners are politically emancipated required trainings on understanding gender and gender policies as well as the rights and benefits of politically emancipated women. Otherwise, respondents expressed concerns that if politically empowered women were to be subjected to patriarchal masculinity within the family setting, the impact of this would trickle down to other women especially when they notice that opinion leaders amongst them are challenged by such patriarchal masculinity. Women also need capacity in terms of entrepreneurship along with leadership skills.

Advocacy and policy influencing: one of the outcomes of the CSO project is to raise the voice, and stimulate CSOs to advocate for the rights of the people they represent. As a result of the project support, there are several advocacy initiatives with successful outcomes that are taking place at both national and local government level. For example, a policy brief on disability and inclusion was developed. This policy brief was followed by a national level dialogue in which recommendations were shared with relevant stakeholders. In Burera and Kirehe districts, the local government committed to consider a budget for disability as part of the inclusion of PWDs. In Bugesera, they have provided assistive devices for children with disabilities and grantees are appreciated for good collaboration with local leaders. This has opened up a window for OPDs and increased their voice to continuously engage local leaders on other rights of Persons with Disabilities. Through the CSO Program, OIPPA advocated for students with albinism to be given more time and questionnaires with large characters during national exams. As a result, REB made a commitment to print exams in big characters for PWA. This problem was always obvious but there was no one to advocate for change. According to OIPPA, all students who benefited from these reforms passed with good grades and got admissions in other secondary schools. The effect of this goes beyond the geographical scope of the program as it concerns all students with albinisms in Rwanda. Prior to this success, PWA were perceived to have low intellectual capacity which also affected their self-esteem. With assistive devices such as sunglasses, lotions for PWA and policy reforms, this evaluation anticipates reduced school dropout and improved academic performance of students with albinism. Similarly, OIPPA advocated for the inclusion of cancer protection lotion on the list of medicines that can be accessed under the *mutuelle de santé* health insurance. This was triggered by the fact that in a sample of 100 people with albinism, 38 of them had symptoms of skin cancer and the body lotion to protect their skin was not affordable. Moreover, the contribution of OIPPA in addressing this problem could not be sufficient because OIPPA has no capacity to reach out to all PWAs in the country. This implies that including the lotion on the list of essential medicines accessible through health insurance is sustainable. With *mutuelle de santé*, the lotion is affordable to all PWA.

Additionally, with the portfolio support, FIOM has raised awareness with RAB and MINAGRI to reduce the negative effects of pesticides on bees. Through FIOM's advocacy work, RAB has adopted better methods of spraying pesticides including spraying in the evening. to sustain this advocacy effort, an MOUs between Rwanda Forestry Authority and beekeepers' cooperatives was in anticipation by

the time of conducting this evaluation. Similarly, Nature Rwanda, a local NGO, successfully advocated for the restoration of river Mpenge, which has now been included in Musanze District's new master plan. The river is now a touristic area, where birds returned and wetlands are re-established and properly conserved.

8.3. Program efficiency

- The UNDP Country Office is responsible for the management of programs, including project quality assurance, planning, budgeting, monitoring and audit. UNDP also provides technical support as needed for proper implementation of program activities and is responsible for communicating widely the results including best practices. Project implementing partners, responsible parties and grantees have a reporting obligation and are required to submit financial and progress reports to UNDP and RGB on a quarterly basis. The project work plans and budgets, the financial delivery as well as narrative reporting on results are reviewed and approved by each program's Project Steering Committee, which is composed of implementing partners, responsible parties, program donors, stakeholders, strategic partners and development partners.
- All Prodocs indicate the program financial management procedures and establish clear financial management and procurement procedures at all levels of program implementation. For instance, all programs under the governance portfolio are subject to rigorous financial procedures and accountability mechanisms. Program Implementing Partners, Responsible Parties and grantees are subject to auditor general's audit, regular spot-checks by UNDP, as well as internal audits commissioned by fund recipients. Overall, no disallowable expenses were incurred. There are also management arrangements in place and the structures of the technical team and the Program Steering Committee serve as platforms to jointly plan, monitor program implementation, track progress periodically and work together for the continuous progress and sustainability of the program.
- Moreover, all program assets are procured subject to pre-established standards and tendering processes. For instance, government institutions follow the National Public Procurement Laws. Depending on the partnership agreements, some direct implementing partner CSOs use their procurement guidelines, others use their umbrella or RGB procurement procedures while some CSOs comply with UNDP procurement standards or guidelines. All project assets and services were procured following strict tendering procedures in order to guarantee value for money. For example, as a result of strict tendering processes, some of the respondents to this evaluation have complained that the processes are cumbersome and normally slow down the timely delivery of project outputs. In some cases, tendering that requires expert knowledge, UNDP has provided technical support including the development of technical specifications with the involvement of partners who recommend suppliers and then use UNDP procurement procedures. In such cases, UNDP has obliged suppliers to provide guarantees for delivered goods. For instance, UNDP required the supplier to provide a one-year maintenance guarantee for a smart board for PWDs supplied to HVP Gatagara to support learning.
- Respondents to this evaluation affirmed that project implementation is largely efficient and is on the right course to achieving the program intended objectives. The program is using approaches and methodologies that are consistent with best practices of procuring goods and services including using the government's Public Procurement Authority standards and guidelines for public institutions. Moreover, most of the capacity strengthening initiatives have been largely informed by capacity needs and gaps assessment conducted prior to the

implementation of capacity strengthening activities.

- Participants to this evaluation appreciate strategies adopted and inputs identified as realistic, appropriate and adequate for the achievement of program results. The strategies are inclusive and encourage ownership of all stakeholders. This is mainly attributed to the fact that UNDP applies a National Implementation Model that ensures adequate involvement of national partners and stakeholders in identifying priorities in line with national priorities. This strategy encourages national ownership that is ensured through the management framework of the program. As a result, decision making involves national partners both at the level of the program technical committee, as well as the Program Steering Committee. This ownership and partnership between all stakeholders have been appreciated as a critical incentive to achieving the portfolio outcomes.
- Similarly, the portfolio defines the documents provided for monitoring, communication and audit/spot-checks as one of the indicators for strengthening management and oversight. However, this evaluation observed that monitoring is an area that requires critical review and strengthening. Monitoring and evaluation systems have not been well developed and systematized at the implementation level. To date, reporting has not effectively tracked the rate and progress of outputs and how they are influencing outcomes.
- Concerning oversight, most of the portfolio beneficiaries have several layers of oversight. For example, government institutions have internal and external audit and oversight mechanisms including annual audits by the Auditor General's office. These oversight mechanisms are complemented by UNDP's consistent spot-checks. Similarly, CSO grantees have functional internal financial management systems complemented by regular UNDP spot-checks as well as internal audits.
- The relationship between UNDP, implementing partners and responsible parties is also clearly defined. Similarly, the strategic thinking at the top One UN/UNDP is well aligned with the national development goals and are translated into operational concepts at the technical and implementation level. This concept is widely acknowledged across different program stakeholders as confirmed by one of the respondents below:

The front layers; the very high strategic layers give them the convening power. For example, UNDP is strategically placed to invite other stakeholders to engage with one voice. Yes, other stakeholders have bilateral relationships but the UN system gives them a competitive edge. On the second layer, there is a capacity of translating the vision and strategic thinking from the first layer (Senior Management) into operationalized programs outputs at the technical level. Key Informant, Donor.

- The program activities are clearly defined in the Prodocs. There are no overlaps or duplication of interventions. There are other mechanisms such as the steering committees, quarterly review meetings, but also membership in existing structures such as the JRLOS help synchronization of intervention to avoid duplication. For example, implementing partners and responsible parties in the justice sector, as well as UNDP are members of the JRLOS all convening under the Ministry of Justice. At the JRLOS level, planning is collective and there is no way for activities to be duplicated under the same sector. Also, UNDP is a member and co-chair of the JRLOS steering committee, making it easy to identify any duplication. Similarly, the portfolio is implemented in compliance with and under ONE UN framework. This has also facilitated efficient allocation of resources and harmonization of interventions through joint planning. For example, this evaluation noted that one of the outputs under the CSO

Strengthening Program was to conduct a gender audit and formulate recommendations. Through the ONE UN consultative framework, it was observed that this output could be realized under already planned interventions at UN Women. Consequently, the gender audit was carried out by UN women to avoid duplication and misuse of resources. Since the gender audit was already budgeted for in the CSO Program, the remaining balance was reallocated to COVID19 recovery activities.

