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**Name of the Evaluation Intervention:** [Mid-term Evaluation of the Project: Innovative Development Policy and Finance for Impact \(IDPFI\) Project](#)

**Evaluation Commissioner:** [United Nations Development Programme](#)

**Country of the Evaluation:** [Rwanda](#)

**Timeframe of the Evaluation:** [6 December 2022 – 7 April 2023](#)

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## ACKNOWLEDGEMENTS

The Mid-term Evaluation of the UNDP project: “Innovative Development Policy and Finance for Impact (IDPFI) Project” in Rwanda, funded by the Swiss Development Cooperation and UNDP in response to the underlying challenges to economic and social transformation in Rwanda, was conducted under the overall supervision of Ms. Varsha Redkar Palepu, the UNDP Deputy Resident Representative and support supervision of Mr. Osten Chulu, UNDP Head of Inclusive Green Economy Unit in Rwanda. The Evaluator would like to thank the UNDP Deputy Resident Representative for the opportunity to perform and complete the Mid-term Evaluation. Appreciation also goes to the IDPFI project technical teams of both UNDP and Ministry of Finance and Economic Planning (MINECOFIN), who reviewed the Inception Report, and ensured that the methodology and data collection tools aligned with the requirements of the Mid-term Evaluation and the necessary UNDP Evaluation Guidelines and UNEG ethical and compliance requirements before commencement of the actual data collection process. Particular appreciation goes to Mr. Alexis Ndayisaba, the National Programme Coordinator (Socio-Economic Development) at UNDP Kigali Office, for coordinating the evaluation inception meetings and access to project documents and information.

## Disclaimer

This Mid-term Evaluation report presents the views of the Evaluator and does not necessarily correspond to the opinions of UNDP or its stakeholders. The Evaluator has made every effort to ensure that the information presented in the report is accurate. Any factual errors that may appear is unintended and falls under the responsibility of the Evaluator.

## PROJECT AND EVALUATION INFORMATION DETAILS

Project Information		
Project title	Innovative Development Policy and Finance for Impact	
Atlas ID Number	00119442	
Corporate outcomes and outputs	<p><b>National priority (2017-2024):</b> Accelerate inclusive economic growth and development founded on the private sector, knowledge and Rwanda's natural resources</p> <p><b>UNDAP II (2018-2023) Outcome 3:</b> By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</p> <p><b>UNDP Strategic Plan (2018-2023) Outcomes:</b>  <b>Outcome 1:</b> Eradicate poverty in all its forms and dimensions.  <b>Outcome 2:</b> Accelerate structural transformations for sustainable development.</p> <p><b>UNDP Country Programme (2018-2023) Outputs:</b>  <b>Output 1.1:</b> MINECOFIN has enhanced technical capacity to access, leverage and utilize development finance to achieve national development objectives.  <b>Output 1.2:</b> Public-private partnerships and institutional arrangements strengthened to create decent jobs and promote entrepreneurship, especially among women and youth.</p> <p><b>IDPFI Project (2018-2023) Outputs:</b>  <b>Output 1:</b> Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs.  <b>Output 2:</b> MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives  <b>Output 3:</b> Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance.  <b>Output 4:</b> The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South and Triangular Cooperation activities.</p>	
Country	Rwanda	
Region	Eastern and Southern Africa	
Date project document signed	5 April 2019	
Project Date	Start	Planned end
	01 June 2019	31 May 2024
Project budget	US\$ 4,205,250	
Project expenditure at the time of evaluation	US\$ 1,032,825	
Funding sources	a) UNDP – US\$ 3,955,250; b) Swiss Agency for Development and Cooperation – US\$ 250,000	
Implementing party <sup>1</sup>	United Nations Development Programme (UNDP)	
Evaluation information		
Evaluation type	Project evaluation Mid-term Evaluation	
Period under evaluation	Start	End
	01 June 2019	30 November 2022
Evaluator	Dr. Patrick Orotin	
Evaluator email address	<a href="mailto:patrickorotin2006@yahoo.co.uk">patrickorotin2006@yahoo.co.uk</a>	
Evaluation dates	6 December 2022 – 7 April 2023	

<sup>1</sup> It is the entity(ies) that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and work plan.

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## LIST OF ACRONYMS AND ABBREVIATIONS

AfCFTA	African Continental Free Trade Area
BNR	National Bank of Rwanda
BoP	Base of the Pyramid
CA	Contribution analysis
COVID-19	Coronavirus Disease - 2019
CPD	Country Programme Document
CSOs	civil society organizations
DAC	Development Assistance Committee (Organisation for Economic Co-operation and Development)
DAD	Development Assistance Database
DFID	Department for International Development (United Kingdom)
DP	Development Partners
DPAF	Donor Performance Assessment Framework
DPCG	Development Partners Coordination Group
DPR	Development Partners Retreat
EAC	East African Community
EDFR	External Development Finance Report
EFD	External Finance Division
ESARO	Eastern and Southern Africa Regional Office
FACE	Funds Authorisation and Certificate of Expenditure
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
GCF	Green Climate Fund
GDP	gross domestic product
GIZ	German Development Cooperation
GoR	Government of Rwanda
HGS	Home Growth Solutions
HRBA	Human Rights-Based Approach
IDPFI	Innovative Development Policy and Finance for Impact
IFAD	International Fund for Agricultural Development
KIFC	Kigali International Finance Centre
LNOB	Leave No One Behind, priority policy of the SDG/2030 Agenda
MINECOFIN	Ministry of Finance and Economic Planning
MOLG	Ministry of Local Government
M&E	monitoring and evaluation
MTE	Midterm Evaluation
NISR	National Institute of Statistics of Rwanda
NST1	National Strategy for Transformation
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PEAS	Poverty-Environment for Sustainable Development Goals
RBM	Results Based Management
RCI	Rwanda Cooperation Initiative
RCSP	Rwanda Civil Society Platform
RFTL	Rwanda Finance Trust Limited
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SPIU	Single Project Implementation Unit under MINECOFIN
SS &TC	South-South and Triangular Cooperation
ToR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNIDO	United Nations Industrial Development Organisation
US\$	United States Dollar

## EXECUTIVE SUMMARY

### Introduction

The Mid-term Evaluation (MTE) of the “*Innovative Development Policy and Finance for Impact (IDPFI) project*”, was carried out on the initiative of the United Nations Development Programme (UNDP) and the Ministry of Finance and Economic Planning (MINECOFIN) in Rwanda. The purpose of the MTE is to assess the project performance, generate practical recommendations, and lessons learnt and best practices. The objectives of the MTE are to; assess the project’s implementation strategy, and relevance, efficiency, effectiveness, sustainability, and impact of the project interventions. It is also to assess the project’s processes, including budgetary efficiency, the extent to which planned activities and outputs are being achieved, and identify the main achievements and impacts of the project’s activities including the most successful initiatives to be scaled-up. Finally, it is to identify the underlying causes and issues of non-achievement of some targets, document lessons learnt of effective approaches, make recommendations for the next project cycle, and ways for strengthening the synergies among United Nations (UN) agencies and implementing partners.

The main audiences of the MTE findings and recommendations, and how they will use the results, are; (a) Development partners (Donor-Swiss Agency for Development and Cooperation - SDC, UNDP, and their strategic and operational partner – MINECOFIN), and the Project Steering Committee - tasked with providing strategic oversight to the project, are expected to use successful project strategies identified through the evaluation to improve the on-going project and future project design, implementation, and monitoring, and to demonstrate accountability and transparency to the project stakeholders. The project technical staff of UNDP and MINECOFIN - tasked with the operationalisation of interventions within their respective mandates – are expected to use the MTE results to increase knowledge and understanding of the strengths and weaknesses arising from the project implementation, and challenges of similar intervention in future.

This MTE report follows the outline provided in the Evaluation Guidelines of the United Nations Development Programme.

### Description of the Intervention

The IDPFI project is a multi-partner and multi-year initiative implemented by UNDP and MINECOFIN in Rwanda. The project builds upon the previous support extended to MINECOFIN by UNDP under the project, “Support for Effective Development Cooperation for Results” that was jointly supported by UNDP, Department for International Development (DFID), and SDC. The IDPFI project objectives builds on the objectives of this previous programme, which are; (a) *Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources*, and (b) *Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes*.

The project addresses the underlying challenges to economic and social transformation in Rwanda including, economic diversification, inclusive and accelerated economic growth and reduction of poverty and inequality. Despite rapid economic growth and significant gains in the reduction of poverty and inequality, still significant share of the population remains below income and multidimensional poverty lines in Rwanda. This is mainly because of limited structural transformation, low levels of private investments, and limited finances to undertake transformational programmes.

With the adoption of Sustainable Development Goals (SDGs), Rwanda needs to consolidate and enhance its progress in an integrated way as stated in the new National Strategy for Transformation (NST1). The need to make concurrent progress in multiple fronts is recognized by the Government of Rwanda (GoR). However, this ambitious goal can only be achieved if system-wide thinking is adequately embedded within the national institution’s planning approaches, new and innovative policy options are developed to deepen structural transformation, and if Rwanda achieves significant mileage in attracting and boosting domestic savings, private investments as well as diversifying its sources of finance for development. The IDPFI project is expected to address these issues by contributing to the United Nations Development Assistance Plan (UNDAP: 2018-2023) Outcome 3: “*By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all*”, and UNDP Country Programme Document (CPD: 2018-2023) Output 1.1: “*MINECOFIN has enhanced technical capacity to access, leverage and utilize development finance to achieve national development objectives*”, and Output 1.2: “*Public-private partnerships and institutional arrangements strengthened to create decent jobs and promote entrepreneurship, especially among women and youth.*” The project Results Framework is aligned to Agenda 2030, NST1 for Rwanda (2017-2024), UNDP’s CPD: 2018-2023, and UNDAP: 2018-2023. The project works with the appropriate stakeholders and through effective partnerships.

The project is implemented “*using government own systems*” under the strategic guidance of senior management in MINECOFIN, day to day support from the External Finance Division (EFD) within MINECOFIN, and the National Department of Planning and Research (NDPR), including the National Institute for Statistics and Research (NISR) in operationalization of interventions within their respective mandates. A Steering Committee chaired by MINECOFIN provides strategic oversight to the project, with senior representation from the donor- SDC, UNDP, DFID and GIZ. Technical Assistance to MINECOFIN is provided, and quality is assured by UNDP and partners including ONE UN team.

The project duration runs from 1 June 2019 to 31 May 2024. The total Funding to the project is US\$ 4,205,250, with US\$ 250,000 of the external funds coming from the Donor - SDC and US\$ 3,955,250 coming from UNDP. Overall expenditure by the time of the project MTE was US\$ 1,032,825.

### **Approach and Methods**

The IDPFI project MTE was conducted from 6 December 2022 to 7 April 2023. It assessed the project relevance, effectiveness, efficiency, impact, sustainability, and cross cutting issues of gender mainstreaming and human rights; and generated findings, recommendations, lessons learned and best practices. The MTE was based on a qualitative design.

Qualitative information was collected through: (a) desk review of literature and programme document, financial and monitoring reports (Programme Annual Implementation Reports, Steering Committee meetings resolutions, Quarterly progress reports, and policy documents; (b) inception / consultation meetings with UNDP & MINECOFIN project technical teams and senior management; and (c) impact assessment mapping.

Quantitative information was collected through content analysis of project progress reports, in particular, the Results Framework, focusing on records/numbers of items produced so far, including datasets, management and action plans, publications and other materials and reports. However, project progress reports, in particular, were narrative in form; there was no quantitative reporting, although some indicators required so. For this case, the Evaluator had to constitute quantitative data from the narrative progress reports to enable him conduct analysis of the evaluation questions that required use of quantitative data.

### **Data analysis**

Data analysis was done using three methods: contribution analysis, change analysis, and responsibility assignment mapping. Overall, the conclusion on the analysed aspects show positive results, based on the evidence collected through desk review and consultations.

### **Findings**

In terms of relevance, to a great extent, the project was relevant. The government-led coordinated efforts in policy innovation and access to non-traditional sources of finance, are a demonstration of its high relevance. In particular, the mobilised finance resources from the Green Climate Fund (GCF), Nordic Direct Fund for Investments, and the UN Trust Fund have helped GoR to leverage external funds for the budget support. The revised Aid Policy by MINECOFIN has offered solutions to access to the non-traditional sources of finance, as the policy is now aligned with the changing Development Partners Aid architecture. In many ways, the project aligned with both the national, UNDP, and the Swiss strategic priorities, the 2030 Agenda for Sustainable Development, and the human rights principles of “Respect, Protect, Provide and Fulfil the Rights of the Rights Holders.”

To a great extent, effectiveness is key strength of the project when judged from 79 percent progress towards the achievement of the project objectives. This is commendable progress on the Objectives for the project which is three-and-half years into its five-year life. The project’s coordination, cooperation and capacity building efforts not only influenced these achievements, but also improved the project institutionalization of the knowledge management from the project implementation. Although the project was negatively affected by the impact of COVID-19 pandemic, this was addressed by the participatory planning process by modifying the approach to project interventions, and so enabled the project to continue to operate and provide services to the partners.

The efficiency in project management is demonstrated in the project’s progress in implementing most of the activities and commendable progress with over 75 percent average achievement on the outputs, three-and-half years in the five-year life of the project. The quality of implementation is generally good, with overall expenditure kept within the overall total budget. However, funds absorption remained modest at an average of 50 percent, and is associated with slow progress in the implementation of some of the activities, especially under Output 3. The capacity development actions that strengthened partnerships between UNDP and MINECOFIN, increased the project’s decision-making, planning and implementation processes. The most important added value of the project’s multi-partners approach is in the areas

of; capacity building and building trust among partners, increased finance resources mobilisation from non-traditional sources, innovative development policies that align with Development Partners Aid architecture, and contribution to completing most project activities and achieving above average performance in all outputs except one. The project scored fairly well in terms of monitoring, evaluation and learning, although the monitoring system did not capture qualitative statements of outcome and impact from beneficiaries as implementation progressed. Progress reports were well structured in terms of narrative reporting, but reporting on quantitative indicators at the output and outcome levels did not form part of the project monitoring and evaluation system.

Impact was heightened by “*using the government own systems*”, and was greater when participatory planning set realistic targets and implemented reliable interventions. All the implementing partners were resourceful in innovating development policies and interventions that had the most finance impact, such as the Green Climate Fund investments. The project was proactive in identifying interventions appropriate for economic diversification, inclusive and accelerated economic growth and reduction of poverty and inequality. Relevance of impact was achieved under all areas of action: embedding system-wide thinking within the national institution’s planning approaches; developing new and innovative policy options to deepen structural transformation; and attracting and boosting domestic savings, private investments as well as diversifying sources of finance for development.

Sustainability was demonstrated by a strong sense of national ownership in the project and highly visible Rwandan technical management. Participatory planning, in which rights and responsibilities were negotiated, best demonstrated in the division of labour in capacity building, was critical to the sense of ownership. The capacities for innovative policy development and mobilisation of finances from non-traditional sources supported through the project should continue to be applied without SDC and UNDP funding, as the capacities were built “*using the government own systems*”, and policy ideas are from the Government itself.

While the Project Document revealed that the project was designed with human-rights and gender lens in focus, as judged from “*Leave No One Behind*” responsive indicator in the Results Framework and activities in the Work Plan, it was difficult to conclude that human-rights and gender were mainstreamed during implementation, monitoring and evaluation, as they were not evident in all the annual and quarterly progress reports.

## **Conclusions**

The programme actions to “embed system-wide thinking within the national institution’s planning approaches”, “develop new and innovative policy options to deepen structural transformation”, and “attract and boost domestic savings, private investments, as well as diversifying sources of finance for development objectives”, to a great extent, were efficient, effective, make a positive impact, relevant and sustainable. Common to them all, in similar degrees, is their emphasis on “*strengthening the capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress*”. This is key to the sustainability of the programme results.

The relevance of the project is demonstrated in GoR’s lead role in policy innovation and access to green finance. The GCF, in particular, through which the GoR accessed non-traditional sources of finance for green investments, has enabled the GoR to realize that a country can still fund low-carbon economic growth and lift poor people out of poverty, create jobs and reduce greenhouse emissions. Moreover, this aligned with both national and UNDP and the SDC strategic priorities for Rwanda, and the 2030 Agenda for Sustainable Development.

The effectiveness is demonstrated by good progress towards the achievement of the project Objectives. It is likely that all the two project objectives will be achieved within the remaining one-and-half years of the project five-year life.

The efficiency in project management is demonstrated in the project’s progress in implementing most of the activities and commendable progress towards the achievements of almost all the outputs. The quality of implementation is generally good.

Impact is demonstrated in the institutionalisation of knowledge management from the project implementation. The relevance of the project impact is high, while the extent and duration of the programme actions remain medium.

Sustainability is being demonstrated by a strong sense of national ownership in the project. The sustainability of private investments and economic growth will continue as ease of doing business continues to encourage conducive investment climate for domestic and foreign direct investments.

To some extent, the project design mainstreamed gender and human rights, as judged from the inclusion of ‘*Leave No One Behind*’ indicator in the project Results Framework.



## Recommendations

With only one-and-half years left to the end of the project, it is recommended to accelerate the implementation of the project activities and improve funds absorption, especially for the activities under Output 3, where progress towards the achievement of the Output is at 42 percent.

The second recommendation is to improve the measurements of outcome, given that the existing monitoring and evaluation system does not capture qualitative statements from beneficiaries about their satisfaction and perception of changes in practice among beneficiary individuals and institutions.

The third recommendation is to improve quantitative data reporting, given that the annual progress reports do not currently document quantitative data for quantitative output and outcome indicators and their targets set out in the Results Framework.

The fourth recommendation is to improve gender mainstreaming by revising the Results Framework to address this gap; and Annual Work Plans and Annual Progress reports need to be improved to capture data disaggregation by sex and gender, where such is necessary.

The fifth recommendation is to improve the project theory of change to clearly align the project objectives to the outputs in the results chain so as to improve the 'evaluability' of the project at the end. This will entail revising the Results Framework to include the objectives, and align the objectives with the outputs in subsequent Annual Work Plans and Annual and quarterly progress reports.

The sixth recommendation is for the project to strengthen synergy with IFAD and UNIDO. This is an opportunity for UNDP to strengthen its synergy with IFAD for developing modern agriculture for sustainable food supply and improvements in incomes; and UNIDO, who has strengths in investments in Industrial development. This is also in line with the UN system which requires UN entities to undertake complementary thematic activities.

## Lessons learned

The first lesson learned is that allowing governmental structures to lead the delivery of the project had a double advantage. On the one hand, national and local planning structures have received much needed capacity building on innovative policy development, analysis and planning, development cooperation, and mobilisation of finance resources from non-traditional sources. On the other hand, it has instilled a culture of system-wide thinking and planning across ministries, as MINECOFIN, Local Government Ministry, and other line ministries, are all guided by the common planning tools – NST1, Vision 2050, and SDGs.

The second lesson is that most of the components of the IDPFI project, such as instilling system-wide thinking and planning across ministries, and South-South & Triangular Cooperation (SS & TC) require long-term commitment for achieving change and the choice of "*using government own systems*" has supported this commitment. Moreover, "*using government own systems*" will allow implementing partners at the central level to work with lower local government structures and community, and build long lasting relationships for the achievement of the NST1 and Vision 2050.

The third lesson is that by focusing on the capacity of MINECOFIN for innovative policy development, planning, development cooperation, and mobilisation of non-traditional finance resources for investment, the project interventions met the needs of the Government of Rwanda in its drive to enhance domestic savings and mobilise non-traditional finance resources for investment and accelerated economic growth.

The fourth lesson is that the project represented a "*learning while doing*" approach as this encouraged active engagement of both international and national experts with the beneficiary ministries and institutions, and appeals and retains knowledge. It also encouraged inclusion and participation, as consultations tended to involve a wider audience in the sectors – the very purpose of the project to encourage system-wide thinking in innovative policy development and planning.

## Best practices

Linking capacity building in innovative policy development with the mobilisation of external finance resources through "*learning while doing*" is a best practice. In addition to capacity building of MINECOFIN, the built capacities were being used concurrently to mobilise external finance resources as the project implementation progressed. This also gave UNDP an opportunity to appreciate the effectiveness of its capacity building efforts on policy and strategy on an on-going basis.

Engaging of local experts from MINECOFIN in providing technical assistance to lower local governments had substantial impact. In addition to transferring knowledge and skills to the lower local governments, engaging national experts from among direct beneficiaries of the project leads to a shift from planning in silos to a more system-wide planning among the government line ministries.

By allowing international experts to work alongside national experts to provide technical assistance, the project is contributing to developing a pool of national experts on development policy and planning and external finance resources mobilisation. The pool of experts can be contracted on short notice to not only work on development policy and planning, and external finance resources mobilisation, but also in future projects.

The capacity building initiative has a long-term effect on the improvement of local expertise for innovative development policy and finance for impact, thus creating an environment for sustainable economic development based on knowledge. Similar interventions will start to replace dependence on external expertise as far as Rwanda is prepared to develop local expertise for sustainable economic development.

## 1. INTRODUCTION

The Mid-term Evaluation (MTE) of the “***Innovative Development Policy and Finance for Impact (IDPFI)***”, was carried out on the initiative of the United Nations Development Programme (UNDP) and the Ministry of Finance and Economic Planning (MINECOFIN) in Rwanda. The **purpose** of the Mid-term evaluation is to assess the project performance, and generate practical recommendations, lessons learnt, and best practices. The **objectives** of the Mid-term Evaluation are; (a) assess the Programme’s implementation strategy, (b) assess the relevance, efficiency, effectiveness, sustainability, and impact of the interventions, (c) assess the Programme’s processes, including budgetary efficiency, (d) assess the extent to which planned activities and outputs are being achieved, (e) identify the main achievements and impacts of the programme’s activities including the most successful initiatives to be scaled-up, (f) identify the underlying causes and issues of non-achievement of some targets, (g) document lessons learnt of effective approaches, (h) make recommendations for the next project cycle, and (i) make recommendations for strengthening the synergies among United Nations (UN) agencies and implementing partners

The main audiences of the evaluation findings and recommendations, and how they will use the results, are; (a) **Development partners** (Donor: Swiss Agency for Development and Cooperation-SDC, UNDP, and their strategic and operational partner – MINECOFIN, the **Project Steering Committee (PSC)** chaired by MINECOFIN, tasked with providing strategic oversight to the project), are expected to use successful project strategies identified through the evaluation to improve the on-going project and future project design, implementation, and monitoring, and to demonstrate accountability and transparency to the project stakeholders; and (b) the **IDPFI project staff of UNDP and MINECOFIN**, including the **External Finance Division (EFD)**, the **National Planning and Research Department (NDPR)**, and the **National Institute for Statistics and Research (NISR)**, tasked with the operationalisation of interventions within their respective mandates, and **beneficiaries** – are expected to use the evaluation results to increase knowledge and understanding of the strengths and weaknesses arising from the project implementation, and challenges of similar intervention in future.

This MTE report follows the outline provided in the Evaluation Guidelines of the United Nations Development Programme<sup>2</sup>, that is; (a) Title and opening pages, (b) Project and evaluation information details, (c) Table of contents, (d) List of acronyms and abbreviations, (e) Executive Summary, (f) Introduction, (g) Description of the Intervention, (h) Evaluation purpose, scope and objectives, (i) Evaluation Approach and Methods, (j) Data Analysis, (k) Findings, (l) Conclusions, (m) Recommendations, (n) Lessons learnt and Best practices, and (o) Annexes. The report presents the findings in line with the project Evaluation criteria of **relevance, effectiveness, efficiency, impact, and sustainability**, and cross-cutting issues of **human rights** and **gender**, as described in the Terms of Reference in **Annex 1**.

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<sup>2</sup> UNDP Evaluation report template and quality standards (pages 117-121). Source: <http://www.unevaluation.org/document/detail/100>

## 2. DESCRIPTION OF THE INTERVENTION

The project: “**Innovative Development Policy and Finance for Impact (IDPFI)**”, is a multi-partner and multi-year initiative implemented by UNDP and MINECOFIN in Rwanda. The innovation builds upon the previous support extended to MINECOFIN by UNDP under the project, “Support for Effective Development Cooperation for Results” that was jointly supported by UNDP, Department for International Development (DFID), and SDC. The IDPFI project objectives build on the objectives of the previous programme, which are; (a) **Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources**, and (b) **Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.**<sup>3</sup> The project addresses the underlying challenges to economic and social transformation in Rwanda including, economic diversification, inclusive and accelerated economic growth and reduction of poverty and inequality. Despite rapid economic growth and significant gains in the reduction of poverty and inequality, still significant share of the population remains below income and multidimensional poverty lines. This is mainly because of very high population growth in rural areas, limited structural transformation, high vulnerability caused by weather related climate change, low levels of private investments and limited finances to undertake transformational programmes.

With the adoption of Sustainable Development Goals (SDGs), Rwanda needs to consolidate and enhance its progress in an integrated way as stated in the new National Strategy for Transformation (NST1). The need to make concurrent progress in multiple fronts is recognized by the GoR. However, this ambitious goal can only be achieved if system-wide thinking is adequately embedded within the national institution’s planning approaches, new and innovative policy options are developed to deepen structural transformation and if Rwanda achieves significant mileage in attracting and boosting domestic savings, and private investments as well as diversifying its sources of finance for development. The IDPFI project is expected to contribute to the **United Nations Development Assistance Plan (UNDAP: 2018-2023) Outcome 3**: “By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all”, and **UNDP Country Programme Document (CPD: 2018-2023) Output 1.1**: “MINECOFIN has enhanced technical capacity to access, leverage and utilize development finance to achieve national development objectives”, and **Output 1.2**: “Public-private partnerships and institutional arrangements strengthened to create decent jobs and promote entrepreneurship, especially among women and youth.” The IDPFI project is aligned to relevant national and international priorities, as stated below:

<b>IDPFI project Outputs (2019-2024):</b>	<p><b>Output 1:</b> Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs.</p> <p><b>Output 2:</b> MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives</p> <p><b>Output 3:</b> Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance.</p> <p><b>Output 4:</b> The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda’s South-South and Triangular Cooperation activities.</p>
<b>IDPFI project Objectives (2019-2024):</b>	<p><b>Objective 1:</b> Support for Effective Development Cooperation and Resource Mobilization, particularly from non-traditional sources.</p> <p><b>Objective 2:</b> Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes.</p>
<b>UNDP Country Programme Document (2018-2023):</b>	<p><b>Output 1.1:</b> MINECOFIN has enhanced technical capacity to access, leverage and utilize development finance to achieve national development objectives.</p> <p><b>Output 1.2:</b> Public-private partnerships and institutional arrangements strengthened to create decent jobs and promote entrepreneurship, especially among women and youth.</p>
<b>UNDP Strategic Plan (2018-2023):</b>	<p><b>Outcome 1:</b> Eradicate poverty in all its forms and dimensions.</p> <p><b>Outcome 2:</b> Accelerate structural transformations for sustainable development.</p>
<b>UNDAP II (2018-2023):</b>	<p><b>Outcome 3:</b> By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</p>
<b>National Priority of Rwanda (2017-2024):</b>	<p><b>National Priority:</b> Accelerate inclusive economic growth and development founded on the private sector, knowledge and Rwanda’s natural resources.</p>
<b>Sustainable Development Goals (SDGs)</b>	<p><b>Goal 1:</b> End poverty in all its forms everywhere.</p> <p><b>Goal 5:</b> Achieve gender equality and empower all women and girls</p> <p><b>Goal 8:</b> Promote inclusive and sustainable economic growth, employment and descent work for all.</p> <p><b>Goal 9:</b> Build resilient infrastructure, promote sustainable industrialization and foster innovation.</p> <p><b>Goal 10:</b> Reduce inequality within and among countries.</p> <p><b>Goal 16:</b> Promote just, peaceful and inclusive societies.</p> <p><b>Goal 17:</b> Revitalize the global partnership for sustainable development</p>

<sup>3</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 17).

The project Results Framework is aligned to Agenda 2030, NST1 (2017-2024), UNDAP (2018-2023), and UNDP CPD (2018-2023). The project works with the appropriate stakeholders and through effective partnerships.

The project is implemented “*using government own systems*” under the strategic guidance of senior management in MINECOFIN and day-to-day support from the EFD under the Office of Chief Economist within MINECOFIN and the NDPR in operationalization of interventions within their respective mandates as well as additional responsible parties, including the NISR. A Steering Committee chaired by MINECOFIN provides strategic oversight to the project, with senior representation from relevant stakeholders. Technical Assistance to MINECOFIN is provided, and quality is assured by UNDP and partners including ONE UN team. The project duration, budget, and funding sources is as below:

**Project duration:** 1 June 2019 - 31 May 2024.

**Total Funding:** US\$ 4,205,250

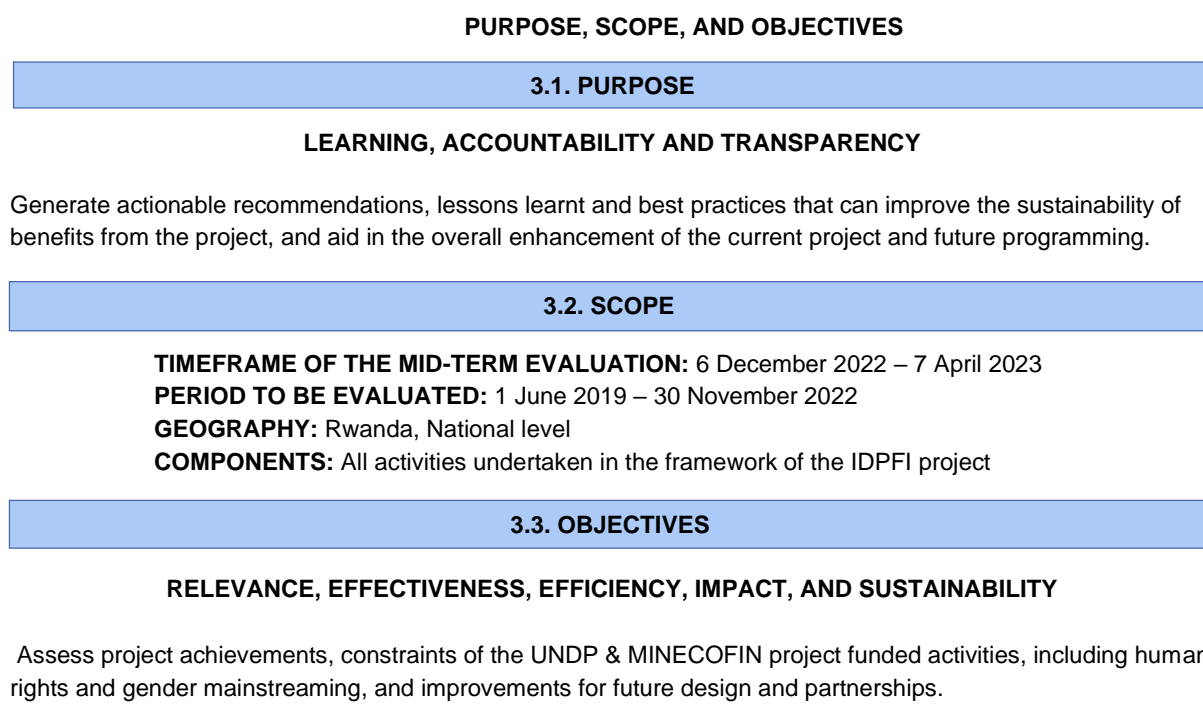
**Funding sources:** (a) UNDP- US\$ 3,955,250; (b) Swiss Development Cooperation – US\$ 250,000

**Overall expenditure by the time of the Mid-term Evaluation:** US\$ 1,032,825

### 3. EVALUATION PURPOSE, SCOPE AND OBJECTIVES

Figure 1 summarizes the Mid-term Evaluation purpose, scope and objectives.

Figure 1: *Mid-term Evaluation purpose, scope and objectives*



The main **purpose** of the MTE is to examine the results, achievements, and constraints of UNDP and MINECOFIN funded activities of the IDPFI Project. The findings and recommendations of the evaluation and lessons learned from its implementation will inform the end of the programme cycle. The MTE is intended to identify weaknesses and strengths of the project design and implementation, and come up with recommendations regarding the overall design and orientation of the programming cycle. The evaluation also assessed early signs of project success or failure and prompt adjustments. The results and recommendations of the evaluation would also help the Project to document lessons learnt and best practices.

The **scope** of the MTE is to assess the project interventions under all the four outputs: (a) **Output 1:** Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs, (b) **Output 2:** MINECOFIN has enhanced technical capacity to access, monitor and manage diverse external development finance resources to achieve national development objectives, (c) **Output 3:** Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance, and (d) **Output 4:** The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South and Triangular Cooperation activities. The evaluation geographic coverage is national, and covers the implementation period of the project, from 2019 up to date.

The main **objectives** of the MTE are; (a) Assess the Programme's implementation strategy, (b) Assess the relevance, efficiency, effectiveness, sustainability, and impact of the interventions, (c) Assess the Programme's processes, including budgetary efficiency, (d) Assess the extent to which planned activities and outputs are being achieved, (e) Identify the main achievements and impacts of the programme's activities including the most successful initiatives to be scaled-up, (g) Identify the underlying causes and issues of non-achievement of some targets, (h) Document lessons learnt of effective approaches, (i) Make recommendations for the next project cycle, and (j) Make recommendations for strengthening the synergies among UN agencies and implementing partners.

Specifically, the MTE assessed the evaluation criteria of; **relevance, effectiveness, efficiency, impact, and sustainability**, as described in details in the Terms of Reference in **Annex 1**, and in the results presented for each evaluation criteria under **“Section 6 on Findings.”**

## 4. EVALUATION APPROACH AND METHODS

### 4.1. Evaluation Approach

The IDPFI project MTE adopted a participatory approach, engaging a wide group of stakeholders in the project. Participation of the main partners was necessary to promote ownership, facilitate future buy-in, ensure accountability, and facilitate reaching utilization-focused recommendations for the IDPFI Project stakeholders.

The evaluation was based on a hybrid approach, with one in-country mission to Rwanda to conduct face-to-face interviews/consultations, and the rest of the evaluation time was home-based. The evaluation was conducted over a period of 4 months from 6 December 2022 to 7 April 2023, as described in the Work plan in **Annex 3**. The evaluation process included three phases as described in **Table 1**.

Table 1: *Phases of the Mid-term Evaluation*

Phase	Description	Deliverable
<b>Inception Phase</b>	<p>Preliminary desk review and initial remote consultations with IDPFI's Project Management team (UNDP &amp; MINECOFIN), to familiarize with the project interventions, detailed Evaluator's understanding of what is being evaluated, and to fine-tune the evaluation methodology, tools and rationale for selection and limitations; evaluation matrix detailing key questions and how they will be answered; and work plan.</p> <p>Presentation, discussion and approval of the Inception Report with UNDP &amp; MINECOFIN, within 2 weeks after signing the contract, and prior to full-fledged data collection exercise.</p>	<b>Evaluation Inception Report (15 pages max)</b>
<b>Data collection Phase</b>	Further collection of documents; literature search and in-depth desk review; remote consultations with UNDP and MINECOFIN teams.	
<b>Data Analysis and Report Synthesis Phase</b>	<p>Analysis of the collected data, aggregation of findings in line with the evaluation objectives, criteria and questions, assessment of progress and contribution of the project to achieved results, and development of recommendations.</p> <p>Submission of Draft MTE Report to UNDP for comments and inputs.</p> <p>Incorporate feedback from UNDP &amp; partners to Draft report, including Audit trail of how comments have been addressed</p>	<p><b>Draft Evaluation Report (50 pages max, excluding Executive Summary, Annexes and, a summary document – 5 pages max highlighting lessons learnt, best practices and key set of recommendations) submitted to UNDP.</b></p>
		<b>Power Point Presentation of Draft Evaluation Report to Technical Committee for inputs, comments and approval.</b>
	Submission of Final Mid-term Evaluation Report to UNDP 1 week after receipt of consolidated comments from stakeholders.	<b>Mid-term Final Evaluation Report and a summary report (5 pages max)</b>

### 4.2. Evaluation Methods

The MTE was based on **qualitative design**. The methodology included desk review of project documents and online data collection, as well as inception meeting to consult with project stakeholders in Rwanda.

#### 4.2.1. Methods of data collection, data source, and rationale for their selection

**Qualitative information** was collected through: (a) **desk review** of literature and programme document, financial and monitoring reports (Programme Annual Implementation Reports, Steering Committee meetings resolutions, Quarterly progress reports, and policy documents; (b) **inception / consultation meetings** with UNDP & MINECOFIN project technical teams and senior management; and (c) **impact assessment mapping**.



**Quantitative information** was collected through **content analysis** of project progress reports, in particular, the Results Framework, focusing on **records/numbers** of items produced so far, including datasets, management and action plans, publications and other materials and reports.

The choice of particular data collection method was guided by the evaluation criteria and questions described in the Terms of Reference in **Annex 1** and in the Evaluation Matrix in **Annex 2**. The data sources and methods of data collection, and rationale for their selection are described in **Annex 5**.

#### **4.2.1.1. Data collection tools and sampling procedure**

##### *a) Data collection tools*

The Evaluation Matrix in **Annex 2** presents the evaluation questions, sources of data, and data collection and analysis methods. The tools for data collection, namely; desk review guide and Impact Assessment tool, are presented in **Annexes 6.1 and 6.2**, respectively. Consultation Guide was applied to guide programme and policy level consultations with stakeholders.

##### *b) Sampling procedure and sample size*

Purposive sampling was applied for selection of stakeholders for the evaluation. The agreed process for selection of individuals to participate in consultations and Impact assessment mapping, was based on in-depth experience with the project. This was necessary so as to obtain richer information and evidence on the performance and potential impact of the project. Consultations involved a total of 5 key persons coming from the technical and senior management teams of UNDP and MINECOFIN.

#### **4.2.2. Stakeholders participation**

The MTE mainly consulted with key project stakeholders, involving a total of 5 key persons (4 men and 1 women) coming from the technical and senior management teams of UNDP and MINECOFIN.

#### **4.2.3. Evaluation Management**

Principally, the Evaluator reported to the UNDP Deputy Resident Representative, who is the commissioner of the evaluation, with reporting line to UNDP Head of Inclusive Green Economy Unit and the day-to-day guidance from the National Programme Coordinator at UNDP. To ensure effectiveness and quality of the MTE report, the evaluation management structure was the UNDP & MINECOFIN technical teams, tasked with providing both substantive support to the Evaluator, making refinement to the evaluation work plan, and organizing key stakeholders for consultations. They were also consulted on key aspects of the evaluation process to provide input at key stages of the evaluation. The Terms of Reference formed the basis upon which the evaluation requirements and overall quality of the evaluation was assessed.

#### **4.2.4. Ethical considerations**

The evaluation was carried out in accordance with the 'Code of conduct for Evaluation in the UN System' signed by the Evaluator (**see Annex 4**). It was also conducted in compliance with the UNDP Evaluation Guidelines and Policies, and OECD evaluation principles and guidelines and DAC Evaluation Quality Standards.<sup>4</sup>

#### **4.2.5. Background information on the Evaluator**

Patrick Orotin holds a Doctorate Degree in Management. He has a background and experience working as evaluator of; UN Country Programmes, Policy development and implementation, Economic Reform, Resilience and Crisis Response, Climate Change and Renewable Energy, Gender Based Violence, Child Protection, Education, and Health Systems Strengthening programmes and projects, in Africa, Arab States, and Central Asia. He is well versed with the UN programming and operations, having served as Monitoring and Evaluation (M&E) Specialist of the UN Joint Programme on Population, and Co-chair of the Joint UN Team on M&E in Uganda. In international evaluation standards, Patrick is familiar with the OECD/DAC criteria and guidelines and evaluation quality standards, UNDP Evaluation Guidelines and Policies, and UNEG Guidelines and approaches for evaluation,

<sup>4</sup> OECD (FEBRUARY 2020). BETTER CRITERIA FOR BETTER EVALUATION. Source: <https://www.oecd.org/dac>

having managed over nine evaluations for the United Nations (including as Evaluation Team Leader and Evaluation Manager for programmes and projects, singly and jointly implemented by the United Nations (UNDP, UNICEF, UNFPA, FAO, WHO, UN-Habitat, UN WOMEN, and ILO), international NGOs (Save the Children, The International Rescue Committee, The World Wide Fund for Nature, John Snow Inc.), and seven other evaluations for projects and programmes funded by USAID, EU, UK Aid, and SIDA. He is fluent in English and fair in French.

#### **4.2.6. Major limitations of the Methodology**

- a) The project progress reports were narrative in form; there was no quantitative reporting across all the quarterly and annual progress reports, although half of the indicators required quantitative reporting. For this case, the Evaluator had to constitute quantitative data from the narrative progress reports to enable him conduct analysis on the evaluation questions that required use of quantitative data.

## 5. DATA ANALYSIS

Collected data was grouped into assessment areas of **relevance, effectiveness, efficiency, impact, sustainability**, in line with their evaluation criteria questions described in the Terms of Reference in **Annex 1** and in the Evaluation Matrix in **Annex 2**. Cross-cutting issues of **gender** and **human rights** were also assessed.

Notes from desk review and consultations, and impact assessment, were reduced through content analysis to allow quality evaluation of the data against the evaluation questions.

The MTE analysed data from annual progress reports for Fiscal Year (FY) 2019/2020 & 2020/2021, and Fourth Quarterly Progress report for 2021/2022, to assess progress towards planned outputs as measured by Output indicators identified in the Results Framework. The progress was analysed using **Contribution analysis, Change analysis** and **Responsibility assignment mapping**, described in **Table 2**, and rated using the '**Rating system**' defined in **Table 3**.

Table 2: *Data analysis methods applied and rationale for selection*

Method	Rationale for Selection
<b>Change analysis</b>	Collected data is systematized and compared against the achievements and expected changes described in the project document and progress reports provided by UNDP. This helps to reach conclusions on progress of the project towards the targets and most effective approaches and recommendations for the next similar actions. Where data disaggregation exists in the progress reports, data on change analysis is presented by disaggregating data by sex and gender in the evaluation report.
<b>Contribution analysis</b>	Contribution analysis (CA) is the most appropriate data analysis method in understanding the programme's specific impact on observed results. It is used when evaluating programmes where an 'experiment' to test cause and effect is impractical, by working with the theory of change (TOC) to enable adaptive management (i.e., to make robust decision-making in the face of uncertainty). It is an alternative way of thinking about <b>Attribution</b> , including roles of each of the stakeholders involved. It analyses enablers and barriers to results, as well as drawing conclusions around main contributors, including level of contribution of UNDP & MINECOFIN to achieved results. The strength of the evidence is realized when primary information (from FGD & KII) verified is triangulated with secondary information (online information, Project Document, progress reports) that is verified.
<b>Responsibility assignment mapping</b>	Using the logic of the intervention, and involvement of UNDP & MINECOFIN partners, the evaluation will systematize the collected data on partnership arrangements between UNDP & MINECOFIN and project partners, practical implementation arrangements and expressed need for cooperation. Ultimately, this helps in reaching conclusions on effectiveness and efficiency of the support and recommendations on how to increase the effectiveness of the partnership and cooperation.

Table 3: *Ratings for assessing progress towards achievement of the Project Outputs*

Rating Scale <sup>5</sup>	Definition
>85%	Indicating progress towards achievement of the output is as foreseen and impediments and risks are not expected to significantly affect progress.
65-85%	Indicating progress towards achievement of the output is in jeopardy and action is required to overcome delays, impediments, and risks.
<65%	Indicating progress towards achievement of the output is in serious jeopardy due to impediments or risk that are expected to significantly alter progress.

To assess the performance of the project under each evaluation criteria question described in the ToR, notes from each criteria question were analysed through content analysis and results aggregated, and conclusion on the level of achievement made, using the following **rating**<sup>6</sup>, based on the Evaluator's professional judgment:

- **Achieved:** broadly with few exceptions
- **Moderately achieved:** a combination of strengths and weaknesses
- **Partially achieved:** a lot of weaknesses and gaps
- **Not achieved:** no strength evident

To assess the **impact of the programme** on observed results, the MTE analysed notes from primary data (collected through consultations) as well as notes from secondary data sources (online information, Project Document, progress reports), following the **Contribution data analysis** method described earlier in **Table 2**, and detailed in the **Impact assessment mapping**<sup>7</sup> in **Annex 6.2**.

<sup>5</sup> Adapted from the performance rating used by the Evaluator in the Mid-term Evaluation of the Country Programme of Food and Agriculture Organization of the United Nations (FAO) in Uganda, July 2018.

<sup>6</sup> Adapted from the performance rating used by the Evaluator in the Final Evaluation of the UNDP Headway Project in Iraq, September 2022. <https://erc.undp.org/evaluation/documents/download/21579>

<sup>7</sup> Adapted from the Methodological Approach for assessing programme impacts on observed results. <https://usaideallearninglab.org/communit...>

## 6. FINDINGS

This section of the report presents the findings and analysis of the IDPFI Project MTE, organized to reflect the project's **relevance, effectiveness, efficiency, impact, and sustainability** aspects of the project, as specified in the Terms of Reference (*see Annex 1*) and in the Inception Report approved for this evaluation. Gender and human rights aspects were assessed as crosscutting issues. Each evaluation criteria question under Relevance, Effectiveness, Efficiency, and Sustainability, was analysed using the following rating to measure the project achievement under each criteria question.

- **Achieved:** broadly with few exceptions
- **Moderately achieved:** a combination of strengths and weaknesses
- **Partially achieved:** a lot of weaknesses and gaps
- **Not achieved:** no strength evident

The rating was based on the Evaluator's professional judgment as described earlier under the section on **Data analysis** for this evaluation.

