



**FINAL EVALUATION OF THE UNDP RWANDA GOVERNANCE
PORTFOLIO**

FINAL REPORT

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List of acronyms

A2J	Access to Justice
CDP	Country Programme Document
CPC	Community Policing Committee
CSO	Civil Society Organization
DAC	Development Assistance Committee
DDAG	Deepening Democracy through Strengthening Citizen Participation and Accountable Governance
FGD	Focus Group Discussion
SGBV	Sexual and Gender-based Violence
GDP	Gross Domestic Product
GES	Gender Equality Seal
GMO	Gender Monitoring Office
IECMS	Integrated Electronic Case Management System
ILO	International Labor Organization
KII	Key Informant Interview
LNOB	Leaving No One Behind
MHC	Media High Council
MINALOC	Ministry of Local Government
MINIJUST	Ministry of Justice
NCPD	National Council for Persons with Disabilities
NEC	National Electoral Commission
NFPO	National Consultative Platform for Political Organizations
NST	National Strategy for Transformation
NURC	National Unity and Reconciliation Commission
PESTEL	Political, Economic, Social, Technological, Environmental and Legal factors.
PSF	Private Sector Federation
RBA	Rwanda Bar Association
RCO	Resident Coordinator's Office
RCS	Rwanda Correctional Services
RGB	Rwanda Governance Board
RIB	Rwanda Investigations Bureau
RNP	Rwanda National Police
RBA	Rwanda Bar Association
RPA	Rwanda Peace Academy
RSB	Rwanda Standards Board
SDG	Sustainable Development Goal
SWOT	Strengths, Weaknesses, Opportunities and Threats
TGU	Transformational Governance Unit
UNDAP	United Nations Development Assistance Programme
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework
UPR	Universal Periodic Review

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Executive summary

Overview

The Transformational Governance Unit (TGU) of UNDP Rwanda implemented a portfolio of programs and short-term projects meant to promote good governance, access to justice, gender equality and strengthen civil society participation in development and democratic processes in Rwanda between 2018 and 2023. This is in direct alignment with the Government of Rwanda’s aspiration of promoting good governance, effective service delivery and gender equality. These are stipulated in transformational governance pillar and cross-cutting issues, respectively, of the National Strategy for Transformation (NSTI, 2017-2024) and other planning documents. The Transformational Governance portfolio is also aligned with United Nations Sustainable Development Cooperation Framework (2018-2024). The key flagship programs implemented under the TGU during the evaluation period include:

- 1. Deepening Democracy through Strengthening Citizen Participation and Accountable Governance-DDAG (2018-2024);*
- 2. Strengthening the Rule of Law in Rwanda: Justice, Peace and Security for the People –A2J (2018-2024);*
- 3. Strengthening Civil Society Organizations for Responsive and Accountable Governance in Rwanda – CSO (2018-2024);*
- 4. Promoting Gender Accountability in the Private Sector in Rwanda – GES (2018-2024);*

In addition to these programs, several short and medium-term projects have been implemented including;

- (i) Strengthening the Capacities of the Rwanda Peace Academy (2019-2020; 2020-2021 and 2021-2022);*
- (ii) DRC–Rwanda Cross-border Project: Creating Peace Dividends for Women and Youth through Increased Cross-border Trade and Strengthened Food Security (2020-2023).*

The purpose of this final evaluation of the governance portfolio is to understand the progress made so far in realizing intended outcomes, objectives and targets and make recommendations for improvement in design and/or implementation of future phases, particularly for GES, CSO, DDAG and A2J programs.

This final evaluation of the governance portfolio used a mixed-methods approach, combining quantitative and qualitative analysis of data/information from both primary and secondary sources. The approaches used ranged from desk review of relevant documents to understand the context of the implemented programs to analysis of secondary quantitative data especially meant to ascertain the degree to which the set targets and indicators were achieved, and finally to qualitative data which was collected through key informant interviews using semi-structured questionnaires administered among purposively sampled representatives of selected institutions. The evaluation followed five criteria: relevance, effectiveness, efficiency, sustainability and impact.

Summary of key findings

The summarized main findings are presented as per the five evaluation criteria – relevance, effectiveness, efficiency, sustainability and impact.

Relevance

Based on both desk review and stakeholder consultations, it was quite clear that all programs implemented under the governance portfolio were quite relevant to the context of beneficiaries, participating institutions, donor and to national development in general. Specifically, the programs were synergetic to the existing mandates of institutions and sought to address prevailing challenges faced by the population and institutions. For the GES program, for example, the lack of a concrete mechanism to hold the private sector accountable for the promotion of gender equality and a gender-sensitive working environment had hampered monitoring of the same by Gender monitoring Office (GMO). For the A2J program, the focus was to promote access to justice especially for the vulnerable groups like poor inmates, refugees, persons with disabilities and women – particularly victims of gender-based violence – who could not afford legal services. Issues of backlog cases in courts of law had also delayed the delivery of justice while the capacity of security and judicial institutions had to be strengthened for smooth detection and prevention of cases as well as faster resolution of court cases and conflicts. For the CSO program, the technical and financial capacities of civil society organizations was not strong enough to enable them to participate effectively in development and democratic processes. For the DDAG program, various capacities had to be strengthened including media practitioners and media houses for access to quality information, while the generic capacity building interventions at MINALOC warranted a national strategy to guide systematic and needs-based approach to capacity building for local government officials. Another key issue was the low representation of women in political processes, contrary to the national target of reserving 30% of elective positions for women. The programs were directly aligned with Outcomes 5 and 6 of the United Nations Sustainable Development Cooperation Framework for Rwanda (UNSDCF 2018-2024) and the National Strategy for Transformation (transformational governance pillar and gender as a cross-cutting issue).

Effectiveness

The governance portfolio and its associated programs were quite effective in implementing the planned interventions and achieving intended outcomes. The summary of achievement levels per indicator for each of the four main programs are summarized in Table 1 and, except for the indicators with missing data, most of them registered satisfactory performance. Interventions were largely implemented as planned; stakeholder coordination was quite strong; and the programs leveraged synergies with existing structures within partner institutions for effective delivery. The interventions implemented under the portfolio were also successful in aligning with national and sectoral priorities and several activities complemented routine work of implementing partner institutions which was a key factor to successful delivery.

Table 1: Summary of achievements on key program indicators

Performance rating	Number and percentage of performance indicators by program/project							
	GES		DDAG		CSO		A2J	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Highly satisfactory (>=95%)	5 out of 7	71.4%	14 out of 20	70.0%	13 out of 18	72.2%	14 out of 18	77.8%
Fairly satisfactory (80-94.9%)	0	0.0%	3	15.0%	3	16.7%	2	11.1%
Unsatisfactory (50-79.9%)	2	28.6%	1	5.0%	2	11.1%	2	11.1%
Highly unsatisfactory (<50%)	0	0.0%	1	5.0%	0	0.0%	0	0.0%
Missing (no data)	0	0.0%	1	5.0%	0	0.0%	0	0.0%

Efficiency

The programs and associated interventions were successful in utilizing funds as planned, with several partners executing over 95% of allocated budget. Several value-for-money principles were used to ensure efficiency, including public procurement of consultancy assignment, supply of equipment, construction of facilities and other tasks. Considering the nature of interventions, the achieved benefits were quite high relative to the spent budget. Table 2 summarizes the level of budget execution disaggregated by output under the four main programs: GES, DDAG, CSO and A2J.

Table 2: Summary of budget execution performance for projects implemented under four programs

Performance rating	Number and percentage of outputs by program							
	GES		DDAG		CSO		A2J	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Highly satisfactory (>=95%)	2 out of 3	67%	4 out of 4	100%	1 out of 2	50%	3 out of 3	100%
Fairly satisfactory (80-94.9%)	1	33%	0	0%	1	50%	0	0%
Unsatisfactory (50-79.9%)	0	0%	0	0%	0	0%	0	0%
Highly unsatisfactory (<50%)	0	0%	0	0%	0	0%	0	0%

Sustainability

There are strong signs of potential sustainability of interventions including but not limited to establishment of policies and strategies to guide in implementation of gender equality and good governance principles; capacity building of individual and institutional beneficiaries; implementation of activities that were synergetic to routine mandate of partner institutions ensuring their continuation with funding from the national treasury; some partners seeking alternative funding for the interventions including development partners who have shown interest; etc.

Impact

The portfolio of programs delivered impact at the individual, institutional and national levels. At the individual level, many women benefitted from a conducive working environment created and others got promotions in public institutions and private companies where the GES program was implemented; poor inmates, victims of GBV, refugees and persons with disabilities received free aid which enhanced access to justice under the A2J project; reconciliation sessions relieved perpetrators of reparation burden and helped them to smoothly reintegrate in families and communities while victims were helped to deal with psychological trauma. Under the DDAG program, 4,219 jobs were created (3,064 individuals and 1,155 cooperative members) while 1,847 households in eight poorest districts received livestock. Both interventions positively transformed the socio-economic wellbeing of beneficiaries, some of which graduated from poverty; several journalists benefitted from capacity building and certification leading to their professionalization; women politicians who were trained realized and effectively balanced their triple roles and many of them rose to political prominence. At the institutional level, the national strategy for local government capacity building streamlined capacity building for local government leaders by establishing a

systematic way of planning and executing capacity building interventions based on comprehensive needs assessments. The capacity of RGB was also strengthened to conduct research and assessments including citizen report card, governance score card, home-grown solutions, among others. The capacity the capacity of civil society organizations and media institutions was also strengthened which enhanced their ability to participate in development and democratic processes. Another dimension of institutional impact was increased awareness of gender equality and good governance principles that enabled partner institutions to easily monitor progress and guide stakeholders. At the national level, promotion of gender equality and supporting women to participate in politics contributed to gender equality and national target of reserving 30% of elective positions for women; electronic case management systems helped ease budget constraints associated with organizing physical court hearings; peace, security and access to justice improved; and assessments helped generate evidence to track progress on some indicators of the National Strategy for Transformation.

Summary of recommendations

- 1. Scale up interventions to reach more beneficiaries*
- 2. Strengthen the implementation of established legal and policy frameworks for sustainability*
- 3. Allocate for time for some critical interventions that take long to deliver lasting impact*
- 4. More effort needed in generation of evidence on some interventions*
- 5. Improve M&E frameworks to better align design and reporting of indicators*

Summary of key lessons learnt

- 1. Strong stakeholder coordination mechanisms are crucial for effective implementation.*
- 2. A top-bottom approach is effective; support of institutional heads, guarantees delivery.*
- 3. Close monitoring and following up on beneficiaries enhance effective implementation.*
- 4. Interventions complementing routine mandates of implementing partners often succeed.*
- 5. It is important to conduct research and assessment, but their dissemination is crucial too.*
- 6. It is possible and cost effective to deliver justice without transporting inmates to court.*
- 7. Alternative dispute resolution measures are possible and should be scaled up.*
- 8. Raising awareness on rights and crimes is the number one tool for crime prevention.*
- 9. It is important to allocate ample time and budget to activities whose benefits are far-fetched.*

1. INTRODUCTION

Rwanda has registered remarkable development progress over the past 20 years, from the economic to the social arena as well as other aspects of inclusive and sustainable development. Annual growth rates averaged around eight percent for almost two decades, while improvements have also been registered in school enrollment, health of the population – including maternal and child health – life expectancy, among others. Part of this success is attributed to effective government policies which are translated into action. The Transformational Governance cluster of the National Strategy for Transformation (NST1, 2017-2024) emphasizes improving the livelihoods and wellbeing of the Rwanda people through improvement in service delivery. The pillar has nine indicators spread across various outcomes related to enhanced service delivery, improved citizen participation, strengthened judicial system (rule of law) and anti-corruption mechanisms. Various indicators under this cluster have targets for the improvement of rule of law, access to justice, promotion of peace, citizen satisfaction with and confidence in safety and security, reduction of backlog cases, recovery of funds from corruption, transparency and accountability, among others. Similarly, Vision 2050 pays attention to good governance in its 5th pillar: Accountable and Capable State Institutions. Specific emphasis is placed on deepening decentralization to bring services closer to the citizens; rule of law; and justice for all. Good governance principles are further upheld in the national constitution, the Criminal Justice Policy, the Alternative Dispute resolution Policy, as well as sector-specific strategies including those that cover special interest groups like women, refugees and persons with disabilities.

Such policy efforts are complemented by international organizations, for example UN Rwanda. The United Nations Sustainable Development Cooperation Framework for Rwanda (UNSDCF 2018-2024) has two key outcomes dedicated to the promotion of good governance in the country:

Outcome 5: *By 2023 people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security; and*

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

Similarly, the UNDP Country Programme Document of 2018-2024 stipulates several priority areas under its Transformational Governance for Development focus area. These include, among others;

- ❖ Continue supporting healing and peacebuilding initiatives to foster social cohesion, unity and reconciliation at community level, working closely with CSOs;
- ❖ Partner with the Rwanda National Police to expand and strengthen its community policing programme, and to promote crime prevention and reduction of existing and emerging crimes;
- ❖ Partner with the Rwanda Correctional Service to promote increased access to justice to the most vulnerable, especially poor inmates and victims of gender-based violence in partnership with UN-Women, Rwanda Bar Association and CSOs;

- ❖ Support the development of a local government capacity-building strategy, while enhancing the capacity of CSOs and the Rwanda Governance Board to monitor the quality-of-service delivery;
- ❖ Continue collaborating with the National Electoral Commission to increase citizen participation in democratic processes, focusing on youth, women and persons with disability;
- ❖ Partner with the Office of the United Nations High Commissioner for Human Rights, National Commission for Human Rights and Ministry of Justice to monitor and report on the implementation of the 2015 UPR recommendations and action plan;
- ❖ Partner with the Ministry of Gender, the Gender Monitoring Office, the Private Sector Federation and UN-Women to promote accountability on gender equality, building on the recently initiated gender equality seal in the private sector initiative.