8.4. Program sustainability

- This evaluation acknowledges that the skills acquired, behaviors adopted, and trust established by beneficiaries and all relevant stakeholders are likely to be long term. The trust built between institutions of government, CSOs, local authorities and program direct beneficiaries is a foundation for sustainable collaboration in addressing governance portfolio objectives beyond its scope and timeline of implementation. The evaluation has noted that UNDP is positively using her convening power to gradually cultivate a culture of addressing governance issues together with state and non-state actors. The portfolio will need to continue nurturing tactical and patient relationship-building to realize long term outcomes. Cultivating this relationship will require among others designing activities based on the needs of portfolio stakeholders; an area that the portfolio is already faring well.
- The gains registered through advocacy will most likely outlive the program lifespan. Rights or obligations already incorporated in laws and policies have long and lasting impact on the lives of beneficiaries since laws and policies don't change overtime and once commitments are codified in laws and policies, regression is mostly not possible or takes too long to reverse or modify. For instance, the portfolio's support to CSO/NGO policy and law seeks to ensure an enabling policy and institutional environment, the adoption of the criminal justice policy (still a draft), the adoption of guidelines relating to the access to skin protection lotion for persons with albinisms, and the adoption of the Washington group set of questions for documenting disability-related statistical data, among others, are a few examples that can last years beyond the portfolio's life-time.
- There are savings groups that emerged as a result of the governance portfolio programs and projects, some of which have graduated into cooperatives. If well nurtured and supported, they could be a critical model of keeping together beneficiaries and sustaining portfolio intended outcomes beyond its implementation timeframe. However, this is a concept that needs to be well studied and embedded in a long-term sustainability and phase out program strategy.
- Providing incentives such as domestic animals to communities seems to be a powerful incentive for keeping the portfolio outcomes sustainable. For instance, the provision of goats to PWDs in the district of Rutsiro, as well as to the reconciling groups in is an early indicator of sustainability. The enthusiasm created among the communities, coupled with the strategy of rotational sharing of kid goats is a strong incentive to sustaining portfolio outcomes such as economic empowerment, social cohesion, addressing stigma and isolation among others. However, the portfolio must be deliberate in ensuring that these assumptions are further analyzed, tested and adopted.
- At the interpersonal level and community level, the portfolio has contributed to the improvement of interpersonal relationships and social cohesion amongst members of targeted communities. The portfolio has supported dialogue between victims of the genocide against the Tutsis and the perpetrators of the genocide. The program has supported Faith Based Organizations to create platforms for dialogue. The platforms are facilitating victims and

perpetrators to coexist in harmonious relationships. This is also likely to outlive the portfolio lifetime. Moreover, the portfolio is supporting local communities to deal and manage domestic and GBV related conflicts by using sustainable strategies, such as the creation of community role models, and by implementing mindset change initiatives, such as awareness raising campaigns.

- The Gender Monitoring Office has a clear strategy of sustaining programmatic outcomes. First, it has engaged opinion leaders as change agents for institutionalizing gender accountability, particularly in the private sector, where they are supporting all program beneficiaries with relevant training sessions, complemented by individual coaching; additionally, through program funding, they have supported the establishment of gender equality seal committees and helped targeted institutions to develop gender responsive strategies. While these are credible incentives for sustainability, GMO is deliberate at advocating for a national policy that requires the private sector to implement gender accountability commitments.
- There are several other interventions, for which, this evaluation could not establish the potential for sustainability, nor that the portfolio has paved the way/strategized for means and mechanisms to sustain programmatic outcomes. In most cases, focus has been placed on implementing interventions, as opposed to sustaining their outcomes. While realizing interventions and implementing sustainability strategies are not mutually exclusive, sustaining impact requires a methodical approach and well-established practices that englobe all program actors and stakeholders.

8.5. Program inclusiveness - Leave no one behind

The principle of “Leaving no one behind” has been integrated and applied in the governance portfolio programs and projects. A special focus has been placed on women, teen mothers, orphans, refugees, Persons with Disabilities among others. These categories of vulnerable people have also been empowered economically to be financially independent and various advocacy initiatives have been implemented to promote their rights.

As part of the Leave No-one Behind principle of the 2030 Sustainable Development Agenda, the UNDP Rwanda Country Office is increasing its support to empowering Persons with Disabilities (PWDs) and promoting their rights. As part of this initiative, UNDP Rwanda is supporting national and local level advocacy and awareness raising activities to advocate for the rights and dignity of Persons with Disabilities. Key Informant, NUDOR.

In line with this, UNDP Rwanda has supported the Media for Deaf (M4D) organization to develop a song with an accompanying musical video to increase awareness and advocate for the importance of sign language to ensure deaf persons are not left behind in society. We were able to count on the good will of many Rwandan music artists to finalize a successful product. Key Informant, Media for Deaf.

The governance portfolio projects have indicators at both output and outcome level that focus on inclusiveness. Specifically, the DDAG, the GES and CSOs strengthening program have an outcome indicator that tracks the “Proportion of population who believe decision -making is inclusive and responsive by, sex, age, disability and population group”. To a larger extent, disaggregated data at program implementation level is collected. However, the means of verification such as the CRC and the RGS as well as the results framework does not track the level of disaggregation required by the outcome indicator. Moreover, the program does not have a monitoring and evaluation framework to track and document available disaggregated data at implementation level, making it very difficult to systematically track disaggregated data at the evaluation stage.

The 2021 CRC report rates the current status of inclusiveness at 84.19% against 77.01% score at the 2016 baseline (CRC 2016). At the output level, the evaluation notes several outputs and output indicators relating to inclusiveness of vulnerable communities across all the governance portfolio projects. Indicators range from developing and implementing inclusive strategies for special groups in electoral processes, access to justice, specifically the provision of legal aid to vulnerable people, such as poor inmates, persons with disability, refugees and GBV Victims. Commendable success has been registered against output indicators. (See the results framework attached).

In addition to mainstreaming the rights and needs of the vulnerable people in almost all the governance portfolio programs and projects, grants allocated to CSOs were mostly targeting the promotion of the rights of vulnerable communities, including Persons with Disabilities. This is demonstrated by several achieved milestones and shared success stories as described below:

As for the outcome, our intention was to have disability mainstreamed in all the projects. This is already done. For example, this CSO Strengthening Program mainstreams disability. We focus on whether the funded projects are well implemented: as such, UNDP has also started to include us in planning processes. Working together with CSOs in sessions to develop action plans, budgets and then UNDP solicits funds for the identified priority interventions. This is how the process is generally inclusive. Executive Secretary, NCPD

“There is also another partnership with UNPRPD that is being initiated due to UNDP’s support. The level of UNDP level of engagement with disability organizations is appreciated. This relationship is not only with NUDOR secretariat but also with members of NUDOR. This has increased visibility and inclusion in general”. Executive Secretary, NUDOR.

The program has supported the establishment of a cooperative of Persons with Albinism (PWA) and capacitated them with skills to fabricate liquid and bar soaps. This has mitigated a number of social integration and economic challenges of PWA such as stigma, isolation and unemployment. At the beginning, 20 PWA were given life skills training to fabricate liquid and bar soaps, then they started working in their homes and with the project’s support, the organization built Nyarutarama TVET school, where they have reserved a space for producing liquid and soap bars. OIPPA is currently mobilizing more resources to buy raw materials to start a big project.

In most cases PWAs are vulnerable and susceptible to poverty because they spend most of their time indoors, due to their skin condition. The program is reversing this trend with some innovative strategies, such as the provision of domestic animals to improve economic livelihoods. Domestic animals such as goats and pigs, have been provided to PWAs under the CSO Program. They multiply quickly, provide manure and keep PWA busy with work. As a result, PWA are no longer staying indoors and their social integration is gradually becoming acceptable within the communities they live.