For the case of the measurement of the criteria of **Impact**, the **Impact assessment mapping in Annex 6.2** was applied. While progress towards the achievement of the project Outputs was rated using the '**Rating system**' defined earlier in **Table 3** under the section on **Data analysis** for this evaluation.

### 6.1. Relevance

The project **relevance** was assessed by: (i) Examining the areas where the project is being implemented, how the project site was selected, the main focus of the project implementation so far, who are the main beneficiaries and how they were selected, and how the project aligned to the national development strategy (NST1, Vision 2050); (ii) Extent to which the project activities are suited to the priorities and policies of the target group, recipient and donor; (iii) Extent to which the project objectives remained valid throughout the project duration; (iv) Extent to which the activities and outputs of the project were consistent with the overall goal and the attainment of its objectives; and (v) Extent to which the activities and outputs of the project were consistent with the intended impacts and effects.

#### 6.1.1. *Project implementation location, main focus of implementation, beneficiaries, and alignment with national development strategies – NST1 and Vision 2050*

**Achieved:** *The evaluation concludes that the project is highly relevant and aligns to the national development strategies of Rwanda.*

As described in the Project Document, the project aimed to support the GoR to strengthen the capacity of national and local level institutions to plan, develop effective policies, monitor progress, and diversify development finance to address major development constraints including economic diversification, structural transformation, and poverty and inequality.<sup>8</sup> Unlike most UNDP-oriented policy support programmes<sup>9</sup>, the IDPFI project is not limited to impacts in terms of policy actions, but aimed to impact the ultimate beneficiaries of the policy actions. The beneficiaries impacted or yet to be impacted by the project innovative policy actions, include: Macroeconomic Policy Division; External Finance Division (EFD); National Development Partners Retreat; National Department for Planning and Research (NDPR); Single Project Implementation Unit (SPIU); and Rwanda Cooperation Initiative (RCI).<sup>10</sup>

The project choice of the beneficiaries was strategic. In emphasising the strategic importance of these beneficiaries, the Macroeconomic Policy Division and NDPR are sources for data and analysis for evidenced-based policy analysis, and are responsible for providing data analytics and statistical indices for use for development planning and advocacy by other sectors and ministries of government, the private sector, and civil society organisations. In addition, instead of going full-scale to build capacity of all the ministries and sectors of government on data analysis and statistical indices for evidence-based policy analysis to support innovative policy development and mobilisation of finance resources, the IDPFI project narrowed its focus to MINECOFIN which spear-head development planning in Rwanda. By choosing and focusing its strategy on building the capacities of MINECOFIN at the national and local levels for evidence-based policy analysis and making, and M&E, the IDPFI project

<sup>8</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 10).

<sup>9</sup> Evaluation of the UNDP Policy Support Programme in Pakistan. <https://erc.undp.org/evaluation/documents/download/19367>

<sup>10</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 22).

contributed to institutionalising the culture of evidence-based policy analysis and making, and use of data in national development planning and monitoring progress.

Moreover, bringing on board the government partners (MINECOFIN, line ministries and institutions) at the project design phase and during implementation, not only increased participation and transparency, but too increased the potential for ownership and accountability of the project outputs and fostered stronger partnerships for future such initiatives. Similarly, since they play a key role as conveners of national and local level problem-solving, including promotion of quality livelihoods, the government had a direct contribution to enhance inclusive economic growth through evidence-based policies, planning, and mobilisation of finance resources, particularly from non-traditional sources.

Further, by including the private sector (RCI and Rwanda Finance Trust Ltd - RFTL) of different magnitudes (small, and medium size) as active stakeholders in the project, the project demonstrated determination to grow an inclusive and sustainable economy. In addition, by designing interventions such as establishing a network with RFTL, with a focus on Green Investments<sup>11</sup>, the project promoted innovative business models that leveraged access to non-traditional sources of finance – the Green Climate Funds. This has also strengthened Rwanda's relationships with national and international partners.

In the IDPFI project Theory of Change, the overall outcome/goal of the project is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.*<sup>12</sup> The IDPFI project goal is aligned to the NST1 through Rwanda's National Priority or Goal (2017-2024): *Accelerate inclusive economic growth and development founded on the private sector, knowledge and Rwanda's natural resources.*<sup>13</sup> It is also aligned to Rwanda's Vision 2050, which aims to: *ensure Rwanda achieves upper middle-income status by 2035, with a good quality of life and descent jobs for its people and high-income status by 2050.*<sup>14</sup>

#### **6.1.2. Suitability of the project activities to the priorities and policies of the target group, recipient and donor**

**Achieved:** *The evaluation concludes that the project activities are well-suited, with the activities aligned to the priorities and policies of the Government of Rwanda and UNDP, and those of the SDC in Rwanda.*

The IDPFI project outcome is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.*<sup>15</sup> The project outcome is contributed to by these four outputs:

**Output 1.** *Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs.*

**Output 2.** *MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives;*

**Output 3.** *Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance; and*

**Output 4.** *The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South and Triangular Cooperation activities.*

To contribute to the attainment of the outputs, the following key activities have been developed by the project under the four outputs.

For **Output 1**, the primary activities are; (a) **Policy integration in decision-making**, (b) **Evidence-based and integrated planning**, (c) **Design cross-sectional policies and programming**, (d) **Design tools and procedures to guide national planning and budgets**, (e) **Strengthen administrative systems such as Management Information**

<sup>11</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 22).

<sup>12</sup> The IDPFI Project Overall Goal is the same as the UNDP II (2018-2023) Outcome 1.

<sup>13</sup> Rwanda National Strategy for Transformation (NST1) (2018-2024).

<sup>14</sup> [https://www.nirida.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirida.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf).

<sup>15</sup> The East African Community Vision 2050 Final Draft 2015.pdf. <http://repository.eac.int...pdf>.

<sup>16</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 16).

**Systems (MIS), and (f) Strengthen national capacity for Human Development and multi-dimensional poverty reporting and analysis.**<sup>16</sup>

For **Output 2**, the primary activities are; (a) Support to **Development Assistance Database (DAD)** to improve reliability, relevance and use of DAD data, (b) Develop **finance resource mobilisation strategy**, (c) **Capacity** of relevant government staff on **external resource mobilisation**, (d) **International Technical Assistance (TA)** to External Finance Division (EFD) on **resource mobilisation**, and (e) **Local Technical Assistance on M&E** in the External Finance Division.<sup>17</sup>

For **Output 3**, the primary activities are; (a) Establish **innovative finance facility at MINECOFIN**, (b) Pioneer **innovative green financing mechanisms** with relevant institutions (MINECOFIN, FONERWA, BNR, Capital Market Authority), (c) Improve **private sector access to Foreign Direct Investment (FDI)** windows and impact investing, (d) Conduct training on **innovative finance** including blended finance, and (e) Conduct feasibility studies for **innovative finance solutions/mechanisms** and identification of **pipeline projects**.<sup>18</sup>

For **Output 4**, the primary activities are; (a) Assess and **build policy and institutional capacity** of Rwanda Cooperative (RCI) through Technical Assistance (TA), (b) Identification and Certification of **home-grown finance solutions** to be promoted by RCI, (c) Set up **website and e-learning platform**, (d) Support RCI to develop **national strategy on South-South Cooperation, planning and M&E system** and a **database** of SSC focal points, (e) Development of a **national Talent Bank database** and its mechanism for **deployment of national experts to other countries**, and (f) Establishment of a **legal framework** for RCI.<sup>19</sup>

Common to all the activities under the four outputs is their focus on, “**enhanced capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress.**”

Based on the above analysis, the project activities are aligned to the outputs, and the outputs are aligned to the outcome of the project. The project outcome is the same as and aligned to the **UNDAP (2018-2023) Outcome 3: By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.** The UNDAP Outcome is aligned to **NTS1 Priority or Goal of Rwanda (2017-2024): Accelerate inclusive economic growth and development founded on the private sector, knowledge and Rwanda’s natural resources**<sup>20</sup>, and **Rwanda’s Vision 2050**, which aims to: *ensure Rwanda achieves upper middle-income status by 2035, with a good quality of life and descent jobs for its people and high-income status by 2050.*<sup>21</sup> The NTS1 priority is also the strategic priority of the **UNDP Country Programme Document for Rwanda (2018-2023) Output 1.1: MINECOFIN has enhanced technical capacity to access, leverage and utilize development finance to achieve national development objectives;** and **Output 1.2: Public-private partnerships and institutional arrangements strengthened to create decent jobs and promote entrepreneurship, especially among women and youth.** It also the strategic priority of the **UNDP Strategic Plan (2018-2023) Outcome 1: Eradicate poverty in all its forms and dimensions;** and **Outcome 2: Accelerate structural transformations for sustainable development.** Moreover, the project outcome is based on the **Swiss Agency for Development and Cooperation’s Great Lakes Regional strategy: “Helping a population doubly affected by poverty and the consequences of more than a decade of armed conflict.”**<sup>22</sup>

At the global level, the IDPFI project outputs contribute to the SDGs priority **Goal 1: End poverty in all its forms everywhere;** **Goal 5: Achieve gender equality and empower all women and girls;** **Goal 8: Promote inclusive and sustainable economic growth, employment and descent work for all;** **Goal 9: Build resilient infrastructure, promote sustainable industrialization and foster innovation;** **Goal 10: Reduce inequality within and among countries;** **Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels;** and **Goal 17: Revitalize the global partnership for sustainable development.**

<sup>16</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, pp.42-43).

<sup>17</sup> Ibid., pp.44-45.

<sup>18</sup> Ibid., pp.46-48.

<sup>19</sup> Ibid., pp.48-49.

<sup>20</sup> Rwanda National Strategy for Transformation (NTS1) (2017-2024).

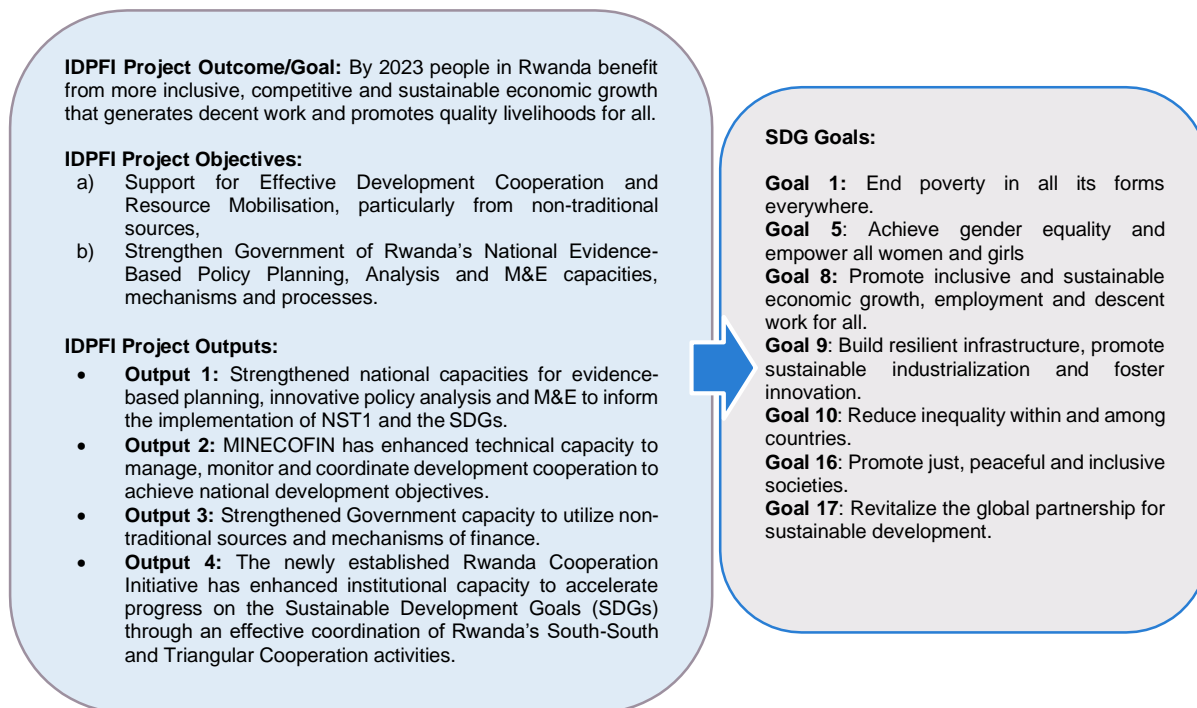
[https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf).

<sup>21</sup> The East African Community Vision 2050 Final Draft 2015.pdf. <http://repository.eac.int...pdf>.

<sup>22</sup> Source: <https://www.eda.admin.ch/countries/rwanda/en/home/international-cooperation/strategy.html>

**Figure 2** illustrates how the project contributes to the 2030 Agenda for Sustainable Development (SDG) by reflecting the link between the project outputs and the SDGs.

Figure 2: Contribution of the IDPFI project to the SDGs



Thus, by aligning the IDPFI project outputs and activities to the priorities and policies of the target group (Government of Rwanda), recipient (UNDP), and the donor (Swiss Development Cooperation), the project design and implementation represented a good attempt to achieve greater coherence that supports national priorities and needs, minimize duplication in interventions, and fosters the added value of applying national capacities and mandate of UNDP and its partners to achieve collective results.

### 6.1.3. Extent to which the project objectives remained valid throughout the project duration

**Achieved:** The evaluation concludes that the project actions demonstrate the strength and continued relevance of the project objectives to strengthen the capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress.

As stated earlier in **Figure 2** in subsection 6.1.2, the IDPFI project objectives are; **Objective 1:** Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources, and **Objective 2:** Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.<sup>23</sup>

In terms of the project objectives remaining valid throughout the project duration, the evaluation finds that the IDPFI project objectives are consistent with the issues that UNDP and the Government of Rwanda identified from the NST1 (2017-2024), and also align with the donor priority for Rwanda. As described earlier in **subsection 6.1.2**, the focus areas prioritised from the NST1 (2017-2024) also informed the development of the UNDP CPD (2018-2023) for Rwanda. They also informed the development of the IDPFI project outputs and activities, as contained in the approved work plan in the IDPFI Project Document.<sup>24</sup> Additionally, the IDPFI project (2018-2024) falls within the same timeframe as the NST1 (2017-2024) and the UNDP CPD (2018-2023) for Rwanda. Moreover, as described earlier in **subsection 6.1.2**, UNDP designed the IDPFI project to support the implementation of the UNDP CPD (2018-2023) and the UNDAF (2018-2023), and ultimately the operationalisation of the NST1 (2017-2024).

<sup>23</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 17).

<sup>24</sup> Ibid., pp.42-49.

The relevance of the project objectives is also being ensured by joint monitoring at the policy and programme levels through the Project Steering Committee (PSC), whose members are drawn from the donor (SDC), UNDP, Development partners (GIZ, DFID), and MINECOFIN, who is also the Chair of the PSC.<sup>25</sup> At the project level, monitoring is being done through planning and in-person and online meetings and discussions with implementing partner (MINECOFIN), and joint quarterly and annual progress reports. These approaches helped in identifying weaknesses and addressing them as project implementation progressed. It also ensured the project objectives remained relevant throughout the project implementation period.

#### **6.1.4. Extent to which the activities and outputs of the project are consistent with the project overall goal and the attainment of its objectives**

**Moderately Achieved:** *The evaluation concludes that the IDPFI project activities and outputs are consistent with the project overall goal, but the outputs were not connected with the objectives.*

As stated earlier in **subsection 6.1.2**, the project **overall goal/outcome** is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.* Similarly, as stated earlier in **subsection 6.1.2**, the project objectives are; **Objective 1:** *Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources,* and **Objective 2:** *Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.*

The consistency of the project activities and outputs with the project overall goal and the attainment of its objectives was assessed by analysis of its Theory of Change<sup>26</sup>, the Results Framework<sup>27</sup>, and the Multi-Year Work Plan.<sup>28</sup> The Theory of Change determines how well the project interventions were built to produce the outputs stated; and how the project outputs are well articulated to achieve the project objectives and outcomes, and how the Theory of Change has been linked to the construction of the Results Framework and the Multi-Year Work Plan.

The project’s Theory of Change contains three outputs, which are; **Output 1:** *Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs;* **Output 2:** *MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives;* and **Output 3:** *Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance.* The fourth output, **Output 4:** *The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda’s South-South Cooperation and Triangular Cooperation,* although missing in the project Theory of Change, is included in the project’s Results Framework and Multi-Year Work Plan. As described earlier in **subsection 6.1.2**, all the four outputs and their activities have these common focus; “**enhance capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress.**” Thus, this evaluation finds that the project outputs and activities are generally consistent with the project overall goal and the attainment of its objectives. On the other hand, there is no clarity on which outputs contribute to which objectives, as the project objectives were not articulated in the Theory of Change, the Results Framework, and the Multi-Year Work Plan. However, based on extensive desk review, this evaluation determined that **Outputs 3 & 4** contribute to **Project Objective 1**, and **Outputs 1 & 2** contribute to **Project Objective 2**.

In terms of Results-Based Management (RBM), as reflected in the project’s Theory of Change and in the Results Framework, the project contains a defined results chain consisting of two types of results: Outputs (4) and Outcome (1), with distinct sets of baselines, targets and performance indicators, formulated using the standard RBM approach. The targets are annualized, that is, for each of FY 2019/2020, 2020/2021, 2021/2022, and 2022/2023. Setting targets on annual basis allows the project managers and partners to take corrective actions sooner than if targets were set for the entire life of the project.

There are 14 indicators in the Results Framework<sup>29</sup>, which have been framed based on the RBM approach. The indicators are framed as quantitative (7) and qualitative (7) indicators. By including both types of indicators, the project monitoring and evaluation (M&E) system demonstrated the intention to measure both “effectiveness” that

<sup>25</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, pp. 50-51).

<sup>26</sup> Ibid., p.16.

<sup>27</sup> Ibid., pp.31-38.

<sup>28</sup> Ibid., pp.42-49.

<sup>29</sup> Ibid., pp.31-38.



largely rely on numbers and percentages, and “impact” and “sustainability” that largely rely on satisfaction and perceptions of changes in practice, and socio-economic conditions of the beneficiaries.

In terms of reporting, progress reports reviewed are structured in line with results-based reporting on what has been done and their evidence, although mainly narrative. The narrative reports are connected with the four outputs, but not linked to the project objectives. Quantitative reporting based on the output and outcome indicators and targets set out in the Results Framework, do not form part of the project monitoring and evaluation system. The progress reports also do not present data disaggregation by sex (male and female), and gender (women, men, youth). Yet data disaggregation by sex and gender would demonstrate the project’s inclusiveness and ‘Leave No One Behind’, a policy priority of the Agenda 2030 for Sustainable Development.

#### **6.1.5. Extent to which the activities and outputs of the project are consistent with the intended impacts and effects**

**Achieved:** *The evaluation concludes that the IDPFI project activities and outputs demonstrate consistency with the project impacts and effects.*

The project **overall goal/outcome** is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.* As described earlier in **subsection 6.1.2**, the project objectives to achieve this overall goal/outcome are: **Objective 1:** *Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources,* and **Objective 2:** *Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.*

Moreover, as described earlier in **subsection 6.1.4**, this evaluation determined that **Project Objective 1** is contributed to by **Outputs 3 & 4** and their respective activities, and **Project Objective 2** is contributed to by **Outputs 1 & 2** and their respective activities. Further, as determined by this evaluation, both objectives contribute to the IDPFI project overall goal/outcome, which is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.* The focus of this goal/outcome is: **“competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all”**. As described earlier in **subsection 6.1.2**, these are also the intended impacts and effects stated in the Results Frameworks of UNDP CPD (2018-2023), the UNDP (2018-2023), and the NST1 (2017-2024).

## **6.2. Effectiveness**

The **effectiveness** of the project was assessed by analysis of nine key areas: (i) Extent to which the project objectives have been achieved; (ii) The major factors influencing the achievement or non-achievement of the objectives; (iii) Extent to which the activities contribute to the achievement of the planned outputs; (iv) Extent to which the different outputs have been achieved; (v) Progress made towards the achievement of the outcomes; (vi) Extent by which the design, implementation and results of the programme have incorporated gender equality perspective and human rights based approach, and what should be done to improve gender and human rights mainstreaming; (vii) Result of the capacity building/trainings interventions, and whether qualified trainers were available to conduct the training; (viii) How UNDP supported the achievement of programme outcome and outputs; and (ix) Appropriateness and effectiveness of partnership strategy conducted by UNDP, factors contributing to the effectiveness or ineffectiveness, and whether there were synergies with other programmes.

### **6.2.1. The extent to which the project objectives have been achieved**

**Achieved:** *The evaluation concludes that there is good progress towards achieving the project objectives*

As described earlier in **subsection 6.1.2 under Relevance**, the project is intended to accomplish two objectives; **Objective 1:** *Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources,* and **Objective 2:** *Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.*

Overall, progress analysis revealed that the progress towards the achievement of the project objectives is at 79 percent. This is commendable progress on the Objectives for the project which is three-and-half years into its five-

year life. Good preparation and bringing counterparts (MINECOFIN) and other partners on board early in the project design and implementation were major factors for the progress on the objectives.

The extent to which each of the project Objectives has been achieved is described below.

**Objective 1:** *Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources.*

As described in **subsection 6.1.4 under Relevance**, this Objective was achieved through two outputs; **Output 3:** Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance; and **Output 4:** Rwanda Cooperation initiative (RCI) has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South Cooperation and Triangular Cooperation (SS & TC). As this evaluation determined, overall progress towards the achievement of this Objective was at 70 percent.

The project performance under this Objective was affected by delays in the completion of two major activities under **Output 3, Activity 3.4:** *Conduct training on Innovative finance (including blended finance)*<sup>30</sup>, and **Activity 3.5:** *Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.*<sup>31</sup> According to documents reviewed, the two activities are interlinked in that **Activity 3.5** could not be started before **Activity 3.4** was completed. This affected the timely completion of the activities, and their contribution to the overall performance of the Objective.

Nonetheless, building on the effectiveness of the previous development cooperation between Development Partners and the GoR, the project mobilised financial resources to the tune of US\$ 3,955,250 from UNDP and US\$ 250,000 from the donor- SDC<sup>32</sup> for its implementation. These resources are consistent with the government's priority for strengthened national capacity to access and utilize non-traditional sources and mechanisms of finance. The strengthened capacity at MINECOFIN through the previous development cooperation was instrumental in accessing these new funds.

Similarly, through the strengthened capacity at MINECOFIN, an Innovative Finance Facility to identify, test and scale-up innovative financing solutions that use non-traditional sources and mechanisms of finance was established.<sup>33</sup> Through this facility, MINECOFIN has nurtured partnership opportunities and accessed Green Finance for Green Investments under the GCF through the Nordic Direct Foreign Investment to improve private sector participation in development finance.<sup>34</sup> In addition, the Innovative Finance Facility has enabled access to non-traditional sources and mechanisms of finance from the UN Trust Fund, besides supporting the exploration of other multiple innovative financing mechanisms, including; blended finance and harnessing diaspora savings and remittances.<sup>35</sup>

Further, MINECOFIN through the RCI is nurturing partnership opportunities for knowledge-based finance mechanisms. Through the SS &TC, RCI has enhanced capacity to accelerate progress on the SDGs, in particular, on SDG 17: Partnerships. It has established a content design of Home Grown Solutions (HGS) - a platform-enabled website that reflects RCI cooperate image in Rwanda, Africa, and beyond; that helps to attract interested institutions to its services.<sup>36</sup> The website hosts RCI online platform and services, including study visits, training, research, advisory services and implementation of cooperation projects. The website ensures prompt response to foreign requests and institutes a cost recovery mechanism. Although, this evaluation did not find that the cost recovery financing mechanism had led to accessing non-traditional sources and mechanisms of finance for Rwanda, report of similar innovation in Kenya presents positive insights. For example, **Gro Intelligence, Kenya**, is an Artificial Intelligence (AI)<sup>37</sup> powered insights company that provides decision-making analytics to the agriculture economies and their participants. Founded in 2014, **Gro Intelligence, Kenya** raised up to US\$118,810,000 in November 2022 alone, putting it in the third position in Africa in terms of fund raising from non-traditional sources and mechanisms of finance for Kenya's economy.<sup>38</sup>

<sup>30</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>31</sup> Ibid., p.7.

<sup>32</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 2).

<sup>33</sup> Innovative Development Policy and Finance for Impact Project, Quarter Four Progress Report, 2021/2022, p.5.

<sup>34</sup> Ibid., p.5.

<sup>35</sup> Ibid., p.5.

<sup>36</sup> Ibid., p.6.

<sup>37</sup> Artificial Intelligence (AI) is the ability of machines to capture user data, learn and make informed business decisions based on the data and analytics. It uses customer insights to inform decision-making and uncovers opportunities for new products.

<sup>38</sup> Source: <https://startuplist.africa/industry/big-data>

**Objective 2:** *Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.*

As this evaluation determined in **subsections 6.1.4 under Relevance**, this objective was achieved through two outputs; **Output 1:** Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs; and **Output 2:** MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives. Overall progress towards the achievement of this Objective was at 86 percent by the time of this evaluation.

The evaluation revealed that the capacities developed for planners of the NDPR on strategic planning, public investment, feasibility studies and M&E to support the implementation of NST1, Vision 2050 and SDGs, contributed to NDPR delivering the ambitions from Vision 2050. Through support from Development Partners and technical support from NDPR, Cabinet approved Vision 2050 document on 29th July 2020.<sup>39</sup> A robust communication and awareness-raising plan was developed, including dissemination through Vision 2050 booklets and pull up banners as well as the use of media platforms such as TV, radios and social media.<sup>40</sup> This evaluation revealed that through the communication channels, service delivery entities, Government officials, private sector, diaspora, civil society and faith-based organizations, development partners, academia and research institutions, political parties, and citizens, well understood Vision 2050, its implementation requirements, and shared roles in its delivery.<sup>41</sup> The Vision 2050 is a national policy document guiding Rwanda and her Development Partners in their quest to “ensure Rwanda achieves upper middle-income status by 2035, with a good quality of life and descent jobs for its people and high-income status by 2050.”

Similarly, through enhanced technical capacity on development cooperation and M&E, MINECOFIN revised the Donor Performance Assessment Framework (DPAF) indicators to reflect the current development finance landscape.<sup>42</sup> Through its engagement with civil society, Private Sector and Development Partners on the revised DPAF<sup>43</sup>, the DP Coordination Group (DPCG) agreed to improve the quality and inclusiveness of economic growth, boost agriculture performance, finance Rwanda’s Carbon Neutral and Green Growth Transition, support Education & Skills development, ensure readiness for African Continental Free Trade Area (AfCFTA), and enhance Rwanda’s Partnerships.<sup>44</sup> In addition, with the enhanced technical capacity at MINECOFIN, the External Development Finance Report (EDFR 2020/2021) was produced and shared in the last Development Partners Retreat (DPR) during Quarter 4 of FY 2021/2022.<sup>45</sup>

#### 6.2.1.1. *Major factors influencing the achievement or non-achievement of the objectives*

Based on desk review, the evaluation identifies these factors as having had influence on the achievement or non-achievement of the project objectives: (a) Prioritizing working ‘using government own systems’<sup>46</sup>, (b) Strengthening capacities of government structures<sup>47</sup>, (c) Strengthening generation of strategic data and innovative use<sup>48</sup>, (d) Strengthening the monitoring and evaluation mechanisms<sup>49</sup>, (e) Communications and branding<sup>50</sup>, (f) Partnerships<sup>51</sup>, and (g) Emergence and rapid spread of COVID-19.<sup>52</sup>

##### *a) Prioritizing working ‘using government own systems’*

This action was implemented by coordination between UNDP and the MINECOFIN senior management teams with the project technical teams of the relevant institutions.<sup>53</sup> Good preparation and bringing counterparts (MINECOFIN) and other partners on board early, and the immediate allocation from UNDP reserve funds to the project, helped

<sup>39</sup> Innovative Development Policy and Finance for Impact Project, Quarter Four Progress Report, 2021/2022, p.3.

<sup>40</sup> Ibid., p.3.

<sup>41</sup> Ibid., p.3.

<sup>42</sup> Ibid., p.4.

<sup>43</sup> The DPAF is annual GoR-led process that takes stock of the DPs performance against indicators that measure their progress in the provision of quality and volume of development assistance to Rwanda. IDPFI Annual Report FY 2019/2020, p.5.

<sup>44</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.4).

<sup>45</sup> Innovative Development Policy and Finance for Impact Project, Quarter Four Progress Report, 2021/2022, p.4.

<sup>46</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.12-14).

<sup>47</sup> Ibid., p.11.

<sup>48</sup> Ibid., p.10.

<sup>49</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.10).

<sup>50</sup> Innovative Development Policy and Finance for Impact Project Annual Report FY 2020/2021, p.5.

<sup>51</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.14).

<sup>52</sup> Innovative Development Policy and Finance for Impact Project Document, Annual Report FY 2019/2020, p.8.

<sup>53</sup> Institutions referred for the purpose of this evaluation include; Macroeconomic Policy Division, External Financial Division, National Department for Planning and Research, Single Project Implementation Unit, National Development Partners Retreat, Rwanda Cooperation Initiative (RCI), Kigali International Finance Centre, and FONERWA.

to kick-start the project implementation.<sup>54</sup> While the leadership of senior management from UNDP and MINECOFIN facilitated strategic decision-making. Moreover, effective partnership with the technical staff of MINECOFIN and the private sector, not just during implementation, but also in joint preparation prior to implementation, was instrumental in driving project progress. This also allowed for close coordination with the key units at MINECOFIN to mobilize the target institutions for implementation of the IDPFI project.

In general, the key driving forces for progress towards the achievement of the objectives, as this evaluation revealed, are the supportive government structures at the national levels, and strong leadership of MINECOFIN – which pushed project delivery.

#### *b) Strengthening capacities of government structures*

As this evaluation revealed, UNDP worked with MINECOFIN, the government ministry mandated with leading policy and development planning in Rwanda.<sup>55</sup> This allowed the project to mobilise and reach deeper to critical staff for policy analysis, planning, resources mobilisation, and M&E. Similarly, building the capacity of MINECOFIN at the national level allowed better division of labour. It gave the project technical team at MINECOFIN complete responsibility over providing technical assistance to staff in-charge of planning and M&E at the local government level. While working with the RCI and RFTL, for example, allowed it to focus attention on strengthening the business planning capabilities for investments.

Moreover, as this evaluation revealed, those capacity development actions strengthened the partnerships between UNDP and MINECOFIN. Not only did they positively influence the progress towards the achievement of the objectives, they also improved the effectiveness and efficiency of the project delivery and policy analysis and planning support efforts.

From a technical sustainability point of view, the capacities built will remain within MINECOFIN and the line ministries at the national level, and will ensure continuity in technical assistance, as well as mentorship or skills transfer to staff at the local government level.

#### *c) Strengthening the generation of strategic data and innovative use*

This evaluation revealed that this action was very useful. Improved availability and access to strategic data was instrumental for policy analysis and planning, and correct decision-making; and guided project implementation. Capacity on data generation and use focused on various data collection procedures and analysis tools, such as SDGs modelling, feasibility studies, policy studies and briefs, MIS, SDG dissemination platform, and human development and multi-dimensional poverty reporting and analysis. These analytical studies and tools provided information on progress of the national development agenda. Further, the repeated data collection procedures and analysis tools generated improved skills and experience in accurate data collection and analysis that enabled selection of the most effective policy options for moving forward. The data analysis also helped to focus the project reach and significance.

Moreover, online information related to the project revealed that the generation and use of strategic data helped to inform private investments. For example, based on economic data, agriculture and industry are found to be key private sector areas that are attracting more private investments, and are inclusive as they employ a larger section of the population, including women and youth.<sup>56</sup> Thus, more investments in capacity building in M&E can allow the project to provide real time information that maximise accurate information for informed business choices.

Further, online information show that innovative business models based on collection and analysis and use of quality data have gained increasing economic importance, with data-driven businesses or companies now among the largest globally by market capitalization.<sup>57</sup> A case from the East African region, in particular, where data-driven policy interventions have brought finance impact for the economy is **Asoko Insight, Kenya**, which is currently Africa's leading corporate data platform that is aiding investors discover target companies in Africa.<sup>58</sup> Founded in 2014, it realized a fund raising of US\$ 8,000,000 in November 2022 alone, putting it in the seventh position in Africa, in terms of fund raising from non-traditional sources and mechanisms of finance for Kenya's economy.<sup>59</sup>

<sup>54</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.14).

<sup>55</sup> Ibid., p.45.

<sup>56</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>57</sup> Source: <https://blogs.worldbank.org/developmenttalk/world-development-report-2021-data-development>

<sup>58</sup> Source: <https://startuplist.africa/industry/big-data>

<sup>59</sup> Source: <https://startuplist.africa/industry/big-data>

For the case of Rwanda, online data on agriculture and industry revealed that the two sectors remain the main contributors to economic growth, with private investments in the two sectors as a share of the GDP, rising from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021.<sup>60</sup> Thus, by revealing the performance of the economy through strategic data, the GoR can ably communicate the success of its economic policy globally.

However, while data are cheap and plentiful in many developing countries, data analysis, with its dependence on infrastructure and highly skilled labour, is expensive.<sup>61</sup> Increasing the capacity for M&E and that of DAD at MINECOFIN, is one of the most effective policy interventions deployed by the project, as availability and access to accurate data are also improving evidence-based policy analysis and actions. The DAD corporate data platform, in particular, has the potential of aiding investors discover target companies for investment partnerships in Rwanda, as it has expanded the scope of data to capture other external development finance flows. Thus, the UNDP and SDC supported IDPFI project is effective and relevant, in this case.

#### d) *Communications and branding*

In terms of communications and branding, desk review revealed that the project developed a “Communications and branding strategy”, geared towards multiplying the impact and effects of the project to the project’s key stakeholders, outside stakeholders, and beneficiaries. **Output 4: Rwanda Cooperation Initiative has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South and Triangular Cooperation**<sup>62</sup>, is an output where the Communications and branding strategy is being implemented, to communicate and promote the visibility of the project impact and effects. The project impact and effects are being communicated through booklets and pull up banners as well as the use of media platforms such as TV, radios and social media.<sup>63</sup>

While the effectiveness of these communication channels is not widely documented, a report from a Final Evaluation of a UNDP project in Iraq, titled, “Headway project”, designed with a “**Visibility and Communications strategy**”, showed that the strategy improved the visibility of the intended impacts and effects of the project tremendously. The project’s impact and effects reached the project’s key stakeholders, outside stakeholders, and beneficiaries at all levels. With engaging content and social media outreach, the communication strategy increased the visibility and expanded the audience reach of the project to a total of 3,321,403 users in 2021, compared to 2,149,950 in 2019.<sup>64</sup> Similarly, the project activities or updates were promoted, covered, and shared on the websites and social media platforms of the Government line ministries, private sector, UNDP Iraq, UNDP Arab States, UNDP Brussels, UNDP Global, CSOs, in addition to the donor – the European Union.<sup>65</sup> This success offers the IDPFI project insights and opportunities to strengthen its Communications and branding strategy, and so could further increase Rwanda’s opportunity to becoming a knowledge-based economy.

#### e) *Project monitoring and evaluation mechanisms*

In keeping track of the project progress towards the objectives, it is worth noting that the IDPFI project scored quite well in terms of monitoring and evaluation. It is mostly due to the robust M&E systems of the UNDP and to some extent MINECOFIN as organizations. The following actions represent how the project monitoring, evaluation and learning mechanisms contributed to keeping track of the progress towards the objectives, and allowed for continuous collection and analysis of data on expected results and learning:

- UNDP Eastern and Southern Africa Regional Office (ESARO) in coordination with the UNDP Rwanda Country Office submit to SDC the following reports:
  - Quarterly and annual progress reports, shared and presented to UNDP senior management, PSC, SDC, and targeted Government sector.
  - PSC review meetings of project progress and feedback for policy, practice, and programme improvements and decision-making.
  - SDC review of annual reports and feedback provided for quality improvements.
- Dissemination of policy studies and briefs.

<sup>60</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>61</sup> Source: <https://cepr.org/voxeu/columns/data-are-development-issue>

<sup>62</sup> UNDP Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.48).

<sup>63</sup> Ibid., p.3.

<sup>64</sup> Final Evaluation of the Project: “Strengthening the long-term resilience of sub-national authorities in countries affected by the Syrian and Iraqi Crisis – The Headway Project”, p.32 <https://erc.undp.org/evaluation/documents/download/21579>

<sup>65</sup> Ibid., p.32.

- Bi-lateral (phone or zoom) conversations with offices, including senior management, donor, project staff, and technical experts – global, regional and national experts.

However, quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring, reporting and learning process.

#### *(f) Partnerships*

Within UNDP, the key driving forces for achievement of the objectives are qualified and committed technical staff, who provided proactive, consistent and systematic technical support and influenced positively the inclusiveness of project stakeholders, subsequently the performance. Further, a combination of UNDP's leading role in multiple coordination mechanisms, its strong technical know-how in the area of inclusive economic growth and, its total fund mobilisation for the project translated into UNDP's strong influence on the objectives of the project.

Since UNDP, in particular, viewed itself as a part of a collective effort, there were a number of examples where the agency used its comparative advantage to benefit MINECOFIN and the project (e.g. leadership role in the UNCT, capacity building, and stabilisation work). These multiple UNDP roles allowed it to draw national and DPs support for the achievement of the IDPFI project objectives. As seen in the composition of the PSC, members were drawn from MINECOFIN, Donor- SDC, GIZ, and DFID.

Further, at UNDP country office's level, desk review revealed that the project teams communicated systematically and cooperated closely with the UNDP Strategy Advisory Unit at the UNDP country office in Kigali. These coordination and cooperation were enhanced through on-going engagement in relevant national planning processes, participation in the phases of project work plan development and budgeting, implementation of project activities, reporting, and reviews.<sup>66</sup> At the national level, the coordination was done through the PSC and joint technical meetings between UNDP senior Programme Managers and MINECOFIN senior officials, involved in the implementation of the project. This coordination effort led to the partner's commitment to deliver project results and being accountable to the project beneficiaries.

UNDP is the lead UN agency in the IDPFI project. The Donor - SDC, Government officials at MINECOFIN, and the project implementing partners see UNDP as a team player that provides significant support to the coordinated government-led project efforts. The effectiveness of this coordination with project partners was ensured through this leadership, and demonstrated in the progress towards the achievement of most annual project output targets.

In general, the project's most important added values from the partnerships, are in the areas of; capacity building, building trust among partners, improving regular consultations, setting clear goals, and targeting the most important ministry in policy and planning - MINECOFIN, and complementarity roles, which are well addressed. Collectively, these contributed to good progress in achieving the output targets and project objectives.

#### *f) Emergence and rapid spread of COVID-19*

As described earlier in **subsection 6.1.5 under Relevance**, the IDPFI project activities and outputs are intended to contribute to the intended objectives, including increasing private investments and creating new jobs, and reducing income inequality between low-income and high-income individuals across the population in Rwanda. However, the emergence and rapid spread of **COVID-19** across Rwanda in 2020-2021 constrained the implementation of the project activities, as originally planned.<sup>67</sup> As online information revealed, Rwandan economy shrank by 3.7 percent in 2020, as measures implemented to limit the spread of the coronavirus and ease pressures on the health systems brought economic activity to a near standstill in many sectors.<sup>68</sup> Although the economy is set to recover, growth is projected to remain below the pre-pandemic average through 2023.<sup>69</sup> In a bid to continue the project activities, UNDP and its project partners adapted to the crisis and allowed work to continue, by enforcing adherence to social distancing, reinforcing hygiene measures, and use of on-line platforms (zoom and WhatsApp) to keep the project stakeholders engaged. As a result, the project was able to continue to implement its activities, although at a slower pace, which affected progress towards the project outputs, and ultimately their contribution to the intended objectives.

<sup>66</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report 2019/2020, p.1.

<sup>67</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.42-49).

<sup>68</sup> Source: <https://www.worldbank.org/en/news/press-release/2021/07/22/partnership-with-private-sector-is-key-in-closing-rwanda-s-infrastructure-gap>

<sup>69</sup> Ibid

### 6.2.2. Extent to which the project activities contributed to the achievement of the planned outputs

**Achieved:** The evaluation concludes that the project activities contributed to progress towards the achievement of the project outputs.

The IDPFI project has four outputs: **Output 1:** Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs; **Output 2:** MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives; **Output 3:** Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance; and **Output 4:** The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's SS & TC activities.

The project's support to capacity building of MINECOFIN and its affiliate institutions<sup>70</sup>, have not only positively influenced progress towards the achievement of the project output targets, but also added value to the MINECOFIN policy analysis, planning, and resources management capabilities. The project developed the capacity of MINECOFIN and its affiliates on: policy studies and briefs and integration of innovative policy options into decision-making processes; development of finance resources mobilisation strategy; DAD<sup>71</sup> to improve the reliability and use of DAD and expand the scope of data to capture other external development finance flows; external resources mobilisation, including green financing mechanisms; private sector access to FDI; planning, monitoring and evaluation and reporting; and strengthening administrative data systems (MIS).<sup>72</sup> The increased capacity of MINECOFIN and its affiliate institutions, to collect accurate data for policy analysis and proper planning is one of the effective results of the project capacity development support to the GoR under the IDPFI project. As this evaluation revealed, there were appreciation of the capacity development efforts of the various kinds.

Further, as this evaluation revealed, the capacity building efforts helped in the catalysis and mobilisation of additional capital for the NST1. To promote sustainability in development finance, the project trained MINECOFIN technical staff at the national level on the implementation of the revised Aid Policy and Manual of Procedures, including training and awareness raising to government institutions and key stakeholders.

The contribution of the project activities to the achievement of the planned outputs is demonstrated in the progress on the sets of output indicators and targets in the Results Framework, presented in **Tables 4, 5, 6, & 7 in subsection 6.2.3.**

### 6.2.3. Extent to which the different outputs have been achieved

**Moderately Achieved:** This evaluation concludes that it is highly likely the project outputs under Objective 2 will all be achieved by project end as gauged from the progress towards the output indicators under this Objective, but unlikely for all output indicators under Objective 1.

The progress on the achievement of the Outputs was analysed using **Change analysis** and **Responsibility assignment mapping**, and rated using the 'Rating system' described earlier in **section 5 under Data analysis**. Specific to each Output, the main findings and conclusions of the evaluation are described below regarding the progress on the achievements of the different outputs.

**Output 1:** Strengthened national capacities for evidence-based planning, innovative policy analysis and monitoring and evaluation to inform the implementation of NST1 and the SDGs.

As this evaluation revealed, the overall progress towards the achievement of the Output is at 78 percent. This performance is commendable for the project which is three-and-half years into its five-year life. In terms of performance under each output indicator, indicator 1.2 is fully achieved (100%). But Output indicators 1.1, 1.3 & 1.4 are not fully achieved (70%, 75% & 67%, respectively). (**see Table 4**).

<sup>70</sup> Institutions referred for the purpose of this evaluation include; Macroeconomic Policy Division, External Financial Division, National Department for Planning and Research, National Development Partners Retreat, Single Project Management Unit, Rwanda Cooperation Initiative, Kigali International Finance Centre, and FONERWA.

<sup>71</sup> Development Assistance Database (DAD) is a web-based aid information management system established to serve as the GoR's sole repository of data on Official Development Assistance (ODA) to Rwanda.

<sup>72</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.42-49).

Table 4: Achievements of the project within Output 1

<b>Output 1: Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs</b>			
<b>Indicator</b>	<b>Target</b>	<b>Progress</b>	<b>Performance Rating and comments</b>
<p><b>1.1.</b> Number of new policy studies and innovative policy briefs that informed decision making within national systems</p> <p><b>(Partners: Macroeconomic Policy Division &amp; National Planning and Research Department)</b></p>	<p><b>10</b> policy on innovative policy options for SDGs prepared</p>	<p><b>7</b> (1-Feasibility studies results and M&amp;E are informing implementation of Vision 2050, NST1 and SDGs; 2- Vision 2050 booklets disseminated to stakeholders by NDPR used to guide DPs in allocating their support to GoR; 3-National Monitoring, Evaluation and Learning (MEL) Guidelines developed by Central and Local Governments Planners now used for effective monitoring of projects &amp; SDGs; 4- Monitoring Framework developed with tools for monitoring SDGs; 5-Harmonized Imihigo Framework with institutional annual Action Plans used for accelerated delivery of the SDGs and NST1; 6- New Guidelines for Planning and Budgeting Call Circular (PBCC) shared with Planning and Monitoring staff at Central &amp; Local Government in preparation for 2020/2021 budget frameworks).</p>	<p><b>70%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.</p>
<p><b>1.2.</b> Extent to which foresight planning and system thinking for SDGs are used by the trained officials to inform national planning and budget frameworks with the full buy-in of line ministries</p> <p><b>(Partners: Macroeconomic Policy Division &amp; National Planning and Research Department)</b></p>	<p><b>6</b></p>	<p><b>6</b> (1- Embedded SDGs in the NST1 and Vision 2050 to enhance capacities of Planners for foresight planning); 2-SDG integrated and localized into NST1; 3-Vision 2050 booklets disseminated to stakeholders by National Development for Planning and Research; 4- Feasibility studies results and M&amp;E are informing implementation of Vision 2050, NST1 and SDGs; 5- Guidelines for Planning and Budgeting Call Circular (PBCC) shared with Planning and Monitoring staff at Central &amp; Local Government and used in preparation for 2020/2021 budget frameworks; 6- Buy-in by Government, private sector, citizens, diaspora, FBOs, CSOs, development partners, academia and research institutions, cells and villages for implementation of Vision 2050, NST1 &amp; SDGs).</p>	<p><b>100%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.</p>
<p><b>1.3.</b> Extent to which an integrated monitoring and evaluation system to trace progress on NST1 has been developed and adopted</p> <p><b>(Partners: Macroeconomic Policy Division &amp; National Planning and Research Department)</b></p>	<p><b>4</b></p>	<p><b>3</b> (1-National MEL Guidelines developed by Central &amp; Local Government Planners for effective monitoring of NST1; 2- MINECOFIN shared MEL Guidelines to Central &amp; Local Government Planners, now used for effective monitoring of projects &amp; SDGs; 3-Embedded SDGs in NST1 and Vision 2050 to enhance capacities of Planners for system-wide thinking and foresight planning).</p>	<p><b>75%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.</p>
<p><b>1.4.</b> Extent to which the principles of the national statistical system was strengthened and adopted the "leave no one behind" agenda principles in its activities</p> <p><b>(Partners: Macroeconomic Policy Division &amp; National Planning and Research Department)</b></p>	<p><b>3</b></p>	<p><b>2</b> (1- Harmonized Imihigo Framework with institutional annual Action Plans for accelerated delivery of the SDGs and NST1; 2- MINECOFIN developed Monitoring Framework with tools for monitoring SDGs and NST1).</p>	<p><b>67%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.</p>

From the progress analysis, many activities completed contributed to the progress on project Output 1. The project produced Vision 2050 booklets that were disseminated to stakeholders by the NDPR. Further, the National Monitoring, Evaluation and Learning (MEL) Guidelines were developed by Central and Local Governments Planners and are being used to guide effective monitoring of projects & SDGs. In addition, a Monitoring Framework has been developed with tools for monitoring SDGs in particular. Similarly, a Harmonized Imihigo Framework with institutional annual Action Plans for accelerated delivery of the SDGs and NST1 was finalised. The improvements in availability and access to current information and stronger M&E, are further enhancing measurements of progress towards Vision 2050, NST1 and SDGs. Moreover, the planning and monitoring staff at central & local government levels have received new guidelines to guide planning and budgeting through Planning and Budgeting Call Circular (PBCC). Through this, better preparation of budget frameworks is being achieved.