In direction contribution to these aspirations, the Transformational Governance Unit implemented a portfolio of four main programs over the past five years, namely;

1. Deepening Democracy through Strengthening Citizen Participation and Accountable Governance-DDAG (2018-2024);
2. Strengthening the Rule of Law in Rwanda: Justice, Peace and Security for the People –A2J (2018-2024);
3. Strengthening Civil Society Organizations for Responsive and Accountable Governance in Rwanda – CSO (2018-2024);
4. Promoting Gender Accountability in the Private Sector in Rwanda – GES (2018-2024).

In addition to these programs, several short and medium-term projects have been implemented including;

- (iii) Strengthening the Capacities of the Rwanda Peace Academy (2019-2020; 2020-2021 and 2021-2022);
- (iv) DRC–Rwanda Cross-border Project: Creating Peace Dividends for Women and Youth through Increased Cross-border Trade and Strengthened Food Security (2020-2023).

In order to understand the achievements registered under various programs implemented as part of the governance portfolio, this final evaluation report undertook a comprehensive assessment using a mixed-methods approach selected purposely to ensure quantification of achievements and providing qualitative narratives to explain the quantitative findings.

2. EVALUATION OBJECTIVES AND SCOPE

2.1. Evaluation objectives

The main objective of the evaluation is to ascertain the extent to which the Transformational Governance Unit of UNDP has succeeded in delivering upon its overarching goals, objectives and outputs through its various programs and projects. The specific objectives of the assignment are to:

- (i) Assess progress (what and how much) progress has been made towards achieving governance portfolio results (including contributing factors and constraints);
- (ii) Assess whether the projects are the appropriate solution to the identified problem(s);
- (iii) Assess the relevance of and progress made in terms of the UNDP programme outputs and assess sustainability of results and benefits (including an analysis of both programme/project activities and soft/technical-assistance activities),
- (iv) Assess the alignment of the transformational governance portfolio to national development priorities, UNDAF and UNDP's Strategy 2018 -2021
- (v) Evaluate the contribution that UNDP has made/is making to the progress towards the achievement of the governance outcome.
- (vi) Reflect on how efficient the use of available resources has been;
- (vii) Document and provide feedback on lessons learned and best practices generated by the governance portfolio during its implementation.
- (viii) Identify any unintended results that emerged during implementation (beyond what had initially been planned for).
- (ix) Ascertain whether UNDP's partnership strategy has been appropriate and effective.
- (x) Provide feedback and recommendations for subsequent decision making and necessary steps that need to be taken by UNDP and national stakeholders to ensure sustainability of the governance portfolio results.
- (xi) Assess the level of gender mainstreaming, social inclusion (youth, persons with disabilities, etc.) and human rights-based approach to programming and progress against gender equality and human rights expected results.
- (xii) Identify possible future intervention strategies and issues.

2.2. Evaluation scope

The evaluation took a holistic and comprehensive approach to the assessment of UNDP's governance portfolio interventions, including analysis of strengths, weaknesses, opportunities and threats (SWOT) as well as political, economic, social, technological, environmental and legal (PESTEL) factors that influence TGU's programming approaches and projects. Among others, this involves assessing how the governance portfolio is mainstreaming the UN programming principles subscribed during the program elaboration phase with particular focus on gender equality, human rights, and the principle of leaving no one behind (LNOB) as well as capacity development. Specifically, the evaluation covered the components outlined in Table 3.

Table 3: Evaluation scope and components

S/N	Evaluation scope	Scope components
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1	Status of project outcomes	<ul style="list-style-type: none"> ❖ Extent to which these have been or are likely to be achieved and their contribution to governance outcomes. ❖ Challenges and mitigation strategies related to the realization of project outcomes. ❖ Relevance of activities and strategies to the achievement of project outputs and outcomes.
2	Underlying factors	<ul style="list-style-type: none"> ❖ Factors that influenced (positively or negatively) the achievement of results, considering SWOT and PESTEL analysis. ❖ Design and implementation capacity issues. ❖ Degree of stakeholder involvement and nature of process management.
3	Strategic positioning of UNDP	<ul style="list-style-type: none"> ❖ Distinctive characteristics, comparative advantages (relative to other development partners) and features of UNDP's governance portfolio. ❖ Position of Country Office (CO) including nature of communications with partners and addressing their needs.
4	Partnership strategy	<ul style="list-style-type: none"> ❖ Effectiveness of UNDP's partnership strategy including stock of created partnerships and UNDP's role in this. ❖ Level of stakeholder participation and contribution of partnerships towards realization of outcome results.
5	Lessons learnt	<ul style="list-style-type: none"> ❖ Lessons learnt and best practices including innovative ideas related to management and implementation of activities. ❖ Cross-cutting learning themes from programme experimentation as captured during implementation of program activities. ❖ Opportunities to inform the remaining period of the programming cycle.

3. EVALUATION APPROACH AND METHODS

The evaluation was conducted using a mixed methods approach and a combination of desk-based and field-based activities, all of which were guided by an evaluation matrix. The quantitative analytical exercise was meant to quantify the achievements registered under various programs of the governance portfolio, including scoring of performance on each quantitative indicator. Quantitative analysis also helped to estimate budget execution performance by calculating the executed budget as a percentage of the allocated budget for each program. The qualitative analytical exercise on the other hand provided narratives to justify the quantitative achievements as well as detail the achievements registered but which did not necessarily have quantitative targets. The details on how quantitative and qualitative methods were applied are provided in the subsequent sub-sections.

3.1. Evaluation criteria and matrix

The evaluation followed the Development Assistance Committee (DAC) criteria with five major aspects, namely; relevance, effectiveness, efficiency, sustainability and impact., guided by the core principles of

the United Nations Evaluation Group (UNEG). Some of the key UNEG standards to be applied include: Standard 3.1 on technical competency of individuals engaged in designing, conducting and managing the evaluation; Standard 3.2 on adherence to ethical standards to ensure overall credibility and responsible use of power and resources; among others. Table 4 presents the evaluation matrix, highlighting the evaluation criteria, sample questions, data sources, data collection and analysis methods.

Table 4: Simple evaluation matrix and information/data gathering methods

Evaluation criteria	Evaluation questions	Data sources	Data collection methods	Data analysis methods
Relevance	<ol style="list-style-type: none"> 1. To what extent are the governance portfolio projects relevant to Rwanda’s Vision 2020 and 2050 agendas, the National Strategy for Transformation (NST1), UNSDCF, the UNDP strategic offer, vision 2050 and the SDGs. 2. How relevant is UNDP’s support for different partners: national partners, development partners, civil society, and the private sector? 3. To what extent did the projects results contribute to the UNSDCF and NST1 results in the areas of Transformational Governance and issues related to the gender, accountability, participation and Rule of law? 4. Were the strategies adopted and the inputs identified, realistic, appropriate and adequate for the achievement of the results? Is there any need to change the focus in view of the next programming? 5. Do the projects continue to be relevant to the GOR priorities in governance? 6. How did the governance portfolio mainstream the UN programming principles including the principle of Leaving No One behind? 	<p>UN & UNDP programming documents (e.g., UNSDCF, common country document, CPD, etc.); National planning documents (Vision 2050, NST1, constitution, sector strategic plans, etc.) Project documents (DDAG, CSO, GES, A2J, etc.); Mid-term review of NST1.</p>	<p>Desk review of the respective documents; key informant interviews (KIIs) using semi-structured questionnaires.</p>	<p>Triangulation of information from reviewed documents; transcription and thematic analysis of qualitative responses from KIIs</p>
Effectiveness	<ol style="list-style-type: none"> 7. Extent of UNDP’s effectiveness in producing results at the local levels and at the aggregate national level? Extent of UNDP support towards capacity development of partners, advocacy on governance issues and policy advisory services in Rwanda? 8. Assessment of UNDP’s work on advocacy to scale up best practices and desired goals; UNDP’s role and participation in national debate and ability to influence national policies? 9. Extent of UNDP’s contribution to human and institutional capacity building of implementing partners as a guarantee for sustainability beyond UNDP interventions? 10. Was the scope of interventions realistic and adequate to achieve results? 11. Assess the programmatic approach with other approaches used by UNDP and in the sector (e.g. policy advisory services, technical assistance)? 12. Contributing factors and impediments to the achievement of the outcome results through related supported project outputs? 13. Assessment of the capacity and institutional arrangements for the implementation of the UNDP governance portfolio in view of UNDP support to the GoR and within the context of Delivering as One? 14. Extent of UNDP partnership with civil society and private sector in promoting democratic governance in Rwanda? 	<p>UNDP Country Programme Document and project documents; Governance portfolio mid-term evaluation; UNSDCF 1 mid-term evaluation; progress reports of DDAG, CSO, GES & A2J, RPA projects; comparison of progress reports and results framework; M&E data; interviews with beneficiaries and focal points in UNDP and partner institutions plus additional KIIs with other relevant organizations; Random spot checks or field</p>	<p>Desk review of project documents and periodic (annual and quarterly) reports; key informant interviews using semi-structured questionnaires administered to purposively sampled respondents in respective institutions; spot checks/field visits to selected project sites in some intervention districts/sectors</p>	<p>Triangulation of findings from desk review; transcription and thematic analysis of KII findings; score card rating approach for performance indicators with quantitative targets (status \geq target), satisfactory (status $>80-99\%$ of target), unsatisfactory (status between 50-79% of target) and highly unsatisfactory (performance on an indicator being below 50% of its respective target)</p>

	<p>15. Are programmes effective in responding to the needs of beneficiaries, and what are result achieved? Are those with the highest risk of being left behind considered?</p> <p>16. Extent to which established coordination mechanisms are enabling /or not achievements of project outcomes and outputs?</p>	visits to selected project/intervention sites		
Efficiency	<p>1. How much time, resources, capacities and effort it takes to manage the governance portfolio projects, and where are the gaps if any? More specifically, how do UNDP practices, policies, decisions, constraints; capabilities affect the performance of the projects and Portfolio? Has UNDP's strategy in producing the projects' outputs been efficient and cost-effective?</p> <p>2. To what extent did M&E contribute to the achievement of project outcomes and outputs' indicators</p> <p>3. Roles, engagement and coordination among various stakeholders in the governance sector, One UN Programme in project implementation? Were there any overlaps and duplications?</p> <p>4. Extent of synergies among One UN programming and implementing partners?</p> <p>5. Synergies between national institutions for UNDP support in programming and implementation including between UNDP and development partners?</p> <p>6. Could a different approach have led to better results? What would be those approaches?</p> <p>7. Do the programmes' activities overlap or duplicate interventions?</p>	UNDP CPD and project documents and associated budgets of the DDAG, CSO, RPA, GES and A2J projects; financial reports from UNDP and implementing partners; governance portfolio mid-term evaluation; UNSDCF 1 mid-term evaluation.	Desk review of programmatic and financial reports; budget analysis; KIIs with UNDP, and partners.	Budget analysis to identify financial deviation as a percentage of planned allocations; triangulation of information from partner financial reports
Sustainability	<p>1. Extent to which UNDP established mechanisms ensure sustainability of the governance portfolio' interventions?</p> <p>2. Extent of the viability and effectiveness of partnership strategies in relation to the achievement of the governance portfolio projects' outcomes?</p> <p>3. Provide preliminary recommendations on how the governance portfolio can most effectively support appropriate central authorities, local communities, and civil society in improving service delivery in a long-term perspective?</p> <p>4. Assess possible areas of partnerships with other national institutions, CSOs, UN Agencies, private sector and development partners in Rwanda?</p> <p>5. Assess how governance studies and available data are used to build the sustainability of the programmes?</p> <p>6. Assess the likelihood of continuation and sustainability of the programmes and benefits during the remaining period of the current program cycle and beyond?</p> <p>7. What are the main lessons that have emerged from each programme implementation?</p>	Stakeholder consultations and field spot checks on randomly selected projects/interventions; governance portfolio mid-term evaluation; UNSDCF 1 mid-term evaluation.	Review of UNDP CPD and project / program documents to ascertain adherence to environmental considerations including environmental impact assessments where necessary. Financial sustainability was ascertained through assessing the nature of interventions to assess the likelihood of them being self-sustaining. KIIs and FGDs provided additional insights.	Triangulation of information from project documents and progress reports; thematic analysis of qualitative data from KIIs; Review of UNDP CPD and project / program documents to ascertain adherence to environmental considerations including environmental impact assessments where necessary. Financial sustainability was ascertained through assessing the nature of interventions to assess the likelihood of them being self-sustaining.
Impact	<p>1. How did the project contribute to the achievement of outputs and outcomes?</p> <p>2. How many people have so far been affected (positively and/or negatively)?</p> <p>3. To what extent is the project likely to create long-term social, economic, technical and environmental changes for the beneficiary individual, communities and institutions?</p> <p>4. What overall difference has the project made in terms of implementing gender equality and good governance principles?</p>	Quarterly and annual progress reports.	Desk review of progress reports; key informant interviews using semi-structured questionnaires administered to focal points in respective / relevant institutions.	Triangulation of information from the UNDP CPD and project documents (DDAG, CSO, RPA, GES and A2J); transcription and thematic analysis of responses from KIIs.

3.2. Desk review of relevant literature

The first approach to the assignment entailed a desk review of all the literature deemed relevant to the assignment in order to comprehensively contextualize the assignment. The desk review exercise sought to solicit information including but not limited to the overall goal, rationale, objectives, achievements and bottlenecks of the TGU and its programs and projects as ascertained from available periodic reports. Through the desk review exercise, the modalities of programming under TGU were also assessed to ascertain their appropriateness while milestones were compared to planned indicators and targets for the respective programs and projects. The desk review also looked out for plans to ensure sustainability (both environmental and financial) and integration of the gender equality and human rights-based approaches within the design and implementation of various interventions under TGU. The stakeholder engagement and M&E frameworks were also comprehensively assessed. Finally, policy documents were reviewed to comprehensively investigate the extent to which the TGU and its programs and projects are aligned with national development priorities. Table 5 provides an indicative list of the documents that were reviewed prior to quantitative data analysis and field-based activities, along with the anticipated information to be gathered from the respective sources.