The statistics of PWDs have always been contested as inaccurate due to the absence of a Disability Monitoring Information System that provides a comprehensive questionnaire that facilitates capturing accurate data. The same concern had been raised in the recommendations of the Geneva concluding observations to Rwanda. To address this gap, the governance portfolio has supported initiatives to engage with the Washington Group and come up with a set of evaluation for PWDs related statistics. questions. Through the CSOs strengthening program, NUDOR organized a training with the NISR in which this recommendation was discussed. By the time of conducting this evaluation, the NCPD, MINALOC and CSOs were working collectively to develop a Disability Monitoring Information System (DMIS) as one of the approaches to meet the required standards of completing the Washington group questionnaire.

Different efforts have been made to support other vulnerable groups such as teen mothers. The program has provided support services such as counselling and providing teen mothers with livelihood projects. The program has also supported advocacy efforts to prevent teenage pregnancies. However, advocacy efforts take long to realize outcomes. For example, Rwanda Civil Society Platform was supported to make a position paper to prevent early pregnancies for teenagers. The paper has been shared with all stakeholders including parliament, MIGEPROF, MINALOC, MINSANTE. However, these efforts are yet to realize outcomes.

Moreover, while the portfolio has implemented a number of interventions on inclusiveness, however, the programs and projects output level indicators are not explicit about the strategies and interventions to realize the stated outcome indicators. This gap was mostly attributed to weak documentation practices at the programme implementation level as emphasized by one of the respondents during key Informant interviews.

Documentation needs to be strengthened to support the government in the prioritization of needs, planning and budgeting. In most cases, knowledge about disability is scanty and, in most cases, general. The government may not

take further of particular interest in identifying challenges in each category of disability such as Persons with Albinism. Programs such as these [CSOs strengthening project] may help with providing specific information for a comprehensive and inclusive planning and budgeting. Executive Secretary OIPPA

8.6. Partnership strategy

Respondents to this evaluation appreciate UNDP as one of the relevant and trusted partners, particularly by government institutions. UNDP is appreciated for the provision of financial and technical assistance, its contribution to quality service delivery, policy development, and most importantly, support to Rwanda's response to various humanitarian crisis including the response to COVID19 have been appreciated as relevant and a symbol of effective partnership. UNDP's support is based on a strong partnership with the GoR, as it involves multiple stakeholders in the design of various programs and uses the approach of joint monitoring and delivering as One UN to achieving programmatic results.

I am not aware that UNDP has a partnership policy. All I know is that UNDP has been effective at building partnerships with different stakeholders in the Governance Sector. They have brought different stakeholders including Government institutions, CSOs and FBO's as well as the Private Sector together to achieve governance objectives. UNDP's excellent partnership is characterized by UNDP providing both financial and technical support, as well as mobilizing additional project resources. Key Informant, RGB.

On partnership and coordination, there are always needs assessments that inform project designs. When they (UNDP) have funds, we agree with them on what priorities to implement. We then review all the priorities as an organization (staff and management) and share our proposal with UNDP. Another example is that, we can propose an infrastructure project that which is not among UNDP priority areas. In such a case, UNDP advises that such proposal can't be funded. Key informants, RPA.

The governance portfolio is implemented under one UN framework and in partnership with different stakeholders. In addition to UNDP's core support, the program is funded by the Government of Japan represented by the Embassy of Japan in Rwanda, the Swiss Development Cooperation and the Government of Turkey through the Turkish Embassy. Other stakeholders are the RNP, NURC, MINIJUST, GMO and RPA/MINADEF who are implementing partners, MINECOFIN and MIGEPROF are strategic partners and other several other none-state actors such as CSOs grantees, the Private Sector Federation and private sector companies and the media institutions and associations.

The partnership with UNDP is valuable from SDC's perspective. UNDP has demonstrated that it is the right partner for strategic engagement and dialogue for development cooperation with Rwanda. UNDP helps to further engage and cement the relationship that SDC has with the Government of Rwanda through the implementation of such (governance portfolio) programs. They are an entry point and convener of strategic discussions in the areas of development cooperation in Rwanda: UPR is a good example; it shows how UNDP has managed to convene different stakeholders to engage and play part in the UPR process and engage in human rights issues. This point of view is shared here at SDC. Key informant, SDC.

The approach mentioned above that embraces the values of delivering as one and the principle of Leaving No One Behind, as well as the promotion of citizen-centered governance, requires UNDP to champion collaboration and cooperation with immediate stakeholders like IPs and RPs, but also allows to engage strategically with the private sector and Development Partners with an objective of mobilizing support, particularly financial resources in order to sustain portfolio results.

UNDPs supports what is relevant to your needs. They do not impose. They support what you propose and recognize your knowledge of your constituencies. Also, when you invite them in events as partners, they come not necessarily that it is their projects. And when they have events, they invite you even if it is not about their project. They invited us to celebrate the UN day. They recognize you as a real partner not just a beneficiary. Key Informant, CSO

8.7. Lessons learned and good practices

Lessons identified illustrate some of the factors which contribute to change. As with any advocacy and voice programs, the governance portfolio's control over actual policy change and responses to dialogue is limited. Many external factors influence what happens next after program activities. However, the governance portfolio is more systematic in its approach by engaging various stakeholders, including policy advocates and policy makers. This closes the accountability loop by unlocking potential difficulties in change processes. One important example is how the CSOs have effectively engaged the government about the UPR recommendations and how the government has positively responded.

At the beginning of the program, it was not easy to engage the private sector on matters of gender accountability. The private sector is profit oriented and has long perceived gender biases, particularly in relation to women's productivity in business enterprises. As such, the private sector has its own way of conducting business. However, the gender equality seal has been an ice breaker. Through the governance portfolio, the GMO mobilized key stakeholders in the private sector as change agents. Key names in Rwanda's private businesses were targeted so as to buy in and influence others to follow. With this approach, introducing the GES was a huge success.

Some program beneficiaries have taken further steps in terms of widening the scope of program benefits and outcomes. For example, SORWATHE, a tea company that had never taken any gender promotion specific initiative, has been adopting gender accountability good practices. For example, the company gave the association of women tea collectors a place to use as a restaurant, as a deliberate initiative to promote women's economic empowerment. Additionally, and based on their own initiative, SORWATHE sponsored trainings for women in Kampala and provided them with materials to make re-usable sanitary pads. They are also supporting them to identify markets and supply sanitary pads to girls in primary and secondary schools. By the time of conducting this evaluation, SORWATHE had started to move to primary and secondary schools to teach girls about hygiene and how to use sanitary pads.

The program has stimulated the interest of RDB to include gender accountability in some of the institution's planned activities. RDB has been conducting road shows on investment promotion. The approach has been gender blind, as no specific focus was dedicated to encourage both women and men to engage in investment opportunities. To date, RDB has committed to have a gender lens in all its community engagement initiatives, including the road shows and community awareness campaigns.

Providing domestic animals has been treasured as one of the good practices of the portfolio. Respondents revealed that most governance programs are about mindset change disregarding the economic empowerment aspect of the beneficiaries. Under this portfolio, citizens have benefited from petty domestic animals like goats, pigs, hens and this has also attracted the attention of other private sector stakeholders, such as MTN and BK to follow suit.

UNDP's convening power offers greater opportunity and leverage to engage effectively with relevant government institutions on governance issues that would otherwise be considered critical and sometimes controversial.

National government is willing to engage with all relevant stakeholders, including Civil Society Organizations, development partners, media and citizens on policy issues and the improvement of governance practices, as long as stakeholders are engaging with relevant data and evidence. This is demonstrated by the level of government support and commitment to address the Universal Periodic Review recommendations, adoption and review of policies such as the inclusion of body lotion for PWA on the list of accessible medicines through *mutuelle de sante*, among many others.