In regards to the extent to which foresight planning and system-wide thinking for SDGs are used by the trained officials to inform national planning and budget frameworks with the full buy-in of line ministries, progress analysis



revealed that the project ensured integration and localization of relevant SDGs into NST1. As described in **subsection 6.1.1. under Relevance**, the project predominantly contributes to SDG 1: No Poverty, SDG 8: Decent Work and Economic Growth, SDG 10: Reduced Inequality, and SDG 17: Partnerships. The relevant SDGs are now aligned with NST1. They are also aligned to the Rwanda Vision 2050.

However, the key challenge to assessing true progress towards the Output targets is that quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project monitoring and reporting process.

**Output 2:** *MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives.*

The overall progress towards the achievement of the Output is at 94 percent. This performance is commendable for the project which is three-and-half years into its five-year life. The analysis of the achievements of the project under each Output indicator revealed that Output indicators 2.2, 2.3 & 2.4 are fully achieved (100%), while Output indicator 2.1 is not fully achieved (75%). (*see Table 5*).

Table 5: *Achievements of the project within Output 2*

<b>Output 2: MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives.</b>			
<b>Indicator</b>	<b>Target</b>	<b>Progress</b>	<b>Performance Rating and comments</b>
<b>2.1.</b> Extent to which the revised Aid Policy is implemented  (Partners: External Finance Division & National Development Partners' Retreat)	<b>4</b>	<b>3</b> (1-Consultations on Draft revised Aid Policy conducted with different Development Partners; 2- Final revised Aid Policy approved and used to complete Aid Report in consultations with partners); 3- Several proposals prepared for UN Trust Fund and other external funders in pipeline and on-going based on the revised Aid Policy).	<b>75%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress, with one-and-half years still left to end of the project life..
<b>2.2.</b> Share of DAD recommendations that have been implemented  (Partners: External Finance Division & National Development Partners' Retreat)	<b>90%</b> of recommendation are implemented	<b>100%</b> (1-Agreed on DAD maintenance costs with Synergy; 2- Initiated mapping of data and End-user requirements; and 3- Included existing EDFR in DAD).	<b>100%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.
<b>2.3.</b> Quality of development cooperation monitoring reports  (Partners: External Finance Division & National Development Partners' Retreat)	<b>4</b>	<b>4</b> (1- EDFR prepared and presented during last National Development Partners Retreat (DPR), and recommendations considered to produce final EDFR document; 2- DPAF Report revised and finalized in consultations with DPs; 3- DAD revised with options to capture external development finance flows to Rwanda; and 4- Aids Policy & Manual of Procedures revised and finalized in consultations with DPs).	<b>100%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.
<b>2.4.</b> DPR recommendations implemented within a year (%)  (Partners: External Finance Division & National Development Partners' Retreat)	<b>90%</b> of recommendation are implemented	<b>100%</b> (1-Improving the quality and inclusiveness of economic growth; 2- Boosting agriculture; 3-Financing Rwanda's carbon Neutral and Green Growth Transition; 4- Education & Skills Development; 5-Ensure Readiness for AfCFTA <sup>73</sup> ; 6- Enhancing Partnerships). The implementation of the recommendations is being closely monitored by the DPCG over the project life and beyond).	<b>100%:</b> Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.

From table 5 above, enhanced technical capacity of MINECOFIN to manage, monitor and coordinate development coordination to achieve national development objectives is demonstrated. In terms of implementation of the revised Aid Policy, the evaluation found that MINECOFIN has used the revised Aid Policy and Manual of Procedures to

<sup>73</sup> AfCFTA refers to The African Continental Free Trade Area, which is a free trade agreement established on 21 March 2018, and headquartered in Ghana, aimed to: (a) eliminate tariffs and non-tariffs barriers to trade in goods progressively, (b) liberalise trade in services progressively, (c) cooperate on investment, intellectual property rights and competition policy, (d) cooperate on all trade-related areas, and (e) cooperate on customs matters. It aims to raise incomes by 9 percent by 2035 and lift 50 million people out of extreme poverty. Source: <https://www.worldbank.org > trade>

finalise the Aid Report in consultation with different Development Partners. While the exact number of proposals developed based on the revised Aid Policy is not documented in the annual reports, the reports state that several proposals have been prepared for the UN Trust Funds and other external funders, and are in pipeline and on-going.<sup>74</sup> This is evidence of the added value of the project in enhancing the technical capacity of MINECOFIN to coordinate development cooperation to achieve national development objectives.

Further, the project has supported the DAD maintenance costs with Synergy, mapped data and end-user requirements, and facilitated the inclusion of the existing EDFR in DAD. As a renewed policy practice, the EDFR was prepared and presented to the Development Partners' Retreat (DPR), and recommendations were considered and added to the final EDFR. Similarly, the DPAF Report has been revised in consultation with Development Partners (DP), and a final report was produced.<sup>75</sup> This is a further evidence of the added value of the project in enhancing the technical capacity of MINECOFIN to coordinate development cooperation.

In analysing progress on the quality of development cooperation through monitoring reports, desk review revealed that the EDAF was prepared and presented during the last DPCG Retreat for Quarter 4 of FY 2021/2022, with minor changes. The recommendations from the DPCG were considered to produce the final EDFR document. Similarly, the final DPAF Report was revised and produced in consultation with DPs. This participatory quality improvement actions on donor reports involving DPs and MINECOFIN, demonstrated the inclusiveness of the project monitoring system in assessing progress in implementation of donor recommendations, and providing quality assurance on development cooperation reports before they are shared widely.

To demonstrate further the strength of the technical capacity at MINECOFIN to coordinate development cooperation, the evaluation revealed that one of the recommendations of the DPCG meeting in Rwanda for FY 2021/2022 is to boost agriculture performance.<sup>76</sup> The DPCG's choice to boost agriculture performance is strategic and aligns with the NST1 priority sectors for economic growth in Rwanda.<sup>77</sup> Boosting agriculture performance is also expected to tap the rich farming resources in Rwanda, help boost the revenue base, and also contribute to food security in Rwanda - a focus of SDG 1: No Poverty and SDG 2: Zero Hunger. Further, the DPCG's choice is in congruent with the available online information on the economy of Rwanda, which revealed that agriculture remains one of the main contributors to economic growth, with private investments in the sector as a share of the GDP, rising from 23.5 percent in 2019 to 24.1 percent in 2021.<sup>78</sup> Moreover, studies prove that growth generated by agriculture is up to four times more effective in reducing poverty than growth in other sectors.<sup>79</sup> Especially in inclusive business models when smallholders link with companies and participate in new markets, the benefits include: an investment in the rural sector, improved productivity, increase in income, access to technical services and training, and improved infrastructure.<sup>80</sup> In ensuring accelerated economic growth, the DPCG also recommended; improving the quality and inclusiveness of economic growth, financing Rwanda's Carbon Neutral and Green Growth Transition, supporting Education & Skills Development, ensuring Readiness for AfCFTA<sup>81</sup>, and enhancing Rwanda Partnerships.<sup>82</sup> These recommendations are the focus for monitoring by the DPCG over the course of the project, and beyond.

However, as stated earlier under **Output 1**, the key challenge to assessing true progress towards the output targets is that quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.

**Output 3:** *Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance.*

As this evaluation revealed, the overall progress towards the achievement of the Output is at 42 percent. This level of performance presents significant risks to the overall performance of the project, and urgent actions are needed given that the project is only one-and-half years left in its five-year life. Overall progress on all Output indicators are below or at average performance. (**see Table 6**).

<sup>74</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project, Annual Report 2019/2020, p.6.

<sup>75</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>76</sup> Ibid., p.4.

<sup>77</sup> Rwanda National Strategy for Transformation (NTS1) (2018-2024).

[https://www.nirida.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirida.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf).

<sup>78</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>79</sup> Source: <https://blogs.worldbank.org/jobs>, 26 July 2018. Retrieved 6 March 2023.

<sup>80</sup> Ibid.

<sup>81</sup> Rwanda is yet to trade under African Continental Free Trade Area (AfCFTA) scenario and would benefit from implementing an AfCFTA national strategy and preparing for the next phases of AfCFTA negotiations. Source: [ODI-GIZ AfCFTA policy brief series](#). Retrieved 12 January 2023.

<sup>82</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

Table 6: *Achievements of the project within Output 3*

<b>Output 3</b> <i>Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance</i>			
<b>Indicator</b>	<b>Target</b>	<b>Progress</b>	<b>Performance Rating and comments</b>
3.1. Number of Innovative financing solutions initiated through the innovative finance facility in MINECOFIN  (Partners: FONERWA & KIFC)	<b>10</b>	<b>6</b> (1-Blended finance; 2-Outcome-based financing, e.g., UN Trust fund; 3- Harnessing diaspora savings and remittances; 4- Green finance; 5- Foundations; 6- Direct Foreign Investments –e.g. Nordic DFI).	<b>60%:</b> Progress towards achievement of the output under this indicator is in jeopardy and action is required to overcome delays.
3.2. Level of utilization of non-traditional sources of green finance  (Partners: FONERWA & KIFC)	<b>4</b>	<b>2</b> (1 - Green Climate Fund for Green Investments; and (2) Nordic Direct Fund for Green Investments).	<b>50%:</b> Progress towards achievement of the output under this indicator is in jeopardy and action is required to overcome delays.
3.3. Number of business initiatives accelerated  (Partners: FONERWA & KIFC)	<b>12</b>	<b>2</b> (1- Kigali International Finance Centre (KIFC) on green and sustainable finance; 2- Rwanda Finance Trust Ltd as a front runner in availing sustainable finance products that are easy to access to promote the green agenda in its financial services).	<b>17%:</b> Progress towards achievement of the output under this indicator is in serious jeopardy due to impediments or risk that are expected to significantly alter progress.

As table 6 shows, the project supported training on a number of Innovative financing solutions to be initiated through the innovative finance facility at MINECOFIN. These included; Blended finance<sup>83</sup>, Outcome-based financing (e.g., impact bonds), Harnessing diaspora savings and remittances, Green finance, Foundations, and Direct Foreign Investments (DFI). For the case of Outcome-based financing, while the exact number of proposals developed based on the revised Aid Policy is not documented in the annual reports, the reports stated that several proposals have been prepared for the UN Trust Funds and other external funders, and are in pipeline and on-going.<sup>84</sup> This is evidence of the strengthened Government capacity to access non-traditional sources and mechanisms of finance.

Regarding the level of utilization of non-traditional sources of green finance, desk review revealed that Rwanda received Green Finance for Green Investments under the GCF through the Nordic Direct Fund for Investment. This is also the evidence of the strength of Rwanda's SS & TC that is hinged on SDG 17: Partnerships. In regards to SSC, in particular, business initiatives accelerated through the Green financing mechanisms, include; Kigali International Finance Centre (KIFC) on green and sustainable finance, and RFTL, a front runner in availing sustainable finance products that are easy to access to promote the green agenda in its financial services.<sup>85</sup>

While several activities under Output 3 are on course, the performance rate under this Output was affected by the below target number of innovative business initiatives accelerated. As described earlier in **subsection 6.2.1**, this was due to delays in the completion of two major activities under **Output 3, Activity 3.4: Conduct training on Innovative finance (including blended finance)**<sup>86</sup>, and **Activity 3.5: Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.**<sup>87</sup> Further, as described earlier in **subsection 6.2.1**, the two activities are interlinked in that **Activity 3.5** could not be started before **Activity 3.4** was completed. This affected the timely completion of the activities, and their contribution to the overall performance of the Output.

In general, as stated earlier under **Outputs 1 & 2**, the key challenge to assessing true progress towards the Output targets is that quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.

**Output 4: Rwanda Cooperation Initiative has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South and Triangular Cooperation (SS & TC).**

The overall progress towards the achievement of the Output is at 98 percent. This performance is commendable given that the project is three-and-half years into its five-year life. The analysis of the achievements of the project under each Output indicator revealed that Output indicator 4.2 is over-achieved (133%), while Output indicators 4.1 & 4.3 are not fully achieved (80%). (see **Table 7**).

<sup>83</sup> Blended financing is innovative funding approach that involves mixing grants or subsidies with market-based funding to leverage development resources to mobilise significant private investment in developing countries. Examples include; World Bank Group IDA Private Investment Windows and the European Union External Investment Plan to facilitate private capital flows in Africa.

<sup>84</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2019/2020, p.6.

<sup>85</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>86</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>87</sup> Ibid., p.7.

Table 7: Achievements of the project within Output 4

<b>Output 4: Rwanda Cooperation Initiative has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South and Triangular Cooperation (SS &amp; TC).</b>			
<b>Indicator</b>	<b>Target</b>	<b>Progress</b>	<b>Performance Rating and comments</b>
<b>4.1.</b> Number of Rwandan SSC Activities included in the African SSC Report <b>(Partner: RCI)</b>	<b>10</b>	<b>8</b> (1- Provision of Experts; 2- Policy Advice; 3- Provision of Training; 4- Project Financing; 5 - Transfer of Technology; 6- Budget Support; 7- Benchmarking visits; 8- Linkages and relations with other global partners).	<b>80%</b> : Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.
<b>4.2.</b> Extent to which GoR/RCI has in place the policy and institutional capacities to effectively coordinate, monitor and report on SS&TC (including network of SSC focal points, national SSC strategy, M&E system for monitoring SSC partnerships, etc.). <b>(Partner: RCI)</b>	<b>3</b>	<b>4</b> (1- Communication and branding strategy to project RCI and Rwanda's image nationally and abroad; 2- RCI Standard Operating Procedures in place - Internal Rules and Regulations; Human Resources Policy Guidelines and Procedures Manual; Financial, Accounting and Auditing Policies; and Procedures and Procurement Manual; 3- RCI Talent DATABASE for the deployment of national experts to other SSC countries in place); 4- M&E system to systematize and codify experiences and data generated including lessons learned from SSC to share with other SSC global partners and scaling up in other regions).	<b>133%</b> : Progress towards achievement of the output under this indicator is as foreseen and impediments and risks will not affect progress.
<b>4.3.</b> Number of Rwandan good practices codified and available through the RCI and African Solutions Platform <b>(Partner: RCI)</b>	<b>5</b>	<b>4</b> (1- Rwanda's SSC Policy; 2- Codification of Rwanda's Innovative Home Grown Solutions; 3- Talent DATABASE for the deployment of national experts to other SSC countries; 4- Platform-enabled website hosting RCI online specialized platforms and services to ensure interested institutions locally and globally are aware of its mandate and services).	<b>80%</b> : Progress towards achievement of the output under this indicator is as foreseen and impediments and risks are not expected to affect progress.

As table 7 shows, the types of SS & TC activities promoted are; Provision of Experts, Policy Advice, Provision of Training, Project Financing, Transfer of Technology, Budget Support, Benchmarking visits, and Linkages and relations with other global partners. Provision of experts, policy advice, provision of training, transfer of technology, benchmarking visits, and linkages and relations with other global partners, demonstrated the importance of sharing experience and skills through SSC, beyond providing budgetary support.

The RCI Talent DATABASE for the deployment of national experts to other SSC countries is increasing interest from countries and international organizations wishing to learn about Rwanda's HGS and associated best practices. As this evaluation revealed, Rwanda's SSC partners include both African peers and non-African countries. The non-African partners include; Singapore (Singapore Cooperation Enterprise), Estonia, South Korea and Norway.<sup>88</sup> The Norway SSC partnership, in particular, has focused on supporting the Green Investments under the GCF through the Nordic Direct Fund for Investment.

In general, the project's SSC activities predominantly contribute to SDG 1: No Poverty, SDG 9: Industry, Innovation, and Infrastructure, SDG 8: Decent Work and Economic Growth, SDG 10: Reduced Inequality, and SDG 17: Partnerships.

However, as stated earlier under **Outputs 1, 2 & 3**, the key challenge to assessing true progress towards the Output targets is that quantitative reporting based on the output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.

#### **6.2.4. Progress made towards the achievement of the outcomes**

**Achieved:** The evaluation concludes that the project is making progress towards the achievement of the outcomes as gauged by available online information on its outcome indicators.

As described in the IDPFI Project Document, the project outcome is: **By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.**<sup>89</sup> Desk review revealed that the attainment of the project outcome is to be gauged by

<sup>88</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.7.

<sup>89</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31-38).

the progress on the project's Outcome indicators, which are; (a) Gini coefficient, (b) Private investment as a share of the GDP, and (c) Number of new descent jobs created. Desk review revealed that these are also the same outcome indicators stated in the UNDP CPD (2018-2023)<sup>90</sup>, UNDP (2018-2023)<sup>91</sup>, and NST1 (2017-2024) Economic Transformation Pillar.<sup>92</sup> However, desk review revealed that there was no information in the IDPFI annual reports of the measurements of progress on these outcome indicators. Thus, in assessing progress made towards the achievement of these outcome indicators, the Evaluator used mainly available online information for the analysis. Online information on Rwanda's economy<sup>93</sup>, revealed that the project's actions are contributing towards the attainment of the outcomes as gauged by progress on the outcome indicators, and detailed in the paragraphs following.

The Gini coefficient is a measure of the distribution of income across a population. A higher Gini coefficient indicates greater inequality, with high-income individuals.<sup>94</sup> The IDPFI project is intended to contribute to reducing income inequality across the population in Rwanda, from 0.45 in 2019 to 0.4 by 2024.<sup>95</sup> Desk review revealed that the reduction in the income inequality has been slow, as online information from the World Bank and CIA Fact book for 2022 revealed that the GINI coefficient for Rwanda has just reduced from 0.45 in 2019 to 0.44 in 2021.<sup>96</sup> This is a reduction of 0.01 over a period of about 2 years. While the project activities and outputs are well aligned to contribute to the achievement of the intended outcome, and thus contribute to a reduction in income equality to 0.4 by 2024; with only one-and-half years left in its five-year project life, it is unlikely that this outcome target will be realised.

The project also intended to contribute to increasing Private investments as a share of the GDP, from 15 percent in 2019 to 21.6 percent by 2024. While online information on the general share of private investments as a share of the GDP was not available, desk review revealed that the share of investments in agriculture and industry, key private sectors driving the economy of Rwanda, increased from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021.<sup>97</sup> The increasing size in private investments in agriculture and industry, revealed that Rwanda's economy is expanding. While the trend in private investments was slowed by the emergence of COVID-19 from early 2020<sup>98</sup>, it picked up in 2022, with the easing of restrictions on movements and gatherings.

In regards to jobs created, online information revealed that the number of new jobs created in Rwanda reached 1,416,135 by Quarter 3 of 2022.<sup>99</sup> Agriculture and industry were the main sectors where private investments have been high, with more new jobs created by Quarter 3 of 2022.<sup>100</sup> The project's target is 1,072,428 of new jobs to be created in Rwanda by 2024. Factors contributing to increases in number of new jobs created is the policy targeting and boosting private investments in Agriculture, Industry, and ICT.

#### **6.2.5. Extent by which the design, implementation and results of the project have incorporated gender equality perspective and human rights based approach, and ways to improve gender and human rights mainstreaming**

**Moderately Achieved:** *This evaluation concludes that the project was right-based as its design demonstrated key elements of the human rights-based approach. However, it is difficult to conclude that the project promoted gender-responsive implementation.*

As described earlier in **subsection 6.1.1 under Relevance**, unlike most UNDP-oriented policy support programmes, the IDPFI project impacts are not limited to impacts in terms of policy actions, but aimed to impact the ultimate beneficiaries of the policy actions – NDPR as mobiliser of local governments, private sector, academia, CSOs and communities to understand and embrace Vision 2050 and NST1, and shared roles in their implementation.

<sup>90</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31).

<sup>91</sup> Ibid., p.31.

<sup>92</sup> Rwanda National Strategy for Transformation (NTS1) (2018-2024). Annex 1: Monitoring and Evaluation Matrix, p.58.

<sup>93</sup> Source: [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf)

<sup>94</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>95</sup> The Gini coefficient is a measure of the distribution of income across a population. A higher Gini coefficient indicates greater inequality, with high-income individuals. Source: [https://en.wikipedia.org/wiki/Gini\\_coefficient](https://en.wikipedia.org/wiki/Gini_coefficient)

<sup>96</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.31).

<sup>97</sup> Source: <https://worldpopulationreview.com/country-rankings/gini-coefficient-by-country>

<sup>98</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>99</sup> Source: [Doing Business Report, World Bank 2020](https://www.doingbusiness.com/reports/2020)

<sup>100</sup> Source: <https://www.statistics.gov.rw/file/11913/download?token=trKhY00s>

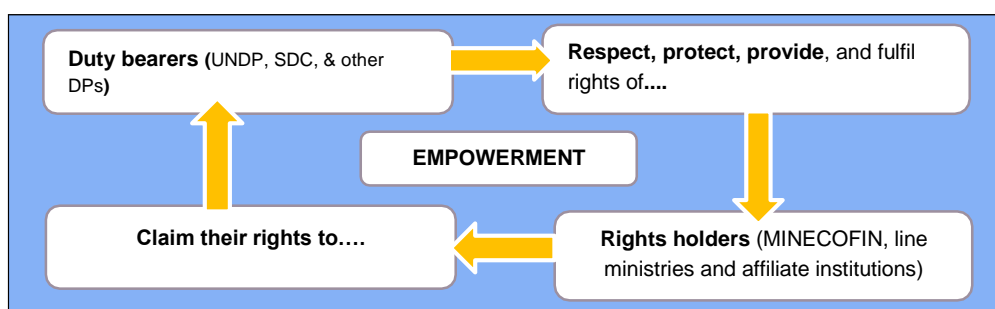
<sup>100</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

The project design and the activities identified were based on wide consultations and inclusiveness, and to a great extent the implementation. This demonstrated key elements of the human rights-based approach (HRBA), which are; **Respect, Protect, Provide, and Fulfil the rights of the right holders** to claim their rights to inclusive economic participation and decision-making. These key human rights are reflected in the project design, with both 'right holders' (Government stakeholders across different ministries and institutions) presenting their priorities to be addressed, and 'duty bearers' (UNDP, the donor- SDC and other Development Partners – GIZ and DfID) responding to these priorities. Moreover, in terms of expertise, budget allocations, and duration of the intervention, the greater focus was on the 'right holders'. This is justified given the priorities identified and described in the IDPFI Project Document. Further, the project delivery model, "using government own systems", targeted the central and local governments for capacity building for policy analysis, proper planning, resource mobilisation, budgeting, and M&E. This demonstrated the project's sensitivity to respect the rights of the 'right holders' to inclusion and participation in the project.

The project design included a range of actions tailored to the "right holders". Such project actions included; policy analysis and planning, budgeting, M&E, engaging with central and lower government level technical staff, and training and information tailored to both the national and local government level technical staff. While capacity development, planning workshops and training, knowledge sharing, and monitoring actions, tailored to MINECOFIN and line ministries, were intended for them to better mobilise non-traditional resources for development objectives and monitor progress towards the achievements of the NST1 and SDGs. Analysis of the planned interventions led to the overall conclusion that the type of actions planned for achievement were relevant, and in congruent with the needs of the 'right holders' for enhanced technical capacity to plan, develop effective policies, diversify finance and monitor progress towards the achievements of the NST1 and SDGs.

The key concept of the HRBA is illustrated in Figure 3.

Figure 3: Illustration of the project Human Rights-Based Approach



In as far as cross-cutting issues of gender equality and women's participation are concerned, the evaluation revealed that the project was designed from a gender lens, demonstrated in this statement in the Project Document: "While Rwanda has made significant progress on women empowerment issues, women continue to be affected disproportionately in poverty due to limited engagement in the productive economy".<sup>101</sup> Further, the evidence that the project was designed from a gender lens, is demonstrated in indicator 1.4 under Output 1: "Extent to which the principles of the national statistical system was strengthened and adopted to 'Leave No One Behind' agenda principles in its activities".<sup>102</sup> However, because the Results Framework, Annual Work Plans, and the Annual Progress reports did not present data disaggregation by sex and gender, it was difficult to conclude that the project promoted gender-responsive implementation, and monitoring and evaluation. The Results Framework will need to be revised to address this gap, and subsequent Annual Work Plans and Annual Progress reports will need to be improved to present data disaggregation by sex and gender, where such information is required.

#### 6.2.6. Result of the capacity building/trainings interventions, and whether qualified trainers were available to conduct the training

**Achieved:** This evaluation concludes that results of the capacity building training were significant and the project deployed qualified experts to conduct the capacity building trainings.

<sup>101</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.5).

<sup>102</sup> Ibid., pp.34-35.

The project's support to capacity building of the government institutions have not only positively influenced progress towards the achievement of the output targets, but also added value to their resources management capacities. The project developed the capacity of RCI through SS & TC activities, that included; policy advice, provision of training, transfer of technology, and project financing. As described earlier in **subsection 6.2.3**, through those capacity building actions, the RCI Talent DATABASE for the deployment of national experts to other SSC countries is increasing interest from countries and international organizations wishing to learn about Rwanda's HGS and associated best practices. This is evidence of the strengthened Government capacity to foster partnerships, thus, contributing to SDG 17: Partnerships.

Further, as described earlier in **subsection 6.2.3**, Rwanda's SSC partners include both African peers and non-African countries. The non-African partners include; Singapore (Singapore Cooperation Enterprise), Estonia, South Korea and Norway.<sup>103</sup> The Norway SSC partnership, in particular, has contributed to leveraging non-traditional sources of finance for the GoR for Green Investments under the GCF through the Nordic Direct Fund for Investment. Moreover, as described earlier in **subsection 6.2.3**, several proposals have been prepared for the UN Trust Fund and other external funders, based on Outcome financing, and are in pipeline and on-going.<sup>104</sup> This is further evidence of the strengthened Government capacity to access non-traditional sources and mechanisms of finance. Similarly, as described earlier in **subsection 6.2.3**, the business initiatives accelerated through the Rwandan Green Agenda financing mechanisms have also expanded, and include; KIFC on green and sustainable finance, and RFTL, a front runner in availing sustainable financial products that are easy to access to promote the green agenda in its financial services.<sup>105</sup>

In regards to whether the project had qualified trainers to conduct the training; although the Evaluator did not see or review any assessment reports on the effectiveness of the capacity building/trainings provided by the experts, this evaluation found that the project used both international and national experts for the trainings.<sup>106</sup> As the evaluation revealed, most of the experts were recruited through the UNDP Procurement Procedures.<sup>107</sup><sup>108</sup> UNDP has a global reputation in vetting very good experts for national deployment. The evidence that these experts were qualified to provide capacity building technical assistance is demonstrated in the capacity of the GoR to mobilise non-traditional financial resources from the Green Finance for Green Investments.<sup>109</sup> Similarly, as described earlier, through the Technical Advisor on Aid Effectiveness and Resource Mobilisation, deployed by UNDP at MINECOFIN, several proposals have been prepared by MINECOFIN for the UN Trust Fund and other external funders, and are in pipeline and on-going.<sup>110</sup>

Further, as the evaluation revealed, those trained by the experts are being used to roll down the training to other central and lower local government planning and M&E technical staff. For example, MINECOFIN in collaboration with the Ministry of Local Government (MOLG)<sup>111</sup> provided adequate support to Government Planning staff within line ministries in foresight planning. This technical assistance also included; new guidelines in planning, M&E, and Planning and Budgeting in line with the PBCC leading to the preparation of Budget Frameworks.<sup>112</sup> This is further evidence of the added value of the technical capacity building support, and evidence that the project deployed qualified experts to conduct the trainings.

#### **6.2.7. Extent to which UNDP supported the achievement of programme outcome and outputs**

**Achieved:** *This evaluation concludes that UNDP's coordination role and support are conducive and contributed to the progress towards the achievement of the programme outcome and outputs.*

As the evaluation revealed, UNDP has been and remains a trusted partner of the GoR. In particular, it has supported capacity building work in Rwanda on similar initiatives in the past, through a programme titled, "Support for Effective Development Cooperation for Results", implemented during 2014-2018, and jointly supported by UNDP, SDC, and DFID.<sup>113</sup> UNDP has continued to demonstrate this good partnership through mobilization of

<sup>103</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.7.

<sup>104</sup> Ibid., p.6.

<sup>105</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>106</sup> Ibid., p.6.

<sup>107</sup> Ibid., p.4.

<sup>108</sup> Innovative Development Policy and Finance for Impact Project, Annual Progress Report 2020/2021, pp.4-5.

<sup>109</sup> Innovative Development Policy and Finance for Impact Project, Annual Progress Report 2019/2020, p.6.

<sup>110</sup> Ibid., p.6.

<sup>111</sup> Ibid., p.3.

<sup>112</sup> Ibid., p.3.

<sup>113</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.17).

external resources for the current project (SDC – US\$ 250,000 and UNDP- US\$3,955,250).<sup>114</sup> In the PSC, UNDP has been able to sustain the interest and the momentum of the Development Partners in the IDPFI project'. The Development Partners that form the PSC include; UNDP, SDC, DFID, and the GIZ.<sup>115</sup> The sustenance of the interest of the existing Development Partners to support the IDPFI project is a key contribution of UNDP's actions to achieve the programme outcome and outputs.

The project design and its delivery model – “*delivery using government system*”<sup>116</sup>, considered the partners' capacity (MINECOFIN) and built ownership at the beginning of the implementation period. While it is too early to see the broader contribution of UNDP's actions to the achievement of the programme outcome through this action, specific benefits of UNDP's support are evident. Through the enhanced capacity at MINECOFIN, the Government of Rwanda has been able to mobilise resources from non-traditional sources of finance, for example, from the GCF for green investments and UN Trust Fund for outcome-based financing. In addition, the enhanced technical capacities in policy analysis and planning, budgeting, and M&E at MINECOFIN and the MOLG, continue to be used to provide adequate support to Government Planning and M&E staff within line ministries in foresight planning.

#### **6.2.8. Appropriateness and effectiveness of the partnership strategy conducted by UNDP, factors contributing to the effectiveness or ineffectiveness, and whether there were synergies with other programmes.**

**Achieved:** *This evaluation concludes that the UNDP's partnership strategy was effective and synergistic, and contributed to progress towards the achievement of the programme outcome and outputs.*

UNDP is the lead UN agency in the IDPFI project efforts. The Donor- SDC, DFID, GIZ and other Development Partners, Government officials, and the project implementing partners see UNDP as a team player that provided significant support to the coordinated government-led efforts. The effectiveness of this coordination with project partners is ensured through this leadership, and demonstrated in the progress towards the achievement of the programme outcome and outputs, described earlier in **subsections 6.2.3, 6.2.4, & 6.2.6**, in this evaluation report.

The project's partnership strategy emphasised participatory planning in which the rights and responsibilities of implementing partners and of beneficiaries were fully recognized. While there was no indication that the project leveraged Government funding<sup>117</sup>, participatory planning was key to cost-sharing between the donor- SDC, UNDP, and GoR. Further, the evidence of the partnership between UNDP and GoR is revealed in Rwanda's co-funding mechanism in staff time, office space and mobilisation of the implementing partners and citizens towards the goal of the project.

Further, as described earlier in **subsection 6.2.7**, the project delivery model – “*delivery using government system*”<sup>118</sup>, is the partnership strategy being conducted by UNDP in Rwanda. At the UNDP country office level, the evaluation found that the project teams at UNDP communicated systematically and cooperated closely with the project teams at MINECOFIN. MINECOFIN is the lead government ministry in this partnership effort. As described earlier in **subsection 6.2.7**, these coordination and cooperation efforts are being enhanced through participation in all the phases of work plan development and budgeting, implementation of project activities, reporting, and reviews. At the national level, the coordination is being done through the PSC and joint technical meetings between UNDP and MINECOFIN senior Managers and senior Government officials at the respective line ministries involved in the implementation of the project. This coordination effort, for example, led to MINECOFIN working in collaboration with the MOLG<sup>119</sup>, to provide adequate support to Government Planning staff within line ministries in foresight planning.<sup>120</sup>

In terms of mobilizing new partnerships for the IDPFI project, desk review revealed that UNDP has been able to mobilize a new local partner – Rwanda Finance Trust Limited (RFTL) which was included as an implementing partner in order to strengthen its institutional capacity to promote the 'Green Finance' agenda.<sup>121</sup> On the other hand, much as UNDP has not mobilized new international partners (or donors) in support of the UNDP-GoR partnership in the current project, the existing partnerships continue to be maintained. This demonstrated the strength of the existing partnerships, besides revealing strong interest in ensuring that the innovative development policies and finance for impact are identified and implemented.

<sup>114</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.2).

<sup>115</sup> Ibid., p.51.

<sup>116</sup> Ibid., p.1.

<sup>117</sup> Innovative Development Policy and Finance for Impact Project, Annual Reports FY 2019/20, p.1; FY 2020/21, p.1; & FY 2021/22, p.1.

<sup>118</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.1).

<sup>119</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2019/2020, p.3.

<sup>120</sup> Ibid., p.3.

<sup>121</sup> IDPFI Project Steering Committee/Technical Meeting Minutes, dated 10th November 2021, p.3.



The project's focus on innovating development policies and finance for impact is also well aligned with the GoR's priorities in its NST1 and Vision 2050: "*Economic diversification, inclusive and accelerated economic growth, and reduction of poverty and inequality.*" Both short-term and long-term strategies that are multi-partner in approach, are required to address these challenges to economic growth. As described earlier in **subsection 6.2.4**, Agriculture and Industry sectors show strong incentives for attracting private investments. Specifically, boosting agriculture is the key sector that Development Partners in Rwanda earmarked for support to address the challenges to economic growth.<sup>122</sup> This is an opportunity for UNDP to strengthen its synergy with other UN Agencies such as IFAD who has strengths in investments in agriculture, and UNIDO who has strengths in investments in industrial development. While desk review revealed that IFAD and UNIDO were included in the Project Document as potential partners for innovating development policies and finance for impact<sup>123</sup>, all progress reports reviewed revealed that they were not partners during project implementation. Thus, synergy with other relevant UN Agencies is still not being adequately tapped by the project.

In general, the current partnership through coordination, cooperation, and capacity building has not only positively influenced progress towards the achievement of programme outcome and outputs, but also improved the dissemination of the project achievements, increased visibility and the effectiveness of the project outreach efforts, and are contributing to sharing lessons learnt and institutionalization of the knowledge management from the project implementation.

### 6.3. Efficiency

The efficiency assessed the extent to which the project interventions delivered results in an economic and timely way. In particular, the evaluation assessed six key areas: (i) Extent to which the project activities were cost-efficient; (ii) Extent to which objectives were achieved on time; (iii) Whether the programme was implemented in the most efficient way compared to alternatives; (iv) Budget for the Programme and whether the funds have been spent as originally budgeted; and (v) Management challenges affecting efficient implementation of the Programme and how they are being addressed.

#### 6.3.1. Extent to which the project activities were cost-efficient

**Achieved:** *This evaluation concludes that the planned project activities were generally cost-efficient, in so far as there is no likelihood of budget over-run leading to non-completion of the planned project activities.*

As described in **subsection 6.2.3 under Effectiveness**, except for the less than average performance rate under Output 3 (42 percent), the performance rates in the other Outputs (Output 1= 78 percent, output 2= 94 percent, and Output 4= 98 percent), demonstrated that the project activities were cost-efficient. As explained earlier in **subsection 6.2.3 under Effectiveness**, the performance rate under Output 3 was affected by delays in the completion of two major activities; **Activity 3.4: Conduct training on Innovative finance (including blended finance)**<sup>124</sup>, and **Activity 3.5: Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.**<sup>125</sup> Further, as this evaluation revealed, the two activities are interlinked in that **Activity 3.5** could not be started before **Activity 3.4** was completed<sup>126</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of Output 3.

On the other hand, the evaluation found that the technical assistance on policy analysis and planning, and resource mobilisation, and the material and financial resources invested in the project (human resources, informational materials, institutional-specific capacity strengthening interventions), are adequate and mostly sufficient for reaching the initially planned results. So far as it is, resources have been used as planned; no over-expenditures were recorded. Internal controls are strong, as budget use is based on a tripartite review arrangement – involving UNDP- the implementing agency, Government as a local partner, and the PSC.

With the history of strong financial policies of UNDP, the project enjoyed good use of funds for implementing the planned activities – overall expenditures remained within the overall budget. By the time of this evaluation, total funds used for project activities totalled US\$ 1,032,825.8. This is out of a total of US\$ 4,205,250 provided for the

<sup>122</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>123</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.26).

<sup>124</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>125</sup> Ibid., p.7.

<sup>126</sup> Ibid., p.6.

five-year project life.<sup>127</sup> As stated earlier, the tripartite process for technical and financial review and approval through UNDP, GoR and PSC, ensured proper verification and utilization of and accountability for funds. While the use of the UNDP financial management procedures ensured adequate internal controls.

### 6.3.2. Extent to which the project objectives were achieved on time

**Moderately Achieved:** This evaluation concludes that it is highly likely the project objectives will be achieved on time for Objective 2, but not likely for Objective 1.

As described in **subsection 6.1.2 under Relevance**, the IDPFI project is intended to accomplish two objectives; **Objective 1:** Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources, and **Objective 2:** Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes.

As determined by the Evaluator, **Objective 1** is being achieved through **Output 3:** Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance; and **Output 4:** Rwanda Cooperation initiative (RCI) has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through south-south and Triangular Cooperation (SS & TC). **Objective 2** is being achieved through **Output 1:** Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs; and **Output 2:** MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives.

As described earlier in **Objective 1 in subsection 6.2.3 under Effectiveness**, the project's progress towards meeting the targets in Output 3 is at 42 percent, and 87 percent for Output 4. Under **Objective 2**, the project's progress towards meeting the targets in Output 1 is at 78 percent, and 94 percent for Output 2. Accordingly, with only one-and-half years left to the end the project, this evaluation concludes that it is highly likely that the project Objective 2 will be achieved on time, but not likely for Objective 1. Further, as described earlier in **subsection 6.2.3 under Effectiveness**, the slow progress in initiating innovative finance solutions through the innovative finance facility at MINECOFIN (60 percent), and the low level of utilization of non-traditional sources of finance (50 percent), are contributing to the lower level of business initiatives accelerated through the project (17 percent). With only one-and-half years left to the end the project, there is low likelihood of achieving Objective 1 by the project end, if immediate actions are not taken.

### 6.3.3. Extent to which the project was implemented in the most efficient way compared to alternatives

**Moderately Achieved:** This evaluation concludes that the current level of efficiency in the implementation of project activities is highly likely to lead to completion of activities and earlier achievement of the project objective 2, and not likely for Objective 1.

As this evaluation revealed, one of the projects jointly implemented by UNDP and MINCOFIN is, "Support for Effective Development Cooperation for Results", implemented during 2014-2018. One of the key weaknesses of this project was the low absorption of funds and implementation delays.<sup>128</sup> For the IDPFI project, the evaluation found that funds absorption was at 50 percent of the overall five-year project budget of US\$ 4,205,250. At the time of the analysis of the project budget and expenditures, the project was one-and-half years left to the end of its five-year life, signalling that urgent actions are required to accelerate activities implementation and improve funds absorption.

In terms of efficiency in activities implementation, and thus progress towards meeting the Output targets, progress analysis revealed that Output 1 is at 78 percent achievement, and 98 percent for Output 2. These high achievements demonstrated efficiency in project activities implementation under these outputs, and it is reasonable to conclude that the project will be achieved on time for these Outputs, and ultimately for Objective 2.

However, this is not the case with **Objective 1** as described earlier in **subsection 6.3.2**. The project's progress towards meeting the targets in Output 3 is at 42 percent, and 87 percent for Output 4. As explained earlier in **subsection 6.2.3 under Effectiveness**, the performance rate in Output 3 was affected by delays in the completion of two major activities; **Activity 3.4:** Conduct training on Innovative finance (including blended finance)<sup>129</sup>, and

<sup>127</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.2).

<sup>128</sup> Ibid., p.11.

<sup>129</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

**Activity 3.5: Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.**<sup>130</sup> Based on desk review, the two activities are interlinked in that **Activity 3.5** could not be started before **Activity 3.4** was completed<sup>131</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of the output. Thus, there is high risks of not meeting Objective 1 by the project end, and immediate actions need to be taken to accelerate activities implementation.

#### 6.3.4. Budget for the Programme and whether funds have been spent as originally budgeted

**Achieved:** This evaluation concludes that the budget for the Project has been spent as originally planned.

The approved budget for the project is US\$ 4,205,250 over the five-year project life, with US\$ 3,955,250 contributed by UNDP and US\$ 250,000 contributed by the SDC.<sup>132</sup> By the time of this evaluation, the total funds utilised totalled US\$ 1,032,825.8 (or 50 percent). (see **Table 8**). So far as it is, funds have been used as planned; no over-expenditures (negative values) were recorded. This is evidence that internal controls are strong, as budget approval is based on a Steering Committee arrangement. The trend in budget utilization during 2019-2022 is illustrated in **Table 8**.

Table 8: Budget utilization during 2019-2022<sup>133</sup>

Item	Financial Year			GRAND TOTAL
	2019/2020	2020/2021	2021/2022	
Annual budget (US\$)	1,709,180	1,446,892	487,000	3,643,072
Funds received (US\$)	473,812	1,172,675	433,064	2,079,551
Funds utilized (US\$)	317,454.34	443,846.17	271,525.29	1,032,825.8
Funds utilization (%)	67.0%	37.8%	62.7%	50.0%

As the financial analysis in table 8 reveals, funds have been used as planned without budget overruns throughout the project period 2019-2022. As stated earlier, the Steering Committee arrangement for technical and financial review and approval ensured proper verification and utilization and accountability for funds. While the use of the UNDP financial management procedures ensured adequate internal controls.

However, the generally low absorption of funds is linked to slow progress in the implementation of some activities, and progress towards the achievement of some of the Output indicators described earlier in **subsections 6.2.3 under Effectiveness**. In addition, as described earlier in **subsection 6.2.1 under Effectiveness**, the emergence and rapid spread of COVID-19 across Rwanda in 2020-2021 constrained the implementation of the project activities, as originally planned. While attempts were made to continue the activities, this happened at a slower pace, which generally affected progress towards the project outputs.

#### 6.3.5. Management challenges affecting efficient implementation of the Project and how they are being addressed

**Achieved:** The evaluation concludes that the project management has been largely efficient, with the overall project performance at 79 percent.

In regards to **project management**, desk review could not lead to conclusion that the project did not have enough staff to manage the project adequately to achieve the objectives. Except for the less than average performance rate under Output 3 (42 percent), the performance rates in the other Outputs (Output 1= 78 percent, output 2= 94 percent, and Output 4= 98 percent) demonstrated that the project management was generally efficient, with overall project performance at 79 percent. As explained earlier in **subsection 6.2.3 under Effectiveness**, the performance rate in Output 3 under Objective 1 was affected by delays in the completion of two major activities; **Activity 3.4: Conduct training on Innovative finance (including blended finance)**<sup>134</sup>, and **Activity 3.5: Conduct Feasibility study**

<sup>130</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.7.

<sup>131</sup> Ibid., p.6.

<sup>132</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.2).

<sup>133</sup> Budget and utilisation figures were converted from Rwandan Franc (RWF) to US Dollars (US\$) for ease of analysis of funds utilization. As of 30 June 2020, 1 RWF was 0.0011 US\$. <https://currencies.zone>June-2020>. As of 30 June 2021, 1 RWF was 0.0010 US\$. <https://currencies.zone>June-2021>; As of 30 June 2022, 1 RWF was 0.0010 US\$. <https://currencies.zone>June-2022>.

<sup>134</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

for *Innovative Finance solution/mechanism and identification of pipeline*.<sup>135</sup> Based on the progress reports reviewed, the two activities are interlinked in that **Activity 3.5** could not be started before **Activity 3.4** was completed<sup>136</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of Output 3.