Table 5: List of documents reviewed

S/N	Document title	Anticipated information
1	Rwanda Vision 2050	Prioritization of governance and service delivery in national policies and strategies
2	National Strategy for Transformation (NST1, 2017-2024)	Prioritization of governance and service delivery in national policies and strategies
3	Mid-term review of the National Strategy for Transformation (NST1, 2017-2024) conducted by IPAR Rwanda (2021)	Progress made in promoting good governance under the first three years of the 7-year government program
4	Republic of Rwanda, Constitution (as revised in 2015)	Legal commitment to the promotion of good governance for all.
5	United Nations Sustainable Development Cooperation Framework (UNSDCF 1, 2018-2024)	UN programming priorities related to governance
6	Common Country Document Rwanda 2013/2018/2023	UN programming priorities related to governance
7	United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation	Understanding UNEG evaluation standards to be adopted in the current evaluation.
8	Project documents: DDAG, CSOs, RPA, GES and A2J	Outcomes, outputs, indicators and targets set in the results frameworks of the respective projects
9	Annual progress reports of DDAG, CSO, GES, RPA and A2J quarterly progress reports (2018- 2021)	Progress made in achieving the set outcomes, outputs, indicators and targets including enabling and constraining factors to the realization of milestones.
10	Overview of financial expenditure of DDAG, CSO, GES, RPA and A2J from the start till present	Value for money and efficiency of interventions
11	Annual reports of the Sector Working Groups JRLOS and Decentralization and Governance	Progress made in realizing outcomes of the JRLO and Decentralization and Governance sector and the role of various stakeholders including UNDP.
12	UPR reports (2015 & 2020) for Rwanda (State, CSO, NCHR, UN Compilation, GoR) and subsequent action plans	Status of human rights protection in Rwanda
13	JRLOS Gender Audit	Progress made in realization of gender equality aspirations in Rwanda.
14	Documentation of 20 years of Reconciliation (NURC)	Achievements in reconciliation made over the past 20 years and their contribution to good governance
15	Criminal Justice Policy of 2022	Legal commitment to the promotion of access to justice

16	Alternative Dispute Resolution (ADR) policy of 2022	Dispute resolution mechanisms that are more rapid, confidential and flexible compared to litigation.
17	JRLOS Disability Strategy	National policy commitment to disability inclusion
18	UNDP independent country program evaluation (ICPE) 2023	Achievements made by the UNDP country office with specific reference to the promotion of good governance between 2018 and 2023.
19	UNDP Country Programme Document (CPD)	Programming priorities related to transformational governance
20	Periodic reports from TGU and its associated projects and programs	Achievements registered so far; comparison of achieved milestones with plans in results frameworks
21	JSR joint sector review reports	Progress made in promoting good governance and the role of UNDP in realizing the achievements realized so far.

Additionally, as part of the desk review exercise, a stakeholder mapping exercise was conducted to identify the key stakeholders (government, private sector, civil society organizations, academic and development partners/funders) that are instrumental and informative with regards to promoting good governance at the local and national levels. This helped in identifying potential respondents for the field-based activities (data collection) as well as guide apportioning responsibilities in implementing the suggested evidence-based recommendations.

3.3. Primary data collection

Based on the findings of the document review and secondary quantitative data analysis, any additional information gaps were bridged through key informant interviews targeted to different stakeholders starting with program managers at TGU and implementing partners. Consultations were made through key informant interviews using semi-structured questionnaires administered to purposively selected respondents within the respective institutions following a comprehensive stakeholder mapping exercise. The information collected from this exercise helped to concretize the findings of the desk-based activities and seek stakeholders’ insights on the challenges and recommendations to promote good governance in Rwanda.

4. DATA ANALYSIS

This section describes the approach used to analyze secondary quantitative and primary qualitative data.

4.1. Analysis of secondary quantitative data

The second component of the assignment under the desk-based phase entailed analysis of secondary quantitative data. The main source of data was monitoring and evaluation data and progress reports on indicators as per the results framework of respective projects. This was complemented by other relevant secondary data mainly obtained from stakeholders. Based mainly on the M&E data, descriptive analysis was done to quantify progress made against quantitative indicators and targets of the various programs and projects. The analysis was conducted using STATA software and results presented both tabularly and graphically to clearly highlight any deviations between the planned and realized milestones. As a way of quantifying and rating performance, a score card was used to indicate the level of achievement on each quantitative indicator as a percentage of its respective target. The levels of achievements were then be

categorized as being highly satisfactory (e.g. status \geq target), satisfactory (e.g. status 80-99% of target), unsatisfactory (e.g. status between 50-79% of target) and highly unsatisfactory (e.g. performance on an indicator being below 50% of its respective target). This exercise was instrumental in ascertaining the **effectiveness** aspect of the governance portfolio and its associated programs and projects. Table 6 summarizes the scoring approach for the effectiveness evaluation criterion applied in this evaluation while Table 8 outlines the approach to be used in ascertaining performance on each of the quantitative indicators and targets for the major projects under the governance portfolio (GES, DDAG, CSO, and A2J).

Table 6: Scoring approach for the effectiveness criterion

Achievement level	Achievement rating (% of target)	Color indicator
Highly satisfactory	100% and above	Green
Satisfactory	80-99%	Orange
Unsatisfactory	50-79%	Yellow
Highly unsatisfactory	Below 50%	Red
Not applicable	N/A	

Another aspect of the secondary data analysis was a review of budgetary allocations for key components of the governance portfolio, including allocations to each the main programs and projects (DDAG, CSO, RPA, GES and A2J), including comparing project-level budget with actual budget execution as reported in periodic financial reports. Like in the case of activity performance, budgetary performance was rated based on the amount spent on each activity/output as a percentage of the originally allocated budget for the same activity. For any financial deviations, justification had to be sought during the stakeholder consultations (qualitative data collection) phase. This budget analysis exercise was instrumental in ascertaining the **efficiency** of the governance portfolio. Table 7 presents the scoring approach for the budget execution performance of each project implemented under the four main programs.

Table 7: Scoring approach for budget execution performance

Achievement level	Budget execution rating (% of target)	Color indicator
Highly satisfactory	95% and above	Green
Fairly satisfactory	80-94%	Orange
Unsatisfactory	50-79%	Yellow
Highly unsatisfactory	Below 50%	Red

4.2. Analysis of primary qualitative data

The thematic approach was used to analyze qualitative data collected through key informant interviews and focus group discussions. Upon completion of the data collection exercise, responses were be transcribed and examined in detail in order to identify similarities and differences, code responses, develop themes along which to characterize the subject matter and finally tabulate and/or visualize the responses according to the established themes. In order to ensure systematic representation of a large volume of qualitative data, NVIVO software was used and the overall qualitative analysis plan followed the method of Braun and Clarke (2006) which is a simple six-step procedure entailing formalization with responses; coding; generating themes; reviewing themes; defining and naming themes; representation and writing.

4.3. Data limitations

The evaluation exercise attempted, to the extent possible, to gather all available relevant data from reports, M&E frameworks, budget allocation templates, among others. However, there were several indicators for some programs where updated records were not available to quantitatively gauge the level of achievement relative to the intended milestones. To ameliorate this challenge, qualitative data was relied upon to comprehensively report on achievements in a narrative manner.

5. FINDINGS AS PER EVALUATION CRITERIA

This section presents the evaluation findings as obtained from a combination of desk review and field data collection exercises. The findings are presented as per the five evaluation criteria, namely; relevance, effectiveness, efficiency, sustainability and impact and of the governance portfolio and disaggregated by each of the four main programs/projects under the portfolio.

5.1. Relevance

In this subsection, findings related to the relevance of the governance portfolio are presented. This focuses on suitability of the portfolio of programs/projects to Rwanda’s country context and alignment with national development strategies; and alignment with priorities of the target group and donor. Table 8 presents the key dimensions of relevance of the governance portfolio through its four flagship programs.

Table 8: Multi-dimensional relevance of the governance portfolio through its four main programs

Program	Relevance / issues to be resolved that motivated the program
GES	A 2018 study by transparency International showed that 1/8 women quit their jobs because of lack of gender-friendly environment. Initiatives at that time were focusing on the public sector, but there were no mechanisms to hold the private sector accountable for gender equality, which the GES program was meant to address.

	<p>There was also a critical need to streamline operational procedures within public and private institutions to better promote gender equality and a gender-friendly working environment.</p> <p>Some institutions like BNR saw it relevant to establish a gender mainstreaming strategy while RSB deemed it necessary to make various standards and standard development processes gender-sensitive. For BNR, the program was an opportunity to influence financial institutions to respect the principles of gender equality, aligning with the institution’s aspiration of promoting gender equality in financial inclusion. For GMO, the GES program fits into its mandate as a public institution charged with monitoring the implementation of gender equality principles set in national development plans and sector strategies.</p> <p>Promoting gender equality is indeed a direct contribution to one of the cross-cutting issues in the National Strategy for Transformation (NST1, 2017-2024), that is, gender and family promotion. At the level of UN planning and programming, the GES program was well aligned with Outcome 5 of the United Nations Sustainable Development Cooperation Framework (UNSDCF1, 2018-2024): <i>“By 2024, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace, and security.”</i></p>
DDAG	<p>There was need for an inclusive approach to good governance and the DDAG program, having all stakeholders on board to effectively play their respective role. The program came to support RGB to implement its mandate of ensuring good governance in all sectors and to coordinate other partners to jointly promote good governance.</p> <p>Prior to the DDAG program, there were issues of service delivery, inclusiveness, roles of civil society and media in engaging citizens to contribute to inclusiveness in service delivery and decision making. One approach was to capacitate the media to sensitize citizens, challenge leadership to deliver upon mandate, including supporting vulnerable groups. The program is designed to augment the way RGB makes assessments like the citizen report card (CRC) and Rwanda Governance Scorecard (RGS), which reveal the level of citizen satisfaction with service delivery and directly contribute to various strategic interventions under the transformational governance pillar of NST1 by proving reliable measures on key indicators.</p> <p>Capacity building of local government leaders was done in a generic way and there was need for a systematic approach entailing comprehensive needs assessments prior to interventions to channel resources where they were mostly needed. A capacity building strategy had to be developed to guide MINALOC in planning and implementing effective capacity building interventions for local leaders. In a bid to increase access to accurate information by the public, there was need to build the capacity of journalists, media houses, media associations and regulatory bodies which had to be institutionalized under the DDAG program through RGB.</p> <p>The capacity of women to participate in elective positions was relatively low prior to the DDAG program, which was initiated to build their capacity and ultimately contribute to the realization of the national target to have 30% of decision-making positions occupied by women. The concept of women wing was not functioning effectively in some political parties while others lacked it completely. This had created two vacuums; firstly, nomination lists of political parties either did not feature women or had them at the end, after male nominees; and secondly, aspiring female politicians often lacked role models to inspire them. Stressing the relevance of building the capacity of women to balance their tri-partite roles, one respondent mentioned during stakeholder consultations that, <i>“Iyo wubatse ubushobozi bwyumugore, uba wubatse umuntu, uba wubatse umuryango, ukaba wubatse nigihugu”</i>, literary meaning that, building the capacity of a woman comes with building one’s personality, family, and the nation.</p>

	<p>At the level of UN planning and programming, the DDAG program was well aligned with Outcome 6 of the United Nations Sustainable Development Cooperation Framework (UNSDCF1, 2018-2024): “By 2024, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.”</p>
<p>CSO</p>	<p>The National Strategy for Transformation (NST1, 2017-2024) recognizes the crucial role of CSOs in implementing poverty-reduction and other national programs. However, the technical and financial capacity of CSOs was often inadequate to effectively contribute to this cause. The CSO program was hence initiated to provide a cross-section of CSOs with grants and equip them with technical capacities to be able to work with other stakeholders in implementing strategic interventions of national programs and policies, sectoral strategies and district development strategies. The United Nations Sustainable Development Cooperation Framework (UNSDCF 1, 2018-2024) recognizes and prioritizes the role of civil society and private sector stakeholders in realizing its outcomes. The CSO program directly feeds into this aspiration as it aims at building the capacity of civil society organizations to the level that they meaningfully contribute towards national democratic and development processes.</p>
<p>A2J</p>	<p>The transformational governance pillar of NST1 has several outcomes related to good governance. These include a strengthened judicial system (rule of law); strengthened anti-corruption mechanisms; increased number of ministries and delivery; as well as outputs and indicators related to access to justice, enhancement of personal and property security, and reduction of backlog cases in courts of law.</p> <p>Prior to the A2J program, the system of managing court cases was manual, which was liable to delays (backlogs) and, to some extent, corruption. In addition to delays in serving justice, the manual system involving transporting inmates to courts also had numerous challenges including high transportation costs that would often lead to postponement of court hearings, as well as security risks. This necessitated the introduction of an integrated electronic case management system (ICMS) and capacity building for its end users to promote access to timely justice.</p> <p>A number of poor inmates, women, persons with disabilities and refugees could not be effectively represented in court due to the high cost involved. This necessitated interventions to promote free access, which was provided by Rwanda Bar Association (RBA) under the A2J program, with an ultimate goal of promoting access to justice for all.</p> <p>There was need to augment the judicial system to not only emphasize prosecution but also promote dialogue and reconciliation as alternative means to conflict resolution. This was in direct alignment with the Alternative Dispute Resolution Policy of 2022. The capacity of some lawyers to effectively represent people in court was also lacking, which had to be strengthened under the A2J program.</p> <p>There was a challenge faced by genocide perpetrators who were not well prepared for re-integration into their families and communities and the A2J project came in to help with reintegration of those who completed their sentences by continuously engaging with community dialogues to foster forgiveness and reconciliation.</p> <p>There was critical need for reliable evidence on the status of reconciliation and social cohesion in the country, which necessitated the national reconciliation barometer to be augmented with measures to track progress.</p>

<p>A2J came from the recommendation of local government authorities who were struggling to deal with released former prisoners and sentiments of fear of genocide survivors, which necessitated organizing community healing spaces, an integral component of the A2J program.</p> <p>Following up the implementation status of UPR recommendations was not streamlined due to lack of a systematic approach and monitoring mechanisms which had to be augmented under the A2J program.</p> <p>There were issues of low crime awareness and reporting among the public, which necessitated their improvement through community policing committees (CPCs) and youth volunteers. This resonates well with the Rwanda National Police (RNP) strategic plan which emphasizes crime prevention through community policing committees. There was also need for a quick and confidential crime reporting mechanism which necessitated the establishment of a call center at Rwanda Investigation Bureau (RIB).</p> <p>At the level of UN planning and programming, the A2J program was well aligned with Outcome 5 of the United Nations Sustainable Development Cooperation Framework (UNSDCF1, 2018-2024): “By 2024, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace, and security.”</p>

5.2. Effectiveness

This subsection evaluates the performance of the governance portfolio in terms of the extent to which it achieved its intended objectives and realized planned outputs with emphasis on the four main programs/projects implemented during the 2018-2023 period. In addition, the subsection discusses the enabling and constraining factors to the realization of set objectives, justification of any deviations between planned and achieved milestones, as well as strengths and weaknesses (if any) of stakeholder coordination mechanisms during project implementation. To summarize the performance of each of the four programs, Table 9 gauges the achievement rate against the set targets of each output indicators, followed by a detailed description of the key achievements realized during the course of each program.