8.8. COVID19 - Implication and adjustments

The governance portfolio is appreciated for its steadfastness in adjusting support to deal with the consequences of COVID19. At the climax of the COVID19 pandemic, several initiatives were adopted by the portfolio to respond to the resultant challenges of the pandemic. Below are some of the program responses to Covid19 pandemic:

- The portfolio supported NCPD to engage media houses, particularly the Rwanda Broadcasting Agency to remind policy makers and enforcers about communication gap and its consequences to PWDs. This was complemented by enhancing RBA's human resources with an additional person to facilitate inclusive communication for PWDs and cover communication needs of PWDs. This initiative addressed the communication needs of PWDs, who were at a high risk of infringing Covid19 guidelines and preventive measures, which at times also led to the violation of the rights of PWDs. Likewise, the support addressed cases, where people with hearing impairment could also be infringing Covid19 guidelines, which were not accessible in the language and format that fit their condition of disability.
- As a result of advocacy campaigns conducted by UNCPD with the support of the program portfolio, UNCPD was nominated to the Covid19 response team that was responsible for ensuring that Covid19 prevention guidelines were consistent with the rights of PWDs. The portfolio also advocated for the protection of the rights of PWDs during COVID19. For example, the hand washing stations were not meeting disability accessibility standards. Some hand washing stations could not meet the social distancing standards of persons with physical disabilities. To date, some public hand washing stations include some that are accessible to PWDs.
- Similarly, specific support was given to PWDs in centers for children with disabilities, especially those that needed urgent support. This initiative was channeled through the RGB, under the CSO Strengthening Program. Children were protected and none of the 11 centers supported contracted COVID19.
- The program also supported the police and the Rwanda Correctional Services (RCS) to buy Covid19 prevention toolkits. The toolkits included thermometers, masks and additionally, 150 hand washing stations were built at various police stations.

8.9. Gaps/challenges including changes in portfolio context

- Overall, the Covid19 pandemic and related challenges, specifically the frequent lockdowns kept staff at home and limited movement from one place to another. As a result, some of the activities could not be implemented leading to under performance on some indicators. Nevertheless, some outcome and output level indicators were overly achieved at the mid-term level.
- The vision at the portfolio's strategic objectives is clear and have been well translated at the technical level in terms of outputs, however, the size of the program in terms of outcomes, outputs and number of involved stakeholders has not been aligned with the required level of coordination. The portfolio has many stakeholders at different levels; Implementing Partners, Responsible Parties, grantees, UNDP as a coordinating agency, donors, and strategic partners. Similarly, the portfolio focuses on several governance thematic areas such as justice and rule of law, media, accountability, citizen participation, CSOs strengthening, gender and disability, peace and security, among others. Moreover, the portfolio has 16 outcome indicators and 19 outputs with 65 output indicators. Generally, the coordination of these functions is overwhelming. It affects the effective monitoring of interventions, the documentation of outcomes, the detailed documentation of good practices, as well as reflective practices. Moreover, this affects the quality of periodic reports. One of the respondents asserted that the quality of program/project proposals is far better than the quality of content in the narrative reports. The evaluation attribute this gap having so many interventions without monitoring and evaluation framework that tracks change processes at different levels of the program. This is a risk that may cause frustration to donors and which could affect the trust and quality of engagement with the latter, if not addressed.
- The time and incentive to strengthen collaboration, learning and knowledge sharing amongst program partners is said to be limited. Both implementing partners and UNDP are appreciated for organizing periodic trainings but these trainings are mostly for effective program management and accountability purposes, as opposed to learning and knowledge management, sharing of lessons and best practices.
- Most of the gender inclusion indicators and interventions are designed specifically or focusing mostly on women empowerment. This has in some family settings created conflicts due to misunderstanding of the concept of gender particularly on the part the men. Female respondents to this evaluation revealed that some of their male partners were becoming an obstacle to the gains of women empowerment because they felt that the program is challenging their status quo. f. Women suggest that including men/their husbands could create community role models capable of sharing lessons to other members of the community, thereby serving as an incentive to convince other men to join the movement.
- The program has supported the establishment of 164 modern call centers on crime prevention in 164 out of the 416 sectors in Rwanda. As a result, and with community awareness about the call centers, demand for service delivery is projected to be very high. This is likely to put pressure on service delivery in these centers. The call center lacks a referral system to facilitate the operations of the center. The referral system could consider the involvement of other service providers with a *de facto* or *de jure* mandate. This could be reinforced by strengthening mobility capacities in territorial units.
- According to RIB, community awareness raising has not been enough considering the magnitude of crimes, especially in SGBV and defilement. RIB recommends continuous awareness raising activities to build a resilient society against crime. Moreover, types and magnitude of crimes change over time yet awareness raising interventions are not adapted to the changing crimes.

- Despite the success of the program in regard to gender accountability, there are still structural barriers affecting gender accountability, particularly in the private sector enterprises, as well as in public institutions. In specific terms, there are departments that are still struggling to get women in some positions because of historical gender roles. For example, there are very few girls in maintenance departments and even those who are qualified, find the workplace not gender sensitive. A case in point is a female electrical engineer, who left her engineering job to become a teacher at a secondary school.
- Some program interventions had a short life-span of between six months and one year, in some cases renewable. Efficiency of such programming is subject to critical analysis in terms of employed resources. While short term interventions have their own benefits, their success is difficult to track and measure, even though they contribute to the overall outcomes of the portfolio.
- Respondents to this evaluation revealed also that the personnel managing the projects at the level of Implementing Partners (IPs) and Responsible Parties (RPs) do not have specific skills and knowledge to effectively mainstream cross-cutting areas such as gender, disability and human rights. As a result, Implementing Partners and Responsible Parties struggle to provide the required technical support.
- Some good practices resulting from the program interventions lack sufficient protection from collapse. For instance, there are cases where members of the savings groups lack integrity and abuse the trust by misappropriating the savings of other members. There are also members of the savings groups that are unable to pay back the loans due to several reasons, including domestic violence.
- For the GES project, it is not easy to replicate a government model of gender accountability in the private sector. Gender accountability in government institutions is based on clearly defined laws and policies and its enforceability, albeit with challenges, is less complicated. To the contrary, in the private sector, gender accountability is purely regulated by contracts, for which, enforceability is driven by profit outcomes, as opposed to other factors such as the concept of gender equality. As a result, gender accountability reforms in the private sector require patience, because gender accountability reforms in the private sector cannot be achieved overnight. Moreover, there is no obligation of gender quotas in the private sector or incentives to promote positive gender practices, such as gender affirmative action.
- The program financing model that is based on fundraising not available funds and sometimes delays in disbursements of funds by UNDP has been highlighted as one of the challenges. In addition, UNDP's fiscal calendar - January to December, and the government's fiscal calendar - July to June has also been mentioned as a constraint to the success of the program. This is because some program requirements, as well as procurement processes in public institutions take longer. There have been cases where procurement of goods and services is completed when the project is about to end, thus leaving limited or no time to benefit from the procured goods or services.

8.10. Key recommendations

This evaluation reveals that the Governance Portfolio has achieved most of its objectives beyond what this Mid-Term Evaluation has been able to document. There are several success stories ranging from improved access to justice, social cohesion initiatives leading to unity and reconciliation of Rwandans, gender accountability and disability inclusion, increased citizens participation, crime prevention, peace and improved sense of security, among many others. Moreover, this evaluation has offered an

opportunity to identify some lessons which are worth considering going forward. The evaluation has also highlighted major challenges and gaps that should be addressed to cement the relevance, effectiveness, efficiency and sustainability of portfolio outcomes. In this regard, the evaluation proposes a range of recommendations as follows:

- ***Establish strategies to follow up advocacy efforts and outcomes:*** the portfolio has done an impressive work in advocacy, in terms of identifying key issues in the domain of disability, gender, human rights and access to justice, environment, education, among others. While the portfolio's advocacy efforts are documented, outcomes of these efforts have not been well captured and sometimes program actors have not effectively followed up on advocacy initiatives. This evaluation recommends that the program adopts deliberate strategies to track advocacy results including developing an advocacy monitoring tool that facilitates documentation of future advocacy efforts.
- ***Review the program results framework outcome and outputs and their respective indicators:*** UNDP is persistent about tracking UNDAP outcomes by reproducing verbatim UNDAP outcomes and outcome indicators in the governance portfolio programs and projects. UNDP has a justifiable cause for this. However, this evaluation strongly recommends a different approach to this position. Consistent with feedback from program Implementing Partners, Responsible Parties and grantees, this evaluation suggests a critical review of the results matrix to ensure that proposed outcome and outputs and their respective indicators can be tracked at the program/projects level. This should be a facilitated process in which all partners are engaged during the program design. The process must also be complemented with the provision of technical knowledge and skills in Results Based Management.
- ***Monitoring and evaluation – embracing an outcome mapping approach:*** consistent with the above recommendation, this evaluation recommends the governance portfolio to critically reflect upon developing a monitoring and evaluation framework or plan that tracks and documents change processes taking place at different levels of programs and projects. UNDP will also need to consider developing a program learning strategy that incorporates both internal learning and external sharing of best practices to maximize efficiency and sustainability of results. In addition to the current framework of tracking quantitative indicators, this evaluation recommends a mixed method approach to monitor program initiatives by introducing outcome mapping. This should assist Implementing Partners, Responsible Parties and grantees in documenting most significant change stories resulting from the program interventions. Outcome mapping is an ideal tool for tracking governance related outcomes from a behavioral change perspective, as opposed to only quantifying delivered outputs. It is based on learning from experience and coping with change processes throughout the journey, rather than assuming the logic of direct causality and attribution. In addition, the use of outcome mapping has the advantage of providing regular information on the validity of the theory of change. Regardless of its complexity, it is advised to use both - the results framework and outcome mapping – to effectively design, monitor and evaluate behavioral change programs.
- ***Strengthen capacity of personnel at the program implementing partners' level:*** Personnel managing the projects at the level of implementing partners need more skills in mainstreaming cross – cutting issues such as gender, disability rights, human rights, peace and security and other domains that are relevant to the current program interventions. Additional knowledge and skills set are needed particularly in project planning, as well as in monitoring and evaluation, including outcomes, outputs and indicator setting, implementing and reporting on set targets and ensuring that implementing partners learn from challenges and lessons learned and replicate best practices.

Moreover, the portfolio has not systematically invested in elevating the capacities of personnel at the IP and RP level in cross-cutting issues.

- Having drawn lessons from the challenges posed by Covid19, this evaluation recommends that UNDP and program partners reflect upon innovative ways of implementing program activities, in case such unforeseeable risks happen again in the future. For instance, some program activities such as the policy dialogues were delayed due to Covid19, yet this could have been organized remotely.
- ***Sustainability of program outcomes:*** The portfolio has been supporting initiatives with impact registered at the community level. Promoting citizen participation in public policy processes, crime prevention, disability inclusion, social healing and social cohesion, gender equality promotion, are some of the interventions that are realizing significant outcomes at the community level. To sustain these outcomes, this evaluation recommends a deliberate sustainability model, involving local government structures and other relevant stakeholders such as Community Based Organizations to sustain programmatic outcomes. This evaluation observed that local leaders are already benefiting from the program outcomes, where citizens in savings groups and cooperatives were created as a result of program interventions and are making timely contributions to health insurance, thereby facilitating local leaders to achieve their imihigo targets.
- The program needs to consider developing a sustainability strategy based on the changes it wants to pursue. Currently the program has more than 60 output indicators and is focusing on maintaining processes e.g., implementing activities more than sustaining project long-term outcomes. While the two are not mutually exclusive, more emphasis should be placed on institutionalizing the significant changes taking place at the outcome level.
- The approach to partner capacity building is appreciated by all involved partners. For example, the capacity of CSOs to mobilize resources has increased, as the organizational financial management has improved. However, the sustainability of capacity changes is not fully tested, as the program is closely involved in project delivery and implementation. The remainder of the project should be used to design robust strategies of testing sustainability of outcomes as opposed to processes.
- Resource mobilization remains one of the critical challenges highlighted throughout the interviews. Indeed, the funding source for governance initiatives is almost entirely from UNDP core resources through its governance portfolio. This poses a challenge not only to governance as a sector but also to the capacities of program partners to mobilize additional funding. This evaluation suggests that resource mobilization is necessary, but needs to be tailored to each partner's individual context, needs and mandates. However, a strategy in itself needs to be backed with capacity development in resource mobilization with relevant IPs, especially, MHC, NFPO and RGB. To enhance these capacities, the evaluation recommends that the portfolio may consider funding a position for resource mobilization specialists, who, in the short term will be responsible to strengthen the partners' resources mobilization capacities, coupled with coaching sessions in the long term. This is based on the premise that capacity building is most likely effective if it is delivered through qualified mentors with extensive experience in grant writing and identification of potential funders, rather than through a one-off training workshop.
- ***Media reforms and regulatory framework for the media:*** The Government of Rwanda adopted media reforms since 2013 and some of them have been evolving over time. These reforms offer greater opportunities to the program to engage and contribute to their realization. For instance, the impact of these reforms since 2013 has not been assessed. In addition, the discussion on the adaptation and changes in the media regulatory framework, including effective media regulation

is still relevant. There are also emerging issues related to social media regulation, financial capacity challenges within the media sector, and coordination challenges. Respondents to this evaluation recognize UNDP's experience and convening power to support realistic media reforms.

- The portfolio needs to consider developing a strategy for sustainability based on the changes it wants to maintain. Currently the program has more than 60 indicators and is focusing on implementing activities more than sustaining project long term outcomes. While the two are not mutually exclusive, more emphasis should be placed on institutionalizing the significant changes taking place at the outcome level.
- UNDP is credited for organizing regular trainings specifically in the area of program and finance management. In addition to these trainings, this evaluation recommends program technical meetings to nurture reflective practices where partners discuss progress of the program, best practices and lessons learned and review together challenges and adopt recommendations for improvement.

9. ANNEXES:

1. Program budget from Q4 2018 to December 2021
2. Annex 1: Documents reviewed
3. List of respondents
4. Progress against output – Results matrix
5. Questionnaire

ANNEX 1: PROGRAM BUDGET FROM Q4 2018 TO DECEMBER 2021

Program	Activities	Q4 2018	2019	2020	2021	Total
CSOs	Strengthening CSOs	231,018				
	CSOs oversight and management	7,500				
	CSO Strengthened Capacities		1,231,116	1,147,923	905,864	
	CSO Enabling Environment		123,690	71,399	160,733	
	Covid-19 response for PWDs			123,300		
S. Total		238,518	1,354,806	1,342,622	1,066,597	4,002,543
DDAG	Support to RGB	66,465				
	Support to NEC	66,468				
	Support to MHC	30,000				
	Support to NFPO	13,500				
	Support PR/management, coordin	23,500				
	Accountability& Representation		533,284	324,876	485,987	
	Capacity of media institutions		148,314	271,854	160,733	
	Public participation& engagemt		50,789			
	Media capacity & gender		104,379	109,045	10	
	Gender in electoral processes		2,636			
	Gender accountability in Media		79,551	49,681	710	
	National Covid19 Response_health			986,670	703,701	
	Health Systems Strengthening (MINALOC)			50,000		
	Health Systems Strengthening (RBC)			481,297		
	Nationl Covid19 Respons_Social (MINALOC)			100,000		
S. Total		199,933	918,953	2,373,423	1,351,141	4,843,449
A2J	Support to MINIJUST	55,500.00				
	Support to RNP	45,000.00				
	Support to NURC	109,738.00				
	Support to Prisons Fellowship	18,470.00				
	Cap.dev. for service providers (MINIJUST_TRAC 1)		103,550.00	91,278.52	78,700	
	Cap.dev. for service providers (MINIJUST_TRAC2		16,485.45	10,000.00		