Similarly, as described in **subsection 6.2.1.1 under Effectiveness**, the emergence and rapid spread of **COVID-19** across Rwanda in 2020-2021 constrained the implementation of the project activities, as originally planned.<sup>137</sup> As online information revealed, Rwandan economy shrank by 3.7 percent in 2020, as measures implemented to limit the spread of the coronavirus and ease pressures on the health systems brought economic activity to a near standstill in many sectors.<sup>138</sup> Although the economy is set to recover, growth is projected to remain below the pre-pandemic average through 2023.<sup>139</sup> In a bid to continue the project activities, UNDP and its project partners adapted to the crisis and allowed work to continue, by enforcing adherence to social distancing, reinforcing hygiene measures, and use of on-line platforms (zoom) to keep the project stakeholders engaged. As a result, the project was able to continue to implement its activities, although at a slower pace, which affected progress towards the project outputs, and ultimately their contribution to the intended objectives and outcomes.

## 6.4. Impact

The **impact** assessed the extent to which the project interventions generated significant positive or negative, intended or unintended, higher-level effects. In particular, the evaluation assessed six key areas: (i) Extent to which the project goals are shared by the stakeholders, primary activities of the project and extent of the progress of the activities and expected outputs, and contribution of the project to the achievement of UNDAF & NST1 outcomes and outputs; (ii) Results of the project effects; (iii) Main impact of the project on the innovative development and finance for impact framework in Rwanda; (iv) Number of people affected by the programme; (v) Project contribution to long-term social, economic, technical, environmental changes for individuals, communities, and institutions; and (vi) Difference the project has made to the beneficiaries.

### 6.4.1. *Extent to which the project goals are shared by the stakeholders; primary activities of the project and expected outputs and progress on the activities, and contribution of the project to the achievement of UNDAF & NST1 outcomes and outputs*

#### 6.4.1.1. *Extent to which the project goals are shared by the stakeholders*

As described earlier in **subsection 6.2.4 under Effectiveness**, the IDPFI project's stated goal/outcome is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all*.<sup>140</sup> This goal is to be achieved through joint implementation of UNDP and MINECOFIN, and participation of the Donor - SDC, and other Development Partners (GIZ, DFID). As described in the IDPFI Project Document, the project is managed by the PSC, composed of MINECOFIN as Chair, UNDP as Co-chair, the Donor- SDC, GIZ, and DFID, as members.<sup>141</sup> By coming together in a Steering Committee arrangement to manage the project, the action demonstrated a shared goal by the project stakeholders.

Moreover, UNDP's joint action with the rest of the stakeholders sought to optimize the impact of a range of project interventions on the people of Rwanda so that they can benefit from sustainable economic growth that generates decent work and promotes quality livelihoods for all. UNDP intended to do this by complementing the partners' efforts and accurately targeting to fill the gaps in support, where a UNDP partnership has a strong added value.

Further, as described earlier in **subsection 6.2.4 under Effectiveness**, the attainment of the project goal is to be gauged by the progress on the project's common outcome indicators stated in the UNDP CPD (2018-2023), UNDAF (2018-2023), and NST1 (2017-2024) Economic Transformation Pillar for Rwanda, which measure; (a) Gini coefficient - reducing income inequality, (b) Private investment as a share of the GDP – to foster inclusive,

<sup>135</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.7.

<sup>136</sup> Ibid., p.6.

<sup>137</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.42-49).

<sup>138</sup> Source: <https://www.worldbank.org/en/news/press-release/2021/07/22/partnership-with-private-sector-is-key-in-closing-rwanda-s-infrastructure-gap>

<sup>139</sup> Ibid

<sup>140</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31-38).

<sup>141</sup> Ibid., p.51.

competitive and sustainable economic growth, and (c) Number of new descent jobs created.<sup>142</sup> As stated in the IDPFI Project Results Framework<sup>143</sup>, these indicators are shared by the various stakeholders (UNDP, ONE UN through the UNDAP II, Donor- SDC, GIZ, DFID, and GoR) involved in the project. This is further evidence of UNDP's joint action with the rest of the stakeholders to achieve the project goal.

The evaluation concludes that the project demonstrated value addition through a shared goal, as the various sources of information revealed the added value of the project to the capacity of national institutions to plan, develop effective policies, diversify finance, and monitor progress, to achieve development objectives.

#### 6.4.1.2. *Primary activities of the project and expected outputs and progress on the activities*

As described in the Project's Results Framework<sup>144</sup> and in the Multi-Year Work Plan<sup>145</sup>, the project Outputs are; **Output 1: Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs; Output 2: MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives; Output 3: Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance; and Output 4: The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South and Triangular Cooperation.**

Further, as described earlier in subsection 6.1.2 under Relevance, all the four outputs have these activities in focus: **"enhance capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress."**

For **Output 1**, the primary activities are; (a) **Policy integration in decision-making**, (b) **Evidence-based and integrated planning**, (c) **Design cross-sectional policies and programming**, (d) **Design tools and procedures to guide national planning and budgets**, (e) **Strengthen administrative systems such as Management Information Systems (MIS)**, and (f) **Strengthen national capacity for Human Development and multi-dimensional poverty reporting and analysis.**<sup>146</sup>

For **Output 2**, the primary activities are; (a) **Support to Development Assistance Database (DAD) to improve reliability, relevance and use of DAD data**, (b) **Develop finance resource mobilisation strategy**, (c) **Capacity of relevant government staff on external resource mobilisation**, (d) **International Technical Assistance (TA) to External Finance Division (EFD) on resource mobilisation**, and (e) **Local Technical Assistance on M&E in the External Finance Division.**<sup>147</sup>

For **Output 3**, the primary activities are; (a) **Establish innovative finance facility at MINECOFIN**, (b) **Pioneer innovative green financing mechanisms with relevant institutions (MINECOFIN, FONERWA, BNR, Capital Market Authority)**, (c) **Improve private sector access to Foreign Direct Investment (FDI) windows and impact investing**, (d) **Conduct training on innovative finance including blended finance**, and (e) **Conduct feasibility studies for innovative finance solutions/mechanisms and identification of pipeline projects.**<sup>148</sup>

For **Output 4**, the primary activities are; (a) **Assess and build policy and institutional capacity of Rwanda Cooperative (RCI) through Technical Assistance (TA)**, (b) **Identification and Certification of home-grown finance solutions to be promoted by RCI**, (c) **Set up website and e-learning platform**, (d) **Support RCI to develop national strategy on South-South Cooperation, planning and M&E system and a database of SSC focal points**, (e) **Development of a national Talent Bank database and its mechanism for deployment of national experts to other countries**, and (f) **Establishment of a legal framework for RCI.**<sup>149</sup>

In regards to progress on the activities, the achievement of the outputs described earlier in subsection 6.2.3 under Effectiveness, is a demonstration of the generally good progress in the implementation of the activities. Except for the less than average performance under Output 3 (42 percent), the performance rates in the other Outputs

<sup>142</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31).

<sup>143</sup> Ibid., p.31

<sup>144</sup> Ibid., pp.31-38.

<sup>145</sup> Ibid., pp 42-49.

<sup>146</sup> Ibid., pp.42-43.

<sup>147</sup> Ibid., pp.44-45.

<sup>148</sup> Ibid., pp.46-48.

<sup>149</sup> Ibid., pp.48-49.

(Output 1= 78 percent, output 2= 94 percent, and Output 4= 98 percent) demonstrated good progress in the implementation of the activities under these Outputs. As explained earlier in **subsection 6.2.3 under Effectiveness**, the low performance rate in Output 3 was due to delays in the completion of two major activities; **Activity 3.4: Conduct training on Innovative finance (including blended finance)**, and **Activity 3.5: Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline**. Further, as explained earlier in **subsection 6.2.3 under Effectiveness**, the two activities are interlinked in that **Activity 3.5** could not be started before **Activity 3.4** was completed<sup>150</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of Output 3.

#### 6.4.1.3. Contribution of the programme to the achievement of the UNDAF and NST1 outcomes and outputs

As described in the IDPFI Project and UNDAF Results Frameworks, the common outcome is: *By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.*<sup>151</sup> The corresponding NST1 outcomes are; (a) *Eradicate extreme poverty*, (b) *Accelerated industrialisation for economic transformation*, and (c) *Increased descent and productive jobs*.<sup>152</sup>

This evaluation found that the attainment of the UNDAF, NST1, and the IDPFI Project outcomes are to be gauged by the progress on these three outcome indicators; (a) Gini coefficient - reducing income inequality, (b) Private investment as a share of the GDP – to foster inclusive, competitive and sustainable economic growth, and (c) Number of new descent jobs created.<sup>153</sup>

As described earlier in **subsection 6.2.4 under Effectiveness**, the IDPFI project intended to contribute to reducing income inequality between low-income and high-income individuals across the population in Rwanda, from 0.45 in 2019 to 0.4 by 2024. Online information revealed that the reduction in income inequality has been slow, as the World Bank Report and CIA Fact book for 2022 revealed that the GINI coefficient for Rwanda has just reduced from 0.45 in 2019 to 0.44 in 2021.<sup>154</sup> This is a reduction of 0.01 over a period of about 2 years. While the project outputs are well aligned to contribute to the achievement of the intended outcome, and thus to a reduction in income inequality to 0.4 by 2024; with only one-and-half years left to conclude the project, it is unlikely that this joint outcome will be fully realised.

Similarly, as described earlier in **subsection 6.2.4 under Effectiveness**, the project intended to contribute to increasing private investments as a share of the GDP, from 15 percent in 2019 to 21.6 percent by 2024. While data on overall private investments as a share of the GDP for 2022 was not available, online information revealed that the share of investments in agriculture and industry, key private sectors driving the economy of Rwanda, increased from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021.<sup>155</sup> Further, as described earlier in **subsection 6.2.4 under Effectiveness**, the increasing size in private investment revealed that Rwanda's economy is expanding. In recognising the increasing importance of agriculture as a key private sector player in the economy of Rwanda, the DPCG in Rwanda, in their last meeting of Quarter 4 FY 2021/2022, strongly reinforced their commitment and support to boost Agriculture sector in Rwanda.<sup>156</sup>

The IDPFI project is also intended to contribute to 1,072,428 new jobs created in Rwanda by 2024.<sup>157</sup> As detailed earlier in **subsection 6.2.4 under Effectiveness**, online information revealed that the number of new jobs created in Rwanda reached 1,416,135 by Quarter 3 of 2022.<sup>158</sup> Agriculture and industry were the main sectors where private investments have been consistently high, with more new jobs created by Quarter 3 of 2022.<sup>159</sup> As explained earlier in **subsection 6.2.4 under Effectiveness**, factors contributing to increases in number of new jobs created is the policy targeting and boosting private investments in Agriculture<sup>160</sup>, Industry, and ICT; sectors which employ most youth. Youth, 35 years and below make up about 78 percent of Rwanda's population.<sup>161</sup> This demographic

<sup>150</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>151</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31-38).

<sup>152</sup> National Strategy for Transformation (NST1). Government of Rwanda, NST1 M&E Framework. Source:

[https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Trsansformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Trsansformation_-_NST1-min.pdf)

<sup>153</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.31).

<sup>154</sup> Source: <https://worldpopulationreview.com/country-rankings/gini-coefficient-by-country>

<sup>155</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>156</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, FY 2021/2022, p.4.

<sup>157</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.31).

<sup>158</sup> Source: <https://www.statistics.gov.rw/file/11913/download?token=trKhY00s>

<sup>159</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>160</sup> Recommendation from Annual Development Partners Coordination Group Meeting in Rwanda (IDPFI Q4 Progress Report, FY 2021/2022, p.4.

<sup>161</sup> Rwanda demographics 2021 – StatisticsTimes.com. Source: <https://www.undp.org/rwanda>

presents a huge potential for supply of skilled and semi-skilled labour for economic transformation in Rwanda. The utilisation of this human resource potential is demonstrated in Rwanda's youth employment rate at 77 percent for women and men aged 20 to 34 years, as of August 2022.<sup>162</sup>

The IDPFI project also contributes to the achievement of UNDAF and NST1 outputs as demonstrated below.

IDPFI Project Outputs	UNDAF Outputs <sup>163</sup>	NST1 Outputs <sup>164</sup>
<p><b>Output 1:</b> Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs.</p> <p><b>Output 4:</b> The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs)</p>	<p><b>Output 1.3:</b> National institutions, private sector and communities are equipped with the technical capacity, skills and knowledge to develop and implement evidence based, inclusive policies and programmes for increased sustainable industrialization and trade competitiveness.</p>	<p><b>Output 1:</b> Create 1,500,000 (214,000 annually) descent and productive jobs.</p> <p><b>Output 2:</b> Establish Rwanda as a globally competitive knowledge-based economy.</p>
<p><b>Output 2:</b> MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives</p> <p><b>Output 3:</b> Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance through an effective coordination of Rwanda's South-South and Triangular Cooperation.</p>	<p><b>Output 1.5:</b> National institutions have acquired increased technical capacity to identify, access and use different partnership modalities and sources of finance to achieve national development objectives</p>	<p><b>Output 5:</b> Increase domestic savings and position Rwanda as a hub for financial services to promote investments.</p>

In regards to the contribution of **IDPFI Output 1** to the achievement of **UNDAF output 1.3** and **NST1 outputs 1 & 2**, progress analysis revealed that the project supported the production of the Final Version of Vision 2050.<sup>165</sup> Further, as described earlier in **subsection 6.2.3 under Effectiveness**, the MEL Guidelines were developed by Central and Local Governments Planners and are being used to guide effective monitoring of projects & SDGs. In addition, a Harmonized Imihigo Framework with institutional annual Action Plans for accelerated delivery of the SDGs and NST1 was finalised. The improvements in availability and access to current information and stronger M&E, are further enhancing the implementation of Vision 2050, NST1 and SDGs. Progress analysis also revealed that the project ensured integration and localization of relevant SDGs into NST1. The integration and localization of relevant SDGs into NST1, in particular, is contributing to realisation and proper reporting of SDG 1: No Poverty, SDG 8: Decent Work and Economic Growth, SDG 10: Reduced Inequality, and SDG 17: Partnerships.

In regards to the contribution of **IDPFI Output 2** to the achievement of **UNDAF output 1.5** and **NST1 output 5**, and as described earlier in **subsection 6.2.3 under Effectiveness**, the enhanced technical capacity at MINECOFIN has led to the revised Aid Policy, which has since been used to guide the preparation of the final Aid Report. Moreover, several proposals which have been prepared for the UN Trust Fund and other external funders, which are in pipeline and on-going, were based on the revised Aid Policy.<sup>166</sup> Further, as described earlier in **subsection 6.2.3 under Effectiveness**, the revised DAD has facilitated the inclusion of the EDFR and DPAF Reports in the DAD. To demonstrate further the strength of the technical capacity at MINECOFIN to coordinate development cooperation, one of the recommendations of the Annual DPCG meeting in Rwanda for Quarter 4 FY Year 2021/2022 is to boost agriculture performance.<sup>167</sup> The DPCG's choice to boost agriculture performance is strategic and aligns with the NST1 Pillar 1: Economic Transformation for accelerated economic growth in Rwanda. In ensuring this, the DPCG also recommended; improving the quality and inclusiveness of economic growth, financing Rwanda's Carbon Neutral and Green Growth Transition, supporting Education & Skills Development, ensuring Readiness for AfCFTA, and enhancing Partnerships.<sup>168</sup> These recommendations are the focus for monitoring by the DPCG over the course of the project, and beyond.

In regards to the contribution of **IDPFI Output 3** to the achievement of **UNDAF output 1.5** and **NST1 output 5**, progress analysis revealed that technical trainings offered to MINECOFIN, have led to the GoR accessing non-traditional sources and mechanisms of finance. As described earlier in **subsection 6.2.3 under Effectiveness**, several Outcome-based financing proposals prepared for the UN Trust Fund and other external funders, are in pipeline and on-going. In addition, the GoR received Green Finance for Green Investments under the GCF through the Nordic Direct Fund for Investment, contributing to leveraging additional funds for the GoR. This is further evidence of the strengthened capacity of the Rwanda's SSC that is hinged on the NST1 Output 5.

<sup>162</sup> Rwanda Youth Unemployment Rate – 2022 Data – Trading Economics. Source: <https://www.tradingeconomics.com>you...>

<sup>163</sup> Source: <https://rwanda.un.org/en/3597-united-nations-development-assistance-plan-undap-ii-2018-2023-summary>

<sup>164</sup> National Strategy for Transformation (NST1). Government of Rwanda, NST1 M&E Framework. Source: [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf)

<sup>165</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, Fiscal Year 2021/2022, p.3.

<sup>166</sup> Innovative Development Policy and Finance for Impact Project Annual Report 2019/2020, p.6.

<sup>167</sup> Ibid., p.4.

<sup>168</sup> Ibid., p.4.

In regards to the contribution of **IDPFI Output 4** to the achievement of **UNDAP output 1.3 and NST1 outputs 1 & 2**, and as described earlier in **subsection 6.2.3 under Effectiveness**, progress analysis revealed that the RCI Talent DATABASE for the deployment of national experts to other SSC countries is increasing interest from countries and international organizations wishing to learn about Rwanda's HGS and associated best practices. As described earlier in **subsection 6.2.3 under Effectiveness**, Rwanda's SSC partners include both African peers and non-African countries. The non-African partners include; Singapore (Singapore Cooperation Enterprise), Estonia, South Korea and Norway. The Norway SSC partnership, in particular, has attracted budgetary support for Green Investments under the GCF through the Nordic Direct Fund for Investment, contributing to leveraging additional funds for the GoR.

#### 6.4.2. Results of the programme effects

The assessment of impact of the programme on observed results was defined through issues/problems identified by experts at the project design. It involved assessing whether the issues/problems identified by the experts were influenced through the IDPFI project interventions, by analysis of the opinions gathered from key stakeholders as well as notes from secondary data sources, and the key interventions proposed to address those issues/problems.

A contribution data analysis method was used to understand the programme specific impact on the observed results, by working with the ToC to generate 'adaptive management.'<sup>169</sup> The evidence of impacts gathered from the key stakeholders, project progress reports and online information, were compared with those stated in the Project Document to inform the decisions on the rating of significance of the programme impact. (*see Annex 6.4*). The rating of **significance of the programme impact** provided the basis for estimation of the effectiveness of the programme actions. The **significance of the programme impact** is defined as the **gap** between **intended** and **actual significance**. The values of **significance of the project impact** ranges from 0 to 26. A narrow gap (value) signifies that the impact of the programme actions on observed results is high, while a wide gap (value) signifies medium to low impact. (*see Table 9*).

Table 9: Effects of the programme actions on impact

Programme Actions	Significance of Impact	Supporting Narrative
Embed system- wide thinking within the national institution's planning approaches	High (9)	<p><b>Relevance of impact (R): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>Government Planning and M&amp;E units enabled to produce evidence-based plans, budgets and reports and increase their knowledge through training. Knowledge-based economy is key to sustainable economic development.</li> <li>The National Monitoring, Evaluation and Learning (MEL) Framework is being used to guide effective monitoring of projects &amp; SDGs.</li> </ul> <p><b>Extent of impact (E): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>Enhancing the capacity of governmental institutions beyond MINECOFIN prolongs system-wide thinking within the national institutions' planning approaches.</li> <li>Integration and localization of relevant SDGs into NST1 is ensuring harmonized national planning and budget frameworks.</li> <li>Stronger monitoring and evaluation of development objectives that integrates data disaggregation is still low and a challenge as evidenced in all the reports developed.</li> </ul> <p><b>Duration of impact (D): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Using 'government own system" allow technical staff at the central level to work with lower local government structures and community and build long lasting relationships for the achievement of the NST1 and Vision 2050.</li> <li>The institutionalization of knowledge management of the lessons from the Innovative development policies will continue to provide better planning and accountability at Central and Local Government levels.</li> <li>There is still low level of adoption of integrated and foresight planning in the planning approaches.</li> </ul> <p><b>Actual Significance = R x E x D or 3 x 3 x 2 = 18</b>  <b>Intended Significance = R x E x D or 3 x 3 x 3 = 27</b>  <b>Significance of Impact (Intended Significance- Actual Significance) = 27-18 = 9</b></p>
Develop new and innovative policy options to deepen structural transformation	Medium (15)	<p><b>Relevance of impact (R): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>The project interventions met the needs of the Government of Rwanda in its drive to enhance domestic savings and mobilize external finance for investment and accelerated economic growth.</li> <li>Employees of MINECOFIN and line ministries are satisfied with their capacity to develop innovative policies, plan, train others, and also mobilize finance resources from non-traditional sources.</li> </ul>

<sup>169</sup> Adaptive management is a structured, iterative process of robust decision-making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring.



		<p><b>Extent of impact (E): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>The Development Assistance Database (DAD) corporate data platform has the potential of aiding investors discover target companies for investment partnerships in Rwanda, as it has expanded the scope of data to capture other external development finance flows.</li> <li>The RCI has established and is using online platform for knowledge exchange with SS &amp; TC peer countries; however, its effectiveness is still limited as it is in the development stages.</li> </ul> <p><b>Duration of impact (D): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Capacity strengthening has a long-term effect on the improvement of inclusive and economic growth, thus creating an environment for sustainable economic development based on knowledge. However, duration of impact will depend on the retention of the staff of institutions whose knowledge have been increased.</li> <li>MINECOFIN's lead role in developing innovative policies that helped to diversify non-traditional sources and mechanisms of finance for development objectives is key to ownership.</li> <li>There is still limited finances resources to undertake transformational as external sources identified and mobilized through the project are still limited.</li> </ul> <p><b>Actual Significance = R x E x D or 3 x 2 x 2 = 12</b>  <b>Intended Significance = R x E x D or 3 x 3 x 3 = 27</b>  <b>Significance of Impact (Intended Significance -Actual Significance) = 27-12 = 15</b></p>
<p>Attract and boost domestic savings, private investments as well as diversify sources of finance for development</p>	<p>Medium (15)</p>	<p><b>Relevance of impact (R): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>Economic growth was and still relevant for Rwanda. Every one interviewed expressed continued need for capacity for diversifying sources of finance for development</li> <li>Reduction of poverty and inequality was and still relevant for Rwanda. Every one interviewed expressed continued need for investing in programmes geared at reducing poverty and inequality as these are important for acceleration of economic growth.</li> </ul> <p><b>Extent of impact (E): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>GoR is increasingly accessing finance resources from non-traditional sources, such as GCF and UN Trust Fund.</li> <li>Online information show contribution to reduction in income inequality from 0.45 in 2019 to 0.4 by 2022.</li> <li>Online information shows private investments in Agriculture and Industry (key sectors employing diverse sections of the population), as a share of the GDP has risen from 23.5% and 18.9%, respectively, in 2019 to 24.1% and 20.3%, respectively, in 2021.</li> <li>Agriculture still represents low levels of the total loans invested, yet contributes to over 30% of the GDP.</li> </ul> <p><b>Duration of impact (D): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Boosting domestic savings and increase in private investments is Rwanda's long-term strategy for inclusive and accelerated economic growth and achievement of Vision 2050. It will continue to be the focus of support from Development Partners.</li> <li>The impact of private investments will last for long as Rwanda continues to experience strong political stability and conducive investment climate for foreign investors and domestic savings.</li> <li>Costs of capital and energy deficits continue to inhibit progress in private investments.</li> </ul> <p><b>Actual Significance = R x E x D or 3 x 2 x 2 = 12</b>  <b>Intended Significance = R x E x D or 3 x 3 x 3 = 27</b>  <b>Significance of Impact (Intended Significance-Actual Significance) =27-12= 15</b></p>

As **Table 9** above show, medium impacts were achieved across all the IDPFI programme areas of action (Embed system-wide thinking within the national institution's planning approaches; develop new and innovative policy options to deepen structural transformation; and attract and boost domestic savings, private investments as well as diversify sources of finance for development). Effective partnerships contributed to impact, including effective use of the innovative policies for planning and resources mobilisation; and quick response to address the outbreak of COVID-19 also allowed project work to continue. The policies can be mainstreamed into relevant institutions to address gaps in planning and resources mobilisation.

#### **6.4.3. Main impact of the programme on the innovative development and finance for impact framework in Rwanda**

As the evaluation found, the programme action is substantial as it engaged with the key ministry in charge of leading the work of addressing the challenges of economic diversification, inclusive and accelerated economic

growth, and reduction of poverty and inequality. The current programme is making a greater impact through creating capacity in MINECOFIN. The following highlight the main impact of the programme on innovative development policy and finance for impact framework in Rwanda.

#### *6.4.3.1. Embed system-wide thinking within the national institution's planning approaches*

The relevance of the programme impact in regards to embedding system-wide thinking within the national institution's planning approaches, is high. The Government Planning and M&E units have been enabled to produce evidence-based policies, plans, budgets and reports, and have increased their knowledge through training. Knowledge-based economy is key to sustainable economic development. Similarly, the MEL Framework, whose development has been supported through the programme, is being used to better guide effective monitoring of national projects and the SDGs.

In terms of the extent of impact, the depth and breadth of embedding system-wide thinking within the national institution's planning approaches, is medium. The integration and localization of relevant SDGs into NST1 is ensuring harmonized national planning and budget frameworks. Moreover, the capacities of governmental institutions in harmonized national planning and budget frameworks, have been enhanced beyond just MINECOFIN, and will ensure prolonged system-wide thinking within the national institutions' planning approaches. However, stronger monitoring and evaluation of development objectives that integrate data disaggregation is still a challenge, as evidenced in all the reports developed through this project.

As to how long the culture of system-wide thinking within the national institution's planning approaches will be practiced, the evaluation assessed that the duration of the impact is medium. The project model of "using 'government own system'", has allowed technical staff at the central level to work with lower local government structures and community, and will build long lasting relationships for the achievement of the NST1 and Vision 2050. Further, the institutionalization of knowledge management from the lessons learnt in project implementation will continue to provide better planning and accountability at central and local government levels. But, there is still low level of adoption of integrated and foresight planning in the planning approaches; this is realistic, given that policy changes and adoption are usually gradual and take time.

#### *6.4.3.2. New and innovative policy options developed to deepen structural transformation*

The relevance of programme impact on developing new and innovative policy options to deepen structural transformation, is high. The project interventions met the needs of the GoR in its drive to enhance domestic savings and mobilize external finance for investment and accelerated economic growth. The employees of MINECOFIN are satisfied with their capacity to develop new and innovative policies, plan, train others, and also mobilize finance resources from non-traditional sources.

However, the extent of the programme impact in as far as the new and innovative policy options are concerned, is medium. The revised DAD corporate data platform has expanded its scope to capture data from other external development finance flows. Besides aiding the GoR in valuing development finance flows, the DAD is aiding development partners and investors discover target organisations and companies for support and investment partnerships, respectively, in Rwanda. Similarly, the RCI has established and is using online platform for knowledge exchange with SS & TC peer countries. However, the extent of its impact is still limited as it is in development stages.

As to how long the new and innovative policy options will have on deepening structural transformation, the evaluation assessed that the duration of the impact is medium. The capacity strengthening of MINECOFIN has a long-term effect on the improvement of inclusive and economic growth, and is creating an environment for sustainable economic development based on knowledge. Moreover, MINECOFIN's lead role in developing new and innovative policy options that helped to diversify non-traditional sources and mechanisms of finance for development objectives is key to programme ownership. However, the duration of the impact will depend on the retention and continued deployment of the staff of institutions whose knowledge have been increased, to develop new and innovative policy options to deepen structural transformation.

#### 6.4.3.3. *Attract and boost domestic savings, private investments as well as diversify sources of finance for development*

The evaluation found that the relevance of programme impact on attracting and boosting domestic savings, private investments, as well as diversifying sources of finance for development objectives, is high. This is justifiable because the economic growth and reduction of poverty and inequality was and still relevant for Rwanda.

However, the extent of the programme impact on attracting and boosting domestic savings, private investments, as well as diversifying sources of finance for development, is medium. The GoR is increasingly accessing finance resources from non-traditional sources; so far, from the GCF and UN Trust Fund, towards national budgetary support. The extent, however, is still low. In terms of private investments, online information show the programme made contribution to reduction in income inequality from 0.45 in 2019 to 0.4 by 2022, and boosted private investments in Agriculture and Industry (key sectors employing diverse sections of the population), as a share of the GDP from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021. However, agriculture still represents low levels of the total loans invested, yet contributes to over 30 percent of the GDP.

In terms of the duration of the programme impact, the evaluation assessed that the duration is medium, although attracting and boosting domestic savings and private investments is Rwanda's long-term strategy for inclusive and accelerated economic growth and achievement of Vision 2050. Through the programme, development partners have chosen to continue to support and boot investment in agriculture, in particular, beyond the current programme. However, the costs of capital and energy deficits still continue to constraint progress in private investments. Further, there is still limited domestic savings and external finance resources to undertake structural transformation.

#### 6.4.4. *Programme contribution to long-term social, economic, technical, environmental changes for individuals, communities, and institutions*

##### 6.4.4.1. *Programme contribution to long-term social changes*

As described earlier in **subsection 6.4.1.3**, the programme interventions aimed at contributing to social changes in the area of **income inequality**. This was done by transforming the culture<sup>170</sup> and capacity of MINECOFIN and line ministries in the areas of planning, developing effective policies, diversifying finance and monitoring progress. Moreover, as this evaluation found, Rwanda Civil Society Platform (RSCP) was instrumental in acting on behalf of key population groups at the Base of the Pyramid (BoP)<sup>171</sup>, by further disseminating and localising key elements of Vision 2050 and NST1 in the communities.<sup>172</sup> As described earlier in **subsection 6.2.3 under Effectiveness**, the effectiveness of these awareness and social transformational actions are demonstrated in the project contributing to a reduction in income inequality between low-income and high-income individuals across the population in Rwanda, from 0.45 in 2019 to 0.44 in 2021.

##### 6.4.4.2. *Programme contribution to long-term economic changes*

In regards to its contribution to long-term economic changes, the programme focused on diversification of mechanisms of finance for private investments, and supporting investment opportunities, in particular, in key sectors of agriculture<sup>173</sup> and industry, currently driving the economy of Rwanda. The long-term economic changes that these economic transformational actions are contributing to are; growth in private investments as a share of the GDP, and increase in the size of the workforce. As described earlier in **subsection 6.2.3 under Effectiveness**, the effectiveness of these economic transformational actions is demonstrated in the programme's contribution to share of investments in agriculture and industry, rising from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021. Moreover, the more than double increase (1.4 percent) in the share of private investments in the industrial sector compared to agriculture sector (0.6 percent), is an indication that Rwanda's economy is gradually shifting from an agrarian economy to an industrial one. Similarly, as described earlier in **subsection 6.2.3 under Effectiveness**, the number of new jobs created in Rwanda reached 1,416,135 by Quarter 3 of 2022, in comparison to the project target of 1,072,428 new jobs to be created in Rwanda by 2024. This is a further indication of the programme's contribution to long-term economic changes among individuals and communities in Rwanda.

<sup>170</sup> System-wide thinking refers to institutional arrangement where everyone knows what everyone else is doing and work together to same goal.

<sup>171</sup> People living at the Base of the Pyramid (BoP) is a socio-economic segment of the low-income and disempowered people earning below US\$ 5 per person per day, who lack access to one or more of their immediate basic needs: food, water, shelter, clothing, education, and healthcare.

<sup>172</sup> Innovative Development Policy and Finance for Impact, Fourth Quarter Progress Report 2021/2022, p.3.

<sup>173</sup> Ibid., p.4.

#### 6.4.4.3. Programme contribution to long-term technical changes

As this evaluation found, the programme impact is substantial because it developed from simply being a joint programme into a 'collective of engaged professionals' that make a greater impact through knowledge transfer and use. One key aspect that has been of impact is the programme's implementation model "*using government own systems*"; building capacity and deploying technical experts from the same institutions where the programme activities are being implemented. Moreover, the capacity building initiative has a long-term effect on the improvement of local expertise for innovative development policy and finance for impact, thus creating an environment for sustainable economic development based on knowledge. Similar interventions will start to replace dependence on external expertise as far as MINECOFIN, line ministries and institutions in Rwanda are prepared to develop local expertise for sustainable economic development.

#### 6.4.4.4. Programme contribution to long-term environmental changes

As described in the Programme Document, **Annex 2: Social and Environmental Sustainability**, the programme's environmental risk as stated in the Programme Document, reads as: "*Increased shocks from climate change might reduce the effectiveness of the policies and strategies to bring about enhanced structural transformation by limiting the backward and forward linkages.*"<sup>174</sup> As this evaluation found, the programme intended to avert this environmental risk by working with other programmes, including the "Poverty-Environment for Sustainable Development Goals (PEAS) project supported by UNDP, to reduce environmental impact resulting from climate related shocks. Accordingly, the programme leveraged the actions of the PEAS, who contributed to mitigating the long-term negative effects of environmental changes on the IDPFI programme.

### 6.5. Sustainability

The evaluation assessed the extent to which the benefits of the project's technical capacity building in policy analysis and drafting, and finance for impact, continue or will likely continue. It included an examination of: (i) Extent to which the benefits of the programme continue after donor funding stops; (ii) Major factors which influenced the achievement or non-achievement of sustainability of the programme; (iii) Existence and clarity of programme exit strategy; and (iv) Extent to which the design, implementation and results of the programme have incorporated environment sustainability, and what should be done to improve environmental sustainability mainstreaming.

#### 6.5.1. The extent to which the benefits of the programme will continue after donor funding stops

The evaluation revealed that the programme's capacity building initiative, based on capacities for innovative policy development and finance for impact has a long-term effect on institutionalising knowledge, thus creating a sustainable environment for knowledge-based economy. The capacity at MINEFCOFIN has been developed for development cooperation and resource mobilisation. Together with Rwanda's strong engagement in SS & TC, the benefits of the intervention will continue to expand Rwanda's access to non-traditional sources of finance and mechanisms. So far, the programme has enabled the GoR to access the GCF for green investments, and the UN Trust Funds for outcome-based financing. Thus, the non-traditional sources of finance and mechanisms component should be seen as the project's flagship initiative to be expanded by GoR and Development Partners.

Further, from a policy perspective, the evaluation revealed that the programme helped to integrate the revised Aid Policy into the broader development planning and resources mobilisation drive of MINECOFIN at the national level. The EFD of MINECOFIN has already assumed responsibility for the coordination of national and sub-national planning to deliver ambitions from the revised Aid Policy.

With support from the programme, cabinet approved Vision 2050 Document on 29 July 2020. In addition, the programme supported the dissemination of Vision 2050 to different stakeholders, including; government, private sector, citizens, diaspora, civil society and faith-based organisations, development partners, academia and research institutions, and political parties, for full awareness and ownership. To ensure it continues to form the benchmark for national planning, the NDPR at MINECOFIN has already assumed responsibility for the government-led effort in coordination of national and sub-national planning to deliver ambitions from Vision 2050.

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<sup>174</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.62).

In terms of risks to the sustainability of the programme results, the evaluation found that the financial risk to the continuity of the benefits of the programme is low, at least up to 2024. The support for Rwanda's economic growth is UNDP's strategic priority. This is evident in the **UNDP CPD (2018-2023): Output 1.1: MINECOFIN has enhanced technical capacity to access, leverage and utilise development finance to achieve national development objectives;** and **Output 1.2: Public-private partnerships and institutional arrangements strengthened to create descent jobs and promote entrepreneurship, especially among women and youth.**<sup>175</sup> Support for Rwanda's economic growth is also a priority of the ONE UN in Rwanda, stipulated in the **UNDAP (2018-2023) Outcome 3: By 2023, people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates descent work and promotes quality livelihoods for all.**<sup>176</sup> Similarly, UNDP is the lead UN Agency for monitoring progress and reporting on the SDGs. The timeline for the SDGs is up to 2030. That implies the support for Rwanda to attain its stated goals in the NST1 and relevant SDGs will continue to attract support from the UN Country Team (UNCT) and other DPs in Rwanda.

These actions demonstrate the ability of the partnership to foresee potential risks to the continuity of the programme benefits, and draw plans to address them. It also demonstrates the partnership's ability for preparedness to drive the current partnership forward, and these have been addressed at the policy and strategic levels.

#### **6.5.2. The major factors which influenced the achievement or non-achievement of sustainability of the programme**

This evaluation identified these factors as having influenced the achievement or non-achievement of the sustainability of the programme: (a) Prioritizing working 'using government own systems'<sup>177</sup>, (b) Partnerships<sup>178</sup>, and (c) Emergence and rapid spread of COVID-19.<sup>179</sup>

##### **6.5.2.1. Prioritizing working 'using government own systems'**

The programme's technical approach is for it to be implemented "using government own systems". This allowed for close coordination with the key units at MINECOFIN to mobilize line ministries and institutions for implementation of the programme. As described earlier in **subsection 6.2.1 under Effectiveness**, prioritizing working with existing structures contributed to building capacities of technical staff of MINECOFIN and institutions at the national level to deliver quality technical support services to the local government planning and M&E technical staff. Moreover, the evaluation revealed that the capacities built on accurate data collection and analysis, policy analysis and planning, and M&E, will remain within MINECOFIN and the line ministries at the national level, and will ensure continuity in technical support and mentorship to staff at the local government level.

##### **6.5.2.2. Partnerships**

In regards to partnerships, the key driving forces influencing the sustainability of the programme are qualified and committed technical staff at UNDP. This staff provided proactive, consistent and systematic technical support and influenced positively the inclusiveness of programme stakeholders, subsequently the ownership of the programme. Further, as described earlier in **subsection 6.2.1 under Effectiveness**, the project teams communicated systematically and cooperated closely with the UNDP Strategy Advisory Unit at the UNDP country office and those at MINECOFIN in Kigali. These coordination and cooperation efforts were enhanced through on-going engagement in relevant national planning processes, participation in the phases of programme work plan development and budgeting, implementation of programme activities, and reporting and reviews. At the national level, the coordination was done through the PSC chaired by MINECOFIN, and joint technical meetings between UNDP and MINECOFIN senior programme officials, involved in the implementation of the programme. This coordination effort led to the partner's commitment to deliver programme results and being accountable to the programme beneficiaries. Moreover, the partnerships added value in the areas of; capacity building, building trust among partners, improving regular consultations, setting clear goals, and targeting the most important ministry in policy and planning - MINECOFIN. Collectively, these have influenced achievement and sustainability of the results.

<sup>175</sup> United Nations Development Programme (UNDP) Country Programme Document (CPD) Rwanda: 2018-2023.

Source: <https://digitallibrary.un.org/record/3924444?ln=en>

<sup>176</sup> United Nations Development Assistance Plan (UNDAP II: 2018-2023) in Rwanda. Source: <https://rwanda.un.org/en/3597-united-nations-development-assistance-plan-undap-ii-2018-2023-summary>

<sup>177</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.12-14).

<sup>178</sup> Ibid., p.14.

<sup>179</sup> Innovative Development Policy and Finance for Impact Project Document, Annual Report FY 2019/2020, p.8.

### 6.5.2.3. Emergence and rapid spread of COVID-19

As described earlier in **subsection 6.2.1.1 under Effectiveness**, the emergence and rapid spread of **COVID-19** across Rwanda in 2020-2021 constrained the smooth implementation of the programme activities, as originally planned. But, the programme adapted to the crisis and allowed work to continue, by enforcing adherence to social distancing, reinforcing hygiene measures, and use of on-line platforms (zoom' and WhatsApp) to keep the programme stakeholders engaged. As a result, the programme was able to continue delivering its activities, although at a slower pace.

### 6.5.3. Existence and clarity of the programme exit strategy

Exit strategy is a plan of action telling how the existing programme will withdraw support in terms of financial and technical assistance resources without compromising the quality and continuity of the set goal and objectives. As this evaluation found, while the programme does not have a deliberate 'exit plan of action', review of the various programme documents revealed that the programme exhibited three basic approaches to exit, that included; 'phasing down', 'phasing out', and 'phasing over'.

In 'phasing down', the Multi-Year Work Plan<sup>180</sup>, described in the Programme Document, included utilising MINECOFIN, line ministries and relevant institutions to sustain programme benefits while UNDP & SDC gradually deploy fewer financial and technical assistance resources as the programme implementation comes to a close on 31 May 2024.

In 'phasing out', as described in the programme strategy<sup>181</sup> and Multi-Year Work Plan<sup>182</sup>, the programme was designed from the onset to inculcate knowledge, skills and mobilisation of non-traditional financial resources using enhanced technical capacity at MINECOFIN within a fixed time period, and with funding cycles considered in the planning of 'phase out' timing. Thus, any withdrawal of UNDP & SDC involvement will not likely affect the continuity of the programme.

In 'phasing over', the programme was developed by UNDP in close consultation with national, regional, and global partners.<sup>183</sup> Currently, MINECOFIN is the government-lead ministry in the IDPFI programme implementation. Emphasis has been placed on building capacity of MINECOFIN and line ministries, so that the programme can be transferred smoothly and fully to MINECOFIN, and implementation can continue through MINECOFIN and the local institutions. Moreover, by "*using the government own systems*", thus embedding the programme into the government development plans and implementation arrangements, the programme demonstrated institutional sustainability as an exit strategy to sustain the results after the current support has ended on 31 May 2024.

### 6.5.4. Extent to which design, implementation and results of the programme have incorporated environment sustainability, and how to improve environmental sustainability mainstreaming.

In the Multi-Year Work Plan, the programme designed an **Output 3: Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance**; and **Activity 3.2: Pioneer innovative green financing mechanisms and produce a model framework for green and sustainable bonds in consultations with MINECOFIN, FONERWA, BNR, and Capital Market Authority**.<sup>184</sup> This activity responds to environment concerns. The inclusion of this activity, particularly, to produce a model framework for green and sustainable bonds and mobilise finances to address environment concerns, demonstrated that the programme design had incorporated environment sustainability in its design.

Moreover, as this evaluation revealed, **Activity 3.2: Pioneer innovative green financing mechanisms and produce a model framework for green and sustainable bonds in consultations with MINECOFIN, FONERWA, BNR, and Capital Market Authority**, was later implemented as observed in the Annual Progress Reports for 2020/2021<sup>185</sup> and 2021/2022.<sup>186</sup> The implementation process included; developing a sustainable financial strategy to contribute to Rwanda Green Agenda, and a roadmap, action plan, and capacity development strategy for KIFC on green and

<sup>180</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.44-49).

<sup>181</sup> Ibid., p.13.

<sup>182</sup> Ibid., pp.44-49.

<sup>183</sup> Ibid., p.59.

<sup>184</sup> Ibid., p.47.

<sup>185</sup> Innovative Development Policy and Finance for Impact Project Fourth Quarter Progress Report, 2021/2022, p.5.

<sup>186</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2020/2021, p.4.

sustainable finance. This aimed to strengthen Rwanda's position as a key financial centre in Africa and a regional leader on SDG financing. Currently, KIFC is leveraging its financial centre to be a frontrunner in availing sustainable finance products that are easy to access, credible and managed by experts. KIFC is also positioning itself to attract new investments and piloting new vehicles and products that can address national and regional needs for green and social-impact investments. While RFTL is strongly promoting the green agenda in its financial services.<sup>187</sup> For the case of FONERWA, it was supported for a Feasibility Study for Green Investment Fund. The result of the Study was the development of a proposal to GCF and Nordic DFI, which has leveraged additional funds for GoR.<sup>188</sup>

To improve environmental sustainability mainstreaming, the evaluation revealed that KIFC is legalising its operations. As the evaluation revealed, KIFC developed a Legal Framework to establish investment funds, green bonds, and finance vehicles with sustainable labels, and an Operational Framework for establishing and certifying sustainable financial products, including those aimed at retail clients in Rwanda and the region.<sup>189</sup> Similarly, a Monitoring Framework was developed, with a clear role for; Capital Market Authority, Rwanda Stock Exchange, and RFTL. The needed skill sets and dedicated educational programs requirements for KIFC ecosystem has also been established.<sup>190</sup>

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<sup>187</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2020/2021, p.4.

<sup>188</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>189</sup> Innovative Development Policy and Finance for Impact Project Fourth Quarter Progress Report, 2021/2022, p.5.

<sup>190</sup> Ibid., p.5.

## 7. CONCLUSIONS

The programme actions to “*embed system-wide thinking within the national institution’s planning approaches*”, “*develop new and innovative policy options to deepen structural transformation*”, and “*attract and boost domestic savings, private investments, as well as diversifying sources of finance for development objectives*”, to a great extent, were efficient, effective, make a positive impact, relevant and sustainable. Common to them all, in similar degrees, is their emphasis on “*strengthening the capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress*”. This was key to the sustainability of the programme results. Moreover, the actions emphasised participatory planning in which the rights and responsibilities of implementing partners and beneficiaries were fully recognized. This was key to cost-sharing between the donor - SDC, UNDP, and GoR.

The relevance of the programme is demonstrated in GoR’s lead role in policy innovation and access to green finance. The GCF, in particular, through which the GoR accessed non-traditional sources of finance for green investments, has enabled the GoR to realize that a country can still fund low-carbon economic growth and lift poor people out of poverty, create jobs and reduce greenhouse emissions. Moreover, this aligned with both national and UNDP and the SDC strategic priorities for Rwanda, and the 2030 Agenda for Sustainable Development.

The effectiveness is one of the key strengths of the programme when judged from the commendable progress towards the achievement of the programme objectives, three-and-half years into the five-year life of the project

The efficiency of the programme is demonstrated in the programme’s progress in implementing most of the activities and progress towards the achievements of almost all the outputs. The quality of implementation is generally good. Funds absorption remained modest at an average of 50 percent, and is associated with slow progress in the implementation of some of the activities, especially under Output 3.

Impact is being heightened by “*using government own systems*” and institutionalisation of knowledge management from the programme implementation. The relevance of the programme impact is high, while the extent and duration of the programme actions remain medium.