Table 9: Assessment of achievement levels for four major portfolio programs/projects

Outputs	Indicators	Data source	Baseline value	Baseline year	Endline value	Endline date	Status	Status as % of target
Promoting Gender Accountability in the Private Sector in Rwanda (GES)								
Output 1: Capacity of private sector companies & participating public institutions to implement the gender equality seal initiative enhanced	1.1: Number of private companies & public institutions implementing gender equality commitments through <i>imihigo</i>	GMO reports	0	2018	50	30/06/2023 31/03/2023	48	96%
	1.2: Extent to which companies & public institutions implement the gender equality seal dimensions*	GMO reports	0	2018	3	30/06/2023	3	100%
	1.3: Number of private companies and public institutions certified with any of the three gender equality seals (Bronze, Silver & Gold)	GMO reports	0	2018	30	30/06/2023 31/03/2023	18	60%

Output 2: National capacities to promote gender accountability and gender mainstreaming in the private sector enhanced	2.1: Number of managers of gender equality committees & PSF members with knowledge on gender equality and gender analysis capacities	GMO reports	0	2018	120	30/06/2023 31/03/2023	86	72%
	2.2: Number of companies and institutions that integrate gender equality principles in their processes and procedures	GMO reports	0	2018	30	30/06/2023	45	150%
Output 3: Research and assessments conducted to generate data for evidence-based advocacy on gender accountability in the private sector	3.1: Assessment on mechanisms to promote gender accountability in the private sector conducted	GMO reports	0 [No]	2018	1 [Yes]	30/06/2023	Yes	100%
	3.2: Number of evidence-based dialogues on gender accountability in the private sector conducted	GMO reports	0	2018	8	30/06/2023 31/03/2023	10	125%
Deepening Democracy through Citizen Participation and Accountable Governance II (DDAG)								
Output 1:	1.1: Percentage of eligible voters (disaggregated by sex) benefitting from civic voter education)	RGS, NEC elections reports	73%	2016	89%	30/06/2023	92% M:94%; F:90%	103.4%
	1.2: Extent to which the elections body has inclusive, effective and accountable elections	NEC elections reports	Elections calendar partially implemented (71.4%)	2017	Elections calendar fully implemented (100%)	30/06/2023	100%	100%
Output 2: Media institutions have reinforced technical capacity to increase access to quality information and promote citizen active participation in public processes	2.1: Level of citizen satisfaction with media capacity to promote informed decision making	RMB	TBD (impact assessment to be conducted) [85% in Year 1]	2017	95%	30/06/2023	90 From CDP M&E	94.7%
	2.2: Percentage of media professionals who have accessed training appropriate to their needs	RMB	61%	2016	70%	30/06/2023	60.5	86.4%
	2.3: Percentage of complaints resolved against those received by the media self-regulatory body	RGB/RMC annual report	80%	2017	95%	30/06/2023	92.8	97.7%
Output 3: Public and private institutions at all levels are enabled to perform core functions for improved accountability, participation and representation	3.1: Number of newly elected MPs who receive induction (disaggregated by sex)	Parliament report	0%	2017	100%	30/06/2023	100	100%
	3.2: Number of female candidates to the legislative elections (Senate) who receive training on effective electoral campaign	NWC & NFPO reports; MINALOC report	0%	2018	100%	30/06/2023	100	100%
	3.3: National strategy for local government capacity building developed	MINALOC report	No	2018	Yes [and implemented in 3 pilot districts]	30/06/2023 Jul-Sep, 22	Yes; partially implemented	100%
	3.4: Capacity needs assessment conducted including gender gaps at local level	MINALOC report	No	2018	Yes	30/06/2023	Yes	100%
	3.5: Local capacity development plan developed and implemented	MINALOC report	No	2018	Yes	30/06/2023	Yes	100%
	3.6: Extent to which the Citizen Report Card is used to improve service delivery at district level	TBD	Missing	2017	2 [To some extent]	30/06/2023	3 CPD M&E	150%

	3.7: Number of home-grown solutions impact assessments conducted	RGB report & impact assessment reports	1 assessment covering 9 solutions	2017	1	30/06/2023	1	100%
	3.8: Number of home-grown solutions documented	RGB report; documentation report	1 assessment covering 9 solutions	2016	1 assessment covering 10 solutions	30/06/2023	1	100%
	3.9: Number of South-South cooperation missions received under the programme	0	2017		2 [cumulative per year = 10]	30/06/2023	Missing	Missing
Output 4: The National Electoral Commission and Media High Council have enhanced capacity to ensure gender accountability through gender mainstreaming in electoral processes and in the media sector	4.1: Level of implementation of the gender mainstreaming strategic plan	MHC report	1 strategic plan; 0 implementation plan	2017	Totally implemented	30/06/2023	70 % [partially implemented]	70%
	4.2: Strategy for inclusion of special groups in electoral processes is developed and implemented	NEC report	TBD	2017	1 [partially implemented]	30/06/2023	1 [partially implemented]	100%
Output 5: Effective programme monitoring and evaluation	5.1: Programme mid-term evaluation and final evaluation conducted	Evaluation report	No	2017	Yes	30/06/2023	100	100%
	5.2: Number of joint monitoring field visits conducted	Monitoring report	Missing	2017	24	30/06/2023	11 ¹	46%%
	5.3: Number of audits and spot checks conducted	Audit reports & spot checks reports	0	2017	12	30/06/2023	17	142%
	5.4: International day celebrations organized	UNDP & IPS reports	Missing	2017	12	30/06/2023	11	92%
Strengthening Civil Society Organizations for Responsive and Accountable Governance in Rwanda (CSO)								
Output 1: CSOs have required capacities to increase public participation & engagement in development and democratic processes	1.1: Number of CSO projects in 10 thematic areas	Programme reports	88	2018	150	30/06/2023	152	101.3%
	1.2: Gender audit conducted and recommendations formulated	Audit report	No	2018	Yes	30/06/2023	Yes	100%
	1.3: Number of targeted capacity building trainings for CSOs organized	Training reports	16	2018	20	30/06/2023	22	110%
	1.4: Number of policies influenced by supported CSOs	Programme reports	2	2018	10	30/06/2023	6	60%
	1.5: Effectiveness of CSOs in influencing public policy	CSDB	72%	2018	80%	30/06/2023	86.2 CSDB 2023	143.7
	1.6: Capacities of CSOs to mobilize resources (comparison of current financial resources with required resources to accomplish the CSO goals)	CSDB	39.7%	2018	50%	30/06/2023	61.3% RCSB	122.6%
	1.7: Effectiveness of CSOs in meeting societal needs	CSDB	64.9%	2018	75%	30/06/2023	96.8%	129.1%

¹ The low level of achievement on this indicator relative to its target is attributed to challenge of conducting joint field visits during the COVID-19 period in 2020, 2021 and 2022 as a result of movement restrictions to conduct the spread of the pandemic.

	1.8: Effectiveness of CSOs in meeting needs of vulnerable groups	CSDB	59.9%	2018	70%	30/06/2023	87%	124.3%
	1.9: Number of CSOs with improved management systems, procedures and processes	Programme reports	88	2018	150	30/06/2023 2022	152	101.3%
Output 2: An enabling institutional environment is created for CSOs to effectively deliver on their mandates	2.1: Extent to which the regulatory framework governing CSOs is enabling	CSDB	73.2%	2018	80%	30/06/2023	92.6%	115.8%
	2.2: One stop platform for resource mobilization and interaction established	Platform link	No	2018	Yes	30/06/2023	Yes	100%
	2.3: Extent of citizen participation in CSOs	CSDB	40.58%	2018	70%	30/06/2023	62.6	89.4%
	2.4: Number of studies related to CSO effectiveness conducted	Studies	0	2018	5	30/06/2023	6	120.0%
	2.5: Number of policy dialogues conducted	Policy dialogue reports	5	2018	10	30/06/2023	7	70%
	2.6: Effectiveness of CSO umbrella bodies	CSDB	69.3%	2018	80%	30/06/2023 See updated CSDB	69.3	86.6%
Output 3: Project management and oversight strengthened	3.1: M&E strategy has been developed with accompanying tools, and is being implemented	M&E strategy document	No	2018	Yes	30/06/2023	Yes	100%
	3.2: Annual programme delivery rate	Atlas reports	98%	2018	98%	30/06/2023	98%	100.0%
	3.3: Number of success stories published	Project reports	0	2018	10	30/06/2023	11	110%
Strengthening the Rule of Law in Rwanda: Justice, Peace and Security for the People (A2J)								
Output 1: Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled	1.1: Number of justice institutions staff with skills to effectively use electronic case management system (cumulative)	MINIJUST reports	2,230	2018 [joint sector review report 2016-2017]	3,040	30/06/2023	2,878	94.7%
	1.2: Number of legal aid cases for vulnerable groups represented by partner legal aid providers, disaggregated by sex (cumulative) 1: Poor inmates 2: Persons with disabilities 3: Refugees 4: GBV victims	Rwanda Bar Association	(1) 0	2017	200	30/06/2023	2,003	1,000%
		Rwanda Bar Association	(2) 0	2017	100	30/06/2023	59	59%
		Rwanda Bar Association	(3) 0	2018	50	30/06/2023	42	84%
		Rwanda Bar Association	(4) 0	2017	500	30/06/2023	519	103.8%
	1.3: Percentage of 2015 UPR recommendations implemented (cumulative)	MINIJUST reports	68%	2017	95%	30/06/2023	95%	100%
Output 2: NURC, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programs that promote social	2.1: Rwanda has current data to inform policies and plans that promote social cohesion and prevent risk of conflict	NURC annual reports	Reconciliation barometer published in 2015	2015	New reconciliation barometer published in 2020	30/06/2023	Yes	100.0%
	2.2: Percentage increase in crimes reported by communities to the police	RNP annual reports	12.4%	2017	7%	30/06/2023	50%	714.3%
	2.3: New national criminal policy in place (covering investigation,	MINIJUST report	No policy	2017	Policy implemented	30/06/2023	Done	100.0%

cohesion, peace, safety and security	prosecution, criminal procedures and correction) and implemented							
	2.4: Number of assessments on access to justice leading to policy dialogue	Project reports	0	2017	4	30/06/2023	7	175%
	2.5: Number of prisons benefitting from social healing initiatives (2 for women; one mixed; 2 for men)	RCS reports; NURC reports; PFR reports	0	2018	5	30/06/2023	5	100.0%
Output 3: The role of women in selected justice institutions (RBA, RNP) strengthened	3.1: Percentage increase in number of litigation cases assisted by women lawyers	Rwanda Bar Association	TBD	2018	10%	30/06/2023	46.5	465.0%
	3.2: An operational framework for KICD developed to provide a framework for addressing GBV in conflict and home settings	RNP reports	No strategic plan	2018	Operational framework implemented	30/06/2023	Done	100.0%
	3.3: A resource mobilization strategy developed for the KICD center	RNP reports	No resource mobilization strategy	2018	A resource mobilization strategy implemented	30/06/2023	Done	100.0%
Output 4: Programme management and oversight strengthened	4.1: Percentage of participating institutions with audit/spot-check qualified opinions	Project reports	100%	2017	100%	30/06/2023	100%	100%
	4.2: Annual programme delivery rate	Atlas reports	95%	2017	99%	30/06/2023	92%	92.9%
	4.3: Percentage of resource mobilization targets reached (total amount in 5 years= 900,000 USD)	Atlas reports	0%	2017	80%	30/06/2023	166% (1,499,058 USD)	207.5%
	4.4: Number of success stories published	Project reports	0	2018	16	30/06/2023	18	112.5%

*1: 0=Not at all, i.e., no gender equality seal dimension implemented; 1=To a small extent, i.e., at least 2 out of 6 dimensions implemented; 2=To a great extent, i.e., at least 4 out of 6 dimensions implemented. **Numbers from CPD evaluation (Excel data sheet)

5.2.1. Key achievements under the Gender Equality Seal (GES) program

Considerable progress was made on promoting gender equality principles in both public and private institutions. Out of the seven indicators set by the GES project, five indicators registered highly satisfactory performance with achievement rate exceeding 95% of the respective targets while two indicators registered unsatisfactory performance (achievement ranging between 50-79% of the target). Among key achievements, several private companies and public institutions were assessed for gender equality and were either certified or recognized for their efforts in integrating gender equality principles. According to discussions with stakeholders, 48 private companies and public institutions were assessed, quite close to the targeted 50 institutions. Of the assessed institutions, 18 were certified (15 private and three public) while 10 are slated for certification in 2024.