	Cap.dev. for service providers (RBA)		76,101.00	76,678.00	74,905	
	Cap.dev. for service providers (LAF)			48,000.00	21,415	
	Cap.dev. for service providers (RLRC TRAC 2)		15,500.00	6500		
	Cap.dev. for service providers (RIB)				30,000	
	Cap.dev. for service providers (RCS)				200,000	
	Women in Justice institutions (RBA)		8,899.00	13,422.00	5,595	
	Capacity for peace & security (RNP)		114,421.00	66,558	55,653	
	Women in justice institutions (RNP)		34,579.00	28,442.00	35,447	
	Safe Covid-19 coordination (RNP)			158,330		
	Safe Covid-19 coordination (RNP)			114,042		
	Capacity for peace & security (NURC)		104,400.00	104,713.00	90,501	
	Capacity for peace & security (PFR)		80,000.00	90,055.00	79,999	
	Capacity for peace & security (NURC-3084)		52,500.00			
	Capacity for peace & security (PFR-3084)		47,500.00			
	Crisis Management and Response (RCS)			86400	32,400	
	Crisis Management and Response (NCHR)			34410		
	Covid-Response_Justice (RIB)				25,942	
	Covid-Response_Justice (RCS)			1300		
S. Total		228,708.00	653,935.45	930,128.48	730,557	2,543,329.38
GES	Priv.Sector participate in GES (GMO)		64,400.00	100,938.00	115,087	
	Priv.Sector participate in GES (BNR)				41,600	
	Capacity to mainstream gender (GMO)		4,400.00	9,732.00	114,697	
	Capacity to mainstream gender (PSF)		70,538.00	115,247.00	66,567	
	Research for evidence&advocacy (GMO)		128,962.00	61,108.00	32,554	
S. Total			268,300.00	287,025.00	370,505	925,830.00
RPA	Capacity in peace building (TRAC 1)		36,896.00			
	Capacity in peace building (Japanese Funds)		317,403.00			
	Capacities for Peace building (trac 1)			30,000.00		
	Capacities for Peace building (japanese)			169,693.02		
	Capacity in peace building (RBPA_ TRAC)			4,000.00		

	Capacity in peace building (Japanese Funds)			49,881.00		
	Capacities in peacebuilding				159,472	
	Capacities for Peace building			30,000		
	Capacities for Peace building			169,693		
S. Total			354,299.00	453,267.04	159,472	967,038.07
G. Total		667,159.00	3,550,293.45	5,386,465.35	3,678,272	13,282,189.79

ANNEX 2: DOCUMENTS REVIEWED

1. Republic of Rwanda, Constitution (as revised in 2015)
2. Republic of Rwanda, Rwanda Vision 2020
3. Republic of Rwanda, Vision 2050
4. Republic of Rwanda, National Strategy for Transformation (2018 – 2024,
5. United Nations Rwanda, UNDAF 2018-2024
6. UNDP Country Program Document (CPD) 2018 -2023
7. United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation
8. Project documents: DDAG, CSOs, RPA, GES and A2J.
9. Annual progress reports of DDAG, CSO, GES, RPA and A2J quarterly progress reports (Oct 2018- June 2021)
10. UNDAF evaluation reports
11. Evaluations reports for DDAG, CSO and A2J
12. Overview of financial expenditure of DDAG, CSO, GES, RPA and A2J from the start till present
13. Sector strategic plans and annual reports of the Sector Working Groups JRLOS and Decentralization and Governance
14. Documentation of 20 years of Reconciliation (NURC)
15. Criminal justice policy
16. National policy on persons with disabilities
17. ADR policy
18. Decentralization and Governance & JRLOS SWG reports (Forward looking and backward-looking report -July 2018-June 2021)
19. 2015 and 2020 UPR reports for Rwanda (State, CSO, NCHR, UN Compilation, GoR) and subsequent action plans
20. JRLOS Gender Audit
21. Rwanda Reconciliation Barometers (2010 -2020)
22. Citizen report cards (2018-2021*)
23. Media barometer 2018 and 2021*)
24. Rwanda Governance Score Cards (2018-2021)
25. Gender Audit JRLOS Final Report 2015
26. JRLOS disability inclusion strategy
27. Civil Society Development Barometer 2018
28. VNR Report (2019)
29. Assessment of Ndi umunyarwanda program
30. Assessment of gender status in Rwanda media sector (2019)
31. Impact assessment of the media sector reforms (2019)

ANNEX 3: LIST OF RESPONDENTS

No	Organisation	Respondents
1.	RGB	1. Yvonne Habiyouzeye 2. André Nkulikiye 3. Sarafina Safi
2	NUDOR (RP)	4. ES Jean Damascene Nsengiyumva 5. Fidele Munezero
3	NCPD (RP)	6. ES Emmanuel Ndayisaba 7. Technical: Emmanuel Murera
4	HVP Gatagara (RP)	8. Brother Kizito Misago
5	OIPPA (CSO grantee)	9. ED Nicodeme Hakizimana
6	RCSP	10. Joseph Nkurunziza 11. John Bosco Nyemazi
7	Bureau Social de Development (CSO grantee)	12. ES Mutakwasuku Yvonne
8	ADEPE	13. Gregoire
10	NFPO (RP)	14. Jijuka Zephyrin
11	MINALOC (RP)	15. SPIU Coord: Innocent UWITONZE
12	RMC	16. Mugisha Emmanuel
13	ARJ	17. Emmanuel Habumuremyi
14	ARFEM	18. Mutesi Doreen
15	Isangano Radio	19. Mr Ildephonse SINABUBARIRAGA, Radio Manager
17	Parliament	20. Sosthène Cyitatre
18	MINIJUST	21. DG/JRLOS - Anastase Nabahire 22. Anatholie Mukabatsinda
19	NURC	23. Fidele Ndayisaba 24. Laurence Mukayiranga
20	Prison Fellowship Rwanda	25. Bishop Gashagaza 26. Bishop Rucyahana
21	RCS	27. ACP Kimenyi Bahizi 28. SSP Joseph Kambanda
22	RIB	29. DG/ Sezirahiga
23	RNP	30. SSP Prudence Ngendahimana 31. Technical: Yvonne Gasangwa
24	RBA	32. Batonnier - Julien Kavaruganda 33. Liberal Majyambere
25	LAF (Legal Aid Forum)	34. Me Andrew Kananga
26	RLRC	35. SG – Judith Mbabazi
27	Office of the Ombudsman	36. PS/ Mbarubukeye Xavier
28	GMO	37. CGM Rose Rwabuhiri 38. Zephy Muhirwa
29	National Bank of Rwanda	39. Rita Uwera
30	RDB	40.

31	I&M Bank	41. Diana Kwarisiima
32	PSF	42. Clemence Murekatete 43. Theoneste Ntagengerwa
33	SORWATHE	44. Rohith 45. Marcel (check the interview for correct names)
35	RPA/MoD	46. Capt Kavutse Donath, project focal point 47. Methode Ruzindana, head research department 48. Marcelle Mbabazi, head of training
36	SDC	49. Dominique Habimana
37	Netherlands Embassy	50. Fulpen, Marloes van
38	UNDP	51. Ms. Varsha Redkar-Palepu 52. Ms. Nadine U. Rugwe 53. Jean de Dieu Kayiranga 54. Acacia Polatian 55. Ms. Liliane Akadata 56. Emmanuel Macumu 57. Clement Kirenga

ANNEX 4: PROGRESS AGAINST OUTPUT INDICATORS

CSOs

OUTPUT LEVEL INDICATORS	BASELINE INDICATORS	MID TERM STATUS	MID TERM TARGET	RATING
1. CSOs have required capacities to increase public participation and engagement including in development and democratic processes				
1.1 Number of CSO projects in 10 thematic areas supported	30 per Year (90 in 3 years)	93 CSOs were awarded grants (Source: CSOs project reports)	90	HS
1.2 Gender audit conducted and recommendations formulated	0	N/A	Yes	N/A
1.3 Number of targeted capacity building trainings for CSOs organized	16 trainings that took place in Phase one.	16 out of 12 planned trainings at the mid-term have been conducted already.	12	HS
1.4 Number of policies influenced by supported CSOs	2	5 (Source: CSOs project reports)	6	HS
1.5 Effectiveness of CSOs in influencing public policy	72%	The data source (CSDB) is not available		N/A
1.6 Capacities of CSOs to mobilize resources (Comparison of current financial resources with required resources to accomplish the CSO goals)	39.70%	Data source (CSDB) not available.		N/A
1.7 Effectiveness of CSOs in meeting societal needs	64.9%	Data source (CSDB) not available ³⁰		N/A

³⁰ Though we don't have current data, based on the data from program reports, all 186 CSOs supported through this program have greatly contribute to meeting societal needs in 11 thematic areas (see the CSO reports). Moreover, grantees testify to have increased their capacities, the project should have based on the project baseline data and M&E framework to measure progress.