Sustainability is being demonstrated by a strong sense of national ownership in the project. The sustainability of private investments and economic growth will continue as ease of doing business continues to encourage conducive investment climate for domestic and foreign direct investments.

To some extent, the project design mainstreamed gender and human rights, as judged from the inclusion of ‘*Leave No One Behind*’ indicator in the project Results Framework.



## 8. RECOMMENDATIONS

### 8.1. General recommendations

No.	Recommendations
1.	Accelerate project implementation
2	Improve the project Monitoring and Evaluation
3.	Improve the project design
4	Improve synergies with relevant UN Agencies

### 8.2. Detailed recommendations

These detailed recommendations are meant to enhance the relevance and performance, stimulate learning and knowledge management, as well as consolidate the progress towards sustainability of the project achievements.

#### 8.2.1. Accelerate project implementation

##### **Recommendation No. 8.2.1.1:** *Improve funds absorption and accelerate activities implementation*

Absence of budget overrun or over-expenditure does not necessarily imply the project is cost-efficient. The generally low absorption of funds in the project is linked to the slow progress in the implementation of some of the activities and progress towards the achievement of some of the Outputs, described earlier in **subsections 6.2.1 and 6.2.3 under Effectiveness**. With one-and-half years left to the end of the project, it is recommended to accelerate the implementation of the project activities, especially the activities under **Output 3**, where progress towards the achievement of the Output is at 42 percent.

#### 8.2.2. Improve the project Monitoring and Evaluation

##### **Recommendation No.8.2.2.1:** *Improve measurements of outcome*

While the existing monitoring and evaluation system did include quantitative and qualitative indicators in the Results Framework, it did not capture qualitative statements from beneficiaries about achieved changes or outcomes. It also did not capture achieved quantitative changes in the outcome indicators. It is recommended to eliminate this information gap in the project design described in **subsection 6.2.4 under Effectiveness**. With the implicit understanding that change primarily happens at an individual, community, or institutional level, where delivered resources turn into activities and services provided to the target groups, outcome-monitoring should orientate towards these changes. Current and future programmes should also focus on beneficiaries as additional information providers and take care to integrate outcome-monitoring into the Results Framework, and beneficiaries in the outcome-monitoring process.

##### **Recommendation No. 8.2.2.2:** *Improve quantitative data reporting*

Monitoring and evaluation system indicates that measurements of progress on the outputs in the Results Framework will also be done in quantitative form. However, as described in **subsection 6.2.3 under Effectiveness**, annual progress reports did not present quantitative data for quantitative output and outcome indicators and their targets set out in the Results Framework. For the project stakeholders to gauge progress in quantitative terms, as well as addressing gender mainstreaming and “Leave No One Behind (LNOB) principle”, quantitative reporting, with data disaggregation by sex and gender will be required.

#### 8.2.3. Improve the project design

##### **Recommendation No. 8.2.3.1:** *Improve gender mainstreaming*

While the project was designed from the perspective of ‘*Leave No One Behind*’ agenda principle, as described under **subsection 6.2.5 under Effectiveness**; because the Results Framework, Annual Work Plans, and the Annual Progress reports did not present data disaggregation by sex and gender, where necessary, it was difficult to conclude that the project mainstreamed gender in the design, and promoted gender-responsive implementation and, monitoring and evaluation. It is recommended that the Results Framework be revised to address this gap, and

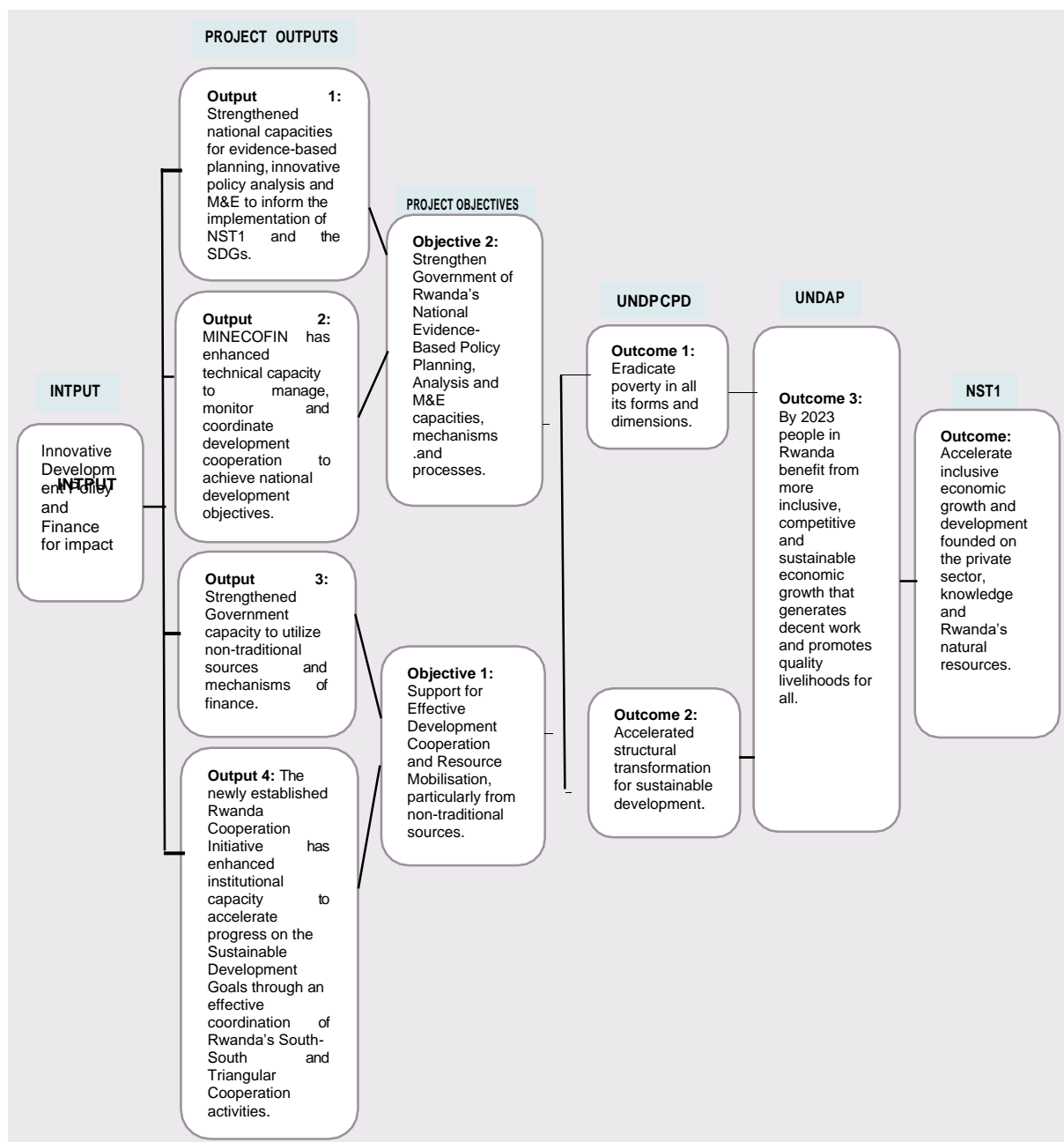
subsequent Annual Work Plans and Annual Progress reports will need to be improved to present data disaggregation by sex and gender, where such is a requirement.

**Recommendation No. 8.2.3.2: Improve the project Theory of Change**

The project design stated two objectives; (a) *Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources*, and (b) *Strengthen Government of Rwanda’s National Evidence-Based Policy Planning, Analysis and M&E capacities, mechanisms and processes*. As described in **subsection 6.1.2 under Relevance**, these objectives were not described in the project’s Theory of Change, nor were they aligned with the project outputs in the Results Framework, Annual Work Plans, and Annual and quarterly progress reports. It is recommended to eliminate these gaps regarding alignment of the outputs to the objectives in order to improve the ‘**evaluability**’ of the project at the end. This will entail revising the ToC and the Results Framework to include the two objectives, and align the objectives with the outputs in subsequent Annual Work Plans and Annual and quarterly progress reports.

**Figure 4** illustrates the good practice approach in the alignment of the elements of the project results chain in the theory of change, where a project objective contributes to higher level outcomes.

Figure 4: Recommended alignment of the IDPFI project results chain in the Theory of Change



#### **8.2.4. Improve synergies with relevant UN Agencies**

**Recommendation No. 8.2.4.1:** *Strengthen the synergy with IFAD for investments in Agriculture, and UNIDO for investments in Industrial development.*

As described in **subsection 6.2.8 under Effectiveness**, Agriculture and Industry sectors show strong incentives for attracting private investments that could address the challenges to economic diversification, inclusive and accelerated economic growth, and reduction of poverty and inequality. The Agriculture and Industry sectors fall within the mandates of IFAD and UNIDO, respectively. IFAD and UNIDO have been included in the Project Document as potential partners, but were not partners during project implementation. This is an opportunity for UNDP to strengthen its synergy with IFAD, for developing modern agriculture for sustainable food supply and improvements in incomes; and UNIDO, who has strengths in investments in Industrial development. This is also in line with the UN system which requires UN entities to undertake complementary thematic activities.

## 9. LESSONS LEARNED AND BEST PRACTICES

Irrespective of how the project is performing, there is always something to learn that provides room for improvement and replication; be it in design or implementation that positively or negatively affect project performance and the outcome. The evaluation highlights the following lessons and best practices that may be useful to the GoR, UNDP, the Donor-SDC, other Development Partners and stakeholders:

### 9.1. Lessons learned

The first lesson learned is that allowing governmental structures to lead the delivery of the project had a double advantage. On the one hand, national and local planning structures have received much needed capacity building on innovative policy development, analysis and planning, development cooperation, and mobilisation of finance resources from non-traditional sources. On the other hand, it has instilled a culture of system-wide thinking and planning across ministries, as MINECOFIN, MOLG, and other line ministries, are all guided by the common planning tools – Vision 2050, NST1, and SDGs.

The second lesson is that most of the components of the IDPFI project, such as instilling system-wide thinking and planning across ministries, and SS & TC require long-term commitment to achieve change and the choice of '*using government own systems*' has supported this commitment. Moreover, '*using government own systems*' allow implementing partners at the central level to work with lower local government structures and community, and build long lasting relationships for the achievement of the NST1 and Vision 2050.

The third lesson is that by focusing on the capacity of MINECOFIN for innovative development policy and analysis, and planning, development cooperation, and mobilisation of non-traditional finance resources for investment, the project interventions met the needs of the GoR in its drive to enhance domestic savings and mobilise external finances for investment and accelerated economic growth.

The fourth lesson is that the project represented a '*learning while doing*' approach as this encouraged active engagement of both international and national experts with the beneficiary ministries and institutions, and appeals and retains knowledge. It also encouraged inclusion and participation, as consultations tended to involve a wider audience in the ministries and institutions – the very purpose of the project to encourage system-wide thinking in innovative policy development and planning.

### 9.2. Best practices

Linking capacity building in innovative policy development with the mobilisation of external finance resources through '*learning while doing*' is a best practice. In addition to capacity building of MINECOFIN, the built capacities were being used concurrently to mobilise external finance resources as the project implementation progressed. This also gave UNDP an opportunity to appreciate the effectiveness of its capacity building efforts on policy and strategy on an on-going basis.

Engaging of local experts from MINECOFIN to provide technical assistance to lower local governments had substantial impact. In addition to transferring knowledge and skills to the lower local governments, engaging national experts from among direct beneficiaries of the project leads to a shift from planning in silos to a more system-wide and coherence in planning among the government line ministries.

By allowing international experts to work alongside national experts to provide technical assistance, the project is contributing to developing a pool of national experts on innovative development policy and planning and mobilisation of external finance resources. The pool of experts can be contracted on short notice to not only work on innovative development policy and planning, and external finance resources mobilisation, but also in future projects.

The capacity building initiative has a long-term effect on the improvement of local expertise for innovative development policy and finance for impact, thus creating an environment for sustainable economic development based on knowledge. Similar interventions will start to replace dependence on external expertise as far as Rwanda is prepared to develop local expertise for sustainable economic development based on knowledge.

## ANNEXES

### Annex 1. Terms of Reference for IDPFI Project Mid Term Evaluation



#### Terms of Reference for an Individual Consultant for IDPFI Project Mid Term Evaluation

##### A. General Information

<b>Application type:</b>	<b>External Individual Consultancy</b>
<b>Job Title:</b>	<b>Individual Consultant for IDPFI Project Mid Term Review</b>
<b>Category</b>	<b>Inclusive Green Economy Unit, UNDP CO</b>
<b>Duty station</b>	<b>Kigali, Rwanda</b>
<b>Application Deadline:</b>	
<b>Type of contract:</b>	<b>Individual Consultant Contract</b>
<b>Expected starting date:</b>	
<b>Duration</b>	<b>40 working days spread over 2 months</b>

##### B. Background and Context

The Innovative Development Policy and Finance for Impact (IDPFI) Project builds upon the previous support extended to the Ministry of Finance and Economic Planning (MINECOFIN) by UNDP under the project “Support for Effective Development Cooperation for Results” that was jointly supported by UNDP, DfID and Switzerland. The project addresses the underlying challenges to economic and social transformation in Rwanda including, economic diversification, inclusive and accelerated economic growth and reduction of poverty and inequality. Despite rapid economic growth and significant gains in the reduction of poverty and inequality, still significant share of the population remains below income and multidimensional poverty lines in Rwanda, mainly because of very high population growth in rural areas, limited structural transformation, high vulnerability caused by weather related climate change, low levels of private investments and limited finances to undertake transformational programmes.

With the adoption of SDGs, Rwanda needs to consolidate and enhance its progress in an integrated way as stated in the new National Strategy for Transformation (NST1). The need to make concurrent progress in multiple fronts is recognized by the Government of Rwanda. However, this ambitious goal can only be achieved if system wide thinking is adequately embedded within the national institution’s planning approaches, new and innovative policy options are developed to deepen structural transformation and if Rwanda achieves significant mileage in attracting and boosting domestic savings, private investments as well as diversifying its sources of finance for development. IDPFI project is expected to contribute to the United Nations Development Assistance Plan (UNDAP): “By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all”. This will be achieved through the following Outputs:

1. “Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs”;
2. “MINECOFIN has enhanced technical capacity to access, monitor and manage diverse external development finance resources to achieve national development objectives”;
3. “Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance” and
4. “The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda’s South-South and Triangular Cooperation activities”.

The results framework is aligned to Agenda 2030, Rwanda’s national policies and strategies, UNDP’s Country Programme Document (CPD), (UNDAP) 2018-2023 and other relevant frameworks. The project works with the appropriate stakeholders and through effective partnerships.

The project is implemented using government own systems under the strategic guidance of senior management in MINECOFIN and day to day support from the External Finance Division under the Office of Chief Economist within MINECOFIN and the National Planning and Research Department in operationalization of interventions within their respective mandates as well as additional responsible parties, including the National Institute for Statistics and Research (NISR). A Steering Committee chaired by the MINECOFIN provides

strategic oversight to the project, with senior representation from relevant stakeholders. Technical Assistance to MINECOFIN will be provided, and quality will be assured by UNDP and partners including ONE UN team. The IDPFI Project started on 1<sup>st</sup> June 2019 and is expected to close on 31<sup>st</sup> May 2024 with a total budget of USD 4,205,000.

Against this background, UNDP jointly with MINECOFIN UNICEF are looking for a National or international qualified consultant to carry out a Mid Term Evaluation.

### Scope of Work

The main purpose of the Mid-term Evaluation is to examine the results, achievements, and constraints of UNDP and MINECOFIN funded activities of the IDPFI Project. The Project was initiated in 2019 and is planned to end in June 2024. The findings and recommendations of the evaluation and lessons learned from its implementation will inform the end of the programme cycle.

The consultant is intended to identify weaknesses and strengths of the project design and implementation, and to come up with recommendations regarding the overall design and orientation of the programming cycle, after evaluating the adequacy, efficiency, and effectiveness of implementation, as well as assessing the achievements the project outputs and outcomes. The evaluation will also assess early signs of project success or failure and prompt adjustments. The results and recommendations of the evaluation would also help the Project to document lessons learnt and best practices.

To achieve the above, the consultant will submit jointly a detailed methodological approach on how this assignment will be conducted.

The evaluation aims to assess the achievements of the outputs and outcomes. The mid-term evaluation main objectives are the following:

- a) Assess the Programme's implementation strategy
- b) Assess the relevance, efficiency, effectiveness, sustainability, and impact of the interventions
- c) Assess the Programme's processes, including budgetary efficiency
- d) Assess the extent to which planned activities and outputs are being achieved
- e) Identify the main achievements and impacts of the programme's activities including the most successful initiatives to be scaled-up
- f) Identify the underlying causes and issues of non-achievement of some targets
- g) Document lessons learnt of effective approaches
- h) Make recommendations for the next project cycle
- i) Make recommendations for strengthening the synergies among UN agencies and implementing partners

The evaluation covers the implementation period of the project, from 2019 up to now. It covers the UN agencies funded interventions of the Joint Youth Programme with a specific attention to the KOICA funded activities. The geographic coverage of the evaluation is the whole country (Rwanda). The scope of the mid-term evaluation covers all activities undertaken in the framework of the project. This refers to:

- a) Planned outputs of the project compared to actual outputs and the actual results as a contribution to attaining the project objectives
- b) Problems and necessary corrections and adjustments towards the success of the project
- c) Document success stories and lessons learnt for the most effective approach
- d) Efficiency of project management, including the delivery of outputs and activities in terms of quality, quantity, timeliness and cost efficiency
- e) Likely outcomes and impact of the project in relation to the specified goals and objectives of the programme

The evaluation comprises the following elements:

- a) Assess whether the programme design was clear, logical and commensurate with the time and resources available;
- b) An evaluation of the project's delivery of achievement of its overall objectives;
- c) An evaluation of programme's performance in relation to the indicators, assumptions and risks specified in the logical framework matrix and the Project Document; An assessment of the scope, quality and significance of the programme outputs produced to date in relation to expected results; Identification of any programmatic and financial variance and/or adjustments made during the duration of the project and an assessment of their conformity with decisions of the Steering Committee and their appropriateness in terms of the overall objectives of the programme;
- d) An evaluation of the programme's contribution to the achievements of UNDP's outcome and outputs and the national Development agenda (NST, SDGs);
- e) Identification and, to the extent possible, quantification of any additional outputs and outcomes beyond those specified in the Programme Document;
- f) An evaluation of project coordination, management and administration. This includes specific reference to:
  - i. Organizational/institutional arrangements for collaboration among the different stakeholders involved in project arrangements and execution;
  - ii. The effectiveness of the monitoring and evaluation framework/mechanisms used by the Project in monitoring on a day-to-day basis, progress in project implementation;
  - iii. Administrative, operational and/or technical challenges and constraints that influenced the effective implementation of the project;
  - iv. An assessment of the functionality of the institutional structure established and the role of the Project Steering Committee (PSC);
  - v. Financial management of the project, including the balance between expenditures on administrative and overhead charges in relation to those on the achievement of substantive outputs.
- g) A prognosis of the degree to which the overall objectives and expected outcomes of the programme were met;

- h) Progress towards sustainability and replication of programme activities;
- i) Assess the extent to which the design, implementation and results of the programme have incorporated a gender equality perspective and human rights-based approach
- j) Assess of the extent to which the design, implementation and results of the project have incorporated the environmental sustainability concerns and make recommendation accordingly
- k) Lessons learned during programme implementation;
- l) Evaluate the programme's exit strategy in terms of quality and clarity

#### Evaluation criteria

The project will be evaluated on the basis of the DAC evaluation criteria:

- a) **Relevance:** measures whether the programme addresses an important development goal and whether its objectives are still valid.
- b) **Effectiveness:** measures whether the programme activities achieve its goals.
- c) **Efficiency:** measures the cost effectiveness, i.e. the economic use of resources to achieve desired results.
- d) **Sustainability:** measures whether the benefits of the programme are likely to continue after donor funding has been withdrawn. The programme needs to be environmentally as well as financially sustainable.
- e) **Impacts of intervention:** measures the positive and negative changes produced by the programme, directly or indirectly, intended or unintended.

#### Evaluation Questions

More specifically, the mid-term evaluation aims at addressing the following questions for each evaluation criteria, although not limited to:

##### Relevance:

1. Where is this Programme being implemented? How was the Programme site selected? What has been the main focus of the programme implementation so far? Who are the main beneficiaries? How were they selected? How was the programme aligned to the national development strategy (NST, Vision 2020-2050)?
2. The extent to which the programme activities are suited to the priorities and policies of the target group, recipient and donor.
3. To what extent did the objectives remain valid throughout the programme duration?
4. Were the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
5. Were the activities and outputs of the programme consistent with the intended impacts and Effects?

##### Effectiveness:

1. To what extent were the objectives achieved?
2. What were the major factors influencing the achievement or non-achievement of the objectives?
3. Did the activities contribute to the achievement of the planned outputs?
4. Have the different outputs been achieved?
5. What progress toward the outcomes has been made?
6. To what extent the design, implementation and results of the programme have incorporated a gender equality perspective and human rights based approach? What should be done to improve gender and human rights mainstreaming?
7. What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?
8. How did UNDP support the achievement of programme outcome and outputs?
9. How was the partnership strategy conducted by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other programmes?

##### Efficiency:

1. Were activities cost-efficient?
2. Were objectives achieved on time?
3. Was the programme implemented in the most efficient way compared to alternatives?
4. What was the original budget for the Programme? How have the Programme funds been spent? Were the funds spent as originally budgeted?
5. Are there any management challenges affecting efficient implementation of the Programme? What are they and how are they being addressed?

##### Sustainability:

1. To what extent will the benefits of the programme continue after donor funding stops?

2. What were the major factors which influenced the achievement or non-achievement of sustainability of the programme?
3. Does the programme have a clear exit strategy?
4. To what extent the design, implementation and results of the programme have incorporated environment sustainability? What should be done to improve environmental sustainability mainstreaming?

**Impact of interventions:**

1. What are the stated goals of the Programme? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent have the activities progressed? How did the programme contribute to the achievement of UNDAP & NST1 outcomes and outputs?
2. What has happened as a result of the programme?
3. What have been the main impact of the programme on the innovative development and finance for impact framework in Rwanda?
4. How many people have been affected?
5. Has the programme contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the programme?
6. What difference has the programme made to beneficiaries?

General guidance on evaluation methodology can be found in the UNDP Handbook on Monitoring and Evaluating for Development Results, the UNDP Guidelines for Outcome Evaluators, and UNDP Outcome-Level Evaluation: A Companion Guide to the Handbook on Monitoring and Evaluating for Development Results). UNDP's Evaluation Policy provides information about the role and use of evaluation within the M&E architecture of the organization.

The final decision on the specific design and methods for the evaluation will emerge from consultation among programme staff, the evaluators and key stakeholders, based on the inception report prepared by the evaluators, about what is appropriate and feasible to meet the evaluation purpose and objectives and answer the evaluation questions, given limitations of budget, time and data.

**Methodology**

The evaluation should use a mixed methods approach, drawing on both primary and secondary, quantitative and qualitative data to come up with an overall assessment backed by clear evidence. Data will be collected through surveys of all relevant stakeholders (national and local Government institutions, development partners, civil society organizations partners, private sector, beneficiaries, etc.) and through focus group discussions. Further data on the programme indicators (RRF data) will be used by the evaluation to assess the programme progress and achievements.

The evaluation methodology will include the following:

- (i) Desk review of programme document, financial and monitoring reports (such as minutes, Face Forms, Narrative reports, Steering Committee meetings resolutions, Programme annual Implementation Report, quarterly progress reports, and other internal documents including consultant);
- (ii) Review of specific items produced so far, including datasets, management and action plans, publications and other material and reports;
- (iii) Field verification where necessary, for some specific activities
- (iv) Interviews with key resource persons within the concerned institutions and UN agencies (heads of units, focal persons, implementing technical persons...)
- (v) Focus group discussions with all stakeholders

**D. Expected Outputs and Deliverables**

- **Evaluation Inception Report**—An inception report should be prepared by the Consultant before going into the full-fledged data collection exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods, proposed sources of data and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides the programme unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset. The inception report will be discussed and approved with UNDP and MINECOFIN **1 week after signing the contract**
- **Draft Evaluation Report**—Submission of draft evaluation report to MINECOFIN and UNDP for comments and inputs. The programme unit and key stakeholders in the evaluation will then review the draft evaluation report to ensure that the evaluation covers the scope and meets the required quality criteria.
- **A summarized document, highlighting lesson learnt of best practices and key set of recommendations as well as a Presentation of Draft evaluation report (PPT presentation)** to the Technical Committee for inputs, comments and approval.
- **Mid-Term Evaluation Report.** The final report should be completed **1 week after receipt of consolidated comments from stakeholders** and submitted to MINECOFIN and UNDP.

**E. Institutional Arrangement**

The consultant will work under supervision of the UNDP Head of Inclusive Green Economy Unit with the support of technical staff from MINECOFIN.

**F. Duration of the Work**

The assignment is expected to take 40 working days spread over a period of 2 months.



## G. Duty Station

The consultant will mainly work from home however he will conduct face to face consultations with key stakeholders.

## H. Qualifications of the Successful Consultants

The Individual consultant should have the following skills/competencies:

### Academic Qualification

- At least master's degree in Public Policy and Management, Public Administration, Development studies, International Development, Economics or/and Management and Business;

### Experience:

- At least 7 years accumulated experience in project/programme evaluation.
- At least 10 years accumulated experience in programme management support, programme/project formulation, monitoring and evaluation and RBM implementation.
- Proven expertise, knowledge and experience in the field of innovative development programmes, SDGs, international development and cooperation.
- Successful track-record on producing high-quality reports, reviews, assessments or evaluations of development programmes, funds, or complex projects overall, using several sources of information;
- Strong interpersonal and managerial skills, ability to work with people from different backgrounds and evidence of delivering good quality evaluation and research products in a timely manner
- Proven understanding of key elements of result-based programme management in International development cooperation
- Excellent research both quantitative and qualitative, drafting and reporting skills.

### Language Requirements:

- Fluency in English is required; Knowledge of French will be an asset.

## I. Schedule of Payments

Percentage of payment	Description	Expected timeline
20 Percent	After submission and approval of the Inception Report	1 week from the signing of the contract.
40 Percent	After submission and approval of the Draft Report	2 weeks from the submission of the previous deliverable.
40 Percent	After submission and approval of the Final Report	1 week from the submission of the previous deliverable.

## J. Selection Criteria

Individual Consultant	Weight	Max. Point
Academic Qualification	10%	10
Excellent proposed methodology assignment for accomplishing the	25%	25
-At least 7 years accumulated experience in project/programme evaluation. -At least 10 years accumulated experience in programme management support, programme/project formulation, monitoring and evaluation and RBM implementation. -Proven expertise, knowledge and experience in the field of innovative development programmes, SDGs, international development and cooperation.	25%	25
Expertise in Result-Based Management (or Result Oriented Management). Excellent research both quantitative and qualitative, drafting and reporting skills	30%	30
Additional competences	10%	10
<b>Total</b>	<b>100%</b>	<b>100</b>

## K. How to apply

- (i) **Letter of Confirmation of Interest and Availability** using the template provided by UNDP;
- (ii) **Personal CV or P11**, indicating all past experience from similar projects as well as the contact details (e-mail and telephone number) of the candidate and at least three (3) professional references;

- (iii) **Detailed technical proposal** of why the individual considers him/herself as the most suitable for the assignment and a methodology to be applied by the team of consultants and the implementation plan.
- (iv) **Financial Proposal** that indicates the all-inclusive fixed total contract price supported by a breakdown of costs, as per template provided

**UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and person with disabilities are equality encouraged to apply. All applicants will be treated with the strictest confidence.**

Prepared by: Alexis Ndayisaba, Programme Analyst Signature:  
Reviewed and cleared by: Osten Chulu, Head of Unit Signature:  
Approved by: Varsha Redkar-Palepu, DRR Signature:

Annex 2: Evaluation matrix

Evaluation Criteria	Evaluation Questions	Data source	Data collection methods & Tools, and Analysis methods
<b>1. Relevance</b> (measures whether the programme addresses an important development goal and whether its objectives are still valid)	1.1. Where is this Programme being implemented? How was the Programme site selected? What has been the main focus of the programme implementation so far? Who are the main beneficiaries? How were they selected? How was the programme aligned to the national development strategy (NST, Vision 2020- 2050)?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>• Govt. Policy Documents (NST, Vision 2020-2050, etc.)</li> <li>• Donor Country Strategy</li> <li>• Project Donors &amp; International partners</li> <li>• UNDP &amp; MINECOFIN technical staff</li> <li>• Officials and technical staff of the Local &amp; National Government institutions</li> <li>• Private Sector, Beneficiaries</li> </ul>	<p><b>Data Collection Methods:</b> Desk review of project document, policy documents, literature, progress reports.</p> <p><b>Data Collection Tools:</b> Desk review guides.</p> <p><b>Data Analysis method:</b> Responsibility assignment mapping; Contribution analysis</p>
	1.2. To what extent are the programme activities suited to the priorities and policies of the target group, recipient and donor?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	1.3. To what extent did the objectives remain valid throughout the programme duration?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	1.4. Were the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• UNDP &amp; MINECOFIN technical staff teams</li> <li>• Officials and technical staff of the Local &amp; National Government institutions</li> <li>• Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	1.5. Were the activities and outputs of the programme consistent with the intended impacts and Effects?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
<b>2. Effectiveness</b> (measures whether the programme activities achieve its goals)	2.1. To what extent were the objectives achieved?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>• Govt. Policy Documents (NST1, Vision 2020-2050, etc.)</li> <li>• Project Donors &amp; International partners</li> <li>• UNDP &amp; MINECOFIN technical staff teams</li> <li>• Officials and technical staff of the Local &amp; National Government institutions</li> <li>• Private Sector, Beneficiaries</li> </ul>	<p><b>Data Collection Methods:</b> Desk review of project document, progress reports.</p> <p><b>Data Collection Tools:</b> Desk review guides.</p> <p><b>Data Analysis method:</b> Responsibility assignment mapping, Contribution analysis, &amp; Change analysis</p>
	2.2. What were the major factors influencing the achievement or non-achievement of the objectives?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	2.3. Did the activities contribute to the achievement of the planned outputs?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	2.4. Have the different outputs been achieved?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	2.5. What progress toward the outcomes has been made?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	2.6. To what extent has the design, implementation and results of the programme incorporated a gender equality perspective and human rights based approach? What should be done to improve gender and human rights mainstreaming?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>• Govt. Policy Documents (NST1, Vision 2020-2050, etc.)</li> <li>• Project Donors &amp; International partners</li> <li>• UNDP &amp; MINECOFIN technical staff teams</li> <li>• Officials and technical staff of the Local &amp; National Government institutions</li> <li>• Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>

	2.7. What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?	<ul style="list-style-type: none"> <li>IDPFI Project document &amp; Progress Reports</li> <li>UNDP &amp; MINECOFIN technical staff teams</li> <li>Officials and technical staff of the Local &amp; National Government institutions</li> <li>CSOs, Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
	2.8. How did UNDP support the achievement of programme outcome and outputs?	<ul style="list-style-type: none"> <li>IDPFI Project document &amp; Progress Reports</li> <li>Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>Govt. Policy Documents (NST1, Vision 2020-2050, etc.)</li> <li>Project Donors &amp; International partners</li> <li>UNDP &amp; MINECOFIN technical staff teams</li> <li>Officials and technical staff of the Local &amp; National Government institutions</li> <li>Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
	2.9. How was the partnership strategy conducted by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other programmes?	<ul style="list-style-type: none"> <li>IDPFI Project document &amp; Progress Reports</li> <li>Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>Govt. Policy Documents (NST1, Vision 2020-2050, etc.)</li> <li>Project Donors &amp; International partners</li> <li>UNDP &amp; MINECOFIN technical staff teams</li> <li>Officials and technical staff of the Local &amp; National Government institutions</li> <li>Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
3. <b>Efficiency</b> (measures the cost effectiveness, i.e. the economic use of resources to achieve desired results)	3.1. Were activities cost-efficient?	<ul style="list-style-type: none"> <li>Project document, and Progress &amp; Financial reports</li> <li>UNDP &amp; MINECOFIN technical staff teams</li> <li>Officials and technical staff of the Local &amp; National Government institutions</li> <li>Project Donors &amp; International partners</li> <li>Private Sector, Beneficiaries</li> </ul>	<p><b>Data Collection Methods:</b> Desk review of project document, progress &amp; financial reports.</p> <p><b>Data Collection Tools:</b> Desk review guides.</p> <p><b>Data Analysis method:</b> Change analysis, Contribution analysis, Responsibility assignment mapping</p>
	3.2. Were objectives achieved on time?	<ul style="list-style-type: none"> <li>Same as above</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
	3.3. Was the programme implemented in the most efficient way compared to alternatives?	<ul style="list-style-type: none"> <li>Same as above</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
	3.4. What was the original budget for the Programme? How have the Programme funds been spent? Were the funds spent as originally budgeted?	<ul style="list-style-type: none"> <li>Same as above</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
	3.5. Are there any management challenges affecting efficient implementation of the Programme? What are they and how are they being addressed?	<ul style="list-style-type: none"> <li>Same as above</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>
4. <b>Impact</b> (measures the positive and negative changes produced by the programme, directly or indirectly, intended or unintended)	4.1. What are the stated goals of the Programme? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent have the activities progressed? How did the programme contribute to the achievement of UNDAP & NST1 outcomes and outputs?	<ul style="list-style-type: none"> <li>IDPFI Project document &amp; Progress Reports</li> <li>Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>Govt. Policy Documents (NST1, Vision 2020-2050, etc.)</li> <li>UNDP &amp; MINECOFIN technical staff teams</li> <li>Officials and technical staff of the Local &amp; National Government institutions</li> <li>Project Donors &amp; International partners</li> <li>Private Sector, Beneficiaries</li> </ul>	<p><b>Data Collection Methods:</b> Desk review of project document, progress reports.</p> <p><b>Data Collection Tools:</b> Desk review guides.</p> <p><b>Data Analysis method:</b> Change analysis, Contribution analysis, Responsibility assignment mapping.</p>
	4.2. What has happened as a result of the programme?	<ul style="list-style-type: none"> <li>Same as above</li> </ul>	<ul style="list-style-type: none"> <li>Same as above</li> </ul>

	4.3. What have been the main impact of the programme on the innovative development and finance for impact framework in Rwanda?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	4.4. How many people have been affected?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• UNDP &amp; MINECOFIN technical staff teams</li> <li>• Officials and technical staff of the Local &amp; National Government institutions</li> <li>• Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	4.5. Has the programme contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the programme?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• Programme Documents (UNDAP, UNDP CPD &amp; Strategic Plan)</li> <li>• Govt. Policy Documents (NST1, Vision 2020-2050, etc.)</li> <li>• UNDP &amp; MINECOFIN technical staff teams</li> <li>• Officials and technical staff of the Local &amp; National Government institutions</li> <li>• Project Donors &amp; International partners</li> <li>• Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	4.6. What difference has the programme made to beneficiaries?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
<b>5. Sustainability</b> (measures whether the benefits of the programme are likely to continue after donor funding has been withdrawn. The programme needs to be environmentally as well as financially sustainable)	5.1. To what extent will the benefits of the programme continue after donor funding stops?	<ul style="list-style-type: none"> <li>• IDPFI Project document &amp; Progress Reports</li> <li>• Programme Documents (UNDP CPD)</li> <li>• Govt. Policy Documents</li> <li>• UNDP &amp; MINECOFIN technical staff teams</li> <li>• Project Donors &amp; International partners</li> <li>• Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	5.2. What were the major factors which influenced the achievement or non-achievement of sustainability of the programme?	<ul style="list-style-type: none"> <li>• Project document, progress &amp; financial reports</li> <li>• UNDP/UN Habitat Headway teams</li> <li>• Project Donors &amp; International partners</li> <li>• Private Sector, Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	5.3. Does the programme have a clear exit strategy?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>
	5.4. To what extent the design, implementation and results of the programme have incorporated environment sustainability? What should be done to improve environmental sustainability mainstreaming?	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>	<ul style="list-style-type: none"> <li>• Same as above</li> </ul>

Annex 3: Work plan / key milestones, deliverables and responsibilities

The tasks, milestones, and deliverables of the evaluation based on 40 working days spread over 4 months' timeframe is as outlined below:

Phase / Activity / Milestone/ Deliverables	Estimated number of days	Date of completion	Place	Responsibility
<b>1. Phase One: Desk review and Inception Phase</b>				
1.1. Joint Briefing meeting with UNDP & MINECOFIN technical staff teams.	1 day	Within five days of contract signing	UNDP or remote	UNDP, MINECOFIN & Evaluator
1.2. Sharing of the relevant documents with Evaluator.	-	At the time of contract signing	Via email	UNDP
1.3. Desk review, draft inception report, including evaluation design, methodology, work plan and proposed list of stakeholders to be interviewed.	5 days	Within one week of contract signing	Home-based (Virtual)	Evaluator
1.4. <b>Deliverable 1: Discussion &amp; approval of Evaluation Inception Report</b> (15 pages maximum excluding annexes).	1 day	Within one week of contract signing	Home-based (Virtual)	UNDP, MINECOFIN & Evaluator
<b>2. Phase Two: Data Collection Phase</b>				
2.1. Desk review and Consultations with key stakeholders	12 days	Within three weeks of contract signing	Remote or In-country visit	UNDP & MINECOFIN to organize with partners, project staff, including visa
<b>3. Phase Three: Data Analysis and Report Synthesis Phase</b>				
3.1. <b>Deliverable 2: Preparation and submission of Draft Evaluation Report</b> (50 pages max excluding annexes), & a <b>separate summary</b> (5 pages).	11 days	Within 10 days of data collection and analysis	Home-based (Virtual)	Evaluator
3.2. <b>Deliverable 3: Power Point Presentation of a summarized Document, highlighting lessons learnt and best practices, and key recommendations.</b>	1 day	Within four days of submission of Draft Evaluation Report	Home-based (Virtual)	Evaluator
3.3. Comments to the Draft Evaluation Report	5 days	Within one week of submitting the Draft Evaluation Report	Remote (via email)	UNDP & MINECOFIN technical staff teams
3.4. Consolidate the Technical Committee comments to the Draft Evaluation Report.	3 days	Within five days of receipt of Draft Evaluation Report with comments	Home-based (Virtual)	Evaluator
3.5. <b>Deliverable 4: Finalization &amp; submission of Mid-term Evaluation Final Report &amp; a Summary</b> incorporating comments provided by the Technical Committee	1 day	Within one week after receipt of consolidated comments from stakeholders	Remote (via email)	Evaluator
<b>Total Workdays</b>	<b>40 days</b>			

**Evaluator:**

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and: respect people's right not to engage. Evaluators must respect people's right to provide information in confidence and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact during the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings, and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

**Evaluation Consultant Agreement Form<sup>191</sup>**

**Agreement to abide by the Code of Conduct for Evaluation in the UN System**

**Name of Consultant:** Dr. Patrick Orotin

**Name of Consultancy Organization** (where relevant): \_\_\_\_\_

**I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.**  
Signed at United Nations Development Programme (UNDP), Rwanda on 10 December 2022

Signature: 

<sup>191</sup>[www.unevaluation.org/unegcodeofconduct](http://www.unevaluation.org/unegcodeofconduct)

Annex 5. Data source and method of collection, and rationale for choice of data collection method

Methods of data collection	Data source	Rationale for their selection
UNDP Monitoring system	<ul style="list-style-type: none"> <li>• Programme Documents (CPD &amp; Strategic Plan of UNDP)</li> <li>• Project Documents (IDPFI Pro Doc, progress reports)</li> </ul>	Since it uses project performance indicators to measure progress, and so is a reliable, cost-efficient, objective method to assess progress of the project outputs and contribution to CPD outputs and relevant UNDAP outcome.
Reports and Documents review	<ul style="list-style-type: none"> <li>• Programme Documents (SDGs, UNDAP, CPD &amp; Strategic Plan of UNDP)</li> <li>• Project Documents (IDPFI ProDoc, progress reports, WP)</li> <li>• Govt policy Documents (NST1, Vision 2050)</li> <li>• International Instruments</li> </ul>	It is cost-efficient because it relies on existing project documentation, including quantitative and descriptive information about the project, its outputs and CPD outputs it contributes to.
Inception Meeting	<ul style="list-style-type: none"> <li>• UNDP &amp; MINECOFIN Project Teams</li> </ul>	Since it takes place before actual data collection, it helps to clarify to the Evaluator, UNDP and its stakeholders the understanding of the objectives, and scope of the evaluation. It too helps in the identification of the project stakeholders for interviews, and methods and tools to be used to collect data. The product of the meeting will be the final Evaluation Inception Report.
Consultations	<ul style="list-style-type: none"> <li>• Technical teams and Senior management of UNDP &amp; MINECOFIN</li> </ul>	This process engages Donors and International partners to identify emerging issues and links between different projects impacting on the results, UN agencies' individual and joint contributions to achievement of the IDPFI project outcomes, and obtain information on performance, including changes in policy and future strategies and opportunities for resources mobilization. This will be done during data collection and at the presentation of the Draft Evaluation Report.
Documentation of lessons learnt and best practices	<ul style="list-style-type: none"> <li>• Desk review Notes from various project reports.</li> </ul>	Can detail how the project partners have increased efficiency and effectiveness in the UN development activities (e.g. achieving collective UNDAP results, UNCT engagement in the project at national level, joint programming).



## Annex 6. Data Collection tools

### Annex 6.1. Guidance for Desk Review

Evaluation Criteria	Evaluation Questions	Desk Review Notes
<b>1. Relevance</b> (measures whether the programme addresses an important development goal and whether its objectives are still valid)	1.1. Where is this Programme being implemented? How was the Programme site selected? What has been the main focus of the programme implementation so far? Who are the main beneficiaries? How were they selected? How was the programme aligned to the national development strategy (NST, Vision 2020- 2050)?	
	1.2. To what extent are the programme activities suited to the priorities and policies of the target group, recipient and donor?	
	1.3. To what extent did the objectives remain valid throughout the programme duration?	
	1.4. Were the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?	
	1.5. Were the activities and outputs of the programme consistent with the intended impacts and Effects?	
<b>2. Effectiveness</b> (measures whether the programme activities achieve its goals)	2.1. To what extent were the objectives achieved?	
	2.2. What were the major factors influencing the achievement or non-achievement of the objectives?	
	2.3. Did the activities contribute to the achievement of the planned outputs?	
	2.4. Have the different outputs been achieved?	
	2.5. What progress toward the outcomes has been made?	
	2.6. To what extent has the design, implementation and results of the programme incorporated a gender equality perspective and human rights based approach? What should be done to improve gender and human rights mainstreaming?	
	2.7. What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?	
	2.8. How did UNDP support the achievement of programme outcome and outputs?	
	2.9. How was the partnership strategy conducted by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other programmes?	
<b>3. Efficiency</b> (measures the cost effectiveness, i.e. the economic use of resources to achieve desired results)	3.1. Were activities cost-efficient?	
	3.2. Were objectives achieved on time?	
	3.3. Was the programme implemented in the most efficient way compared to alternatives?	
	3.4. What was the original budget for the Programme? How have the Programme funds been spent? Were the funds spent as originally budgeted?	
	3.5. Are there any management challenges affecting efficient implementation of the Programme? What are they and how are they being addressed?	
<b>4. Impact</b> (measures the positive and negative changes produced by the programme, directly or indirectly, intended or unintended)	4.1. What are the stated goals of the Programme? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent have the activities progressed? How did the programme contribute to the achievement of UNDAP & NST1 outcomes and outputs?	
	4.2. What has happened as a result of the programme?	
	4.3. What have been the main impact of the programme on the innovative development and finance for impact framework in Rwanda?	
	4.4. How many people have been affected?	
	4.6. Has the programme contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the programme?	
	4.7. What difference has the programme made to beneficiaries?	
<b>5. Sustainability</b> (measures whether the benefits of the programme are likely to continue after donor funding has been withdrawn. The programme needs to be environmentally as well as financially sustainable)	5.1. To what extent will the benefits of the programme continue after donor funding stops?	
	5.2. What were the major factors which influenced the achievement or non-achievement of sustainability of the programme?	
	5.3. Does the programme have a clear exit strategy?	
	5.4. To what extent the design, implementation and results of the programme have incorporated environment sustainability? What should be done to improve environmental sustainability mainstreaming?	

## Annex 6.2. Impact Assessment Mapping

This is an analytical tool used to identify key interventions which have contributed to the level of project effect and the interaction of the key interventions in the current situation. Information on the level of project effect will be gathered through desk reviews and consultations.

The assessment will be done covering the three actions of the project, namely; (a) Embed system-wide thinking within the national institution's planning approaches, (b) Develop new and innovative policy options to deepen structural transformation, and (c) Attract and boost domestic savings, private investments as well as diversify sources of finance for development. Key issues brought out by the mapping exercise become key indicators to gauge whether the IDPFI project actions under evaluation were **relevant** to the context and people by assessing if issues considered pertinent by the stakeholders were influenced through the project implementation. The frequency of mention of the issue becomes the score for the issue.

The table below demonstrates how the issues resulting from the mapping exercise will be summarized.

Issues identified	Influence through the IDPFI project (Yes/No)	(Yes/No)	Score

The assessment of the project impact is defined through the linkages between the key interventions and impacts identified. These linkages are assessed through the following questions:

1. **R: Relevance of impact:** How did the influence of the project relate to the key needs of the National institutions and the Private Sector?
2. **E: Extent of impact:** What was the depth and breadth of impact? This will most probably be defined in population terms, for example, by detecting the numbers of direct beneficiaries (persons trained), the outcome (persons using the training), and the beneficiaries impacted (number of people affected by the training).
3. **D: Duration of impact:** Was the impact temporary and how long will it probably last? This is a time-based assessment which will be defined by looking at all the results, and estimating their longevity.