With these efforts, at least four of the seven dimensions of the gender equality seal are being implemented by private companies and public institutions. These include promoting women's role in decision making processes; promoting work-life balance; improving women's and men's presence in traditionally male-dominated and female-dominated positions; and fighting against sexual harassment at work. The

remaining two indicators, namely, eliminating sexist communication inside and outside the company and fighting against gender-based pay gaps were not explicitly reported on to gauge their level of implementation. Nonetheless, discussions with stakeholders indicated that there are existing efforts among private companies and public institutions to improve on these measures.

Some institutions like the National Bank of Rwanda have gone a long way establishing breastfeeding rooms as well as forums for women and young mothers. Some institutions have adopted affirmative action including quotas for women in decision-making positions while others have developed action plans to promote gender equality (e.g. NCBA Bank). Well-functioning day care centers and integration of gender equality into managers' key performance indicators have also been initiatives of some institutions like Rwanda Development Bank (BRD). Institutions like the National Bank of Rwanda went ahead to streamline internal procedures to improve the work environment by establishing guidelines against sexual harassment and strongly implementing the childcare policy that allows employees with babies to work from home until their babies are at least six months old. In a bid to further promote awareness of the need for gender equality, several dialogues were organized in and outside Kigali, including those attended by managers, the business community, students and other stakeholders. Examples of such dialogues include two conducted on acceleration of gender equality momentum in the private sector which occurred in Kigali and Musanze, attended by 62 and 92 participants, respectively. The latest dialogue happened in the first quarter of 2023 in the Eastern Province, organized by PSF and GMO with 80 participants from the business community. GMO also coordinated study tours and peer learning sessions meant to bridge gender gaps in the private sector. During such learning sessions, young girls interacted with prominent female entrepreneurs with the ultimate intention of inspiring them to join traditionally male-dominated businesses and jobs.

Overall, the GES program, particularly through the gender equality seal, has registered commendable achievement in as far as making the private sector gender-responsive and gender-sensitive. The participating private companies and public institutions have embraced the gender equality seal and they adopted gender equality principles in the work policies and strategies. The GES program was highly successful in institutionalizing gender equality through the establishment of a gender mainstreaming strategy for the private sector by GMO and PSF, the gender mainstreaming strategy for the financial sector by BNR, and other legal frameworks. Additionally, under the GES program, UNDP and GMO supported Rwanda Standards Board (RSB) to develop a national gender equality standard gazette in 2023 as RS 560. Through a declaration issued jointly with the United Nations Economic Commission for Europe, RSB not only affirmed the gender-responsive standards and standards development process but also pledged to implement a gender action plan, track progress, collect and share data, success stories and best practices related to the same. The standard provides requirements for promotion, gender equality implementation and accountability. These crucial milestones will continue to foster gender equality at the institutional and national levels even beyond the GES project's life.

5.2.2. Key achievements under the Civil Society Organization (CSO) program

The governance portfolio made commendable achievements with regards to strengthening the capacity of civil society organizations (CSOs), preparing and enabling them to take active and effective participation in both democratic and development processes. Several interventions made this possible, including 22 training sessions that were conducted over the course of the program between 2018 and 2023, exceeding the targeted 20 trainings, thanks to support from the Belgian Embassy for providing supplementary funds. The trainings covered several dimensions of institutional capacity including but not limited to fundraising through proposal writing; mainstreaming gender and human rights-based approaches; impact communication and visibility – including M&E and results-based reporting; induction training for CSOs receiving grants under the CSO program, meant to strengthen their capacity to effectively manage their grants for impactful and sustainable interventions.

During the duration of the CSO program, a total of 152 civil society organizations benefitted from several technical and institutional capacity development workshops. At the apex of this support was the establishment of a digital platform equipped with tools and resources meant to ensure sustainability of capacity development initiatives. As far as policy influence and advocacy are concerned, several policy dialogues were organized, bringing together CSOs, government institutions, and development partners. Stakeholders were trained on how to produce policy briefs presented at the dialogues, highlighting needs and challenges faced by vulnerable community members such as disability inclusion in governance systems, environmental protection and resilience of communities, strengthening prevention and response to sexual and gender-based violence (SGBV). An indication of the vibrancy of CSOs, the Rwanda Governance Scorecard scored “Participation of non-state actors” at 81.19% in 2022 (RGS 2023).

Under the micro-grant facility established under the CSO program, 152 grantee organizations received funding which aided in the implementation of community-based interventions. A total of 15,153 beneficiaries were reached, including 8,236 females (54.4%) and 6,917 males (45.6%) as well as 755 persons with disabilities. Overall, from all the interventions implemented under the program, an estimated 817 jobs were created and sustained, CSO participation in policy making and development processes was strengthened, and accountability and responsive governance were enhanced. In order to strengthen policy influence, three policy dialogues were organized on land management and expropriation; enhancing stakeholder engagement in GBV prevention and response; and future pathways for climate change adaptation, mitigation and environmental sustainability.

Under the CSO program, three civil society organizations were also supported through the micro-grant facility to implement grassroots interventions that promote and accelerate community-driven equitable development, with a focus on vulnerable youth, women and persons with disabilities. The three CSOs have in total 152 beneficiaries which include 93 females and 59 males, including three persons with disabilities. There were also peer learning sessions for CSOs to improve their effectiveness by learning

from peers. One session was attended by representatives from 56 CSOs and was meant to facilitate learning about the social enterprise landscape while another session brought together CSOs working in the Youth Empowerment sector to improve quality and effectiveness of their interventions through learning from peers in the industry.

Through the CSO program, UNDP Rwanda supported Civil Society Platform (RCSP) to develop the *e-ihuriro*, a digital hub which aims to strengthen the capacities of civil society actors and enhance networking, cooperation and partnership building among key stakeholders. The platform has resulted in the registration of 97 CSOs which actively utilize the portal in their programming, with a continuous influx of new registrations. The portal, housing over 600 documents, serves as a centralized resource hub for registered CSOs.

In 2022, UNDP partnered with NUDOR to support technical and vocational education and training (TVET) centers in Gisagara district, Southern province through training and skills development to 50 youth with disabilities. The intervention was meant to increase participants' self-reliance and independence as well as economic inclusion through jobs and business opportunities. There were also a series of capacity building initiatives for organizations of persons with disabilities and other stakeholders to enhance their capacity to advocate for disability inclusion and implement disability-inclusive programs.

5.2.3. Key achievements under the Democracy, Accountability and Governance (DDAG) program

Several interventions were implemented and achievements registered under the DDAG program. To mention but a few, technical and financial support was provided to Rwanda Governance Board (RGB) to conduct several assessments related to governance annually, including the Citizen Report Card (CRC), Rwanda Governance Scorecard (RGS) and Rwanda Media Barometer (RMB), all of which are instrumental in informing local and national development planning in the country. The CRC indeed contributes 10% towards the evaluation of national performance contracts (*imihigo*) and is a crucial ingredient in efforts to promote accountability of local leaders towards citizens and enhancing citizen participation in democratic and development processes. As a result, RGS/CRC data scored citizen involvement and inclusivity at 93.36% in 2022, up from 84.19% in 2021; satisfaction with access to public information at 89.88% in 2022, up from 85.6% in 2021; and satisfaction with the quality of service delivery at 77.69%. The media barometer, Rwanda civil society environment barometer and sector-specific assessments on land service, health services, education and transport services, were meant to provide evidence for advocacy to improve service delivery and provide reliable data for indicators and targets under the National Strategy for Transformation (NST1). In addition to these assessments, an impact assessment was conducted covering 13 home-grown solutions namely; *Abunzi, Imihigo, Umushyikirano, Inteko z'abatwariye, Community Based Health Insurance (CHBI), Umurenge and Umwalimu Sacco, irembo, Itorero, JADF, Kwita Izina, Umwihereho, Girinka, and Umuganda*.

At the center of the DDAG program was capacity building meant to enable public and private institutions at all levels to perform their core functions for improved accountability, participation and representation. In this regard, a national strategy for local government capacity building was developed and is under implementation, guiding capacity building initiatives and interventions by various implementing partners. In an attempt to build sustainable livelihoods, 64 community innovative solutions/initiatives were identified and supported; 20 cooperatives and 133 groups of 4,550 individuals comprising of persons with disabilities, youth and women in the eight poorest districts were supported with income-generating activities (MINALOC Project Report 2023). Additionally, with UNDP support, the Ministry of Local Government (MINALOC) enhanced the *Ngirankugire* Electronic System, enabling comprehensive tracking and processing of support rendered to vulnerable communities countrywide. The system currently covers diverse forms of assistance beyond the initial COVID-19 relief, contributing to the improved service delivery and ultimately improving the overall well-being of vulnerable populations across all 30 districts.

With support from UNDP under the DDAG program, the ministry of local government (MINALOC) developed and continues to implement the national strategy for local government capacity building countrywide. Among the several activities implemented under the national strategy for local government capacity building, two specific interventions are particularly worth noting. Firstly, MILANOC continuously builds the capacity of local government officials (Mayors, Vice Mayors in charge of social affairs, Vice Mayor in charge of economic development). Examples of capacity building include induction training prior to commencement of work, and a leadership master class which equipped participants with skills in leading high performing teams. Secondly, community training sessions were organized by proximity coaching volunteers who equipped participants with skills in innovative ways of solution finding, thereby creating resilience and capacity for graduation out of poverty. The proximity coaches were also involved in advocacy for vulnerable people who could not resolve their human right issues, as well as community mobilization and awareness-raising with an ultimate aim of coming up with innovative solutions to community challenges. To further stimulate citizen involvement in development processes, nine policy dialogues were organized by MINALOC covering several issues related to ministry programs and citizen participation.

In an attempt to promote participation in and awareness of the electoral process in Rwanda, the DDAG program conducted training and coaching sessions covering 330 women from 11 different political parties annually (391 in 2023) to improve their knowledge and abilities in transformational leadership, political involvement, and decision-making (NFPO: 2023 Report). Overall, according to NFPO, 1,077 women from all 30 districts, representing 11 political parties, were trained in various topics since 2019, in addition to exposing aspiring women politicians to role models who prepared them to face their triple roles as women, mothers and leaders. The capacity building programs helped expand the representation of women in various decision-making roles and, as a result, they currently constitute 29.6% of district mayors, 77.8% of vice mayors in charge of social affairs, and 29.6% of vice mayors in charge of economic affairs,

according to records from and discussions with NFPO. Additionally, the capacity of the National Electoral Commission (NEC) was built to become a strong election management body which implemented the electoral calendar as planned.

Professionalization of the media was a key milestone of the DDAG program. According to records provided by RGB, a total of 64 media houses were supported to report on governance. The support also helped media houses to face the challenges posed by the COVID19 as well as contributing to the beneficiaries financial sustainability. An internal gender policy for media houses aligned with national and international standards was disseminated by ARFEM. The policy addresses issues like equal opportunities, non-discrimination, work-like balance and women's representation in decision making. Additionally, the institutional capacity of Rwanda Media Commission (RMC) was strengthened to the level where the institution was capable of taking over from RGB the role of accreditation of journalists. As a result, in 2023, RMC was able to accredit 200 local and 138 international media practitioners and 8 media houses in a bid to professionalize the media as it plays its role of enhancing citizen access to information about democratic and development processes. The Rwanda Media Commission was also supported to conduct advisory sessions on issues related to infringement of the Code of ethics, monitoring media content, accrediting 100% of journalists' requests and resolving 100%% of media related complaints (RMC: 2023 Report). Effective resolution of media related complaints has indeed increased public trust in the media and enhanced professional and ethical conduct of media practitioners, particularly journalists.

Significant efforts were made by ARJ to build professional capabilities, reforms, and the ease of starting a media business, as well as the availability of diverse editorial competitive content in the media sector, which resulted in increased professionalism among media practitioners. Capacity building session were conducted and attended by 836 journalists in which 531 articles were published while 56 media organizations received support to help them implement various projects meant to improve their financial sustainability. This ultimately contributed to an increase in media professionals' access to training tailored to their needs. Consequently, the rate of reporting on democracy and development increased from 53.3% in 2018 to 59.6% in 2022, and community access to information increased from 76.4% in 2018 to 87.23% in 2023. As part of the DDAG program, the media barometer was augmented with a new indicator added on access to information, which scored 77.8% in 2021. However, public satisfaction with access to information remains as low as 55% which necessitates further efforts with UNDP support. Nonetheless, the overall media sector performance steadily improved, from 60.7% in 2013 to 80.6% in 2022 (RMB:2021). At the apex of professionalization of the media was the development of the media policy in 2023, which, at the time of the portfolio evaluation, was pending approval by Cabinet.

5.2.4. Key achievements under the Access to Justice (A2J) program

Great strides were made in promoting access to justice, especially for vulnerable groups like poor inmates, persons with disabilities, refugees, and victims of gender-based violence (GBV). Between 2019 and 2023, the A2J program partnered with the Rwanda Bar Association (RBA) to provide legal aid access to 1,644 victims of gender-based violence, persons with disabilities, poor inmates and refugees people who could not otherwise have afforded it without this support (around 500 USD per case). This, by far, exceeds the planned total number of 850 people. An interesting feature of this intervention is that, not only was the targeted number surpassed, but also a considerable number of these cases was handled by female lawyers who were capacitated as part of the A2J program. The provision of pro-bono legal services led to 260 acquittals, 262 reduced sentences and 937 cases closed.