1.8 Effectiveness of CSOs in meeting needs of vulnerable groups	59.9%	Data source (CSDB) not available.		N/A
1.9 Number of CSOs with improved management systems, procedures and processes.		98	90	H/S
2. An enabling institutional environment is created for CSOs to effectively deliver on their mandates				
2.1 Extent to which the regulatory framework governing CSOs is enabling	73.2%	No current data available. Data source not available	75%	N/A
2.2 One stop platform for resource mobilization and interaction established	No	No yet established (Source: platform link)	Yes	N/A
2.3 Extent of citizen participation in CSOs	40.58%	No current data available CSDB data source not available.	60%	N/A
2.4 Number of studies related to CSO effectiveness conducted	0	3	3	S
2.5 Number of policy dialogues conducted	5	3	6	S
2.6 Effectiveness of CSO umbrella bodies	69.3%	No current data available. CSDB data source not available.	75%	N/A
3. Project management and oversight strengthened				
3.1. M&E strategy developed with accompanying tools and is being implemented	M&E strategy document baseline (0) in 2018	Not done yet.	Yes	N/A
3.2. Annual program delivery rate	Atlas reports	98.41%	96%	HS
3.3. Number of success stories published	Project reports	6	6	HS

DDAG

OUTPUT LEVEL INDICATORS	BASELINE STATUS	MID TERM STATUS	MID TERM TARGET	RATING
1. NEC and CSOs have required capacities to increase public participation and engagement in democratic processes				
1.1. % of eligible voters (disaggregated by sex) benefiting from civic and voter education.	73% (2016)	No Data	83%	N/A
1.2. Extent to which the Elections Management Body has strengthened capacities to conduct inclusive, effective and accountable elections.	Electoral calendar partially implemented (71.4%).	NAM was not conducted and all follow up activities were abandoned	Electoral calendar fully implemented @ 100%	N/A
2. Media institutions have reinforced technical capacity to increase access to quality information and promote citizen active participation in public processes				
2.1. Level of citizen satisfaction with media capacity to promote informed decision making.	Baseline (TBD)	The 2021 RMB does not have this indicator.	90%	N/A
2.2. % of media professionals who have accessed training appropriate to their needs	53.2% (RMB 2018)	59.6% (2021 RMB)	66%	S

2.3 Percentage of complaints resolved against those received by the Media self-regulatory body (80%)	80% (RGB/RMC report)	96.57% (RMC records)	90% RMC (2018 - 2020 records)	HS
3. Public and private institutions at all levels are enabled to perform core functions for improved accountability, participation and representation				
3.1. Number of newly elected Members of Parliament received Induction (disaggregated by sex)	0% (2017) parliament report	100%	90% (parliament report)	S
3.2. Number of females candidates to the legislative elections (Senate) received training on effective electoral campaign	0% (2018) NWC & NFPO Reports	??	90% (NWC & NFPO Reports)	??
3.3. National strategy for local government capacity building developed	No strategy (2018)	Yes (achieved).	Yes (MINALOC REPORT)	HS
3.4. Capacity needs assessment conducted including gender gaps at local level	No assessment (2018)	Achieved	Implemented in second pilot districts (MINALOC REPORT)	??
3.5. Local Government Capacity Development developed and implemented (numbering was 3.3?)	No local government capacity development plan	Yes, implemented in 1 st 2 nd and 3 rd district	Implemented in second pilot districts (MINALOC REPORT)	HS
3.6. Extent to which Citizen Report Card is used to improve service delivery at District level.	TBD	??	2 ³¹ (CRC Policy dialogue and Engagement report)	N/A
3.7. Number of Home-Grown Solutions impact assessment conducted.	9 RGB Report Impact assessment report (2017)	??	2 (RGB Report Impact Assessment Report)	N/A
3.8. Number of Home-Grown solutions documented	9 RGB Report Documentation report (2016)	??	2 (RGB Report Documentation Report)	N/A
3.8. Number of South-South Cooperation missions received the Program.	0 IP Reports (2017)	Moved to Rwanda Cooperation Initiative (RCI).	2 (RGB Report)	N/A
4. The National Electoral Commission and Media High Council have enhanced capacity to ensure gender accountability through gender mainstreaming in the elections processes and media sector				
4.1. level of implementation of the gender mainstreaming strategic plan	1 strategic plan, 0 implementation plan (MHC Report) 2017.	??	Partially implemented (MHC report)	U
4.2. Strategy for the inclusion of special groups in electoral processes is developed and implemented	TBD	??	Partially implemented (NEC report)	U
5. Effective Program Management, Monitoring and Evaluation				
5.1. Program mid-term evaluation and final evaluation conducted	Evaluation report	Draft submitted	1 Evaluation report	HS
5.2. Number of joint monitoring field visit conducted	Monitoring report	No trackable aggregated data	24 (Program joint monitoring reports)	N/A

³¹ 1 – limited extent; 2 – to some extent; 3 – to a large extent.

5.3. Number of audits and spot checks conducted	<i>Audit report Spot check report</i>	3 audit reports achieved. spot checks done regularly but target not set	<i>3 Audit & spot check reports</i>	N/A
5.4. International days celebration organized	<i>UNDP & IPs reports</i>	This is an activity	<i>12 (UNDP & IPs reports)</i>	

GES

OUTPUT INDICATORS ³²	BASELINE STATUS	MID TERM STATUS	MID TERM TARGET	RATING
1. Capacities of Private sector companies and participating public institutions to implement the gender equality seal initiative enhanced				
<i>1.1 Number of private companies and public institutions implementing gender equality commitments through imihigo</i>	<i>0 (2018)</i>	22 private companies and 6 public institutions = 28	23	HS
<i>1.2 Extent³³ to which companies and public institutions implement gender equality seal dimensions³⁴</i>	<i>0 (2018)</i>	7 companies have so far been evaluated against the gender equality seal standards are implementing at least four gender equality seal dimensions.	3	HS
<i>1.3 Number of private companies and public institutions certified with any of the three gender equality seals (Bronze, Silver, Gold)</i>	<i>0 (2018)</i>	<i>0 Not achieved due to COVID19 effects (The first certification of companies was planned during Jan-March 2022 quarter.)</i>	20	S
2. National capacities to promote gender accountability and gender mainstreaming in the private sector enhanced				
<i>2.1 Number of managers, members of the gender equality committees and PSF members with knowledge on gender equality and gender analysis capacities</i>	<i>0 (2018)</i>	140	90	HS
<i>2.2 Number of companies and institutions that integrate gender equality principles in their processes and procedures</i>	<i>0 (2018)</i>	7	20	S
<i>3.1 Assessment on mechanisms to promote gender accountability in the private sector conducted.</i>	<i>0 (2018) - No</i>	<i>Assessments, peer learning workshops, 7 dialogues with over 130 young girls in secondary schools and IPRC relating to STEM and dialogue with more than over 120 members of the private sector organized on gender promotion and accountability.</i>	Yes	HS

³² It is recommended that projects use output indicators from the Strategic Plan IRRF as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

³³ The scale for extent is defined as: 0 = Not at all; 1 = To a small extent; 2 = To some extent and 3 = To a great extent. 0 means there is no gender equality seal dimension implemented, 1 means at least 2 out of 6 dimensions are implemented, 3 means at least 4 out of 6 dimensions are implemented

³⁴ The dimensions are: Promoting women's role in decision-making positions, fighting against gender-based pay gaps, promoting work-life balance, improving women's/men's presence in occupational areas that are traditionally male-dominated/female-dominated, eliminating sexist communication inside and outside the company and fighting against sexual harassment

3. Research and assessments conducted to generate data for evidence-based advocacy on gender accountability in the private sector				
3.2 Number of Evidence based dialogues on gender accountability in the private sector conducted	0 (2018)	5 peer learning workshops were organized, 7 dialogues with over 130 young girls in secondary schools and IPRCs and 3 dialogues with over 120 members of the private sector.	4	HS