The assessment of **significance of impact** is calculated with the following equation: = **R x E x D**

Relevance (R)	Extent (E)	Duration (D)	Significance

The respective value for each variable is identified through a professional judgment, based on the information and data gathered during the assessment. The ranking of the values varies between **low (1), medium (2), and high (3)**. The rating of significance provides the basis for an estimation of the effectiveness of the project actions. This is defined as the **gap** between **intended significance** and **actual significance**. A small gap implies the significant of the impact is high, while a large gap implies the significant of the impact is low.

The **intended significance** is the multiplication of the high value (3) of Relevance of impact, Extent of impact, and Duration of Impact, that is;  $R \times E \times D$  or  $3 \times 3 \times 3 = 27$ . The **actual significance** is based on the multiplication of actual values obtained through the impact assessment mapping exercise. The impact assessment rating of the project will be based on the professional judgment by the Evaluator.

By relating the impacts back to the programming process, it also allows an appraisal of the overall quality of the IDPFI project design and implementation. The result of the Impact Assessment Mapping is presented as shown in the table below.

Programme Actions	Issues identified	Influenced through the IDPFI project (Yes/No)	Score	Actual Significance (A)	Intended Significance (I) (R =3 x E=3 x D= 3 or 27):	Significance of Impact (I-A)
Embed system-wide thinking within the national institution's planning approaches						
Develop new and innovative policy options to deepen structural transformation						
Attract and boost domestic savings, private investments as well as diversify sources of finance for development						

## Results of the Impact Assessment Mapping

Programme Actions	Issues identified	Influence through the IDPFI Project (Yes/No)	Supporting Narrative and Actual Significance (A)	Intended Significance (I)= (R =3 x E=3 x D= 3 or 27):	Significance of Impact (I-A)
Embed system-wide thinking within the national institution's planning approaches	<ul style="list-style-type: none"> <li>Limited adoption of integrated and foresight planning, innovative policy development and diversifying financing in full alignment with Addis Ababa Action Agenda (AAAA).</li> <li>Lack of sector-specific investment skill and green market intelligence in existing banks.</li> <li>Low levels of monitoring progress of development objectives.</li> </ul>	<p>Yes</p> <p>Yes</p> <p>Yes</p>	<p><b>Relevance of impact (R): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>Government Planning and M&amp;E units enabled to produce evidence-based plans, budgets and reports and increase their knowledge through training. Knowledge-based economy is key to sustainable economic development.</li> <li>The National Monitoring, Evaluation and Learning (MEL) Framework is being used to guide effective monitoring of projects &amp; SDGs.</li> </ul> <p><b>Extent of impact (E): 3 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Enhancing the capacity of governmental institutions beyond MINECOFIN prolongs system-wide thinking within the national institutions' planning approaches.</li> <li>Integration and localization of relevant SDGs into NST1 is ensuring harmonized national planning and budget frameworks.</li> <li>Stronger monitoring and evaluation of development objectives that integrates data disaggregation is still low and a challenge as evidenced in all the project reports developed.</li> </ul> <p><b>Duration of impact (D): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Using "government own system" allow technical staff at the central level to work with lower local government structures and community and build long lasting relationships for the achievement of the NST1 and Vision 2050.</li> <li>The institutionalization of knowledge management of the lessons from the Innovative development policies will continue to provide better planning and accountability at Central and Local Government levels.</li> <li>There is still low level of adoption of integrated and foresight planning in the planning approaches.</li> </ul> <p><b>Actual Significance = R x E x D or 3 x 3 x 2 = 18</b>  <b>Intended Significance = R x E x D or 3 x 3 x 3 = 27</b>  <b>Significance of Impact (Intended Significance- Actual Significance) = 27-18 = 9</b></p>	27	27-18 =9 (High)
Develop new and innovative policy options to deepen structural transformation	<ul style="list-style-type: none"> <li>Pace of structural transformation not matching the country's ambitious vision of accelerated industrialization and job creation.</li> <li>Share of agriculture to economy shows a declining trend from 34 percent in 2006 to 31 percent in 2017.</li> <li>Share of industry sector to GDP has shown marginal change since 2010 from 15 percent of GDP to 16 percent of GDP.</li> <li>Manufacturing sector has narrow base with limited diversification; food and beverages dominating the large share of manufacturing outputs.</li> <li>Manufacturing contribution to jobs is limited, only 4 percent of labour force in agro-processing.</li> <li>Low technology products dominate the manufacturing sector.</li> <li>Unemployment rate is higher among women (17.5 percent) than among men (16.1 percent) and higher among young person (21.0 percent) than among adults (13.3 percent).</li> <li>Overall economic growth forecasted to settle around 7.6 percent over a period of 2018-2023, far below the 9.1 percent growth aimed at in the NST1.</li> <li>Gini coefficient is slow in decline, from 0.498 in 2005 to 0.45 in 2014.</li> <li>Limited finances to undertake transformational programmes.</li> </ul>	<p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>Yes</p>	<p><b>Relevance of impact (R): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>The project interventions met the needs of the Government of Rwanda in its drive to enhance domestic savings and mobilize external finance for investment and accelerated economic growth.</li> <li>Employees of MINECOFIN and line ministries are satisfied with their capacity to develop innovative policies, plan, train others, and also mobilize finance resources from non-traditional sources.</li> </ul> <p><b>Extent of impact (E): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>The Development Assistance Database (DAD) corporate data platform has the potential of aiding investors discover target companies for investment partnerships in Rwanda, as it has expanded the scope of data to capture other external development finance flows.</li> <li>The RCI has established and is using online platform for knowledge exchange with SS &amp; TC peer countries; however, its effectiveness is still limited as it is in the development stages.</li> </ul> <p><b>Duration of impact (D): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Capacity strengthening has a long-term effect on the improvement of inclusive and economic growth, thus creating an environment for sustainable economic development based on knowledge.</li> </ul>	27	27-12 =15 (Medium)

			<p>However, duration of impact will depend on the retention of the staff of institutions whose knowledge have been increased.</p> <ul style="list-style-type: none"> <li>MINECOFIN's lead role in developing innovative policies that helped to diversify non-traditional sources and mechanisms of finance for development objectives is key to ownership.</li> <li>There is still limited finances resources to undertake transformational as external sources identified and mobilized through the project are still limited.</li> </ul> <p><b>Actual Significance = R x E x D or 3 x 2 x 2 = 12;</b>  <b>Intended Significance = R x E x D or 3 x 3 x 3 = 27</b>  <b>Significance of Impact (Intended Significance -Actual Significance) = 27-12 = 15</b></p>		
Attract and boost domestic savings, private investments as well as diversify sources of finance for development	<ul style="list-style-type: none"> <li>Rwanda has lowest level of domestic savings to finance investments; second lowest after Burundi in East Africa. Saving rate has increased marginally, reaching 8 percent of GDP in 2015 and approaching 11 percent in 2017.</li> <li>Private credit to GDP is 19.7 percent, compared to 70.2 percent in South Africa and 102.2 percent in Singapore.</li> <li>Top corporate borrowers are highly indebted.</li> <li>Agriculture represent only 2 percent of the total loans, while accounting for 30 percent of the GDP.</li> <li>Despite favorable business environment, private sector growth is constrained by prohibitive cost of capital, infrastructure and energy deficits, and small market size.</li> <li>Capital Market Authority young and underdeveloped, which impedes its ability to intermediate long-term finance effectively, moving money from savers to borrowers and private sector actors.</li> <li>There is limited mapping of outflows and accounts of the value of illicit financial flows, though estimates from UNECA point to a 5 percent of the GDP.</li> </ul>	<p>No / May be</p> <p>No / May be</p> <p>No / May be</p> <p>Yes</p> <p>No / May be</p> <p>No / May be</p> <p>Yes</p>	<p><b>Relevance of impact (R): 3 (HIGH)</b></p> <ul style="list-style-type: none"> <li>Economic growth was and still relevant for Rwanda. Every one interviewed expressed continued need for capacity for diversifying sources of finance for development</li> <li>Reduction of poverty and inequality was and still relevant for Rwanda. Every one interviewed expressed continued need for investing in programmes geared at reducing poverty and inequality as these are important for acceleration of economic growth.</li> </ul> <p><b>Extent of impact (E): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>GoR is increasingly accessing finance resources from non-traditional sources, such as GCF and UN Trust Fund.</li> <li>Online information show contribution to reduction in income inequality from 0.45 in 2019 to 0.4 by 2022.</li> <li>Online information shows private investments in Agriculture and Industry (key sectors employing diverse sections of the population), as a share of the GDP has risen from 23.5% and 18.9%, respectively, in 2019 to 24.1% and 20.3%, respectively, in 2021.</li> <li>Agriculture still represents low levels of the total loans invested, yet contributes to over 30% of the GDP.</li> </ul> <p><b>Duration of impact (D): 2 (MEDIUM)</b></p> <ul style="list-style-type: none"> <li>Boosting domestic savings and increase in private investments is Rwanda's long-term strategy for inclusive and accelerated economic growth and achievement of Vision 2050. It will continue to be the focus of support from Development Partners.</li> <li>The impact of private investments will last for long as Rwanda continues to experience strong political stability and conducive investment climate for foreign investors and domestic savings.</li> <li>Costs of capital and energy deficits continue to inhibit progress in private investments.</li> </ul> <p><b>Actual Significance = R x E x D or 3 x 2 x 2 = 12</b>  <b>Intended Significance = R x E x D or 3 x 3 x 3 = 27</b>  <b>Significance of Impact (Intended Significance -Actual Significance) = 27-12 = 15</b></p>		27-12 =15 (Medium)

Annex 7: Data Analysis plan

Evaluation Criteria	Evaluation Questions	Summary of Notes from Desk review & Impact Mapping Assessment & Interpretation
<p><b>1. Relevance</b> (measures whether the programme addresses an important development goal and whether its objectives are still valid)</p>	<p>1.1. Where is this Programme being implemented? How was the Programme site selected? What has been the main focus of the programme implementation so far? Who are the main beneficiaries? How were they selected? How was the programme aligned to the national development strategy (NST, Vision 2020- 2050)?</p>	<p>As described in the Project Document, the project aimed to support the GoR to strengthen the capacity of national and local level institutions to plan, develop effective policies, monitor progress, and diversify development finance to address major development constraints including economic diversification, structural transformation, and poverty and inequality.<sup>192</sup> Unlike most UNDP-oriented policy support programmes<sup>193</sup>, the IDPFI project is not limited to impacts in terms of policy actions, but aimed to impact the ultimate beneficiaries of the policy actions. The beneficiaries impacted or yet to be impacted by the project innovative policy actions, include: Macroeconomic Policy Division; External Finance Division (EFD); National Development Partners Retreat; National Department for Planning and Research (NDPR); Single Project Implementation Unit (SPIU); and Rwanda Cooperation Initiative (RCI).<sup>194</sup></p> <p>The project choice of the beneficiaries was strategic. In emphasising the strategic importance of these beneficiaries, the Macroeconomic Policy Division and NDPR are sources for data and analysis for evidenced-based policy analysis, and are responsible for providing data analytics and statistical indices for use for development planning and advocacy by other sectors and ministries of government, the private sector, and civil society organisations. In addition, instead of going full-scale to build capacity of all the ministries and sectors of government on data analysis and statistical indices for evidence-based policy analysis to support innovative policy development and mobilisation of finance resources, the IDPFI project narrowed its focus to MINECOFIN which spear-head development planning in Rwanda. By choosing and focusing its strategy on building the capacities of MINECOFIN at the national and local levels for evidence-based policy analysis and making, and M&amp;E, the IDPFI project contributed to institutionalising the culture of evidence-based policy analysis and making, and use of data in national development planning and monitoring progress.</p> <p>Moreover, bringing on board the government partners (MINECOFIN, line ministries and institutions) at the project design phase and during implementation, not only increased participation and transparency, but too increased the potential for ownership and accountability of the project outputs and fostered stronger partnerships for future such initiatives. Similarly, since they play a key role as conveners of national and local level problem-solving, including promotion of quality livelihoods, the government had a direct contribution to enhance inclusive economic growth through evidence-based policies, planning, and mobilisation of finance resources, particularly from non-traditional sources.</p> <p>Further, by including the private sector (RCI and Rwanda Finance Trust Ltd - RFTL) of different magnitudes (small, and medium size) as active stakeholders in the project, the project demonstrated determination to grow an inclusive and sustainable economy. In addition, by designing interventions such as establishing a network with RFTL, with a focus on Green Investments<sup>195</sup>, the project promoted innovative business models that leveraged access to non-traditional sources of finance – the Green Climate Funds. This has also strengthened Rwanda’s relationships with national and international partners. Moreover, by including RCI and RFTL as other implementing partners, the project modelled its interventions to focus on promoting the private sector for inclusive and sustainable economic growth in Rwanda.</p> <p>In the IDPFI project Theory of Change, the overall outcome/goal of the project is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i><sup>196</sup> The IDPFI project goal is aligned to the NTS1 through Rwanda’s National Priority or Goal (2018-2024): <i>Accelerate inclusive economic growth and development founded on the private sector, knowledge and Rwanda’s natural resources.</i><sup>197</sup> It is also aligned to Rwanda’s Vision 2050, which aims to: <i>ensure Rwanda achieves upper middle-income status by 2035, with a good quality of life and descent jobs for its people and high-income status by 2050.</i><sup>198</sup></p>

<sup>192</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document, (5 April 2019, p 10).

<sup>193</sup> Evaluation of the UNDP Policy Support Programme in Pakistan. <https://erc.undp.org/evaluation/documents/download/19367>

<sup>194</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document, (5 April 2019, p 22).

<sup>195</sup> Ibid., p 22.

<sup>196</sup> The IDPFI Project Overall Goal is the same as the UNDAF II (2018-2023) Outcome 1.

<sup>197</sup> Rwanda National Strategy for Transformation (NTS1) (2018-2024). [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf).

<sup>198</sup> The East African Community Vision 2050 Final Draft 2015.pdf. <http://repository.eac.int...pdf>.

	<p>1.2. To what extent are the programme activities suited to the priorities and policies of the target group, recipient and donor?</p>	<p>The IDPFI project outcome is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i><sup>199</sup> The project outcome is contributed to by these four outputs:</p> <p>Output 1. <i>Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs.</i>  Output 2. <i>MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives;</i>  Output 3. <i>Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance;</i> and Output 4. <i>The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South and Triangular Cooperation activities.</i></p> <p>To contribute to the attainment of the outputs, the following key activities have been developed by the project under the four outputs. Common to all the activities under the four outputs is their focus on, <i>“enhanced capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress.”</i></p> <p>For Output 1, the primary activities are; (a) <i>Policy integration in decision-making,</i> (b) <i>Evidence-based and integrated planning,</i> (c) <i>Design cross-sectional policies and programming,</i> (d) <i>Design tools and procedures to guide national planning and budgets,</i> (e) <i>Strengthen administrative systems such as Management Information Systems (MIS),</i> and (f) <i>Strengthen national capacity for Human Development and multi-dimensional poverty reporting and analysis.</i><sup>200</sup></p> <p>For Output 2, the primary activities are; (a) <i>Support to Development Assistance Database (DAD) to improve reliability, relevance and use of DAD data,</i> (b) <i>Develop finance resource mobilisation strategy,</i> (c) <i>Capacity of relevant government staff on external resource mobilisation,</i> (d) <i>International Technical Assistance (TA) to External Finance Division (EFD) on resource mobilisation,</i> and (e) <i>Local Technical Assistance on M&amp;E in the External Finance Division.</i><sup>201</sup></p> <p>For Output 3, the primary activities are; (a) <i>Establish innovative finance facility at MINECOFIN,</i> (b) <i>Pioneer innovative green financing mechanisms with relevant institutions (MINECOFIN, FONERWA, BNR, Capital Market Authority),</i> (c) <i>Improve private sector access to Foreign Direct Investment (FDI) windows and impact investing,</i> (d) <i>Conduct training on innovative finance including blended finance,</i> and (e) <i>Conduct feasibility studies for innovative finance solutions/mechanisms and identification of pipeline projects.</i><sup>202</sup></p> <p>For Output 4, the primary activities are; (a) <i>Assess and build policy and institutional capacity of Rwanda Cooperative (RCI) through Technical Assistance (TA),</i> (b) <i>Identification and Certification of home-grown finance solutions to be promoted by RCI,</i> (c) <i>Set up website and e-learning platform,</i> (d) <i>Support RCI to develop national strategy on South-South Cooperation, planning and M&amp;E system and a database of SSC focal points,</i> (e) <i>Development of a national Talent Bank database and its mechanism for deployment of national experts to other countries,</i> and (f) <i>Establishment of a legal framework for RCI.</i><sup>203</sup></p> <p>Based on the above analysis, the project activities are aligned to the outputs, and the outputs are aligned to the outcome of the project. The project outcome is the same as and aligned to the UNDAP II (2018-2023) Outcome 3: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i> The UNDAP is aligned to NTS1 Priority or Goal of Rwanda (2017-2024): <i>Accelerate inclusive economic growth and development founded on the private sector, knowledge and Rwanda's natural resources</i><sup>204</sup>, and Rwanda's Vision 2050, which aims to: <i>ensure Rwanda achieves upper middle-income status by 2035, with a good quality of life and decent jobs for its people and high-income status by 2050.</i><sup>205</sup> The NTS1 priority is also the strategic priority of the UNDP Country Programme Document for Rwanda (2018-2023) Output 1.1: <i>MINECOFIN has enhanced technical capacity to access, leverage and utilize development finance to achieve national development objectives;</i> and Output 1.2: <i>Public-private partnerships and institutional arrangements strengthened to create decent jobs and promote entrepreneurship, especially among women and youth.</i> It also the strategic priority of the UNDP Strategic Plan (2018-2023) Outcome 1: <i>Eradicate poverty in all its forms and dimensions;</i> and Outcome 2: <i>Accelerate structural transformations for</i></p>
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<sup>199</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document, (5 April 2019, p 16).

<sup>200</sup> Ibid., pp.42-43.

<sup>201</sup> Ibid., pp.44-45.

<sup>202</sup> Ibid., pp.46-48.

<sup>203</sup> Ibid., pp.48-49.

<sup>204</sup> Rwanda National Strategy for Transformation (NTS1) (2017-2024). [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf).

<sup>205</sup> The East African Community Vision 2050 Final Draft 2015.pdf. <http://repository.eac.int...pdf>.

		<p><i>sustainable development</i>. Moreover, the project outcome is based on the Swiss Agency for Development and Cooperation's Great Lakes Regional strategy: "Helping a population doubly affected by poverty and the consequences of more than a decade of armed conflict".<sup>206</sup></p> <p>At the global level, the IDPFI project outputs contribute to the SDGs priority Goal 1: <i>End poverty in all its forms everywhere</i>; Goal 5: <i>Achieve gender equality and empower all women and girls</i>; Goal 8: <i>Promote inclusive and sustainable economic growth, employment and decent work for all</i>; Goal 9: <i>Build resilient infrastructure, promote sustainable industrialization and foster innovation</i>; Goal 10: <i>Reduce inequality within and among countries</i>; Goal 16: <i>Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels</i>; and Goal 17: <i>Revitalize the global partnership for sustainable development</i>.</p> <p>Thus, by aligning the IDPFI project outputs and activities to the priorities and policies of the target group (Government of Rwanda), recipient (UNDP), and the donor- SDC, the project design and implementation represented a good attempt to achieve greater coherence that supports national priorities and needs, minimize duplication in interventions, and fosters the added value of applying national capacities and mandate of UNDP and its partners, to achieve collective results</p>
	<p>1.3. To what extent did the objectives remain valid throughout the programme duration?</p>	<p>The IDPFI project objectives are; Objective 1: <i>Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources</i>, and Objective 2: <i>Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes</i>.<sup>207</sup></p> <p>In terms of the project objectives remaining valid throughout the project duration, the evaluation finds that the IDPFI project objectives are consistent with the issues that UNDP and the Government of Rwanda identified from the NST1 (2017-2024), and also align with the donor priority for Rwanda. As described earlier in subsection 6.1.2, the focus areas prioritised from the NST1 (2017-2024) also informed the development of the UNDP CPD (2018-2023) for Rwanda. They also informed the development of the IDPFI project outputs and activities, as contained in the approved work plan in the IDPFI Project Document.<sup>208</sup> Additionally, the IDPFI project (2018-2024) falls within the same timeframe as the NST1 (2017-2024) and the UNDP CPD (2018-2023) for Rwanda. Moreover, as described earlier in subsection 6.1.2, UNDP designed the IDPFI project to support the implementation of the UNDP CPD (2018-2023) and the UNDAP (2018-2023), and ultimately the operationalisation of the NST1 (2017-2024).</p> <p>The project relevance is also being ensured by joint monitoring at the policy and programme levels through the Project Steering Committee (PSC), whose members are drawn from the donor (SDC), UNDP, Development partners (GIZ, DFID), and MINECOFIN, who is also the Chair of the PSC.<sup>209</sup> At the project level, monitoring is being done through joint missions and in-person and online meetings and discussions with implementing partner (MINECOFIN), and joint quarterly and annual progress reports. These approaches helped in identifying weaknesses and addressing them as project implementation progressed. It also ensured the project objectives remain relevant throughout the project implementation period.</p> <p>These actions demonstrate the strength and relevance of the project objectives, besides revealing UNDP and Rwanda's strong interest in strengthening the capacity of national institutions to plan, develop effective policies, diversify finance, coordinate development cooperation, and monitor policy and programme progress.</p>
	<p>1.4. Were the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?</p>	<p>The project overall goal/outcome is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all</i>. Similarly, as stated earlier in subsection 6.1.2, the project objectives are; Objective 1: <i>Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources</i>, and Objective 2: <i>Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes</i>.</p> <p>The consistency of the project activities and outputs with the project overall goal and the attainment of its objectives was assessed by analysis of its Theory of Change<sup>210</sup>, the Results Framework<sup>211</sup>, and the Multi-Year Work Plan.<sup>212</sup> The Theory of Change determines how well the project interventions were built to produce the outputs stated; and how the project outputs are well articulated to achieve the project objectives and outcomes, and how the Theory of Change has been linked to the construction of the Results Framework and the Multi-Year Work Plan.</p> <p>The project's Theory of Change contains three outputs, which are; Output 1: <i>Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs</i>; Output 2: <i>MINECOFIN has enhanced technical capacity</i></p>

<sup>206</sup> Source: <https://www.eda.admin.ch/countries/rwanda/en/home/international-cooperation/strategy.html>

<sup>207</sup> Innovative Development Policy and Finance for Impact Project Document, (5 April 2019, p 17).

<sup>208</sup> Ibid., pp.42-49.

<sup>209</sup> Ibid., pp. 50-51.

<sup>210</sup> Ibid., p.16.

<sup>211</sup> Ibid., pp.31-38

<sup>212</sup> Ibid., pp. 42-49.

		<p><i>to manage, monitor and coordinate development cooperation to achieve national development objectives; and Output 3: Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance. The fourth output, Output 4: The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South Cooperation and Triangular Cooperation, although missing in the project Theory of Change, is included in the project's Results Framework and Multi-Year Work Plan. As described earlier in subsection 6.1.2, all the four outputs and their activities have these common foci; "enhanced capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress."</i> Thus, this evaluation finds that the project outputs and activities are generally consistent with the project overall goal and the attainment of its objectives. Although, there is no clarity on which outputs contribute to which objectives, as the project objectives were not articulated in the Theory of Change, the Results Framework, and the Multi-Year Work Plan. However, based on extensive desk review, this evaluation determined that Outputs 3 &amp; 4 contribute to Project Objective 1, while Outputs 1 &amp; 2 contribute to Project Objective 2.</p> <p>In terms of Results-Based Management (RBM), as reflected in the project's Theory of Change and in the Results Framework, the project contains a defined results chain consisting of two types of results: Outputs (4) and Outcome (1), with distinct sets of baselines, targets and performance indicators, formulated using the standard RBM approach. The targets are annualized, that is, for each of Fiscal Year (FY) 2019/2020, 2020/2021, 2021/2022, and 2022/2023. Setting targets on annual basis allows the project managers and partners to take corrective actions sooner than if targets were set for the entire life of the project.</p> <p>There are 14 indicators in the Results Framework<sup>213</sup>, which have been framed based on the RBM approach. The indicators are framed as quantitative (7) and qualitative (7) indicators. By including both types of indicators, the project monitoring and evaluation (M&amp;E) system enhanced the project's ability to measure both "effectiveness" that largely rely on numbers and percentages, and "impact" and "sustainability" that largely rely on satisfaction and perceptions of changes in practice and socio-economic conditions of the beneficiaries.</p> <p>In terms of reporting, progress reports reviewed are structured in line with results-based reporting on what has been done and their evidence, although mainly narrative. The narrative reports are connected with the four outputs, but not linked to the project objectives. Quantitative reporting based on the output and outcome indicators and targets set out in the Results Framework, do not form part of the project monitoring, evaluation and learning process. The progress reports also do not present data disaggregation by sex (male and female), and gender (women, men, youth). Yet data disaggregation by sex and gender would demonstrate the project's inclusiveness</p>
	<p>1.5. Were the activities and outputs of the programme consistent with the intended impacts and Effects?</p>	<p>The project overall goal/outcome is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i> As described earlier in subsection 6.1.2, the project objectives to achieve this overall goal/outcome are: Objective 1: <i>Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources</i>, and Objective 2: <i>Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes.</i></p> <p>Moreover, as described earlier in subsection 6.1.4, this evaluation determined that Project Objective 1 is contributed to by Outputs 3 &amp; 4 and their respective activities, and Project Objective 2 is contributed to by Outputs 1 &amp; 2 and their respective activities. Further, as determined by this evaluation, both objectives contribute to the IDPFI project overall goal/outcome, which is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i> The foci of this goal/outcome are: <i>competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all</i>". As described earlier in subsection 6.1.2, these are also the intended impacts and effects stated in the UNDP CPD (2018-2023), the UNDAP (2018-2023), and the NST1 (2017-2024).</p> <p>Thus, this evaluation determined that the project outputs and activities are generally consistent with the intended project impacts and effects.</p>
<p><b>2. Effectiveness</b> (measures whether the programme activities achieve its goals)</p>	<p>2.1. To what extent were the objectives achieved?</p>	<p>The project is intended to accomplish two objectives; Objective 1: <i>Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources</i>, and Objective 2: <i>Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes.</i></p> <p>Overall, progress analysis revealed that the project's performance is at 77 percent. This is commendable progress on the Objectives for the project which is three-and-half years into its five-year life. Good preparation and bringing counterparts (MINECOFIN) and other partners on board early in the project design and implementation were major factors for the progress on the objectives.</p> <p>The extent to which each of the project Objectives has been achieved is described below.</p>

<sup>213</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document (5 April 2019, pp.31-38).



		<p><i>Objective 1: Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources.</i></p> <p>As described under Relevance, this Objective was achieved through two outputs; Output 3. Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance; and Output 4. Rwanda Cooperation initiative (RCI) has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South Cooperation and Triangular Cooperation (SSC &amp; TC). As this evaluation determined, overall progress towards the achievement this Objective was at 65 percent. The project performance under this Objective was affected by delays in the completion of two major activities under Output 3, Activity 3.4: <i>Conduct training on Innovative finance (including blended finance)</i><sup>214</sup>, and Activity 3.5: <i>Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.</i><sup>215</sup> According to documents reviewed, the two activities are interlinked in that Activity 3.5 could not be started before Activity 3.4 was completed. This affected the timely completion of the activities, and their contribution to the overall performance of the Objective.</p> <p>Nonetheless, building on the effectiveness of the previous development cooperation between Development Partners and the Government of Rwanda, the project mobilised financial resources to the tune of US\$ 3,955,250 from UNDP and US\$ 250,000 from the donor- SDC<sup>216</sup> for its implementation. These resources are consistent with the government's priority for strengthened national capacity to access and utilize non-traditional sources and mechanisms of finance. The strengthened capacity at MINECOFIN through the previous development cooperation was instrumental in accessing these new funds.</p> <p>Similarly, through the strengthened capacity at MINECOFIN, an Innovative Finance Facility to identify, test and scale-up innovative financing solutions that use non-traditional sources and mechanisms of finance was established.<sup>217</sup> Subsequently, MINECOFIN has nurtured partnership opportunities and accessed Green Finance for Green Investments under the GCF through the Nordic Direct Foreign Investment (DFI) to improve private sector participation in development finance.<sup>218</sup> In addition, the Innovative Finance Facility has enabled access to non-traditional sources and mechanisms of finance from the UN Trust Funds, besides supporting the exploration of other multiple innovative financing mechanisms, including; blended finance and harnessing diaspora savings and remittances.<sup>219</sup></p> <p>Further, MINECOFIN through the RCI is nurturing partnership opportunities for knowledge-based finance mechanisms. Through the SS &amp;TC, RCI has enhanced capacity to accelerate progress on the SDGs, in particular, on SDG 17: Partnerships. It has established a content design of Home Grown Solutions (HGS) - a platform-enabled website that reflects RCI cooperate image in Rwanda, Africa, and beyond; that helps to attract interested institutions to its services.<sup>220</sup> The website hosts RCI online platform and services, including study visits, training, research, advisory services and implementation of cooperation projects. The website ensures prompt response to foreign requests and institutes a cost recovery mechanism. Although, desk review did not find that the cost recovery financing mechanism had led to accessing non-traditional sources and mechanisms of finance for Rwanda, report of similar innovation in Kenya presents positive insights. For example, Gro Intelligence, Kenya, is an AI-powered<sup>221</sup> insights company that provides decision-making analytics to the agriculture economies and their participants. Founded in 2014, Gro Intelligence, Kenya raised up to US\$118,810,000 in November 2022 alone, putting it in the third position in Africa in terms of fund raising from non-traditional sources and mechanisms of finance for Kenya's economy.<sup>222</sup></p> <p><i>Objective 2: Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes.</i></p> <p>As this evaluation determined under Relevance, this objective was achieved through two outputs; Output 1: Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs; and Output 2: MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives. Overall progress towards the achievement of this Objective was at 86 percent by the time of this evaluation.</p>
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<sup>214</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Annual Progress Report, 2019/2020, p.6.

<sup>215</sup> Ibid., p.7.

<sup>216</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document, (5 April 2019, p 2).

<sup>217</sup> Innovative Development Policy and Finance for Impact Project, Quarter Four Progress Report, 2021/2022, p.5.

<sup>218</sup> Ibid., p.5.

<sup>219</sup> Ibid., p.5.

<sup>220</sup> Ibid., p.6.

<sup>221</sup> AI is an acronym for Artificial Intelligence, which is the ability of machines to capture user data, learn and make informed business decisions based on the data and analytics. It uses customer insights to inform decision-making and uncovers opportunities for new products.

<sup>222</sup> Source: <https://startuplist.africa/industry/big-data>

		<p>Desk review revealed that the capacities developed for planners of the NDPR on strategic planning, public investment, feasibility studies and M&amp;E to support the implementation of NST1, Vision 2050 and SDGs, contributed to NDPR delivering the ambitions from Vision 2050. Through support from Development Partners and technical support from NDPR, Cabinet approved Vision 2050 document on 29th July 2020.<sup>223</sup> A robust communication and awareness-raising plan was developed, including dissemination through Vision 2050 booklets and pull up banners as well as the use of media platforms such as TV, radios and social media.<sup>224</sup> Desk review revealed that through these communication channels, service delivery entities, Government officials, private sector, diaspora, civil society and faith-based organizations, development partners, academia and research institutions, political parties, and citizens, well understood Vision 2050, its implementation requirements, and shared roles in its delivery.<sup>225</sup> The Vision 2050 is a national policy document guiding Rwanda and her Development Partners in their quest to “ensure Rwanda achieves upper middle-income status by 2035, with a good quality of life and decent jobs for its people and high-income status by 2050.”</p> <p>Similarly, through enhanced technical capacity on development cooperation and M&amp;E, MINECOFIN revised the Donor Performance Assessment Framework (DPAF) indicators to reflect the current development finance landscape.<sup>226</sup> Through its engagement with civil society, Private Sector and Development Partners (DP) on the revised DPAF, the DP Coordination Group (DPCG) agreed to improve the quality and inclusiveness of economic growth, boost agriculture performance, finance Rwanda’s Carbon Neutral and Green Growth Transition, support Education &amp; Skills development, ensure readiness for African Continental Free Trade Area (AfCFTA), and enhance Rwanda’s Partnerships.<sup>227</sup> In addition, with the enhanced technical capacity at MINECOFIN, the External Development Finance Report (EDFR 2020/2021) was produced and shared in the last Development Partners Retreat (DPR) during Quarter 4 of FY 2021/2022.<sup>228</sup></p>
	<p>2.2. What were the major factors influencing the achievement or non-achievement of the objectives?</p>	<p>Based on desk review, the evaluation identifies these factors as having had influence on the achievement or non-achievement of the project objectives: (a) Prioritizing working ‘using government own systems’<sup>229</sup>, (b) Strengthening capacities of government structures<sup>230</sup>, (c) Strengthening generation of strategic data and innovative use<sup>231</sup>, (d) Strengthening the monitoring and evaluation mechanisms<sup>232</sup>, (e) Communications and branding<sup>233</sup>, (f) Partnerships<sup>234</sup>, and (g) Emergence and rapid spread of COVID-19.<sup>235</sup></p> <p><i>a) Prioritizing working ‘using government own systems’</i></p> <p>This action was implemented by coordination between UNDP and the MINECOFIN project technical teams with the technical staff of the relevant institutions.<sup>236</sup> Good preparation and bringing counterparts (MINECOFIN) and other partners on board early, and the immediate allocation from UNDP reserve funds to the project, helped kick-start the project implementation. While the leadership of senior management from UNDP and MINECOFIN facilitated strategic decision-making. Moreover, effective partnership with the technical staff of MINECOFIN and the private sector, not just during implementation, but also in joint preparation prior to implementation, was instrumental in driving project progress. This also allowed for close coordination with the key units at MINECOFIN to mobilize the target institutions for implementation of the IDPFI project.</p> <p>In general, the key driving forces for progress towards the achievement of the objectives, as desk review revealed, are the supportive government structures at the national and local levels, and strong leadership of MINECOFIN – which pushed project delivery.</p> <p><i>b) Strengthening capacities of government structures</i></p>

<sup>223</sup> Innovative Development Policy and Finance for Impact Project, Quarter Four Progress Report, 2021/2022, p.3.

<sup>224</sup> Ibid., p.3.

<sup>225</sup> Ibid., p.3.

<sup>226</sup> Ibid., p.4.

<sup>227</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.4).

<sup>228</sup> Innovative Development Policy and Finance for Impact Project, Quarter Four Progress Report, 2021/2022, p.4.

<sup>229</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.12-14).

<sup>230</sup> Ibid., p.11.

<sup>231</sup> Ibid., p.10.

<sup>232</sup> Ibid., p.10.

<sup>233</sup> Innovative Development Policy and Finance for Impact Project Annual Report FY 2020/2021, p.5.

<sup>234</sup> Innovative Development Policy and Finance Impact Project Document. (5 April 2019, p.14).

<sup>235</sup> Innovative Development Policy and Finance Impact Project Annual Report FY 2019/2020, p.8.

<sup>236</sup> Institutions referred for the purpose of this evaluation include; Macroeconomic Policy Division, External Financial Division, National Department for Planning and Research, National Development Partners Retreat, Rwanda Cooperation Initiative (RCI), Rwanda Finance Trust, and FONERWA.

		<p>Document review revealed that UNDP worked with MINECOFIN, the government ministry mandated with leading policy and development planning in Rwanda.<sup>237</sup> This allowed the project to mobilise and reach deeper to critical staff for policy analysis, planning, resources mobilisation, and M&amp;E. Similarly, building the capacity of MINECOFIN at the national level allowed better division of labour. It gave the project technical team at MINECOFIN complete responsibility over providing technical assistance to staff in-charge of planning and M&amp;E at the local government level. While working with the RCI and RFTL, for example, allowed it to focus attention on strengthening the business planning capabilities for investments.</p> <p>Moreover, as this evaluation revealed, those capacity development actions strengthened the partnerships between UNDP and MINECOFIN at both the national and local levels. Not only did they positively influence the progress towards the achievement of the objectives, they also improved the effectiveness and efficiency of the project delivery and policy analysis and planning support efforts.</p> <p>From a technical sustainability point of view, the capacities built will remain within the MINECOFIN and the line ministries at the national level, and will ensure continuity in technical assistance, as well as mentorship or skills transfer to new staff at the local government level.</p> <p>c) <i>Strengthening the generation of strategic data and innovative use</i></p> <p>Desk review revealed that this action was very useful. Improved availability and access to strategic data was instrumental for policy analysis and planning, and correct decision-making; and guided project implementation. Capacity on data generation and use focused on various data collection procedures and analysis tools, such as SDGs modelling, feasibility studies, policy studies and briefs, Management Information System (MIS), SDG dissemination platform, and human development and multi-dimensional poverty reporting and analysis. These analytical studies and tools provided information on progress of the national development agenda. Further, the repeated data collection procedures and analysis tools generated improved skills and experience in accurate data collection and analysis that enabled selection of the most effective policy options for moving forward. The data analysis also helped to focus the project reach and significance.</p> <p>Moreover, online information related to the project revealed that the generation and use of strategic data helped to inform private investments. For example, based on economic data, agriculture and industry are found to be key private sector areas that are attracting more private investments, and are inclusive as they employ a larger section of the population, including women and youth.<sup>238</sup> Thus, more investments in capacity building in M&amp;E can allow the project to provide real time information that maximise accurate information for informed business choices.</p> <p>Further, online information show that innovative business models based on collection and analysis and use of quality data have gained increasing economic importance, with data-driven businesses or companies now among the largest globally by market capitalization.<sup>239</sup> A case from the East African region, in particular, where data-driven policy interventions have brought finance impact onto the economy, is Asoko Insight, Kenya, which is currently Africa's leading corporate data platform that is aiding investors discover target companies in Africa.<sup>240</sup> Founded in 2014, it has realized a fund raising of US\$ 8,000,000 in November 2022 alone, putting it in the seventh position in Africa, in terms of fund raising from non-traditional sources and mechanisms of finance for Kenya's economy.<sup>241</sup></p> <p>For the case of Rwanda, online data on agriculture and industry revealed that the two sectors remain the main contributors to economic growth, with private investments in the two sectors as a share of the GDP, rising from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021.<sup>242</sup> Thus, by revealing the performance of the economy through strategic data, the Government of Rwanda can ably communicate the success of its economic policy globally.</p> <p>However, while data are cheap and plentiful in many developing countries, data analysis, with its dependence on infrastructure and highly skilled labour, is expensive.<sup>243</sup> Increasing the capacity for M&amp;E and that of Development Assistance Database (DAD) at MINECOFIN, is one of the most effective policy interventions deployed by the project, as availability and access to accurate data are also improving evidence-based policy analysis and actions. The DAD corporate data platform, in particular, has the potential of aiding investors discover target companies for investment partnerships in Rwanda, as it has expanded the scope of data to capture other external development finance flows. Thus, the UNDP and SDC supported <i>Innovative Development Policy and Finance for Impact (IDPFI)</i> project is effective and relevant, in this case.</p>
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<sup>237</sup> Innovative Development Policy and Finance Impact Project Document. (5 April 2019, p.45).

<sup>238</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>239</sup> Source: <https://blogs.worldbank.org/developmenttalk/world-development-report-2021-data-development>

<sup>240</sup> Source: <https://startuplist.africa/industry/big-data>

<sup>241</sup> Source: <https://startuplist.africa/industry/big-data>

<sup>242</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>243</sup> Source: <https://cepr.org/voxeu/columns/data-are-development-issue>

		<p>d) <i>Communications and branding</i></p> <p>In terms of communications and branding, desk review revealed that the project developed a “Communications and branding strategy”, geared towards multiplying the impact and effects of the project to the project’s key stakeholders, outside stakeholders, and beneficiaries. Output 4. <i>Rwanda Cooperation Initiative has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South and Triangular Cooperation</i><sup>244</sup>, is an output where the Communications and branding strategy is being implemented, to communicate and promote the visibility of the project impact and effects. The visibility of the project impact and effects are being communicated through booklets and pull up banners as well as the use of media platforms such as TV, radios and social media.<sup>245</sup></p> <p>While the effectiveness of these communication channels is not widely documented, a report from a Final Evaluation of a UNDP project in Iraq, titled, “Headway project”, designed with a “<i>Visibility and Communications strategy</i>”, showed that the strategy improved the visibility of the intended impacts and effects of the project tremendously. The project’s impact and effects reached the project’s key stakeholders, outside stakeholders, and beneficiaries at all levels. With engaging content and social media outreach, the communication strategy increased the visibility and expanded the audience reach of the project to a total of 3,321,403 users in 2021, compared to 2,149,950 in 2019.<sup>246</sup> Similarly, the project activities or updates were promoted, covered, and shared on the websites and social media platforms of the Government line ministries, private sector, UNDP Iraq, UNDP Arab States, UNDP Brussels, UNDP Global, CSOs, in addition to the donor – the European Union.<sup>247</sup> This success offers the IDPFI project insights and opportunities to strengthen its Communications and branding strategy, and so could increase Rwanda’s opportunity to becoming a knowledge-based economy.</p> <p>e) <i>Project monitoring and evaluation mechanisms</i></p> <p>In keeping track of project progress towards the objectives, it is worth noting that the DPF project scored quite well in terms of monitoring and evaluation. It is mostly due to the robust M&amp;E systems of the UNDP and to some extent MINECOFIN as organizations. The following actions represent how the project monitoring, evaluation and learning mechanisms contributed to keeping track of progress towards the objectives, and allowed for continuous collection and analysis of data on expected results and learning:</p> <ul style="list-style-type: none"> <li>• UNDP Eastern and Southern Africa Regional Office (ESARO) in coordination with the UNDP Rwanda Country Office submit to SDC the following reports: <ul style="list-style-type: none"> <li>○ Progress and Final Reports as per UNDP and donor reporting requirement.</li> <li>○ Quarterly and annual progress reports, shared and presented to UNDP senior management, Project Steering Committee (PSC), SDC, and targeted Government sector.</li> <li>○ Project Steering Committee review meetings of project progress and feedback for policy, practice, and programme improvements and decision-making.</li> <li>○ SDC review of annual reports and feedback provided for quality improvements.</li> </ul> </li> <li>• Dissemination of various studies and assessments reports.</li> <li>• Bi-lateral (phone or zoom) conversations with offices, including senior management, donor, project staff, and technical experts – global, regional and national experts.</li> </ul> <p>However, quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring, reporting and learning process.</p> <p>(f) <i>Partnerships</i></p> <p>Within UNDP, the key driving forces for achievement of the objectives are qualified and committed technical staff, who provided proactive, consistent and systematic technical support and influenced positively the inclusiveness of project stakeholders, subsequently the performance. Further, a combination of UNDP’s leading role in multiple coordination mechanisms, its strong technical know-how in the area of inclusive economic growth and, its total fund mobilisation for the project translated into UNDP’s strong influence on the objectives of the project.</p>
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<sup>244</sup> UNDP Innovative Development Policy and Finance Impact Project Document. (5 April 2019, p.48).

<sup>245</sup> Ibid., p.3.

<sup>246</sup> Final Evaluation of the Project: Strengthening the long-term resilience of sub-national authorities in countries affected by the Syrian and Iraqi Crisis – The Headway Project, p.32

<https://erc.undp.org/evaluation/documents/download/21579>

<sup>247</sup> Ibid., p.32.

		<p>Since UNDP, in particular, viewed itself as a part of a collective effort, there were a number of examples where the agency used its comparative advantage to benefit MINECOFIN and the project (e.g. leadership role in the UNCT, capacity building, and stabilisation work). These multiple UNDP roles allowed it to draw national/sub-national support for the achievement of the IDPFI project objectives. As seen in the composition of the PSC, members were drawn from the MINECOFIN, Donor- SDC, GIZ, and DFID.</p> <p>Further, at UNDP country office's level, desk review revealed that the project teams communicated systematically and cooperated closely with the UNDP Strategy Advisory Unit at the UNDP country office in Kigali. These coordination and cooperation were enhanced through on-going engagement in relevant national planning processes, participation in the phases of project work plan development and budgeting, implementation of project activities, reporting, and reviews.<sup>248</sup> At the national level, the coordination was done through the PSC and joint technical meetings between UNDP senior Programme Managers and MINECOFIN senior officials, involved in the implementation of the project. This coordination effort led to the partner's commitment to deliver project results and being accountable to the project beneficiaries.</p> <p>UNDP is the lead UN agency in the Innovative Development Policy and Finance for Impact (IDPFI) project. The Donor (SDC), Government officials in MINECOFIN, and the project implementing partners see UNDP as a team player that provides significant support to the coordinated government-led project efforts. The effectiveness of this coordination with project partners was ensured through this leadership, and demonstrated in the progress towards the achievement of most annual project output targets.</p> <p>In general, the project's most important added values from the partnerships, are in the areas of; capacity building, building trust among partners, improving regular consultations, setting clear goals, and targeting the most important ministry in policy and planning - MINECOFIN, and complementarity roles, which are well addressed. Collectively, these contributed to good progress in achieving the output targets and project objectives.</p> <p><i>f) Emergence and rapid spread of COVID-19</i></p> <p>As described earlier in subsection 6.1.5 under Relevance, the IDPFI project activities and outputs are intended to contribute to the intended objectives, including increasing private investments and creating new jobs, and reducing income inequality between low-income and high-income individuals across the population in Rwanda. However, the emergence and rapid spread of COVID-19 across Rwanda in 2020-2021 constrained the implementation of the project activities, as originally planned.<sup>249</sup> As online information revealed, Rwandan economy shrank by 3.7 percent in 2020, as measures implemented to limit the spread of the coronavirus and ease pressures on the health systems brought economic activity to a near standstill in many sectors.<sup>250</sup> Although the economy is set to recover, growth is projected to remain below the pre-pandemic average through 2023.<sup>251</sup> In a bid to continue the project activities, UNDP and its project partners adapted to the crisis and allowed work to continue, by enforcing adherence to social distancing, reinforcing hygiene measures, and use of on-line platforms (zoom and WhatsApp) to keep the project stakeholders engaged. As a result, the project was able to continue to implement its activities, although at a slower phase, which affected progress towards the project outputs, and ultimately its contribution to the intended objectives.</p>
	<p>2.3. Did the activities contribute to the achievement of the planned outputs?</p>	<p>The IDPFI project has four outputs: <b>Output 1:</b> Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs; <b>Output 2:</b> MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives; <b>Output 3:</b> Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance; and <b>Output 4:</b> The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's SS &amp; TC activities.</p> <p>The project's support to capacity building of MINECOFIN and its affiliate institutions<sup>252</sup>, have not only positively influenced progress towards the achievement of the project output targets, but also added value to the MINECOFIN policy analysis, planning, and resources management capabilities. The project developed the capacity of MINECOFIN and its affiliates on: policy studies and briefs and integration of innovative policy options into decision-making processes; development of finance resources mobilisation strategy; Development Assistance Database (DAD) to</p>

<sup>248</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report 2019/2020, p.1.