Table 10: Number of legal cases of vulnerable groups assisted by RBA: 2019-2023

Group	2019	2020	2021	2022	2023	Total
Poor inmates	171	265	469	697	401	2,003
PWDs	48	3	3	0	5	59
Refugees	12	13	12	5	0	42
GBV victims	37	108	167	112	95	519
Total	268 [127M; 141F]	389 [235M; 154F]	651 [290M; 361F]	814 [330M; 484F]	501 [292M; 209F]	2,623

Source: Administrative data from the Rwanda Bar Association (2019-2023)

In an attempt to augment the capacity of women in justice, 211 women lawyers were trained on anti-GBV laws and policies which greatly increased understanding of GBV concepts among advocates. The A2J program also equipped 100 media representatives with various skills including knowledge of and reporting on GBV cases. Additionally, a gender analysis was conducted among 200 police officers with an ultimate aim of uplifting young female officers by helping them to build their skills, build self-confidence and ambition. To resolve the issue of backlog cases in courts of law and quicken the litigation process, UNDP, through the A2J program, supported the government to build capacities of end users of the integrated electronic court management system (IECMS) such as RIP, RNP, RCS, NPPA, MINIJUST, among others, to fully utilize the new system, following its establishment in 2016. There was also training of bailiffs, prosecutors and other legal officers on how to facilitate cases online, as well as Irembo staff on how to assist the public in undertaking online processes related to their cases including document submission.

Additionally, since 2021, UNDP supported the establishment of the e-court system in correctional facilities (formerly known as prisons) which were officially launched in February 2023. Indeed, The IECMS and e-courts have significantly improved the efficiency and transparency of Rwanda's justice sector. Initial efforts related to e-courts equipped with ICT systems started with Rwamagana (16 rooms) and Nyarugenge correctional facilities while construction at Nyamagabe correctional facility is underway. According to RCS, about 1,063 e-court sessions were organized during the first half of 2023 and 53

sessions occurred during the third quarter of 2023. Several justice sector processes such as case registration, scheduling, and monitoring have been automated, thereby reducing the time it takes to process cases and ultimately improved access to justice for citizens, especially those in remote areas of the country. According to data from the Judiciary, the rate of backlog cases was estimated at 62% as of June 2023. The program also prioritized reconciliation as an alternative dispute resolution mechanism. In this regard, community dialogues and training sessions were conducted for genocide victims, perpetrators and their family members in order to smoothen and quicken the reintegration of perpetrators into their families and communities after sentence completion. The community dialogues were also meant to quicken the healing process for victims and help perpetrators deal with psychological issues related to guilt of their offences.

As far as implementing UPR recommendations is concerned, Rwanda has successfully presented its third State Report in January 2021. Through the A2J program, UNDP supported the UPR process in a participatory manner, entailing consultations with various stakeholders including development partners, CSOs and government institutions. Consequently, at the time of the state report presentation, 95% of the recommendations had already been implemented, representing full achievement against the target set by the A2J program. Another key milestone under the A2J program was the implementation of the community policing concepts, which increased citizens-police partnership, leading to an increase in crime reporting at an annual rate above 50% compared to the previous year. This was achieved through sensitization campaigns that contributed to a well-informed population that are stakeholders in crime prevention at all levels, including youth, women, local leaders, etc. RIB was also supported with a call center, finger print systems and drones to help in early crime detection and response. For RNP, training of women in justice, training of youth volunteers and establishment of regional centers of excellence in GBV prevention complemented community policing initiatives and outreach programs in schools meant raise awareness of the general population regarding crime detection and timely reporting.

The national reconciliation barometer which was developed in 2010 was augmented in 2020 and published in 2021. The report highlighted the status of reconciliation and social cohesion and made important recommendations for policy making. According to the national reconciliation barometer of 2020, the status of reconciliation was estimated at 94.7%, which is an average of six pillars: understanding the past, the present and envisioning the future of Rwanda; Citizenship, identity and responsibility; Political culture and Governance; Security and wellbeing; Justice, fairness and rights; Social cohesion ([NURC, 2020](#)). As part of the A2J program, the national criminal justice policy was developed and approved by cabinet in September 2022. The policy was adopted at the same time as the Alternative Dispute Resolution Policy, another flagship document for the Justice, Reconciliation, Law and Order Sector. The two documents will contribute to the country's efforts to decrease the case backlogs and the overcrowding in correctional facilities.

The A2J program emphasized research and the generation of evidence for informed decisions related to good governance, justice and reconciliation. Four studies were undertaken under NURC and

MINUBUMWE on various topics including: i) unity and reconciliation among the youth in 2018/2019; ii) third reconciliation barometer in 2020; iii) research on factors influencing resilience in a post-genocide context 2021/2023 and iv) impact assessment of support given to genocide survivors to promote social cohesion and development during the fiscal year 2023/2024.

5.2.5. Key achievements under short-term projects: cross-border trade & RPA capacity building

In addition to the four main programs, there were achievements registered under short-term projects. For example, under the cross-border trade project, 371 people (230 male and 141 female) involved in crimes related to illegal border crossing, use of forged documents and trafficking of unlawful narcotics drugs received free legal representation from Rwanda Bar Association (RBA) between 2021 and 2022. There were also training sessions targeting cooperatives and district officials on the tax law governing cross-border trade, emphasizing the rationale and procedure of paying taxes. This was accompanied by radio talk shows on the importance of attending trainings and prevention of gender-based violence. Through partnership among UNDP, World Food Programme (WFP), Rwanda National Police (RNP) and Food and Agricultural Organization (FAO), cooperatives were trained by Rwanda Cooperative Agency on the legal process of registering a cooperative. Some registered cooperatives received start-up capital to start businesses like fish farming, pick rearing, poultry and other agribusiness enterprises like horticulture farming. The cooperatives were also linked to financial institutions like Umurenge SACCO and sensitized on the process of getting loans. The cooperatives were also provided with smartphones to facilitate effective communication with their trade partners on the DRC side of the border including obtaining updated market information, particularly on prices.

Between April 2020 and June 2021, UNDP co-financed the implementation of the “Strengthening the Capacities of the Rwanda Peace Academy (RPA)” together with the Government of Japan, and with in-kind contribution from the Government of Rwanda. The overall objective of the project was to enhance the knowledge and skills of regional and national security sector actors in conflict prevention, conflict management and peacebuilding as well as enhancing resource mobilization capacities of the RPA thereby reducing continuous dependency on external partners. During the implementation of the project, the RPA conducted six courses in which 159 potential peacekeepers were trained, ready for deployment by United Nations (UN) and African Union (AU). Out of 159 trained personnel, 70 (44%) of them are women. This is slightly higher than the planned target of 40%. The participants were drawn from six Eastern Africa Standby Force (EASF) member states. The training enhanced the knowledge and skills of participants in conflict prevention, conflict management, resolution and peacebuilding. This will enable them to participate effectively in peace support operations. The average level of satisfaction of the participants for the quality of courses was 99% which is higher than the planned target of 97%. In addition to training, two new course curricula for the RPA were developed; “National Security and National Resilience Course”; and “Delivery and Development Oriented Leadership Course”. The National Security and

National Resilience Course will enable the RPA to play significant role in peace consolidation in Rwanda by enhancing the understanding of security issues while Delivery and Development Oriented Leadership Course will enhance good leadership and governance practices in Rwanda thereby contributing to more delivery and development in the country. The financial situation of the RPA was also assessed and a financial sustainability plan for the RPA developed to guide the institution in resource mobilization.

5.3. Efficiency

Figure 1 presents the budget execution rate for the four main programs implemented under the governance portfolio between 2018 and 2023. Overall, the figure reveals quite a high rate of success in executing the budget allocated to the four programs over the period of analysis. Table 11 provides the detailed breakdown by output and program, showing that most projects spent over 95% of the respective budget allocation.

Figure 1: Budget execution rate for GES, DDAG, CSO and A2J programs

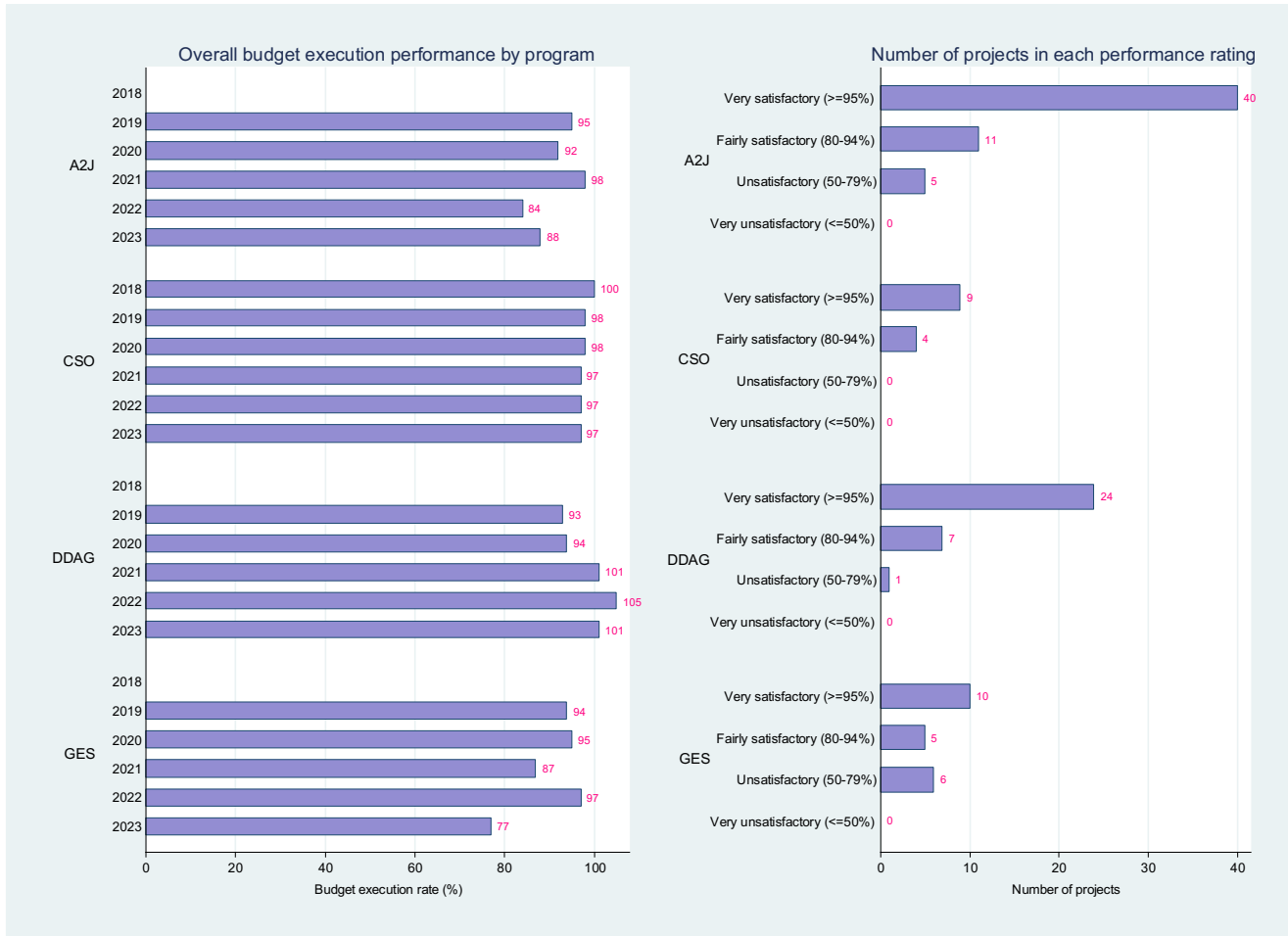


Table 11: Budget execution rate disaggregated by output and program

PROGRAMME/ PROJECT	OUTPUT	TOTAL ALLOCATED (2018-2023)	TOTAL SPENT (2018- 2023)	EXECUTION RATE %	Comment(s)
Promoting Gender Accountability in the Private Sector in Rwanda (GES)	Output 1: Capacities of Private sector companies and participating public institutions to implement the gender equality seal initiative enhanced	549,068	477,208	86.91	Fairly satisfactory
	Output 2: National capacities to promote gender accountability and mainstreaming in the private sector enhanced	461,281	443,740	96.20	Very satisfactory

	Output 3: Research and assessments conducted to generate data for evidence-based advocacy on gender accountability in the private sector	346,012	308,315	89.11	Fairly satisfactory
	TOTAL PROJECT	1,356,361	1,229,263	90.63	Fairly satisfactory
Deepening Democracy through Citizen Participation and Accountable Governance II (DDAG)	Output 1: NEC and CSOs have required capacities to increase public participation and engagement in democratic processes.	149,069	145,220	97.42	Very satisfactory
	Output 2: Media institutions have reinforced technical capacity to increase access to quality information and promote citizen active participation in public processes.	6,242,781	6,015,715	96.36	Very satisfactory
	Output 3: Public and private institutions at all levels are enabled to perform core functions for improved accountability, participation and representation.	2,118,683	2,054,470	96.97	Very satisfactory
	TOTAL PROJECT	8,510,533	8,215,405	96.53	Very satisfactory
Strengthening Civil Society Organizations for Responsive and Accountable Governance in Rwanda (CSO)	Output 1: CSOs have required capacities to increase public participation and engagement including in development and democratic processes	5,681,967	5,671,642	99.82	Very satisfactory
	Output 2: An enabling institutional environment for CSOs to effectively delivery on their mandates	677,288	642,765	94.90	Fairly satisfactory
	TOTAL PROJECT	6,359,255	6,314,407	99.29	Very satisfactory
Strengthening the Rule of Law in Rwanda: Justice, Peace and Security for the People (A2J)	OUTPUT 1: Public institutions and legal aid providers have enhanced capacity to increase equitable access to quality justice whilst ensuring that human rights commitments are fulfilled	1,212,575	1,318,841	108.76	Very satisfactory
	Output 2: NURC/MINUBUMWE, RNP and CSOs have strengthened capacity to develop and implement evidence-based mechanisms and programmes that promote social cohesion, peace, safety and security	1,381,898	1,429,314	103.43	Very satisfactory

	Output 3: Capacities of Women in Justice institutions strengthened	240,745	233,387	96.94	Very satisfactory
	TOTAL PROJECT	2,835,218	2,981,542	105.16	Very satisfactory
	TOTAL PORTFOLIO	19,061,367	18,740,617	98.32	Very satisfactory

5.4. Sustainability

The sustainability of interventions implemented under the governance portfolio is quite promising, considering both the design of the four main programs and the initiatives put in place so far by implementing partners to continue some of the initiated activities. Table 12 summarizes some of the mechanisms that guarantee the sustainability of governance-related interventions.