A2J

OUTPUT INDICATORS	BASELINE VALUE	MID TERM STATUS	MID TERM TARGET	RATING
1. Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled				
1.1 Number of justices institutions staff with skills to effectively use electronic case management system (cumulative)	2230 (2018)	2834	2716	S
1.2. Number of legal aid cases for vulnerable people represented by partner legal aid providers disaggregated by sex 21 (cumulative):		1166 (645M&521F)	120	HS
(1) Poor inmates	(1) 0	787 (609M&178F)	60	
(2) Persons with disability	(2) 0	44 (03M&41F)	30	
(3) Refugees	(3) 0	35 (30M&05F)	300	
(4) GBV Victims	(4) 0	300 (03M&297)		
2. NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programs that promote social cohesion, peace, safety and security				
2.1 Rwanda has current data to inform policies and plans that promote social cohesion and prevent risk of conflict.	Last reconciliation barometer published 2015	Last version Published in 2020.	2020 reconciliation barometer published	HS
2.2 Percentage increase in crimes reported by communities to the police.	12.40%	75.8% (25,030 in 2018, and 103,482 cases reported in 2021.	6%	HS
2.3 New national criminal policy in place (covering investigation, prosecution, criminal procedures and correction) and implemented.	No policy	Policy is in place but pending cabinet approval	New policy disseminated countrywide	S
2.4 Number of assessments on access to justice leading to policy dialogue.	0 (2017)	2 (1. Final assessment report on the implementation of 2015 UPR recommendations by the Republic of Rwanda (reports not consolidated and 2. Assessment on the capacity of women advocates)	3	HS
2.5. Number of prisons benefiting from social healing initiatives (2 women, one mixed, 2 for men).	0 (2018)	5 prisons.	5	HS

3. The role of Women in selected justice institutions strengthened				
3.1. Percentage increase in number of litigation cases assisted by women lawyers.	To be determined (2018)	Data was collected on trained women not cases assisted by women lawyers.	6%	N/A
3.2. An operational framework for KICD developed to provide a framework for addressing GBV in conflict and home settings	No Strategic Plan (2018)	Operational framework developed	operational framework disseminated	HS
3.3. A Resource mobilization strategy developed for the KICD center.	No strategy (2018)	Strategy Developed	Strategy implemented	HS
4. Project management and oversight improved				
4.1 Percentage of participating institutions with audit/spot-check unqualified opinions	100% (2017)	All spot-checks received unqualified opinion.	100%	HS
4.2 Annual program delivery rate	95% (2017)	96.5%	98%	HS
4.3 Percentage of Resource Mobilization targets reached (Total Amount in 5 years: 900,000 USD)	0% (2017)	Target reached (1,010,000 USD mobilized)	65%	
4.4 Number of success stories published	0 (2018)	Not realistic	12	

OUTPUT INDICATORS	LEVEL	BASELINE VALUE	MID-TERM STATUS	END-LINE TARGET	RATING
1. Capacities of regional and national actors in conflict prevention, conflict management and peacebuilding enhanced					
1.1. Number of regional actors with enhanced skills in peace building and conflict prevention		2,504 personnel (1,454 military, 302 police, 712 civilian officers and 36 prison/correctional service,	2,623 actors trained.	2,604 military, police, prisons/correctional service, and civilian officers	HS
1.2. Level of satisfaction of course participants for the quality of courses.		95% Level of satisfaction of course participants for the quality of courses.	99% of participants are satisfied with the quality of courses	97 % level of satisfaction of course participants for quality of courses	HS
2. RPA's research Capacity enhanced					
2.1. Number of research papers and policy documents published		Four (4) policy documents	Research on the "Impact of the RPA Training on Peacebuilding" conducted.	One research paper	HS
3. Promote gender parity and women empowerment in peace building					
o Existence of a gender policy to engender the work of RPA.		NO	RPA Gender Policy developed	Yes	N/A
o Percentage of women participating in RPA organized training.		40%	Not achieved Average participation of women was 38.66%)	45%	S
o Availability of data on the role of women in peace building		No	Research paper on the "Role of Women in Peacebuilding and Peace Consolidation in Rwanda" produced.	Yes	HS
4. Project management and oversight					

<ul style="list-style-type: none"> ○ Project Monitoring and communication ○ Audit/spot-checks 		All audits conducted and spot-checks received unqualified opinion.	90%	HS
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ANNEX 5: QUESTION GUIDE

Focus of Evaluation	Evaluation questions
Relevance	<ul style="list-style-type: none"> ○ Extent to which the governance portfolio projects are relevant to Rwanda's Vision 2020 and 2050 agendas, the National Strategy for Transformation (NST1), UNDP2, Vision 2050 and the SDGs. ○ Extent of the progress towards advancing governance results in general and the portfolio results in particular. ○ 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 projects results contribute to the UNDP 2 and NST1 results in the areas of Transformational Governance and issues related to the gender, accountability, participation and Rule of law? ○ 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? ○ Do the projects continue to be relevant to the GOR priorities in governance? ○ How did the governance portfolio mainstream the UN programming principles including the principle of leaving No One behind?
Efficiency	<ul style="list-style-type: none"> ○ How much time, resources, capacities, and effort it takes to manage the governance portfolio projects, and where are the gaps if any? More specifically, how do UNDP practices, policies, decisions, constraints; capabilities affect the performance of the projects and Portfolio? Has UNDP's strategy in producing the projects' outputs been efficient and cost-effective? ○ Extent of M&E contribution to achieve the project outcomes and outputs' indicators ○ Roles, engagement and coordination among various stakeholders in the governance sector, One UN Program in project implementation? Were there any overlaps and duplications? ○ 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? What would be those approaches? ○ Do the projects' activities overlap or duplicate interventions?
Effectiveness	<ul style="list-style-type: none"> ○ Extent of UNDP's effectiveness in producing results at the local levels and at the aggregate national level? Extent of UNDP support towards capacity development of partners, advocacy on governance issues and policy advisory services in Rwanda? ○ 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's 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)?

	<ul style="list-style-type: none"> ○ Contributing factors and impediments to the achievement of the outcome results through related supported project outputs? ○ Assessment of the capacity and institutional arrangements for the implementation of the UNDP governance portfolio 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 democratic governance in Rwanda? ○ Are projects effective in responding to the needs of beneficiaries, and what are results achieved? Are those with the highest risk of being left behind considered? ○ Extent to which established coordination mechanisms are enabling /or not achievements of project outcomes and outputs?
Sustainability	<ul style="list-style-type: none"> ○ Extent to which UNDP established mechanisms ensure sustainability of the governance portfolio' interventions? ○ Extent of the viability and effectiveness of partnership strategies in relation to the achievement of the governance portfolio projects' outcomes? ○ Provide preliminary recommendations on how the governance portfolio 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, UN Agencies, private sector, and development partners in Rwanda? ○ Assess how governance studies and available data are used to build the sustainability of the projects?
Underlying factors:	<ul style="list-style-type: none"> ○ What could be the underlying factors beyond UNDP's control (if any) that could have influenced the outcome? Probe the SWOT and PESTEL factors (at design, implementation and management?)
UNDP Strategic Positioning	<ul style="list-style-type: none"> ○ What could be the unique characteristics, comparative advantages, and features of UNDP's governance portfolio? ○ How has that positioned UNDP's relevance as a current and potential partner in Rwanda? <i>(Probe UNDP's quality of engagement with partners in terms of meeting partner needs, offering specific, tailored services to partners, creating potential added value by responding to partners' needs, mobilizing resources for the benefit of the country, demonstrating a clear breakdown of tailored UNDP services and having comparative advantages relative to other development organizations in area of democratic governance.)</i>
UNDP Partnership strategy	<ul style="list-style-type: none"> ○ Has UNDP's partnership strategy been appropriate and effective? ○ What have been the partnerships formed? ○ What has been UNDP's contribution in supporting project activities? ○ How have the partnership contributed to the achievement of the outcomes results? ○ What is the level of stakeholders' participation including of IPs, UN agencies and development partners?
Lessons learnt:	<ul style="list-style-type: none"> ○ What are the lessons learnt and best practices and related innovative ideas, in relation to management and implementation of the project activities? ○ Are there cross-learning themes captured during the course of project activities implementation? ○ What are the opportunities that could inform the remaining period of the current programming cycle?