<sup>249</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.42-49).

<sup>250</sup> Source: <https://www.worldbank.org/en/news/press-release/2021/07/22/partnership-with-private-sector-is-key-in-closing-rwanda-s-infrastructure-gap>

<sup>251</sup> Ibid

<sup>252</sup> Institutions referred for the purpose of this evaluation include; Macroeconomic Policy Division, External Financial Division, National Department for Planning and Research, National Development Partners Retreat, Rwanda Cooperation Initiative (RCI), Rwanda Finance Trust, and FONERWA., and the Single Project Management Unit (SPIU).

		<p>improve the reliability and use of DAD and expand the scope of data to capture other external development finance flows; external resources mobilisation, including green financing mechanisms; private sector access to Foreign Direct Investment (FDI); planning, monitoring and evaluation and reporting; and strengthening administrative data systems (Management Information System - MIS).<sup>253</sup> The increased capacity of MINECOFIN and its affiliate sectors at the national and local levels, to collect accurate data for policy analysis and proper planning is one of the effective results of the project capacity development support to the Government of Rwanda under the IDPFI project. As this evaluation revealed, there were appreciation of the capacity development efforts of the various kinds.</p> <p>Further, as this evaluation revealed, the capacity building efforts helped in the catalysis and mobilisation of additional capital for the NST1. To promote sustainability in development finance, the project trained MINECOFIN technical staff at the national level on the implementation of the revised Aid Policy and Manual of Procedures, including training and awareness raising to government institutions and key stakeholders.</p>
	<p>2.4. Have the different outputs been achieved?</p>	<p>The progress on the achievement of the Outputs was analysed using Change analysis and Responsibility assignment mapping, and rated using the 'Rating system' described earlier in section 5 under Data analysis.</p> <p>Specific to each Output, the main findings and conclusions of the evaluation are described below regarding the progress on the achievements of the different outputs.</p> <p><i>Output 1: Strengthened national capacities for evidence-based planning, innovative policy analysis and monitoring and evaluation to inform the implementation of NST1 and the SDGs.</i></p> <p>As this evaluation revealed, the overall progress towards the achievement of the Output is at 78 percent. This performance is commendable for the project which is three-and-half years into its five-year life. In terms of performance under each output indicator, indicator 1.2 is fully achieved (100%). But Output indicators 1.1, 1.3 &amp; 1.4 are not fully achieved (70%, 75% &amp; 67%, respectively).</p> <p>From the progress analysis, many activities completed contributed to the progress on project Output 1. The project produced Vision 2050 booklets that were disseminated to stakeholders by the NDPR. Further, the National Monitoring, Evaluation and Learning (MEL) Guidelines were developed by Central and Local Governments Planners and are being used to guide effective monitoring of projects &amp; SDGs. In addition, a Monitoring Framework has been developed with tools for monitoring SDGs in particular. Similarly, a Harmonized Imihigo Framework with institutional annual Action Plans for accelerated delivery of the SDGs and NST1 was finalised. The improvements in availability and access to current information and stronger M&amp;E, are further enhancing measurements of progress towards Vision 2050, NST1 and SDGs.</p> <p>Moreover, the Planning and Monitoring staff at Central &amp; Local Government levels have received new Guidelines to guide Planning and Budgeting through Planning and Budgeting Call Circular (PBCC). Through this, better preparation of budget frameworks is being achieved.</p> <p>In regards to the extent to which foresight planning and system thinking for SDGs are used by the trained officials to inform national planning and budget frameworks with the full buy-in of line ministries, progress analysis revealed that the project ensured integration and localization of relevant SDGs into NST1. The project predominantly contributes to SDG 1: No Poverty, SDG 8: Decent Work and Economic Growth, SDG 10: Reduced Inequality, and SDG 17: Partnerships. The relevant SDGs are now aligned with NST1. They are also aligned to the Rwanda Vision 2050.</p> <p>However, the key challenge to assessing true progress towards the Output targets is that quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.</p> <p><i>Output 2: MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives.</i></p> <p>The overall progress towards the achievement of the Output is at 94 percent. This performance is commendable for the project which is three-and-half years into its five-year life. The analysis of the achievements of the project under each Output indicator revealed that Output indicators 2.2, 2.3 &amp; 2.4 are fully achieved (100%), while Output indicator 2.1 is not fully achieved (75%).</p> <p>From the progress analysis, enhanced technical capacity of MINECOFIN to manage, monitor and coordinate development coordination to achieve national development objectives is demonstrated. In terms of implementation of the revised Aid Policy, the evaluation finds that MINECOFIN has used the Aid Policy to finalise the Aid Report in consultation with different Development Partners. While the exact number of proposals developed based on the revised Aid Policy is not documented in the annual reports, the reports state that several proposals have been prepared for the UN</p>

<sup>253</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.42-49).

		<p>Trust Funds and other external funders, and are in pipeline and on-going.<sup>254</sup> This is evidence of the added value of the project in enhancing the technical capacity of MINECOFIN to coordinate development cooperation to achieve national development objectives.</p> <p>Further, the project has supported the DAD maintenance costs with Synergy, mapped data and end-user requirements, and facilitated the inclusion of the existing External Development Finance Report (EDFR) in DAD. As a renewed policy practice, the EDFR was prepared and presented to the Development Partners' Retreat (DPR), and recommendations were considered and added to the final EDF report. Similarly, the Donor Performance Assessment Framework (DPAF) Report has been revised in consultation with Development Partners (DP), and a final report was produced.<sup>255</sup> This is a further evidence of the added value of the project in enhancing the technical capacity of MINECOFIN to coordinate development cooperation.</p> <p>In analysing progress on the quality of development cooperation through monitoring reports, desk review revealed that the EDAF was prepared and presented during the last Annual Development Partners' Coordination Group (DPCG) Retreat for Quarter 4 of Fiscal Year 2021/2022, with minor changes. The recommendations from the DPCG were considered to produce the final EDFR document. Similarly, the final DPAF Report was revised and produced in consultation with Development Partners. This participatory quality improvement actions on donor reports involving DP and MINECOFIN, demonstrated the inclusiveness of the project monitoring system in assessing progress in implementation of donor recommendations, and providing quality assurance on development cooperation reports before they are shared widely.</p> <p>To demonstrate further the strength of the technical capacity at MINECOFIN to coordinate development cooperation, desk review revealed that one of the recommendations of the DPCG meeting in Rwanda for FY 2021/2022 is to boost agriculture performance.<sup>256</sup> The DPCG's choice to boost agriculture performance is strategic and aligns with the NST1 priority sectors for economic growth in Rwanda.<sup>257</sup> Boosting agriculture performance is also expected to tap the rich farming resources in Rwanda, help boost the revenue base, and also contribute to food security in Rwanda, a focus of SDG 1: No Poverty and SDG 2: Zero Hunger. Further, the DPCG's choice to boost agriculture performance is in congruent with the available online information on the economy of Rwanda, which revealed that agriculture remains one of the main contributors to economic growth, with private investments in the sector as a share of the GDP, rising from 23.5 percent in 2019 to 24.1 percent in 2021.<sup>258</sup> In ensuring accelerated economic growth, the DPCG also recommended; improving the quality and inclusiveness of economic growth, financing Rwanda's Carbon Neutral and Green Growth Transition, supporting Education &amp; Skills Development, ensuring Readiness for AfCFTA<sup>259</sup>, and enhancing Rwanda Partnerships.<sup>260</sup> These recommendations are the focus for monitoring by the DPCG over the course of the project, and beyond.</p> <p>However, as stated earlier under Output 1, the key challenge to assessing true progress towards the output targets is that quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.</p> <p><i>Output 3: Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance.</i></p> <p>As this evaluation revealed, the overall progress towards the achievement of the Output is at 42 percent. This level of performance presents significant risks to the overall performance of the project, and urgent actions are needed given that the project is three-and-half years into its five-year life. Overall progress on all Output indicators are below average performance.</p> <p>As progress analysis revealed, the project supported training on a number of Innovative financing solutions to be initiated through the innovative finance facility at MINECOFIN. These included; Blended finance, Outcome-based financing (e.g., impact bonds), Harnessing diaspora savings and remittances, Green finance, Foundations, and Direct Foreign Investments (DFI). For the case of Outcome-based financing, while the exact number of proposals developed based on the revised Aid Policy is not documented in the annual reports, the reports state that several proposals have been prepared for the UN Trust Funds and other external funders, and are in pipeline and on-going.<sup>261</sup> This is evidence of the strengthened Government capacity to access non-traditional sources and mechanisms of finance.</p>
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<sup>254</sup> Innovative Development Policy and Finance for Impact Project Annual Report 2019/2020, p.6.

<sup>255</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>256</sup> Ibid., p.4.

<sup>257</sup> Rwanda National Strategy for Transformation (NTS1) (2018-2024). [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf).

<sup>258</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>259</sup> Rwanda is yet to trade under African Continental Free Trade Area (AfCFTA) scenario and would benefit from implementing an AfCFTA national strategy and preparing for the next phases of AfCFTA negotiations. Source: [ODI-GIZ AfCFTA policy brief series](#). Retrieved 12 January 2023.

<sup>260</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>261</sup> Innovative Development Policy and Finance for Impact Project Annual Report 2019/2020, p.6.

		<p>Regarding the level of utilization of non-traditional sources of green finance, desk review revealed that Rwanda received Green Finance for Green Investments under the Green Climate Fund (GCF) through the Nordic Direct Fund for Investment. This is also the evidence of the strength of Rwanda's SS &amp; TC that is hinged on SDG 17: Partnerships. In regards to SSC, in particular, business initiatives accelerated through the Green financing mechanisms, include; Kigali International Finance Centre (KIFC) on green and sustainable finance, and RFTL, a front runner in availing sustainable finance products that are easy to access to promote the green agenda in its financial services.<sup>262</sup></p> <p>While several activities under Output 3 are on course, the performance rate under this Output was affected by the low number of innovative business initiatives accelerated. This was due to delays in the completion of two major activities under Output 3, Activity 3.4: <i>Conduct training on Innovative finance (including blended finance)</i><sup>263</sup>, and Activity 3.5: <i>Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.</i><sup>264</sup> Further, the two activities are interlinked in that Activity 3.5 could not be started before Activity 3.4 was completed. This affected the timely completion of the activities, and their contribution to the overall performance of the Output.</p> <p>In general, as stated earlier under Outputs 1 &amp; 2, the key challenge to assessing true progress towards the Output targets is that quantitative reporting based on the Output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.</p> <p>Output 4: <i>Rwanda Cooperation Initiative has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through South-South and Triangular Cooperation (SS &amp;TC).</i></p> <p>The overall progress towards the achievement of the Output is at 87 percent. This performance is commendable given that the project is three-and-half years into its five-year life. The analysis of the achievements of the project under each Output indicator revealed that Output indicator 4.2 is fully achieved (100%), while Output indicators 4.1 &amp; 4.3 are not fully achieved (80%).</p> <p>As progress analysis revealed, the types of SS &amp; TC activities promoted are; Provision of Experts, Policy Advice, Provision of Training, Project Financing, Transfer of Technology, Budget Support, Benchmarking visits, and Linkages and relations with other global partners. Provision of experts, policy advice, provision of training, transfer of technology, benchmarking visits, and linkages and relations with other global partners, demonstrated the importance of sharing experience and skills through SSC, beyond providing budgetary support.</p> <p>The RCI Talent DATABASE for the deployment of national experts to other SSC countries is increasing interest from countries and international organizations wishing to learn about Rwanda's HGS and associated best practices. As this evaluation revealed, Rwanda's SCC partners include both African peers and non-African countries. The non-African partners include; Singapore (Singapore Cooperation Enterprise), Estonia, South Korea and Norway.<sup>265</sup> The Norway SSC partnership, in particular, has been focused on supporting the Green Investments under the GCF through the Nordic Direct Fund for Investment.</p> <p>In general, the project's SSC activities predominantly contribute to SDG 1: No Poverty, SDG 9: Industry, Innovation, and Infrastructure, SDG 8: Decent Work and Economic Growth, SDG 10: Reduced Inequality, and SDG 17: Partnerships.</p> <p>However, as stated earlier under Outputs 1, 2 &amp; 3, the key challenge to assessing true progress towards the Output targets is that quantitative reporting based on the output indicators and targets set out in the Results Framework, did not form part of the project results-based monitoring and reporting process.</p>
	2.5. What progress toward the outcomes has been made?	As described in the IDPFI Project Document, the project outcome is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i> <sup>266</sup> Desk review revealed that the attainment of the project outcome is to be gauged by the progress on the project's Outcome indicators, which are; (a) Gini coefficient, (b) Private investment as a share of the GDP, and (c) Number of new descent jobs created. Desk review revealed that these are also the same outcome indicators stated

<sup>262</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>263</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>264</sup> Ibid., p.7.

<sup>265</sup> Innovative Development Policy and Finance for Impact Annual Report, 2019/2020, p.7.

<sup>266</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31-38).



		<p>in the UNDP CPD (2018-2023)<sup>267</sup>, UNDAF II (2018-2023)<sup>268</sup>, and NST1 (2017-2024) Economic Transformation Pillar.<sup>269</sup> However, desk review revealed that there was no information in the IDPFI annual reports of the measurements of progress on these outcome indicators. Thus, in assessing progress made towards the achievement of these outcome indicators, the Evaluator used mainly available online information for the analysis. Online information on Rwanda's economy<sup>270</sup>, revealed that the project's actions are contributing towards the attainment of the outcomes as gauged by progress on the outcome indicators, and detailed in the paragraphs following.</p> <p>The Gini coefficient is a measure of the distribution of income across a population. A higher Gini coefficient indicates greater inequality, with high-income individuals.<sup>271</sup> The IDPFI project is intended to contribute to reducing income inequality across the population in Rwanda, from 0.45 in 2019 to 0.4 by 2024.<sup>272</sup> Desk review revealed that the reduction in the income inequality has been slow, as online information from the World Bank and CIA Fact book for 2022 revealed that the GINI coefficient for Rwanda has just reduced from 0.45 in 2019 to 0.44 in 2021.<sup>273</sup> This is a reduction of 0.01 over a period of about 2 years. While the project activities and outputs are well aligned to contribute to the achievement of the intended outcome, and thus contribute to a reduction in income equality to 0.4 by 2024; with only one-and-half years left in its five-year project life, it is unlikely that this outcome target will be realised.</p> <p>The project also intended to contribute to increasing Private investments as a share of the GDP, from 15 percent in 2019 to 21.6 percent by 2024. While online information on the general share of private investments as a share of the GDP was not available, desk review revealed that the share of investments in agriculture and industry, key private sectors driving the economy of Rwanda, increased from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021.<sup>274</sup> The increasing size in private investments in agriculture and industry, revealed that Rwanda's economy is expanding. Moreover, as online information revealed that other factors contributing to the positive private investment trends are; Rwanda is the 2nd in Africa and 39th easy place to do business globally<sup>275</sup>. It also the 4th in Africa and 1st least corrupt country in East Africa.<sup>276</sup> While the trend in private investments was slowed by the emergence of COVID-19 from early 2020<sup>277</sup>, it picked up in 2022, with the easing of restrictions on movements and gatherings.</p> <p>In regards to jobs created, online information revealed that the number of new jobs created in Rwanda reached 1,416,135 by Quarter 3 of 2022.<sup>278</sup> Agriculture and industry were the main sectors where private investments have been high, with more new jobs created by Quarter 3 of 2022.<sup>279</sup> The project's target is 1,072,428 of new jobs to be created in Rwanda by 2024. Factors contributing to increases in number of new jobs created is the policy targeting and boosting private investments in Agriculture, Industry, and ICT.</p>
	<p>2.6. To what extent has the design, implementation and results of the programme incorporated a gender equality perspective and human rights based approach? What should be done to improve gender and human rights mainstreaming?</p>	<p>As the progress reports revealed, the project interventions are both national and local in nature. Unlike most UNDP-oriented policy support programmes, the IDPFI project impacts are not limited to impacts in terms of policy actions, but aimed to impact the ultimate beneficiaries of the policy actions – NDPR as mobiliser of local governments, private sector, academia, CSOs and communities to understand and embrace Vision 2050 and NST1, and shared roles in their implementation.</p> <p>The project design and the activities identified were based on wide consultations and inclusiveness, and so was the implementation. This demonstrated key elements of the human rights-based approach (HRBA), which are; Respect, Protect, Provide, and Fulfil the rights of the right holders to claim their rights to inclusive economic participation and descent jobs. These key human rights elements are reflected in the project design, with both '<i>right holders</i>' (citizens) presenting their priorities to be addressed, and '<i>duty bearers</i>' (Government stakeholders across different ministries and sectors) responding to these priorities. However, in terms of expertise, budget allocations, and duration of the intervention, the greater focus was on the '<i>duty bearers</i>'. This is justified given the priorities identified and described in the IDPFI Project Document.</p>

<sup>267</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.31).

<sup>268</sup> Ibid., p.31.

<sup>269</sup> Rwanda National Strategy for Transformation (NTS1) (2018-2024). Annex 1: Monitoring and Evaluation Matrix, p.58. [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Trsansformation\\_-NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Trsansformation_-NST1-min.pdf)

<sup>270</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>271</sup> The Gini coefficient is a measure of the distribution of income across a population. A higher Gini coefficient indicates greater inequality, with high-income individuals. Source: [https://en.wikipedia.org/wiki/Gini\\_coefficient](https://en.wikipedia.org/wiki/Gini_coefficient)

<sup>272</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document (5 April 2019, p.31).

<sup>273</sup> Source: <https://worldpopulationreview.com/country-rankings/gini-coefficient-by-country>

<sup>274</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>275</sup> Source: [Doing Business Report, World Bank 2020](https://www.doingbusiness.org/reports/world-bank-2020)

<sup>276</sup> Source: [Corruption Perception Index, TIR 2015](https://www.transparency.org/en/cpi)<sup>277</sup>

Source: [Doing Business Report, World Bank 2020](https://www.doingbusiness.org/reports/world-bank-2020)

<sup>278</sup> Source: <https://www.statistics.gov.rw/file/11913/download?token=trKhY00s>

<sup>279</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

		<p>Further, the project delivery model, 'using government own systems', targeted the central and local governments for capacity building for proper planning, budgeting, and M&amp;E, and delivery of services to the community. This demonstrated the project's sensitivity to respect the rights of the <i>duty bearers</i> to inclusion and participation in the project.</p> <p>The project design included a range of actions tailored to the '<i>duty bearers</i>'. Such project actions included; policy analysis and planning, M&amp;E, engaging with those at the lower government level, and training and information tailored to both the national and local governments. While capacity development, planning workshops and training, knowledge sharing, and monitoring actions, tailored to MINECOFIN and local government offices, were intended for them to better mobilise non-traditional resources for development objectives and monitor progress towards the achievements of the NST1 and SDGs. Analysis of the planned interventions lead to the overall conclusion that the type of actions planned for achievement were relevant, and in congruent with the needs of the '<i>duty bearers</i>' for enhanced technical capacity to plan, develop effective policies, diversify finance and monitor progress towards the achievements of the NST1 and SDGs.</p> <p>In as far as cross-cutting issues of gender equality and women's participation are concerned, desk review revealed that the project was designed from a gender lens, demonstrated in this statement: "<i>While Rwanda has made significant progress on women empowerment issues, women continue to be affected disproportionately in poverty due to limited engagement in the productive economy</i>".<sup>280</sup> Further, desk review revealed that the project was designed from a gender lens, as demonstrated in indicator 1.4 under Output 1: "<i>Extent to which the principles of the national statistical system was strengthened and adopted to 'Leave No One Behind' agenda principles in its activities</i>".<sup>281</sup> However, because the Results Framework, Annual Work Plans, and the Annual Progress reports did not present data disaggregation by sex and gender, it was difficult to conclude that the project mainstreamed gender in the design, and promoted gender-responsive implementation and, monitoring and evaluation. The Results Framework will need to be revised to address this gap, and subsequent Annual Work Plans and Annual Progress reports will need to be improved to present data disaggregation by sex and gender, where such information is required.</p>
	<p>2.7. What has been the result of the capacity building/trainings interventions? Were qualified trainers available to conduct training?</p>	<p>The project's support to capacity building of the government institutions have not only positively influenced progress towards the achievement of the output targets, but also added value to their resources management capacities. The project developed the capacity of RCI through SS &amp; TC activities, that included; policy advice, provision of training, transfer of technology, and project financing. Through those capacity building actions, the RCI Talent DATABASE for the deployment of national experts to other SSC countries is increasing interest from countries and international organizations wishing to learn about Rwanda's HGS and associated best practices. This is evidence of the strengthened Government capacity to foster partnerships, thus, contributing to SDG 17: Partnerships.</p> <p>Further, the Rwanda's SCC partners include both African peers and non-African countries. The non-African partners include; Singapore (Singapore Cooperation Enterprise), Estonia, South Korea and Norway.<sup>282</sup> The Norway SSC partnership, in particular, has contributed to leveraging non-traditional sources of finance for the Government of Rwanda for Green Investments under the GCF through the Nordic Direct Fund for Investment. Moreover, several proposals have been prepared for the UN Trust Funds and other external funders, based on Outcome financing, and are in pipeline and on-going.<sup>283</sup> This is further evidence of the strengthened Government capacity to access non-traditional sources and mechanisms of finance.</p> <p>Similarly, the business initiatives accelerated through the Rwandan Green Agenda financing mechanisms have also expanded, and include; Kigali International Finance Centre (KIFC) on green and sustainable finance, and RFTL, a front runner in availing sustainable financial products that are easy to access to promote the green agenda in its financial services.<sup>284</sup></p> <p>In regards to whether the project had qualified trainers to conduct the training; although the Evaluator did not see or review any assessment reports on the effectiveness of the capacity building/trainings provided by the experts, this evaluation found that the project used both international and national experts for the trainings.<sup>285</sup> As desk review revealed, most of the experts were recruited through the UNDP Procurement Procedures.<sup>286,287</sup> UNDP has a global reputation in vetting very good experts for national deployment. The evidence that these experts were qualified to provide capacity building technical assistance is demonstrated in the capacity of the Government of Rwanda to mobilise non-traditional financial resources</p>

<sup>280</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.5).

<sup>281</sup> Ibid., pp.34-35.

<sup>282</sup> Innovative Development Policy and Finance for Impact Annual Report, 2019/2020, p.7.

<sup>283</sup> Ibid., p.6.

<sup>284</sup> Innovative Development Policy and Finance for Impact Project Quarter Four Progress Report, 2021/2022, p.4.

<sup>285</sup> Ibid., p.6.

<sup>286</sup> Ibid., p.4.

<sup>287</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2020/2021, pp.4-5.

		<p>from the Green Finance for Green Investments under the GCF.<sup>288</sup> Similarly, as described earlier, through the Technical Advisor on Aid Effectiveness and Resource Mobilisation, deployed by UNDP at MINECOFIN, several proposals have been prepared by MINECOFIN for the UN Trust Fund and other external funders, and are in pipeline and on-going.<sup>289</sup></p> <p>Further, as desk review revealed, those trained (Trainers of Trainers) by the experts are being used to roll down the training to other central and lower local government planning and M&amp;E technical staff. For example, MINECOFIN in collaboration with the Ministry of Local Government (MOLG)<sup>290</sup> provided adequate support to Government Planning staff within line ministries in foresight planning. This technical assistance also included; new guidelines in planning, M&amp;E, and Planning and Budgeting in line with the PBCC leading to the preparation of Budget Frameworks.<sup>291</sup> This is further evidence of the added value of the technical capacity building support, and evidence that the project deployed qualified experts to conduct the trainings.</p>
	<p>2.8. How did UNDP support the achievement of programme outcome and outputs?</p>	<p>Based on documents reviewed, UNDP has been and remains a trusted partner of the Government of Rwanda. In particular, it has supported capacity building work in Rwanda on similar initiatives in the past, through a programme titled, '<i>Support for Effective Development Cooperation for Results</i>', implemented during 2014-2018, and jointly supported by UNDP, SDC, and DFID.<sup>292</sup> UNDP has continued to demonstrate this good partnership through mobilization of external resources for the current project (SDC – US\$ 250,000 and UNDP- US\$3,955,250).<sup>293</sup> In the PSC, UNDP has been able to sustain the interest and the momentum of the Development Partners in the '<i>Innovative Development Policy and Finance for Impact</i> (IDPFI) project'. The Development Partners that form the PSC include; UNDP, SDC, DFID, and the GIZ.<sup>294</sup> The sustenance of the interest of the existing Development Partners to support the IDPFI project is a key contribution of UNDP's actions to achieve the programme outcome and outputs.</p> <p>The project design and its delivery model – '<i>delivery using government system</i>'<sup>295</sup>, considered the partners' capacity (MINECOFIN) and built ownership at the beginning of the implementation period. While it is too early to see the broader contribution of UNDP's actions to the achievement of the programme outcome through this action, specific benefits of UNDP's support are demonstrated. Through the enhanced capacity at MINECOFIN, the Government of Rwanda has been able to mobilise resources from non-traditional sources of finance, for example, from the GCF and UN Trust Fund. In addition, the enhanced technical capacities in policy analysis and planning, budgeting, and M&amp;E at MINECOFIN and the MOLG, continue to be used to provide adequate support to Government Planning and M&amp;E staff within line ministries in foresight planning.</p>
	<p>2.9. How was the partnership strategy conducted by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other programmes?</p>	<p>UNDP is the lead UN agency in the IDPFI project efforts. The Donor- SDC, DFID, GIZ and other Development Partners, Government officials, and the project implementing partners see UNDP as a team player that provided significant support to the coordinated government-led efforts. The effectiveness of this coordination with project partners is ensured through this leadership, and demonstrated in the progress towards the achievement of programme outcome and outputs, described earlier in this evaluation report.</p> <p>The project strategy emphasised participatory planning in which the rights and responsibilities of implementing partners and of beneficiaries were fully recognized. While there was no indication that the project leveraged Government funding<sup>296</sup>, participatory planning was key to cost-sharing between the donor- SDC, UNDP, Government, and beneficiaries. Further, the evidence of the partnership between UNDP and GoI is revealed in Rwanda's co-funding mechanism in staff time, office space and mobilisation of the implementing partners and citizens towards the goal of the project.</p> <p>Further, the project delivery model – '<i>delivery using government system</i>'<sup>297</sup>, is the partnership strategy being conducted by UNDP in Rwanda. At the UNDP country office level, the evaluation found that the project teams at UNDP communicated systematically and cooperated closely with the project teams at MINECOFIN. MINECOFIN is the lead government ministry in this partnership effort. These coordination and cooperation efforts are being enhanced through participation in all the phases of work plan development and budgeting, implementation of project activities, reporting, and reviews. At the national level, the coordination is being done through the PSC and joint technical meetings between UNDP and MINECOFIN</p>

<sup>288</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2019/2020, p.6.

<sup>289</sup> Ibid., p.6.

<sup>290</sup> Ibid., p.3.

<sup>291</sup> Ibid., p.3.

<sup>292</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.17).

<sup>293</sup> Ibid., p.2.

<sup>294</sup> Ibid., p.51.

<sup>295</sup> Ibid., p.1.

<sup>296</sup> Innovative Development Policy and Finance for Impact Project, Annual Reports FY 2019/20, p.1; FY 2020/21, p.1; & FY 2021/22, p.1.

<sup>297</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.1).

		<p>senior Managers and senior Government officials at the respective Ministries involved in the implementation of the project. This coordination effort, for example, led to MINECOFIN working in collaboration with the MOLG<sup>298</sup>, to provide adequate support to Government Planning staff within line ministries in foresight planning.<sup>299</sup></p> <p>In terms of mobilizing new partnerships for the IDPFI project, desk review revealed that UNDP has been able to mobilize a new local partner – Rwanda Finance Trust Limited (RFTL) which was included as an implementing partner in order to strengthen its institutional capacity to promote the 'Green Finance' agenda.<sup>300</sup> On the other hand, much as UNDP has not mobilized new international partners (or donors) in support of the UNDP-GoR partnership in the current project, the existing partnerships continue to be maintained. This demonstrates the strength of the existing partnerships, besides revealing strong interest in ensuring that the innovative development policies and finance for impact are identified and implemented.</p> <p>The project's focus on innovating development policies and finance for impact is also well aligned with the GoR's priorities in its NST1 and Vision 2050: Economic diversification, inclusive and accelerated economic growth, and reduction of poverty and inequality. Both short-term and long-term strategies that are multi-partner in approach, are required to address these challenges to economic growth. Agriculture and Industry sectors show strong incentives for attracting private investments. This is an opportunity for UNDP to strengthen its synergy with other UN Agencies such as IFAD who has strengths in investments in agriculture, and UNIDO who has strengths in investments in industrial development. While desk review revealed that IFAD and UNIDO have been included in the Project Document as potential partners for innovating development policies and finance for impact, all progress reports reviewed revealed that they were not partners during project implementation. Thus, synergy with other relevant UN Agencies is still not being adequately tapped.</p> <p>In general, the current partnership through coordination, cooperation, and capacity building has not only positively influenced progress towards the achievement of programme outcome and outputs, but also improved the dissemination of the project achievements, increased visibility and the effectiveness of the project outreach efforts, and are contributing to sharing lessons learnt and institutionalization of the knowledge management from the project implementation.</p>
<p><b>3. Efficiency</b> (measures the cost effectiveness, i.e. the economic use of resources to achieve desired results)</p>	<p>3.1. Were activities cost-efficient?</p>	<p>As described under Effectiveness, except for the less than average performance rate under Output 3 (42 percent), the performance rates in the other Outputs (Output 1= 78 percent, Output 2= 94 percent, and Output 4= 87 percent), demonstrated that the project activities were cost-efficient. As explained earlier under Effectiveness, the performance rate under Output 3 was affected by delays in the completion of two major activities; Activity 3.4: <i>Conduct training on Innovative finance (including blended finance)</i><sup>301</sup>, and Activity 3.5: <i>Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline</i>.<sup>302</sup> According to this evaluation revealed, the two activities are interlinked in that Activity 3.5 could not be started before Activity 3.4 was completed<sup>303</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of Output 3.</p> <p>Nevertheless, this evaluation found that the technical assistance on policy analysis and planning, and resource mobilisation, and the material and financial resources invested in the project (human resources, informational materials, sector-specific capacity strengthening interventions), are adequate and mostly sufficient for reaching the initially planned results. So far as it is, resources have been used as planned; no over-expenditures were recorded. Internal controls are strong, as budget use is based on a tripartite review arrangement – involving UNDP- the implementing agency, Government as a local partner, and the PSC.</p> <p>With the history of strong financial policies of UNDP, the project enjoyed good use of funds for implementing the planned activities – overall expenditures remained within the overall budget. By the time of this evaluation, total funds used for project activities totalled US\$ 1,032,825.8. This is out of a total of US\$ 4,205,250 provided for the five-year project.<sup>304</sup> As stated earlier, the tripartite process for technical and financial review and approval through the PSC, ensured proper verification and utilization of and accountability for funds. While the use of the UNDP financial management procedures ensured adequate internal controls.</p>

<sup>298</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2019/2020, p.3.

<sup>299</sup> Ibid., p.3.

<sup>300</sup> IDPFI Project Steering Committee/Technical Meeting Minutes, dated 10th November 2021, p.3.

<sup>301</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>302</sup> Ibid., p.7.

<sup>303</sup> Ibid., p.6.

<sup>304</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.2).

	3.2. Were objectives achieved on time?	<p>As described under Relevance, the IDPFI project is intended to accomplish two objectives; Objective 1: <i>Support for Effective Development Cooperation and Resource Mobilisation, particularly from non-traditional sources</i>, and Objective 2: <i>Strengthen Government of Rwanda's National Evidence-Based Policy Planning, Analysis and M&amp;E capacities, mechanisms and processes</i>.</p> <p>As determined by the Evaluator, Objective 1 is being achieved through Output 3: <i>Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance</i>; and Output 4: <i>Rwanda Cooperation initiative (RCI) has enhanced capacity to accelerate progress on the Sustainable Development Goals (SDGs) through south-south and Triangular Cooperation (SS &amp; TC)</i>. Objective 2 is being achieved through Output 1: <i>Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs</i>; and Output 2: <i>MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives</i>.</p> <p>As described earlier in Objective 1 under Effectiveness, the project's progress towards meeting the targets in Output 3 is at an average of 42 percent, and 87 percent for Output 4. Under Objective 2, the project's progress towards meeting the targets in Output 1 is at an average 78 percent, and 94 percent for Output 2. Accordingly, with only one-and-half years left to the end the project, this evaluation concludes that it is highly likely that the project Objective 2 will be achieved on time, but not likely for Objective 1. Further, as described earlier under Effectiveness, the slow progress in initiating innovative finance solutions through the innovative finance facility at MINECOFIN (60 percent), and the low level of utilization of non-traditional sources of finance (50 percent), are contributing to the lower level of business initiatives accelerated through the project (17 percent). With only one-and-half years left to the end the project, there is low likelihood of achieving Objective 1 by the project end, if immediate actions are not taken.</p>
	3.3. Was the programme implemented in the most efficient way compared to alternatives?	<p>As this evaluation found, one of the projects jointly implemented by UNDP and MINCOFIN is, "<i>Support for Effective Development Cooperation for Results</i>", implemented during 2014-2018. One of the key weaknesses of this project was the low absorption of funds and implementation delays.<sup>305</sup> For the IDPFI project, this evaluation found that funds absorption was at 50 percent of the overall five-year project budget of US\$ 4,205,250. At the time of the analysis of the project budget and expenditures, the project was one-and-half years left to the end of its five-year life, signaling that urgent actions are required to accelerate activities implementation and improve funds absorption.</p> <p>In terms of efficiency in activities implementation, and thus progress towards meeting the Output targets, progress analysis revealed that Output 1 is at 78 percent achievement, and 94 percent for Output 2. These high achievements demonstrate efficiency in project activities implementation under these outputs, and it is reasonable to conclude that the project will be achieved on time for these Outputs, and ultimately for Objective 2.</p> <p>However, this is not the case with the Objective 1 as described earlier. The project's progress towards meeting the targets in Output 3 is at 42 percent, and 87 percent for Output 4. As explained earlier under Effectiveness, the performance rate in Output 3 was affected by delays in the completion of two major activities; Activity 3.4: <i>Conduct training on Innovative finance (including blended finance)</i><sup>306</sup>, and Activity 3.5: <i>Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline</i>.<sup>307</sup> According to desk review, the two activities are interlinked in that Activity 3.5 could not be started before Activity 3.4 was completed<sup>308</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of the output. Thus, there is high risks of not meeting Objective 1 by the project end, and immediate actions need to be taken to reduce the risks.</p>
	3.4. What was the original budget for the Programme? How have the Programme funds been spent? Were the funds spent as originally budgeted?	<p>The approved project budget for the project is US\$ 4,205,250 over the five-year project life, with US\$ 3,955,250 contributed by UNDP and US\$ 250,000 contributed by the SDC.<sup>309</sup> By the time of this evaluation, the total funds utilized totaled US\$ 1,032,825.8 (or 50 percent). So far as it is, funds have been used as planned; no over-expenditures (negative values) were recorded. This is evidence that internal controls are strong, as budget approval is based on a Steering Committee arrangement.</p> <p>As the financial analysis revealed, funds have been used as planned without budget overruns throughout the project period 2019-2022. As stated earlier, the Steering Committee arrangement for technical and financial review and approval ensured proper verification and utilization and accountability for funds. While the use of the UNDP financial management procedures ensured adequate internal controls.</p> <p>On the other hand, however, the generally low absorption of funds is linked to slow progress in the implementation of some activities, and progress towards the achievement of some of the Output indicators described earlier under Effectiveness. In addition, as described earlier under</p>

<sup>305</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.11).

<sup>306</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>307</sup> Ibid., p.7.

<sup>308</sup> Ibid., p.6.

<sup>309</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.2).

		Effectiveness, the emergence and rapid spread of COVID-19 across Rwanda in 2020-2021 constrained the implementation of the project activities, as originally planned. While attempts were made to continue the activities, this happened at a slower pace, which generally affected progress towards the project outputs.
	3.5. Are there any management challenges affecting efficient implementation of the Programme? What are they and how are they being addressed?	<p>The management of any project implementation usually includes these elements; <i>project management, technical support, administrative and procurement procedures, and financial management</i>, whose efficiencies are key in the successful implementation and achievement of the results of the project.</p> <p>In regards to project management, desk review could not lead to conclusion that the project did not have enough staff to manage the project adequately to achieve the objectives. Except for the less than average performance rate under Output 3 (42 percent), the performance rates in the other Outputs (Output 1= 78 percent, Output 2= 94 percent, and Output 4= 87 percent) demonstrated that the project management was generally efficient. As explained earlier under Effectiveness, the performance rate in Output 3 under Objective 1 was affected by delays in the completion of two major activities; Activity 3.4: <i>Conduct training on Innovative finance (including blended finance)</i><sup>310</sup>, and Activity 3.5: <i>Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline.</i><sup>311</sup> Based on the progress reports reviewed, the two activities are interlinked in that Activity 3.5 could not be started before Activity 3.4 was completed<sup>312</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of Output 3.</p> <p>In regards to technical support for enhanced capacity at MINECOFIN; again as described earlier under Effectiveness, the project management arrangement allowed UNDP to support the development of the capacity of MINECOFIN, thus, facilitating progress towards the achievement of the project results. The capacity development actions and briefing meetings strengthened the partnerships, and some of the results of the technical support is that MINECOFIN has been able to mobilise resources from non-traditional sources, for example, the GCF and the UN Trust Fund. As described earlier under Effectiveness, the enhanced technical capacities in policy analysis and planning, budgeting, and M&amp;E at MINECOFIN and the MOLG, continue to be used to provide adequate support to Government Planning and M&amp;E staff within line ministries and local governments in foresight planning.</p> <p>In regards to administrative procedures used by the project, desk review revealed that project documents, progress reports, fact sheets, e-posters and other materials were usually produced in English. To make these materials available to the project stakeholders did not require translation; it saved time required to disseminate the reports for action, and thus increased their utilisation.</p> <p>Regarding procurement procedures, the project follows UNDP procurement procedures. The project management structure is such that UNDP and GoR all review major procurements processes to do with procurement of technical assistance. For example, to procure technical assistance, UNDP drafts a Terms of Reference together with MINECOFIN, which is jointly reviewed by both parties. However, the timeliness of any joint actions depended on the availability of all the project focal points at that time. Desk review does not indicate that there were any challenges in the procurement of the services. Instead, MINECOFIN expressed that the bipartite arrangement ensured transparency and accountability, built trust and promoted '<i>learning by doing</i>', and also led to recruitment of suitably qualified experts to support the project implementation.</p> <p>In regards to financial management, the project follows UNDP financial management procedures, including use of the Funds Authorisation and Certificate of Expenditure (FACE) Forms in requesting and accounting for funds. All financial data reported in the progress reports are provisional until certified by UNDP Bureau of Management/Office of Finance and Administration at UNDP headquarters in New York, USA. From the UNDP headquarters (HQ), an annual certified financial statement as of end of the year (31 December) is posted by UNDP HQ no later than 30 June of the following year and shared with the donor. The utilization of funds cover funds expended and those committed, together termed "<i>Funds utilized.</i>" The advantage of this financial management process is that it ensures UNDP has an overall view of the status of its fund mobilization and utilization.</p>
4. Impact (measures the positive and negative changes produced by the programme, directly or	4.1. What are the stated goals of the Programme? To what extent are these goals shared by stakeholders? What are the primary activities of the programme and expected outputs? To what extent	<p><i>Stated goals of the programme and extent to which the goals are shared by stakeholders</i></p> <p>As described earlier under Effectiveness, the IDPFI project's stated goal/outcome is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</i><sup>313</sup> This goal is to be achieved through joint implementation of UNDP and MINECOFIN, and participation of the Donor - SDC, and other Development Partners (GIZ, DFID). As</p>

<sup>310</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>311</sup> Ibid., p.7.

<sup>312</sup> Ibid., p.6.

<sup>313</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.31-38).

<p>indirectly, intended or unintended)</p>	<p>have the activities progressed? How did the programme contribute to the achievement of UNDAP &amp; NST1 outcomes and outputs?</p>	<p>described in the IDPFI Project Document, the project is managed by the PSC, composed of MINECOFIN as Chair, UNDP as Co-chair, the Donor-SDC, GIZ, and DFID, as members.<sup>314</sup> By coming together in a Steering Committee arrangement to manage the project, the action demonstrated a shared goal by the project stakeholders in achieving the project goal.</p> <p>Moreover, UNDP's joint action with the rest of the stakeholders sought to optimize the impact of a range of project interventions on the people of Rwanda so that they can benefit from sustainable economic growth that generates decent work and promotes quality livelihoods for all. UNDP intended to do this by complementing the partners' efforts and accurately targeting to fill the gaps in support, where a UNDP partnership has a strong added value.</p> <p>As described earlier under Effectiveness, the attainment of the project goal is to be gauged by the progress on the project's common outcome indicators stated in the UNDP CPD (2018-2023), UNDAP II (2018-2023), and NST1 (2017-2024) Economic Transformation Pillar for Rwanda, which revolves around; (a) Gini coefficient - reducing income inequality, (b) increasing private investment as a share of the GDP – to foster inclusive, competitive and sustainable economic growth, and (c) increasing number of new descent jobs created.<sup>315</sup> As stated in the IDPFI Project Results Framework<sup>316</sup>, these indicators are shared by the various stakeholders (UNDP, ONE UN through the UNDAP II, Donor- SDC, GIZ, DFID, and Government of Rwanda) involved in the project. The is further evidence of UNDP's joint action with the rest of the stakeholders to achieve the project goal.</p> <p>Further, as describer under Effectiveness, UNDP is the lead UN agency in the IDPFI project efforts. The Donor- SDC, DFID, GIZ and other Development Partners, including other UN Agencies, Government officials and the project implementing partners, see UNDP as a team player that provided significant support to the coordinated government-led efforts and to achieving the project goal. In addition, as described earlier under Effectiveness, the effectiveness of this coordination efforts with the project partners is ensured through this leadership, and demonstrated in the progress towards the achievement of the project outcome/goal, described earlier under Effectiveness of this evaluation report.</p> <p><i>Primary activities of the project and expected outputs and progress on the activities</i></p> <p>As described in the Project's Results Framework<sup>317</sup> and in the Multi-Year Work Plan<sup>318</sup>, the project Outputs are; Output 1: <i>Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs</i>; Output 2: <i>MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives</i>; Output 3: <i>Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance</i>; and Output 4: <i>The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs) through an effective coordination of Rwanda's South-South and Triangular Cooperation.</i></p> <p>As described earlier under Relevance, all the four outputs have these activities in focus: '<i>enhance capacity of national institutions to plan, develop effective policies, diversify finance and monitor progress.</i>'</p> <p>For Output 1, the primary activities are; (a) <i>Policy integration in decision-making</i>, (b) <i>Evidence-based and integrated planning</i>, (c) <i>Design cross-sectional policies and programming</i>, (d) <i>Design tools and procedures to guide national planning and budgets</i>, (e) <i>Strengthen administrative systems such as Management Information Systems (MIS)</i>, and (f) <i>Strengthen national capacity for Human Development and multi-dimensional poverty reporting and analysis.</i><sup>319</sup></p> <p>For Output 2, the primary activities are; (a) <i>Support to Development Assistance Database (DAD) to improve reliability, relevance and use of DAD data</i>, (b) <i>Develop finance resource mobilisation strategy</i>, (c) <i>Capacity of relevant government staff on external resource mobilisation</i>, (d) <i>International Technical Assistance (TA) to External Finance Division (EFD) on resource mobilisation</i>, and (e) <i>Local Technical Assistance on M&amp;E in the External Finance Division.</i><sup>320</sup></p>
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<sup>314</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.51).

<sup>315</sup> Ibid., p.31.

<sup>316</sup> Ibid., p.31

<sup>317</sup> Ibid., pp.31-38.

<sup>318</sup> Ibid., pp 42-49.

<sup>319</sup> Ibid., pp.42-43.

<sup>320</sup> Ibid., pp.44-45.