Table 12: Indicators of potential sustainability of four governance programs

Program	Measure / signs of potential sustainability
GES	<ul style="list-style-type: none"> ❖ After mainstreaming gender equality in standards and standard development processes, RSB will continue to hold the private sector accountable even after the GES ends. ❖ Promoting gender accountability in the private sector continues to be under GMO mandate and national budget. ❖ Institutions like the National Bank of Rwanda will use their gender mainstreaming strategy to conduct regular trainings of staff on gender equality. Internal policies on gender equality have also been incorporated into routine activities through business plans and key performance indicators. ❖ The gender mainstreaming strategy for the private sector will continuously be used by GMO (in partnership with PSF) to monitor gender equality in private companies, whose understanding of and interest in gender equality have improved tremendously during the GES program.
CSO	<ul style="list-style-type: none"> ❖ Implementation was done from within the structures of existing mandates of RGB mandate and other partners, which guarantees sustainability. Building institutional capacities and promoting the principle of learning by doing further point to a high likelihood of continuing some of the initiated interventions. ❖ Ownership by stakeholders which was done through promotion of citizen-centered interventions. There was a system of handover to local authorities when programs end. ❖ CSOs continue to implement livelihood support programs for their beneficiaries, including marginalized groups of people, having strong synergies with the CSO program interventions. ❖ Capacity building of Rwanda Civil Society Platform (RCSP) ensures its capacity to continuously support and guide CSOs. ❖ A digital platform was established, featuring free resources and tools to facilitate continuous capacity building of CSOs. ❖ RCSP is spearheading the systematic rollout and coordination efforts, ensuring a strategic and impactful engagement with the growing community of registered CSOs on the <i>e-ihuriro</i> portal. ❖ Overall, the system of handover to local authorities when programs ended was instrumental in building sustainable structures.
DDAG	<ul style="list-style-type: none"> ❖ Ownership by stakeholders which was done through promotion of citizen-centered interventions. There was a system of handover to local authorities when programs end.

	<ul style="list-style-type: none"> ❖ Women wing is being built/established at various political parties. There are internal training sessions and trainers of trainees (ToT) sessions are being conducted to ensure each political party will conduct internal training using approved materials and training guidelines. ❖ Most interventions were implemented within existing structures and mandate of partner institutions, which guarantees continuation of some activities to be funded from national budgets and other sources. ❖ The community participation approach used by MINALOC ensures ownership by the community, youth volunteers, etc. Also the handover of interventions from MINALOC to the local leadership ensures their continuation. ❖ Media Financial development Cooperative formulated will provide credit to media associations, media houses and media practitioners which will partly address the financial constraints associated with capacity building and related interventions. ❖ Capacity building of the media practitioners / media houses has also set the basis for enhanced sustainability beyond the project timeline
A2J	<ul style="list-style-type: none"> ❖ Social reintegration initiatives including healing spaces in correctional facilities have attracted attention of the civil society to continue supporting in the same. ❖ The criminal justice and the alternative dispute resolution policy will continue to guide the implementation of various interventions meant to prevent crime and enhance access to justice for all. ❖ For the integrated electronic case management system (IECMS), trainers of trainees (ToT) sessions were conducted at the district level and public awareness done through several channels including YouTube to guide the public on how to use the system. At MINIJUST, an IECMS project management team was created to continuously upgrade the system and enhance software and skills for its effective operation. ❖ The national reconciliation barometer was adopted by policy as a routine process that will be undertaken every five years. ❖ Cooperatives and saving groups created through livelihood support interventions will further enhance social cohesion. ❖ The four studies undertaken by NURC and MINUBUMWE yielded recommendations, some of which were integrated into ministry plans. ❖ Some partner institutions are already considering seeking funding through national budget allocations by the ministry of finance and economic planning (MINECOFIN).

5.5. Impact

The impact of the governance portfolio is gauged through its contributions towards the promotion of good governance including overall service delivery, peace and security, accountability, gender equality and women empowerment (economically, socially and politically) and civil society engagement in development and democratic processes. Table 13 summarizes the key indicators of impact of the governance portfolio disaggregated by four of its main programs.

Table 13: Impact of the governance portfolio through its key flagship programs

Program	Level of impact or benefits		
	Individual beneficiaries	Institutional	National
GES	<ul style="list-style-type: none"> ❖ Improved working environment for female workers, which also led to peace and harmony at the family level. ❖ Related to the above, there was an improvement in performance and increase in productivity of some workers due to an enabling environment provided. For example, according to GMO, one tea picker increased the quantity of tea picked in a day from 10 to 50 kilograms when she was allowed 	<ul style="list-style-type: none"> ❖ GMO gained an upper hand in fulfilling its mandate of monitoring gender equality in the country. The GES program was helpful in enabling GMO to penetrate the private sector which had been difficult to regulate and monitor regarding promotion of gender equality. Due to the improved reputation of GMO, private companies increased their participation in other activities related to 	<ul style="list-style-type: none"> ❖ Development of a gender mainstreaming strategy for the private sector and institutionalization of gender equality in standards and standard development processes by RSB will continue to foster accountability for gender equality in the private sector. This directly contributes to the realization of gender equality and women empowerment, one of the cross-cutting issues of NST1.

	<p>to bring her baby along at the work place.</p> <ul style="list-style-type: none"> ❖ Some female employees in private companies were promoted to decision-making positions following awareness raising and advocacy by GMO and other partner institutions. 	<p>gender equality besides the GES program.</p> <ul style="list-style-type: none"> ❖ An entrepreneurship desk established under the specialized cluster for women, youth and persons with disabilities at PSF will further guide GMO and PSF to easily monitor the protection and respect of rights of women and other marginalized groups involved in business. 	<ul style="list-style-type: none"> ❖ Gender mainstreaming in the financial sector was another important milestone in promoting gender equality and empowerment of women through promotion of gender-sensitive and gender-inclusive financial services.
CSO	<ul style="list-style-type: none"> ❖ Livelihood support interventions helped people to graduate from poverty and increase their incomes. Jobs were also created from the support rendered to CSO, both in terms of employment (e.g. construction of water sources) and self-employment (e.g. youth with disabilities empowered through training in tailoring and other income-generating activities). 	<ul style="list-style-type: none"> ❖ The financial and technical capacity of CSOs was strengthened to not only implement meaningful interventions for their beneficiaries but also proactively and effectively participate in development and democratic processes at local and national levels. ❖ CSOs reported a 42% increase in knowledge and skills due to various capacity building initiatives. ❖ The e-ihuriro platform has enabled RCSP to maintain a platform of registered CSOs, which in turn have also benefitted from networking and partnerships for effective programming. 	<ul style="list-style-type: none"> ❖ Through livelihood support activities, social cohesion was enhanced especially as saving groups and cooperatives came together to save and implement activities. ❖ Increased participation of CSOs in development and democratic processes as envisioned under the transformational governance pillar of NST1. The capacity of CSOs was also strengthened, which improved the overall coordination of CSO work and enhanced their contribution towards national development priorities. ❖ Contribution to evidence-based policy, for example, an assessment on land transactions informed the revision of land transfer fees and allowing private notaries to handle land transactions, making them cheaper and faster.
DDAG	<ul style="list-style-type: none"> ❖ Technical skills gained by journalists who trained and certified under the DDAG program. ❖ Women got to know their rights and also understood political and electoral processes as well as their political potential. This is reflected in the increased number of female candidates. According to NFPO, women currently constitute 29.6% of district mayors, 77.8% of vice mayors in charge of social affairs, and 29.6% of vice mayors in charge of economic affairs, according to records from and discussions with NFPO. ❖ According to NFPO, women learned to convince their male partners to allow them to participate in political processes and decision making. The peer learning sessions between prominent female decision makers and young girls helped the latter to realize their potential and participate in political processes, emulating their role models. ❖ Livelihood support programs helped some beneficiaries to get jobs while others started their own businesses. In total, jobs were created for 4,219 people, including 3,064 individuals and 1,155 cooperative members. Additionally, a total of 1,847 households in eight poorest districts received livestock. These two interventions positively transformed the socio-economic wellbeing of beneficiaries, some of which graduated from poverty. 	<ul style="list-style-type: none"> ❖ RGB was able to fulfil its mandate of influencing service deliver. In the health sector, assessments and advocacy led to streamlining of public health insurance (Mutuelle de Sante) by allowing users to access healthcare services immediately after sign-up rather than wait for 3 months; allowing family members living alone to register separately; and allowing access to healthcare using national IDs rather than wait for insurance cards to be issued. Another example is an assessment that led to the elimination of land transfer fees. This, coupled with digitization of land services and allowing private notaries to handle land transfers quicken land transactions. ❖ Capacity of media bodies (ARFEM, ARJ and RMC) was strengthened to implement their mandates. For example, RMC was strengthened to accredit media practitioners, a role the institution eventually took over from RGB. ❖ Enhanced research capacity at RGB, reflected in a comment by the respondent that, <i>“The DDAG contributed a lot in providing skills to our staff to move away from using consultants to doing research and other assessments ourselves. The quality of research outputs and assessments also improved.”</i> Regarding dissemination, local government entities increased their willingness to participate and provide constructive feedback on assessments. 	<ul style="list-style-type: none"> ❖ Generation of evidence on NST1 indicators through the citizen report card (CRC), Rwanda Governance Scorecard (RGS) and other assessments. ❖ Increased professionalization of media houses and practitioners through training, which led to production of news articles that inform the government and public about development and democratic issues in a professional way. ❖ Promoting women in politics helped raise their participation and increase the share of women in elective positions, directly contributing to the national target of 30% decision-making positions slated for women. According to NFPO, women currently constitute 29.6% of district mayors, 77.8% of vice mayors in charge of social affairs, and 29.6% of vice mayors in charge of economic affairs, according to records from and discussions with NFPO. ❖ Community capacity building and coaching incited the citizens to participate in national development programs.

		<ul style="list-style-type: none"> ❖ Political parties managed to establish women wings which helped them to effectively mobilize women to participate in political and electoral processes. Ultimately, this increased the representation of various political parties at the provincial level. ❖ Following the national strategy for local government capacity building, MINALOC changed from generic to systematic or targeted capacity building interventions following comprehensive needs assessments, channeling resources where they are mostly needed. 	
A2J	<ul style="list-style-type: none"> ❖ Legal aid (pro-bono) services provided by RBA eased financial constraint of accessing justice (about 500 USD per case) to more than 2623 vulnerable people including poor inmates, persons with disabilities, GBV victims and refugees and led to 260 acquittals, 262 reduced sentences and 937 closed cases. ❖ Community dialogues and training of genocide victims, perpetrators and their family members helped in quick reintegration of perpetrators after sentence completion. ❖ Community dialogues (for reconciliation) and livelihood support initiatives helped reduce trauma among victims and empowered them to live meaningful lives. Some family members of genocide victims got closure and relief after recovering bodies of their loved ones. Perpetrators who were forgiven were relieved of the reparation burden. ❖ The IECMS and e-courts enabled perpetrators to receive faster sentencing and also read their cases online in preparation for scheduled court hearings. Users of the IECMS and e-courts were capacitated to effectively use the new systems. ❖ Livelihood support to former street children who used to be convicts helped them to leave criminal acts and live normal lives of law-abiding citizens. Cooperatives of former convicts were formed and members actively collaborate with police in crime prevention and reporting. ❖ The call center at RIB helped victims of GBV to report cases and receive support and justice. ❖ The A2J contributed substantially towards the protection and observation of human rights including, among others, implementation of 95% of UPR recommendations. Supported recommendations related to: Legal and general framework of implementation, universal and cross-cutting issues, civil and political rights, economic, social, and cultural rights, women's rights, and 	<ul style="list-style-type: none"> ❖ Timely delivery of justice and reduced cost and security risk of transporting inmates to courts by RCS. Transport cost reduced by 53% whereas more than 2000 cases has been heard using virtual courts. ❖ Community policing interventions have increased public trust and helped security organs like RNP and RIB to smoothly fulfil their mandate by quickly receiving cases from the communities and acting in a timely manner. The annual reporting of cases increased to 50% in 2022. ❖ The Disability Inclusion Strategy, gender mainstreaming strategy for the justice sector and JLOS strategic plan (2017/18-2023/24) are crucial guides to NCPD, GMO, MINIJUST and partners in promoting access to justice for all, including women and persons with disabilities. ❖ The updated national reconciliation barometer provided tangible measures for MINUBUMWE and NURC to show to the public the status of reconciliation. Research and assessments conducted greatly helped in promoting evidence-based decision making related to reconciliation. ❖ Strengthened capacities of partners like PFR in community outreach to engage a wide range of inmates, victims and community members in executing the institutional mandate of promoting reconciliation, harmony and social cohesion. Also strengthened capacity of NURC and MINUBUMWE to promote evidence-based initiatives related to social cohesion and reconciliation which was made possible through research/assessments conducted. ❖ At institutional level, the capacity of justice sector personnel (RIB, judiciary, NPPA, MINIJUST, RCS, Military Courts, bailiffs, etc. have been strengthened to use IECMS. 	<ul style="list-style-type: none"> ❖ Enhanced access and improved transparency of the justice sector (part of the improvement was due to IECMS). According to the 10th edition of the Rwanda Governance Scorecard conducted in 2023, citizen satisfaction with access to justice was estimated at 85.8%, having increased from 71.7% in 2019. ❖ Enhanced protection of human rights; the third UPR state report was submitted in 2020 and published in January 2021; through awareness raising and a participatory approach, 95% of recommendations have been implemented so far. ❖ The Criminal Justice Policy and Alternative Dispute Resolution Policy have great potential to reduce backlog cases and quicken access to justice for all. ❖ Increased satisfaction with rule of law and access to justice. A2J contributed to NSTI achievement by promoting safety and security, rule of law, accountability and fight against corruption, human rights promotion and reconciliation. ❖ The IECMS and e-court systems reduced corruption due to limited interaction between family members and judicial officials. ❖ Reduction in grievances among the public due to the reconciliation and alternative dispute resolution mechanisms. ❖ Reduced cases of domestic violence due to swift reporting of cases through the call center at RIB. ❖ Through the support to RNP, women police officers have been supported through capacity building to prepare them for participation in peace support mission. ❖ A2J supported the JRLOS Leadership retreats to review the work of the JRLOS and make strategic recommendations to advance the rule of law and human rights. ❖ Enhanced protection and observation of human rights; the level of implementation of UPR recommendations increased from 68% in 2017 to 95% in 2023 (152 recommendations were implemented by 2020, out of the 160 received by 2015).