		<p>For Output 3, the primary activities are; (a) <i>Establish innovative finance facility at MINECOFIN</i>, (b) <i>Pioneer innovative green financing mechanisms with relevant institutions (MINECOFIN, FONERWA, BNR, Capital Market Authority)</i>, (c) <i>Improve private sector access to Foreign Direct Investment (FDI) windows and impact investing</i>, (d) <i>Conduct training on innovative finance including blended finance</i>, and (e) <i>Conduct feasibility studies for innovative finance solutions/mechanisms and identification of pipeline projects</i>.<sup>321</sup></p> <p>For Output 4, the primary activities are; (a) <i>Assess and build policy and institutional capacity of Rwanda Cooperative (RCI) through Technical Assistance (TA)</i>, (b) <i>Identification and Certification of home-grown finance solutions to be promoted by RCI</i>, (c) <i>Set up website and e-learning platform</i>, (d) <i>Support RCI to develop national strategy on South-South Cooperation, planning and M&amp;E system and a database of SSC focal points</i>, (e) <i>Development of a national Talent Bank database and its mechanism for deployment of national experts to other countries</i>, and (f) <i>Establishment of a legal framework for RCI</i>.<sup>322</sup></p> <p>In regards to progress on the activities, the achievement of the outputs described earlier under Effectiveness, is a demonstration of the generally good progress in the implementation of the activities. Except for the less than average performance under Output 3 (42 percent), the performance rates in the other Outputs (Output 1= 78 percent, Output 2= 94 percent, and Output 4= 87 percent) demonstrated good progress in the implementation of the activities under these Outputs. As explained earlier under Effectiveness, the low performance rate in Output 3 was due to delays in the completion of two major activities; Activity 3.4: <i>Conduct training on Innovative finance (including blended finance)</i>, and Activity 3.5: <i>Conduct Feasibility study for Innovative Finance solution/mechanism and identification of pipeline</i>. Further, as explained earlier under Effectiveness, the two activities are interlinked in that Activity 3.5 could not be started before Activity 3.4 was completed<sup>323</sup>, and so affected the timely completion of the activities, and their contribution to the overall performance of Output 3.</p> <p><i>How the programme contributed to the achievement of the UNDAF and NST1 outcomes and outputs</i></p> <p>As described in the IDPFI Project and UNDAF II Results Frameworks, the common outcome is: <i>By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all</i>.<sup>324</sup> The corresponding NST1 outcomes are; (a) <i>Eradicate extreme poverty</i>, (b) <i>Accelerated industrialisation for economic transformation</i>, and (c) <i>Increased descent and productive jobs</i>.<sup>325</sup> This evaluation found that the attainment of the UNDAF II, NST1, and the IDPFI Project outcomes are to be gauged by the progress on these outcome indicators; (a) Gini coefficient - reducing income inequality, (b) Private investment as a share of the GDP – to foster inclusive, competitive and sustainable economic growth, and (c) Number of new descent jobs created.<sup>326</sup></p> <p>As described earlier under Effectiveness, the IDPFI project intended to contribute to reducing income inequality between low-income and high-income individuals across the population in Rwanda, from 0.45 in 2019 to 0.4 by 2024. Online information revealed that the reduction in income inequality has been slow, as the World Bank Report and CIA Fact book for 2022 revealed that the GINI coefficient for Rwanda has just reduced from 0.45 in 2019 to 0.44 in 2021.<sup>327</sup> This is a reduction of 0.01 over a period of about 2 years. While the project outputs are well aligned to contribute to the achievement of the intended outcome, and thus to a reduction in income equality to 0.4 by 2024; with only one-and-half years left to conclude the project, it is unlikely that this joint outcome will be fully realised.</p> <p>Similarly, as described earlier under Effectiveness, the project intended to contribute to increasing Private investments as a share of the GDP, from 15 percent in 2019 to 21.6 percent by 2024. While data on overall private investments as a share of the GDP for 2022 was not available, online information revealed that the share of investments in agriculture and industry, key private sectors driving the economy of Rwanda, increased from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021.<sup>328</sup> As described earlier under Effectiveness, the increasing size in private investment revealed that Rwanda's economy is expanding. In recognising the increasing importance of agriculture as a key private sector player in the economy of Rwanda, the Development Partners' Coordination Group (DPCG) in Rwanda, in their last meeting of Quarter 4 FY 2021/2022, strongly reinforced their commitment and support to boost Agriculture sector in Rwanda.<sup>329</sup></p>
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<sup>321</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, pp.46-48).

<sup>322</sup> Ibid., pp.48-49.

<sup>323</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Annual Progress Report, 2019/2020, p.6.

<sup>324</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document (5 April 2019, pp.31-38).

<sup>325</sup> National Strategy for Transformation (NST1). Government of Rwanda, NST1 M&E Framework. Source: [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-NST1-min.pdf)

<sup>326</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Document (5 April 2019, p.31).

<sup>327</sup> Source: <https://worldpopulationreview.com/country-rankings/gini-coefficient-by-country>

<sup>328</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>329</sup> Innovative Development Policy and Finance for Impact (IDPFI) Project Quarter Four Progress Report, FY 2021/2022, p.4.



		<p>The IDPFI project is also intended to contribute to 1,072,428 new jobs created in Rwanda by 2024.<sup>330</sup> As detailed earlier under Effectiveness, online information revealed that the number of new jobs created in Rwanda reached 1,416,135 by Quarter 3 of 2022.<sup>331</sup> Agriculture and industry were the main sectors where private investments have been consistently high, with more new jobs created by Quarter 3 of 2022.<sup>332</sup> Further, as explained earlier under Effectiveness, factors contributing to increases in number of new jobs created is the policy targeting and boosting private investments in Agriculture<sup>333</sup>, Industry, and ICT; sectors which employ most youth. Youth, 35 years and below make up about 78 percent of Rwanda's population.<sup>334</sup> This demographic presents a huge potential for supply of skilled and semi-skilled labour for economic transformation in Rwanda. The utilisation of this human resource potential is demonstrated in Rwanda's youth employment rate at 77 percent for women and men aged 20 to 34 years, as of August 2022.<sup>335</sup></p> <p>The IDPFI project also contributes to the achievement of UNDAP and NST1 outputs as demonstrated below.</p> <table border="1" data-bbox="954 451 2152 799"> <thead> <tr> <th data-bbox="954 451 1420 475">IDPFI Project Outputs</th> <th data-bbox="1420 451 1816 475">UNDAP II Outputs<sup>336</sup></th> <th data-bbox="1816 451 2152 475">NST1 Outputs<sup>337</sup></th> </tr> </thead> <tbody> <tr> <td data-bbox="954 475 1420 647">           Output 1: Strengthened national capacities for evidence-based planning, innovative policy analysis and M&amp;E to inform the implementation of NST1 and the SDGs.             Output 4: The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs)         </td> <td data-bbox="1420 475 1816 647">           Output 1.3: National institutions, private sector and communities are equipped with the technical capacity, skills and knowledge to develop and implement evidence based, inclusive policies and programmes for increased sustainable industrialization and trade competitiveness.         </td> <td data-bbox="1816 475 2152 647">           Output 1: Create 1,500,000 (214,000 annually) descent and productive jobs.             Output 2: Establish Rwanda as a globally competitive knowledge-based economy.         </td> </tr> <tr> <td data-bbox="954 647 1420 799">           Output 2: MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives             Output 3: Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance through an effective coordination of Rwanda's South-South and Triangular Cooperation.         </td> <td data-bbox="1420 647 1816 799">           Output 1.5: National institutions have acquired increased technical capacity to identify, access and use different partnership modalities and sources of finance to achieve national development objectives         </td> <td data-bbox="1816 647 2152 799">           Output 5: Increase domestic savings and position Rwanda as a hub for financial services to promote investments.         </td> </tr> </tbody> </table> <p>In regards to the contribution of IDPFI Output 1 to the achievement of UNDAP output 1.3 and NST1 outputs 1 &amp; 2, progress analysis revealed that the project supported the production of the Final Version of Vision 2050.<sup>338</sup> Further, as described earlier under Effectiveness, the MEL Guidelines were developed by Central and Local Governments Planners and are being used to guide effective monitoring of projects &amp; SDGs. In addition, a Harmonized Imihigo Framework with institutional annual Action Plans for accelerated delivery of the SDGs and NST1 was finalised. The improvements in availability and access to current information and stronger M&amp;E, are further enhancing the implementation of Vision 2050, NST1 and SDGs. Progress analysis also revealed that the project ensured integration and localization of relevant SDGs into NST1. The integration and localization of relevant SDGs into NST1, in particular, is contributing to realisation and proper reporting of SDG 1: No Poverty, SDG 8: Decent Work and Economic Growth, SDG 10: Reduced Inequality, and SDG 17: Partnerships.</p> <p>In regards to the contribution of IDPFI Output 2 to the achievement of UNDAP output 1.5 and NST1 output 5, and as described earlier under Effectiveness, the enhanced technical capacity at MINECOFIN has led to the revised Aid Policy, which has since been used to guide the preparation of the final Aid Report. Moreover, several proposals which have been prepared for the UN Trust Fund and other external funders, which are in pipeline and on-going, were based on the revised Aid Policy.<sup>339</sup></p>	IDPFI Project Outputs	UNDAP II Outputs <sup>336</sup>	NST1 Outputs <sup>337</sup>	Output 1: Strengthened national capacities for evidence-based planning, innovative policy analysis and M&E to inform the implementation of NST1 and the SDGs.  Output 4: The newly established Rwanda Cooperation Initiative has enhanced institutional capacity to accelerate progress on the Sustainable Development Goals (SDGs)	Output 1.3: National institutions, private sector and communities are equipped with the technical capacity, skills and knowledge to develop and implement evidence based, inclusive policies and programmes for increased sustainable industrialization and trade competitiveness.	Output 1: Create 1,500,000 (214,000 annually) descent and productive jobs.  Output 2: Establish Rwanda as a globally competitive knowledge-based economy.	Output 2: MINECOFIN has enhanced technical capacity to manage, monitor and coordinate development cooperation to achieve national development objectives  Output 3: Strengthened Government capacity to utilize non-traditional sources and mechanisms of finance through an effective coordination of Rwanda's South-South and Triangular Cooperation.	Output 1.5: National institutions have acquired increased technical capacity to identify, access and use different partnership modalities and sources of finance to achieve national development objectives	Output 5: Increase domestic savings and position Rwanda as a hub for financial services to promote investments.
IDPFI Project Outputs	UNDAP II Outputs <sup>336</sup>	NST1 Outputs <sup>337</sup>									
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<sup>330</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.31).

<sup>331</sup> Source: <https://www.statistics.gov.rw/file/11913/download?token=trKhY00s>

<sup>332</sup> Source: <https://www.statista.com/statistics/452199/share-of-economic-sectors-in-the-gdp-in-rwanda/>

<sup>333</sup> Recommendation from Annual Development Partners Coordination Group Meeting in Rwanda (IDPFI Q4 Progress Report, FY 2021/2022, p.4.

<sup>334</sup> Rwanda demographics 2021 – StatisticsTimes.com. Source: <https://www.undp.org/rwanda>

<sup>335</sup> Rwanda Youth Unemployment Rate – 2022 Data – Trading Economics. Source: <https://www.tradingeconomics.com/you...>

<sup>336</sup> Source: <https://rwanda.un.org/en/3597-united-nations-development-assistance-plan-undap-ii-2018-2023-summary>

<sup>337</sup> National Strategy for Transformation (NST1). Government of Rwanda, NST1 M&E Framework. Source: [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-NST1-min.pdf)

<sup>338</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, Fiscal Year 2021/2022, p.3.

<sup>339</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2019/2020, p.6.

		<p>Further, as described earlier under Effectiveness, the revised DAD has facilitated the inclusion of the EDFR and DPAF Reports in the DAD. To demonstrate further the strength of the technical capacity at MINECOFIN to coordinate development cooperation, one of the recommendations of the Annual DPCG meeting in Rwanda for Quarter 4 FY Year 2021/2022 is to boost agriculture performance.<sup>340</sup> The DPCG's choice to boost agriculture performance is strategic and aligns with the NST1 Pillar 1: Economic Transformation for accelerated economic growth in Rwanda. In ensuring this, the DPCG also recommended; improving the quality and inclusiveness of economic growth, financing Rwanda's Carbon Neutral and Green Growth Transition, supporting Education &amp; Skills Development, ensuring Readiness for AfCFTA, and enhancing Partnerships.<sup>341</sup> These recommendations are the focus for monitoring by the DPCG over the course of the project.</p> <p>In regards to the contribution of IDPFI Output 3 to the achievement of UNDAF output 1.5 and NST1 output 5, progress analysis showed that technical trainings offered to MINECOFIN, have led to the GoR accessing non-traditional sources and mechanisms of finance. As described earlier under Effectiveness, several Outcome-based financing proposals prepared for the UN Trust Fund and other external funders, are in pipeline and on-going. In addition, the GoR received Green Finance for Green Investments under the GCF through the Nordic Direct Fund for Investment, contributing to leveraging additional funds for the GoR. This is further evidence of the strengthened capacity of the Rwanda's SSC that is hinged on the NST1 Output 5.</p> <p>In regards to the contribution of IDPFI Output 4 to the achievement of UNDAF output 1.3 and NST1 outputs 1 &amp; 2, and as described earlier under Effectiveness, progress analysis revealed that the RCI Talent DATABASE for the deployment of national experts to other SSC countries is increasing interest from countries and international organizations wishing to learn about Rwanda's HGS and associated best practices. As described earlier under Effectiveness, Rwanda's SSC partners include both African peers and non-African countries. The non-African partners include; Singapore (Singapore Cooperation Enterprise), Estonia, South Korea and Norway. The Norway SSC partnership, in particular, has attracted budgetary support for Green Investments under the GCF through the Nordic Direct Fund for Investment, contributing to leveraging additional funds for the GoR.</p>						
	<p>4.2. What has happened as a result of the programme?</p>	<p>The assessment of impact of the programme on observed results was defined through issues/problems identified by experts at the project design. It involved assessing whether the issues/problems identified by the experts were influenced through the IDPFI project interventions, by analysis of the opinions gathered from key stakeholders (primary data collected through KII &amp; FGD) as well as notes from secondary data sources (Project Document, progress reports, and online information), and the key interventions proposed to address those issues/problems.</p> <p>A contribution data analysis method was used to understand the programme specific impact on the observed results by working with the ToC to generate 'adaptive management'.<sup>342</sup> The impacts gathered from the key stakeholders, project progress reports and online information, were compared with those stated in the Project Documents to inform the decisions on the rating of significance of the programme impact. The rating of significance of the programme impact provided the basis for estimation of the effectiveness of the programme actions. The significance of the programme impact is defined as the gap between intended and actual significance. The values of significance of the project impact ranges from 0 to 26. A small gap (value) signifies that the impact of the programme actions on observed results is high, while a large gap (value) signifies medium to low impact.</p> <p><i>Effects of the programme actions on impact</i></p> <table border="1" data-bbox="952 1034 2159 1262"> <thead> <tr> <th data-bbox="952 1034 1169 1058">Programme Actions</th> <th data-bbox="1169 1034 1386 1058">Significance of Impact</th> <th data-bbox="1386 1034 2159 1058">Supporting Narrative</th> </tr> </thead> <tbody> <tr> <td data-bbox="952 1058 1169 1262">Embed system- wide thinking within the national institution's planning approaches</td> <td data-bbox="1169 1058 1386 1262">High (9)</td> <td data-bbox="1386 1058 2159 1262"> <p>Relevance of impact (R): 3 (HIGH)</p> <ul style="list-style-type: none"> <li>• Central and Local Governments Planning and M&amp;E units enabled to produce evidence-based plans, budgets and reports and increase their knowledge through training. Knowledge-based economy is key to sustainable economic development.</li> <li>• The National Monitoring, Evaluation and Learning (MEL) Framework is being used to guide effective monitoring of projects &amp; SDGs.</li> </ul> <p>Extent of impact (E): 3 (HIGH)</p> <ul style="list-style-type: none"> <li>• Enhancing the capacity of governmental institutions beyond MINECOFIN prolongs system-wide thinking within the national institutions' planning approaches.</li> </ul> </td> </tr> </tbody> </table>	Programme Actions	Significance of Impact	Supporting Narrative	Embed system- wide thinking within the national institution's planning approaches	High (9)	<p>Relevance of impact (R): 3 (HIGH)</p> <ul style="list-style-type: none"> <li>• Central and Local Governments Planning and M&amp;E units enabled to produce evidence-based plans, budgets and reports and increase their knowledge through training. Knowledge-based economy is key to sustainable economic development.</li> <li>• The National Monitoring, Evaluation and Learning (MEL) Framework is being used to guide effective monitoring of projects &amp; SDGs.</li> </ul> <p>Extent of impact (E): 3 (HIGH)</p> <ul style="list-style-type: none"> <li>• Enhancing the capacity of governmental institutions beyond MINECOFIN prolongs system-wide thinking within the national institutions' planning approaches.</li> </ul>
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<sup>340</sup> Innovative Development Policy and Finance for Impact Project, Annual Report 2019/2020, p.4.

<sup>341</sup> Ibid., p.4.

<sup>342</sup> Adaptive management is a structured, iterative process of robust decision-making in the face of uncertainty, with an aim to reducing uncertainty over time via system monitoring.

				<ul style="list-style-type: none"> <li>Integration and localization of relevant SDGs into NST1 is ensuring harmonized national planning and budget frameworks.</li> </ul> <p>Duration of impact (D): 2 (MEDIUM)</p> <ul style="list-style-type: none"> <li>Using 'government own system' allow technical staff at the central governmental level to work with lower local government structures and community and build long lasting relationships for the achievement of the NST1 and Vision 2050.</li> <li>The institutionalization of knowledge management of the lessons from the Innovative development policies will continue to provide better planning and accountability at Central and Local Government levels.</li> </ul> <p>Actual Significance = <math>R \times E \times D</math> or <math>3 \times 3 \times 2 = 18</math>  Intended Significance = <math>R \times E \times D</math> or <math>3 \times 3 \times 3 = 27</math>  Significance of Impact (Intended Significance- Actual Significance) = <math>27-18 = 9</math></p>
		Develop new and innovative policy options to deepen structural transformation	Medium (15)	<p>Relevance of impact (R): 3 (HIGH)</p> <ul style="list-style-type: none"> <li>The project interventions met the needs of the Government of Rwanda in its drive to enhance domestic savings and mobilize external finance for investment and accelerated economic growth.</li> <li>Employees of MINECOFIN and line ministries are satisfied with their capacity to develop innovative policies, plan, train others, and also mobilize finance resources from non-traditional sources.</li> </ul> <p>Extent of impact (E): 2 (MEDIUM)</p> <ul style="list-style-type: none"> <li>The Development Assistance Database (DAD) corporate data platform has the potential of aiding investors discover target companies for investment partnerships in Rwanda, as it has expanded the scope of data to capture other external development finance flows.</li> <li>Rwanda Cooperation Initiative (RCI) has established online platform for knowledge exchange with South-South and Triangular Cooperation peer countries.</li> </ul> <p>Duration of impact (D): 2 (MEDIUM)</p> <ul style="list-style-type: none"> <li>Capacity strengthening has a long-term effect on the improvement of the inclusive and accelerated economic growth, thus creating an environment for sustainable economic development based on knowledge-based economy. However, duration of impact will depend on the retention of the staff of institutions whose knowledge have been increased.</li> <li>MINECOFIN's lead role in developing innovative policies that helped to diversify non-traditional sources and mechanisms of finance for development objectives is key to ownership.</li> </ul> <p>Actual Significance = <math>R \times E \times D</math> or <math>3 \times 2 \times 2 = 12</math>;  Intended Significance = <math>R \times E \times D</math> or <math>3 \times 3 \times 3 = 27</math>  Significance of Impact (Intended Significance -Actual Significance) = <math>27-12 = 15</math></p>
		Attract and boost domestic savings, private investments as well as diversify sources of finance for development	Medium (15)	<p>Relevance of impact (R): 3 (HIGH)</p> <ul style="list-style-type: none"> <li>Economic diversification was and still relevant for Rwanda. Every one interviewed from Local Government to Central Governmental officials expressed continued need for capacity for diversifying sources of finance for economy to accelerate economic growth.</li> <li>Reduction of poverty and inequality was and still relevant for Rwanda. Every one interviewed from Local Government to Central Governmental officials express continued need for investing in programmes geared at reduction of poverty and inequality as these are important to acceleration of economic growth.</li> </ul>

			<p>Extent of impact (E): 2 (MEDIUM)</p> <ul style="list-style-type: none"> <li>Government of Rwanda is increasingly accessing finance resources from non-traditional sources, in particular, from the Green Climate Fund (GCF) and UN Trust Fund.</li> <li>Online information show contribution to reduction in income inequality from 0.45 in 2019 to 0.4 by 2022.</li> <li>Online information shows Private investments in Agriculture and Industry (key sectors employing diverse sections of the population), as a share of the GDP has risen from 23.5% and 18.9%, respectively, in 2019 to 24.1% and 20.3%, respectively, in 2021.</li> </ul> <p>Duration of impact (D): 2 (MEDIUM)</p> <ul style="list-style-type: none"> <li>Boosting domestic savings and increase in private investments is Rwanda's long-term strategy for inclusive and accelerated economic growth and achievement of Vision 2050. It will continue to be the focus of support from Development Partners.</li> <li>The impact of private investments will last for long as Rwanda continues to experience strong political stability and conducive investment climate for foreign investors and domestic savings.</li> </ul> <p>Actual Significance = R x E x D or 3 x 2 x 2 = 12  Intended Significance = R x E x D or 3 x 3 x 3 = 27  Significance of Impact (Intended Significance - Actual Significance) = 27-12 = 15</p>
	<p>4.3. What have been the main impact of the programme on the innovative development and finance for impact framework in Rwanda?</p>	<p><i>Embedded system-wide thinking within the national institution's planning approaches</i></p> <p>The relevance of programme impact in regards to embedding system-wide thinking within the national institution's planning approaches, is high. The Government Planning and M&amp;E units have been enabled to produce evidence-based policies, plans, budgets and reports, and have increased their knowledge through training. Knowledge-based economy is key to sustainable economic development. Similarly, the MEL Framework, whose development has been supported through the programme, is being used to better guide effective monitoring of national projects and the SDGs.</p> <p>In terms of the extent of impact, the depth and breadth of embedding system-wide thinking within the national institution's planning approaches, is medium. The integration and localization of relevant SDGs into NST1 is ensuring harmonized national planning and budget frameworks. Moreover, the capacities of governmental institutions in harmonized national planning and budget frameworks, have been enhanced beyond just MINECOFIN, and will ensure prolonged system-wide thinking within the national institutions' planning approaches. However, stronger monitoring and evaluation of development objectives that integrates data disaggregation is still a challenge, as evidenced in all the reports developed.</p> <p>As to how long the culture of system-wide thinking within the national institution's planning approaches will be practiced, the evaluation assessed that the duration of the impact is medium. The project model of "using 'government own system'", has allowed technical staff at the central level to work with lower local government structures and community, and are building long lasting relationships for the achievement of the NST1 and Vision 2050. Further, the institutionalization of knowledge management from the lessons learnt in project implementation will continue to provide better planning and accountability at central and local government levels. But, there is still low level of adoption of integrated and foresight planning in the planning approaches; this is justifiable, given that policy changes are usually gradual and take time.</p> <p><i>New and innovative policy options developed to deepen structural transformation</i></p> <p>The relevance of programme impact on developing new and innovative policy options to deepen structural transformation, is high. The project interventions met the needs of the GoR in its drive to enhance domestic savings and mobilize external finance for investment and accelerated economic growth. The employees of MINECOFIN are satisfied with their capacity to develop new and innovative policies, plan, train others, and also mobilize finance resources from non-traditional sources.</p> <p>However, the extent of the programme impact in as far as the new and innovative policy options are concerned, is medium. The revised DAD corporate data platform has expanded its scope to capture data from other external development finance flows. Besides aiding the GoR in valuing development finance flows, the DAD is aiding development partners and investors discover target organisations and companies for support and</p>	

		<p>investment partnerships, respectively, in Rwanda. Similarly, the RCI has established and is using online platform for knowledge exchange with SS &amp; TC peer countries. However, the extent of its impact is still limited as it is in development stages.</p> <p>As to how long the new and innovative policy options will have on deepening structural transformation, the evaluation assessed that the duration of the impact is medium. The capacity strengthening of MINECOFIN has a long-term effect on the improvement of inclusive and economic growth, and is creating an environment for sustainable economic development based on knowledge. Moreover, MINECOFIN's lead role in developing new and innovative policy options that helped to diversify non-traditional sources and mechanisms of finance for development objectives is key to programme ownership. However, the duration of the impact will depend on the retention and continued deployment of the staff of institutions whose knowledge have been increased, to develop new and innovative policy options to deepen structural transformation.</p> <p><i>Attracted and boosted domestic savings, private investments as well as diversified sources of finance for development</i></p> <p>The evaluation found that the relevance of programme impact on attracting and boosting domestic savings, private investments, as well as diversifying sources of finance for development objectives, is high. This is justifiable because the economic growth and reduction of poverty and inequality was and still relevant for Rwanda.</p> <p>However, the extent of the programme impact on attracting and boosting domestic savings, private investments, as well as diversifying sources of finance for development, is medium. The GoR is increasingly accessing finance resources from non-traditional sources; so far, from GCF and UN Trust Fund, towards national budgetary support. The extent, however, is still low. In terms of private investments, online information show the programme made contribution to reduction in income inequality from 0.45 in 2019 to 0.4 by 2022, and boosted private investments in Agriculture and Industry (key sectors employing diverse sections of the population), as a share of the GDP from 23.5% and 18.9%, respectively, in 2019 to 24.1% and 20.3%, respectively, in 2021. However, agriculture still represents low levels of the total loans invested, yet contributes to over 30% of the GDP.</p> <p>In terms of the duration of the programme impact, the evaluation assessed that the duration is medium, although attracting and boosting domestic savings and private investments is Rwanda's long-term strategy for inclusive and accelerated economic growth and achievement of Vision 2050. Through the programme, development partners have chosen to continue to support and boot investment in agriculture, in particular, beyond the current programme. However, the costs of capital and energy deficits still continue to constraint progress in private investments. Further, there is still limited domestic savings and external finance resources to undertake structural transformation.</p>
	<p>4.4. Has the programme contributed or is likely to contribute to long-term social, economic, technical, environmental changes for individuals, communities, and institutions related to the programme?</p>	<p><i>Programme contribution to long-term social changes</i></p> <p>As described earlier, the IDPFI project interventions aimed at contributing to social changes in the area of income inequality. This was done by transforming the culture<sup>343</sup> and capacity of MINECOFIN and line ministries in the areas of planning, developing effective policies, diversifying finance and monitoring progress. Moreover, as this evaluation found, Rwanda Civil Society Platform (RSCP) was instrumental in acting on behalf of key population groups at the bottom of the pyramid (youth and women) by further disseminating and localising key elements of Vision 2050 and NST1 in the communities.<sup>344</sup> As described earlier under Effectiveness, the effectiveness of these awareness and transformational actions are demonstrated in the project contributing to a reduction in income inequality between low-income and high-income individuals across the population in Rwanda, from 0.45 in 2019 to 0.44 in 2021.</p> <p><i>Programme contribution to long-term economic changes</i></p> <p>In regards to its contribution to long-term economic changes, the IDPFI project focused on diversification of mechanisms of finance for private investments, and supporting investment opportunities, in particular, in key sectors of agriculture and industry, currently driving the economy of Rwanda. The long-term economic changes that these economic transformational actions are contributing to are; growth in private investments as a share of the GDP, and increase in the size of the workforce. As described earlier under Effectiveness, the effectiveness of these economic transformational actions is demonstrated in the project's contribution to share of investments in agriculture and industry, rising from 23.5 percent and 18.9 percent, respectively, in 2019 to 24.1 percent and 20.3 percent, respectively, in 2021. Moreover, the more than double increase (1.4 percent) in the share of private investments in the industrial sector compared to agriculture sector (0.6 percent), is an indication that Rwanda's economy is gradually shifting from an agrarian economy to an industrial one. Similarly, as described earlier under Effectiveness, the number of new jobs created in Rwanda reached 1,416,135 by Quarter 3 of 2022, in comparison to the project target of 1,072,428 new jobs to be created in Rwanda by 2024. This is a further indication of the programme's contribution to long-term economic changes in Rwanda.</p>

<sup>343</sup> Refers to system-wide thinking where everyone knows what everyone else is doing.

<sup>344</sup> Innovative Development Policy and Finance for Impact, Fourth Quarter Progress Report 2021/2022, p.3.

		<p><i>Programme contribution to long-term technical changes</i></p> <p>As this evaluation found, the IDPFI project impact is substantial because it developed from simply being a joint project into a 'collective of engaged professionals' that make a greater impact through knowledge transfer and use. One key aspect that has been of impact is the project's implementation 'using government own systems'; building capacity and deploying technical experts from the same institutions where IDPFI activities are being implemented. Moreover, the capacity building initiative has a long-term effect on the improvement of local expertise for innovative development policy and finance for impact, thus creating an environment for sustainable economic development based on knowledge. Similar interventions will start to replace dependence on external expertise as far as Rwanda is prepared to develop local expertise for sustainable economic development.</p> <p><i>Programme contribution to long-term environmental changes</i></p> <p>As described in the IDPFI Project Document, Annex 2: Social and Environmental Sustainability, the project environmental risk as stated in the Project Document, reads as: "Increased shocks from climate change might reduce the effectiveness of the policies and strategies to bring about enhanced structural transformation by limiting the backward and forward linkages."<sup>345</sup> As this evaluation found, the project intended to avert this environmental risk by working with other projects, including the "Poverty-Environment for Sustainable Development Goals (PEAS) project supported by UNDP, to reduce environmental impact resulting from climate related shocks. Accordingly, the programme leveraged the actions of the PEAS, who contributed to mitigating the long-term negative effects of environmental changes on the IDPFI project.</p>
<p><b>5. Sustainability</b> (measures whether the benefits of the programme are likely to continue after donor funding has been withdrawn. The programme needs to be environmentally as well as financially sustainable)</p>	<p>5.1. To what extent will the benefits of the programme continue after donor funding stops?</p>	<p>Desk review revealed that the IDPFI's project's capacity building initiative, based on capacities for innovative policy development and finance for impact has a long-term effect on institutionalising knowledge, thus creating a sustainable environment for knowledge-based economy. The capacity at MINEFCOFIN has been developed for development cooperation and resource mobilisation. Together with Rwanda's strong engagement in SS &amp; TC, the benefits of the intervention will continue to expand Rwanda's access to non-traditional sources of finance and mechanisms, in addition to the GCF and the UN Trust Fund. Thus, the non-traditional sources of finance and mechanisms component should be seen as the project's flagship initiative to be expanded by GoR and Development Partners.</p> <p>From a policy perspective, desk review revealed that the project helped to integrate the revised Aid Policy into the broader development planning and resources mobilisation drive of MINECOFIN at the central level. The External Finance Division of MINECOFIN has already assumed responsibility for the coordination of national and sub-national planning to deliver ambitions from the revised Aid Policy.</p> <p>With support from the IDPFI project, cabinet approved Vision 2050 Document on 29th July 2020. In addition, the project supported the dissemination of Vision 2050 to different stakeholders, including; government, private sector, citizens, diaspora, civil society and faith-based organisations, development partners, academia and research institutions, and political parties, for full awareness and ownership. To ensure it continues to form the benchmark for national planning, the NDPR at MINCOFIN has already assumed responsibility for the government-led effort in coordination of national and sub-national planning to deliver ambitions from Vision 2050.</p> <p>In regards to risks to the sustainability of the observed results, the evaluation found that the financial risk to the continuity of the benefits of the programme is low, at least up to 2024. The support for Rwanda's economic growth is UNDP's strategic priority. This is evident in the UNDP CPD (2018-2023): Output 1.1: <i>MINECOFIN has enhanced technical capacity to access, leverage and utilise development finance to achieve national development objectives</i>; and Output 1.2: <i>Public-private partnerships and institutional arrangements strengthened to create descent jobs and promote entrepreneurship, especially among women and youth</i>.<sup>346</sup> Support for Rwanda's economic growth is also a priority of the ONE UN in Rwanda, stipulated in the UNDAP II (2018-2023) Outcome 3: <i>By 2023, people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates descent work and promotes quality livelihoods for all</i>.<sup>347</sup> Similarly, UNDP is the lead UN Agency for monitoring progress and reporting on the SDGs. The timeline for the SDGs is up to 2030. That implies the support for Rwanda to attain its stated SDGs will continue to attract support from the UN Country Team (UNCT) in Rwanda.</p> <p>These actions demonstrate the ability of the partnership to foresee potential risks to the continuity of the programme benefits, and draw plans to address them. It also demonstrates the partnership's ability for preparedness to drive the current partnership forward, and these have been addressed at the policy and strategic levels.</p>

<sup>345</sup> Innovative Development Policy and Finance for Impact Project Document (5 April 2019, p.62).

<sup>346</sup> United Nations Development Programme (UNDP) Country Programme Document (CPD) Rwanda: 2018-2023. Source: <https://digitallibrary.un.org/record/3924444?ln=en>

<sup>347</sup> United Nations Development Assistance Plan (UNDAP II: 2018-2023) in Rwanda. Source: <https://rwanda.un.org/en/3597-united-nations-development-assistance-plan-undap-ii-2018-2023-summary>

	<p>5.2. What were the major factors which influenced the achievement or non-achievement of sustainability of the programme?</p>	<p>This evaluation identified these factors as having influenced the achievement or non-achievement of the sustainability of the programme: (a) Prioritizing working 'using government own systems'<sup>348</sup>, (b) Partnerships<sup>349</sup>, and (c) Emergence and rapid spread of COVID-19.<sup>350</sup></p> <p><i>Prioritizing working 'using government own systems'</i></p> <p>The project's technical approach is for it to be implemented "<i>using government own systems</i>". This allowed for close coordination with the key units at MINECOFIN to mobilize line ministries and institutions for implementation of the project. As described earlier under Effectiveness, prioritizing working with existing structures contributed to building capacities of technical staff of MINECOFIN and institutions at the national level to deliver quality technical support services to the local government planning and M&amp;E technical staff. Moreover, desk review revealed that the capacities built on accurate data collection and analysis, policy analysis and planning, and M&amp;E, will remain within MINECOFIN and the line ministries at the national level, and will ensure continuity in technical support, as well as mentorship or skills transfer to new staff at the local government level.</p> <p><i>Partnerships</i></p> <p>In regards to partnerships, the key driving forces influencing the sustainability of the programme are qualified and committed technical staff at UNDP. This staff provided proactive, consistent and systematic technical support and influenced positively the inclusiveness of project stakeholders, subsequently the ownership of the programme. Further, as described earlier under Effectiveness, the project teams communicated systematically and cooperated closely with the UNDP Strategy Advisory Unit at the UNDP country office and those at MINECOFIN in Kigali. These coordination and cooperation efforts were enhanced through on-going engagement in relevant national planning processes, participation in the phases of project work plan development and budgeting, implementation of project activities, and reporting and reviews. At the national level, the coordination was done through the PSC chaired by MINECOFIN, and joint technical meetings between UNDP and MINECOFIN senior programme officials, involved in the implementation of the project. This coordination effort led to the partner's commitment to deliver project results and being accountable to the project beneficiaries. Moreover, the partnerships added value in the areas of; capacity building, building trust among partners, improving regular consultations, setting clear goals, and targeting the most important ministry in policy and planning - MINECOFIN. Collectively, these are influencing the achievement and sustainability of the programme results.</p> <p><i>Emergence and rapid spread of COVID-19</i></p> <p>As described earlier under Effectiveness, the emergence and rapid spread of COVID-19 across Rwanda in 2020-2021 constrained the smooth continuation of the project activities, as originally planned. But, the project adapted to the crisis and allowed work to continue, by enforcing adherence to social distancing, reinforcing hygiene measures, and use of on-line platforms (zoom' and WhatsApp) to keep the project stakeholders engaged. As a result, the project was able to continue delivering its activities, although at a slower pace.</p>
	<p>5.3. Does the programme have a clear exit strategy?</p>	<p>Exit strategy is a plan of action telling how the existing programme will withdraw support in terms of financial and technical assistance resources without compromising the quality and continuity of the set goal and objectives. As this evaluation found, while the programme does not have a deliberate 'exit plan of action', review of the various project documents demonstrated that the programme exhibited three basic approaches to exit, that included; 'phasing down', 'phasing out', and 'phasing over'.</p> <p>In 'phasing down', the Multi-Year Work Plan<sup>351</sup>, described in the Programme Document, included utilising MINECOFIN and line ministries to sustain programme benefits while the UNDP &amp; SDC gradually deploy fewer financial and technical assistance resources as the programme implementation comes to a close on 31 May 2024.</p> <p>In 'phasing out', as described in the programme strategy<sup>352</sup> and Multi-Year Work Plan<sup>353</sup>, the programme was designed from the onset to inculcate knowledge, skills and mobilisation of non-traditional financial resources using enhanced technical capacity at MINECOFIN within a fixed time period,</p>

<sup>348</sup> Innovative Development Policy and Finance Impact Project Document. (5 April 2019, pp.12-14).

<sup>349</sup> Ibid., p.14.

<sup>350</sup> Innovative Development Policy and Finance Impact Project Annual Report FY 2019/2020, p.8.

<sup>351</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, pp.44-49).

<sup>352</sup> Ibid., p.13.

<sup>353</sup> Ibid., pp.44-49.

		<p>and with funding cycles considered in the planning of 'phase out' timing. Thus, any withdrawal of UNDP &amp; SDC involvement will not likely affect the continuity of the programme.</p> <p>In 'phasing over', the programme was developed by UNDP in close consultation with national, regional, and global partners.<sup>354</sup> Currently, MINECOFIN is the government-lead ministry in the IDPFI programme implementation, and emphasis has been placed on building capacity of MINECOFIN and line ministries and institutions, so that the programme can be transferred smoothly and fully to MINECOFIN, and implementation can continue through MINECOFIN and the local institutions. Moreover, by '<i>using the government own systems</i>', thus embedding the programme into the government development plans and implementation arrangements, the programme demonstrated institutional sustainability as an exit strategy to sustain the programme even after the current support has ended on 31 May 2024.</p>
	<p>5.4. To what extent the design, implementation and results of the programme have incorporated environment sustainability? What should be done to improve environmental sustainability mainstreaming?</p>	<p>In the Multi-Year Work Plan<sup>355</sup>, the project designed an Output 3: <i>Strengthened Government capacity to access and utilize non-traditional sources and mechanisms of finance</i>; and Activity 3.2: <i>Pioneer innovative green financing mechanisms and produce a model framework for green and sustainable bonds in consultations with MINECOFIN, FONERWA, BNR, and Capital Market Authority</i>.<sup>356</sup> This activity responds to environment concerns. The inclusion of this activity, particularly, to produce a model framework for green and sustainable bonds and mobilise finances to address environment concerns, demonstrated that the project design had incorporated environment sustainability in its design.</p> <p>Moreover, desk review revealed that Activity 3.2: <i>Pioneer innovative green financing mechanisms and produce a model framework for green and sustainable bonds in consultations with MINECOFIN, FONERWA, BNR, and Capital Market Authority</i><sup>357</sup>, was later implemented as observed in the Annual Progress Reports for 2020/2021<sup>358</sup> and 2021/2022.<sup>359</sup> The implementation process included; developing a sustainable financial strategy to contribute to Rwanda Green Agenda, and a roadmap, action plan, and capacity development strategy for KIFC on green and sustainable finance to strengthen Rwanda's position as a key financial centre in Africa and a regional leader on SDG financing.<sup>360</sup> Currently, KIFC is leveraging its financial centre to be a frontrunner in availing sustainable financial products that are easy to access, credible and managed by experts. KIFC is also positioning itself to attract new investments and piloting new vehicles and products that can address national and regional needs for green and social-impact investments. Similarly, RFTL is strongly promoting the green agenda in its financial services.<sup>361</sup></p> <p>For the case of FONERWA, it was supported for a Feasibility Study for Green Investment Fund. The result of the Feasibility Study was the development of a proposal to GCF and Nordic DFI, which has since leveraged additional funds for the GoR.<sup>362</sup></p> <p>To improve environmental sustainability mainstreaming, desk review revealed that KIFC is legalising its operations. As desk review revealed, KIFC developed a Legal Framework to establish investment funds, green bonds, and finance vehicles with sustainable labels, and an Operational Framework for establishing and certifying sustainable financial products, including those aimed at retail clients in Rwanda and the region.<sup>363</sup> Similarly, a Monitoring Framework was developed, with a clear role for each of the following institutions to play: Capital Market Authority, Rwanda Stock Exchange, and RFTL. The needed skill sets and dedicated educational programs requirements for KIFC ecosystem has also been established.<sup>364</sup></p>

<sup>354</sup> Innovative Development Policy and Finance for Impact Project Document. (5 April 2019, p.59).

<sup>355</sup> Ibid., p.47.

<sup>356</sup> Ibid., p.47.

<sup>357</sup> Ibid., p.47.

<sup>358</sup> Innovative Development Policy and Finance for Impact Project Fourth Quarter Progress Report, 2021/2022, p.5.

<sup>359</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2020/2021, p.4.

<sup>360</sup> Innovative Development Policy and Finance for Impact Project Fourth Quarter Progress Report, 2021/2022, p.5.

<sup>361</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2020/2021, p.4.

<sup>362</sup> Innovative Development Policy and Finance for Impact Project Annual Progress Report, 2019/2020, p.6.

<sup>363</sup> Innovative Development Policy and Finance for Impact Project Fourth Quarter Progress Report, 2021/2022, p.5.

<sup>364</sup> Ibid., p.5.



## Annex 8. List of documents reviewed

1. Development Assistance Committee (DAC) criteria: source: <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>
2. Final Evaluation Report of the UNDP Policy Support Programme in Pakistan. <https://erc.undp.org/evaluation/documents/download/19367>
3. Innovative Development Policy and Finance for Impact (IDPFI) Project Document, United Nations Development Programme (UNDP), Rwanda: Source: [https://info.undp.org/docs/pdc/Documents/RWA/Prodoc\\_MINECOFIN\\_IDPFI.docx](https://info.undp.org/docs/pdc/Documents/RWA/Prodoc_MINECOFIN_IDPFI.docx)
4. Integrating Gender Equality and Human Rights in Evaluation - UN-SWAP Guidance, Analysis and Good Practices. Source: <http://www.unevaluation.org/document/detail/1452>
5. National Strategy for Transformation (NST1). Government of Rwanda. Source: [https://www.nirda.gov.rw/uploads/tx\\_dce/National\\_Strategy\\_For\\_Transformation\\_-\\_NST1-min.pdf](https://www.nirda.gov.rw/uploads/tx_dce/National_Strategy_For_Transformation_-_NST1-min.pdf)
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7. Ritche, J; Lewis, J, & Elam, G. (2003). Designing and selecting samples. In Jane Ritche & Jane Lewis (Eds.), Qualitative research practice. A guide for social science students and researchers (pp. 77-108). Sage.
8. Rwanda demographics 2021 – StatisticsTimes.com. Source: <https://www.undp.org/rwanda>
9. Rwanda Youth Unemployment Rate – 2022 Data – Trading Economics. Source: <https://www.tradingeconomics.com>you...>
10. Rwanda Vision 2020-2050. Source: [https://www.minecofin.gov.rw/fileadmin/user\\_upload/Minecofin/Publications/REPORTS/National\\_Development\\_Planning\\_and\\_Research/Vision\\_2050/English-Vision\\_2050\\_Abridged\\_version\\_WEB\\_Final.pdf](https://www.minecofin.gov.rw/fileadmin/user_upload/Minecofin/Publications/REPORTS/National_Development_Planning_and_Research/Vision_2050/English-Vision_2050_Abridged_version_WEB_Final.pdf)
11. The East African Community Vision 2050 Final Draft 2015.pdf. <http://repository.eac.int...>
12. UN Code of conduct forms. Source: <http://www.unevaluation.org/document/detail/100>
13. United Nations Development Programme (UNDP) Country Programme Document (CPD) Rwanda: 2018-2023. Source: <https://digitallibrary.un.org/record/3924444?ln=en>
14. United Nations Development Assistance Plan (UNDAP II: 2018-2023) in Rwanda. Source: <https://rwanda.un.org/en/3597-united-nations-development-assistance-plan-undap-ii-2018-2023-summary>
15. United Nations Development Programme (UNDP) Strategic Plan (2018-2021), Annex 2: Integrated results and resources framework. Pp.9-12.
16. UNDP IEO| Independent Evaluation Office, New York, USA. Annex 2: Summary of common data collection methods/sources used in UNDP evaluations. UNDP Evaluation Guidelines, version 2019.
17. UNDP Outcome-level evaluation: A Companion Guide – Sample Evaluation Matrix, p.33-35.
18. UNDP (2009). Handbook on Planning, Monitoring and Evaluating for Development results, Source: <http://www.undp.org/eo/handbook>
19. UNDP Evaluation Guidelines (2021). Source: [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)
20. UNDP Quality Assessment Checklists-June 2021 accessible here: <http://web.undp.org/evaluation/guideline/section-6.shtml>
21. UNDP Evaluation guidelines during COVID-19: Source: <http://web.undp.org/evaluation/guideline/covid19.shtml>
22. UNDP Evaluation report template and quality standards (pages 117-121). Source: <http://www.unevaluation.org/document/detail/100>
23. UNDP Audit trail template. Source: [http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec\\_4\\_Template\\_7\\_Evaluation\\_Audit\\_trail\\_form.docx](http://web.undp.org/evaluation/guideline/documents/Template/section-4/Sec_4_Template_7_Evaluation_Audit_trail_form.docx)
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