Success story: Transformation of livelihoods for members of ANECO Cooperative in Gisagara district under DDAG

One example of success stories created through MINALOC under the DDAG program was the support rendered to Ambara Neza Cooperative (ANECO), a cooperative of 36 young women and 16 young men involved in the production of footwear and clothes in Gisagara District. The initiative transformed lives of members, as reported by one female member that, *“My life has changed thanks to this cooperative. I joined this cooperative with nothing on my name but now I have acquired life changing assets. ... we are able to buy essential things, pay for medical insurance and save with Ejo Heza. We also invest in other developmental activities; personally, I have bought two cows and a plot of land and managed to pay 350,000 Rwandan Francs per semester to further my university education.”*

6. ENABLING FACTORS, CHALLENGES AND LESSONS LEARNT

6.1. Enabling factors to the realization of outcomes, objectives and targets

Based on the desk review and stakeholder consultations, several factors were identified as having greatly enabled the realization of planned objectives and targets.

1. Commitment and willingness of partners to implement the various interventions was a key factor in the success of all programs implemented under the governance portfolio. For the GES and CSO programs, the drive to promote gender equality and participation in development and development processes, respectively, ensured buy-in which smoothed implementation of interventions.
2. Strong coordination between UNDP and implementing partners as well as routine meetings of technical and project steering committees for joint planning of activities guaranteed effective delivery. Some partners mentioned the flexibility of UNDP, where emerging issues were often discussed and resolved as quickly as possible. Constant reminders from UNDP to implementing partners about deliverables and their timelines also ensured timely implementation
3. Implementation of programs that were well aligned with the routine mandate of implementing partners ensured success. For example, most interventions under CSO and DDAG programs were part of RGB’s mandate and as such, enormous success was achieved by a small team of in-house staff.
4. Synergy and cooperation of organizations at the national and local levels, especially in mobilizing training participants; community members for reconciliation dialogues (under the A2J program); and other categories of direct beneficiaries. An example is the good collaboration between PFR and RCS which enabled the former to access inmates to organize healing spaces in correctional facilities. For Rwanda National Police, community policing initiatives benefitted from public trust which made it easier for the institution to receive crime reports from the public.
5. Campaigns and awareness-raising sessions created understanding of crime and reporting structures among the public, which enabled security organs to smoothly keep law and order.

6.2. Constraining factors / challenges

1. In the initial stages of the GES program, some private companies – and to some extent, some public institutions – were slow to respond given limited understanding of gender equality principles and rationale, which in turn slowed implementation pace. This was however resolved in later stages as the program built more awareness.
2. According to some implementing partners, budget allocations were quite small compared to the magnitude of planned interventions. In some cases, the initially allocated budget reduced which affected the scope of some interventions, level of outputs and number of beneficiaries.
3. Some civil society organizations under the CSO program were quite weak and special effort had to be devoted to onboarding them, which slowed implementation of some interventions.
4. COVID-19 affected interventions that had relied on physical interactions. For example, some outreach programs in schools and communities by RNP, community dialogues and visits to correctional facilities by PFR, training sessions for various programs, among others, had to be either postponed or done virtually with less-than-intended levels of interactions and participation. Another difficulty associated with virtual training is the low digital literacy levels of some participants, which adversely impacted their learning outcomes from virtual training sessions. At the level of program monitoring, the pandemic jeopardized joint field visits, including completing halting the visits in 2020 while only one out of the targeted three visits was conducted in 2021.
5. Procurement-related issues delayed implementation of activities like construction of e-court rooms at correctional facilities (some bidders who won tender failed to deliver due to lack of funds); purchase and installation of ICT equipment for the integrated electronic case management system; hiring of consultants to conduct studies on reconciliation under NURC and, later on, MINUBUMWE; among others.
6. For some institutions which follow fiscal year in planning and budgeting (July-June), the fact that the donor – UNDP – followed calendar year (January-December) was quite challenging as there was often uncertainty around when the funds would be received for implementation of activities.
7. Interventions related to social re-integration faced challenges of limited livelihood activities which were critically needed for beneficiaries to harmoniously fit within families and communities. Another challenge is the limited time allocated to community dialogues, considering the reconciliation and healing are long-term processes.
8. For IECMS and e-court system, some justice sector personnel have not yet understood the rationale and hence tend to insist on physical sessions. RCS continues to create awareness to change the mindset, working with justice sector stakeholders.
9. There were some scenarios of missing links. For example, community leaders mobilized/identified target groups but they did not fully participate in the healing dialogues, neither were they well informed about the situation of prisoners.

6.3. Lessons learnt

From the successes and challenges encountered during the implementation of interventions under the governance programs, stakeholders learnt several lessons that would indeed improve effectiveness and impact during future phases of the same or similar programs and projects.

1. The GES program was an eye opener for participating private companies and public institutions to realize that promotion of gender equality does not only entail increasing number of female employees but also empowering them to rise to decision-making positions and creating a conducive working environment for them to deliver effectively.
2. A top-bottom approach to the promotion of gender equality and good governance is quite effective; whenever top leaders in institutions were willing to take action, implementation was successful.
3. For every project, it is always important for stakeholders to educate themselves about and familiarize with the topic/subject matter for effective implementation.
4. The success of any program/project partly lies in effectiveness and strength of coordination mechanism, which the GES, CSO, DDAG and A2J programs relied on for effective delivery. There is further merit in openness and information sharing among participating institutions.
5. Close monitoring and follow-up on beneficiaries are crucial for effective implementation of interventions. For the CSO program, for example, monitoring of beneficiaries by RGB and UNDP helped in successful implementation even in remote areas.
6. Implementation of activities that are within the routine mandate of implementing partners is a key measure of buy-in and effective implementation.
7. The gender-related interventions under GES, DDAG and A2J programs revealed that women are capable of leadership; they only need capacity building to leverage their potential.
8. Training of women politicians is good, but accompanying this with training of their male counterparts as agents of change could yield stronger benefits by changing mindsets.
9. A program that is based on joint identification of issues and how they could be resolved throughout implementation is bound for success.
10. While conducting research and assessments on several development and governance issues is important as a way of generating evidence for informed decisions, effective dissemination of all outputs is always needed for greater policy influence.
11. As mentioned by one respondent, *“In post-war societies, healing and reconciliation is possible where there is willingness, initiatives and commitment. Who would imagine that a genocide perpetrator who willed many people could accept to reveal what they did after many years?”*
12. Time alone cannot help in post-genocide healing if wounds are not psychologically healed. What helped people to feel healed and relieved is embedded in the way society is formed....a symbol of an enabling environment where people come together to discuss helped victims to feel healed and

relieved, leading to restoration of peace and hope. A third party with the willingness to bring parties together was needed to kick-start the reconciliation and healing process.

13. When a project is planned well and implemented well following the plan, the results are obvious.
14. E-court sessions are an alternative to physical court sessions which are no longer a must and yet expensive.
15. It is a good practice to have regular meetings of PSC and jointly agree upon what to do and how to resolve issues.
16. Awareness is the number one tool for crime prevention because as the community knows their rights, their collaboration with security agencies increases (for example, 15 police officers at a station could manage two sectors).
17. Outreach programs are effective in as far as strengthening collaboration between community and security organs is concerned (for example, crime prevention messages passed on to the public during installation of solar for people, community cleanliness programs, building Cell offices or houses for villagers often yielded great crime awareness impact).

7. POSITIONING OF UNDP/TGU – PESTEL AND SWOT ANALYSIS

This section assesses the positioning of UNDP in general and/or the Transformational Governance Unit (TGU) in particular, regarding internal and external factors that might directly or indirectly influence the work of UNDP and/or TGU, either positively and negatively. These factors are summarized into two analytical frameworks; PESTEL and SWOT analysis.

7.1. PESTEL analysis

PESTEL analysis assesses the political, economic, social, technological, environmental and legal factors that could have an influence on how UNDP and TGU operate in Rwanda. Each component of the PESTEL framework is described as follows:

Political factors: These are factors related to the political/policy landscape in which the organization works, including government policies and laws, political stability and other political/policy dynamics that could impact nature, scope and approach to work of the organization.

Economic factors: These are factors related to economic stability as reflected in trends of macroeconomic and financial variables such as GDP, inflation, interest rates, among others, that could affect the organization's operations in the country.

Social factors: These are factors related to demographic, cultural and other social aspects of the country in which an organization operates, where analysis focuses on understanding how ready the organization is to face, leverage or cope with these dynamics for its continued existence and performance.

Technological factors: These factors relate to changes and dynamics in technology and how ready the organization is to adjust to the changes for sustained performance.

Environmental factors: These factors relate to the state of natural disasters, climate change, extreme weather events and other environmental dynamics, where emphasis is on assessing the potential risks and opportunities they present to the organization. Environmental standards and regulations at the local, national, regional and international levels and how they could affect the organization’s survival and performance are also part of the assessment.

Legal factors: These factors concern tax systems and various regulations governing labor, intellectual property, licensing procedures and requirements, among other legal considerations which could either favor or disfavor certain aspects of the organization’s operations in the country of engagement.

Based on the above description of the PESTEL components, Table 14 highlights the key aspects of UNDP/TGU positioning in the Rwandan market.

Table 14: PESTEL analysis for UNDP/Transformational Governance in Rwanda

<p style="text-align: center;">Political factors</p> <ul style="list-style-type: none"> ❖ Political stability ensures continuity of UNDP/TGU work. ❖ UNDP is often part of policy development and well-integrated in the into political and policy processes at the local and national levels. 	<p style="text-align: center;">Economic factors</p> <ul style="list-style-type: none"> ❖ Economic stability with annual GDP growth rates averaging 8% over the past 20 years. ❖ For TGU, governance continues to be a big part of national development where technical and financial support is needed; UNDP is a key partner.
<p style="text-align: center;">Social factors</p> <ul style="list-style-type: none"> ❖ Increasingly awareness among stakeholders and the general public regarding gender equality, good governance and other areas supported by UNDP/TGU; willingness to participate in promoting the same. ❖ Growing need for civil society private sector involvement in development and democratic processes, UNDP continues to be a crucial partner. ❖ Public trust in security and justice institutions guarantees their continued participation in related TGU programs and interventions. ❖ Post-genocide society with strong public commitment to conflict resolution and reconciliation requires a sustainable partner like UNDP to continuously support the process. ❖ Demographic dividend with over 50% of the population below 20 years of age gives an opportunity for engagement of youth volunteers in development and democratic processes. 	<p style="text-align: center;">Technological factors</p> <ul style="list-style-type: none"> ❖ Technology is evolving rapidly in Rwanda, partly guided by the country’s aspiration to become a knowledge-based economy (Priority Area 3 of NST1). ❖ UNDP is a dynamic partner not only supporting but also adjusting to the changing technological landscape, with an innovation unit to leverage emerging technologies, complementing government efforts. Examples relevant to TGU include adjustment and support to integrated electronic case management system (IECMS) and e-courts for the justice sector. ❖ Virtual meeting and teleworking options have been utilized by UNDP especially during and after COVID-19 to ensure continued implementation of interventions including training sessions. This proves readiness of the organization to face sudden and unprecedented changes in technologies for continued effective service delivery.
<p style="text-align: center;">Environmental factors</p> <ul style="list-style-type: none"> ❖ Rwanda is committed to environmental protection and climate change adaptation and mitigation, to which UNDP continues to be a respected partner especially under the NDP promise initiative. With growing demand for support in this sphere, UNDP has been and continues to be a reliable partner supporting state and non-state institutions. ❖ Of recent, UNDP provided drones to support RIB in investigation environmental related crimes. More support still needed by RIB and RNP to continue the work. 	<p style="text-align: center;">Legal factors</p> <ul style="list-style-type: none"> ❖ As a Un agency, UNDP operations are tax-exempted. This cushions the organization from adverse impacts of any uncertainties in the tax space. ❖ Being part of the global agenda supporting the development of environmental, labor and other regulations, UNDP gets first-hand knowledge on what it takes to comply with these.

7.2. SWOT analysis

SWOT analysis evaluates the positioning of an organization such as UNDP or a department such as TGU in terms of internal strengths and weaknesses as well as external opportunities and threats that influence effective performance. The components of the SWOT analysis are described as follows:

Strengths: These are internal attributes along which an organization has competitive advantage over others and to deliver upon its mandate effectively. Examples include availability of in-house technical and financial capabilities, human resources, unique technologies, streamlined procedures, among others.

Weaknesses: These are internal loopholes upon which the organization has to improve if it is to perform effectively. They could range from technical and financial capacity gaps to staffing constraints and high employee turnover rates, obsolete technologies, and inability to cope with technological advances.

Opportunities: These are advantageous factors that are external to the organization but could be leveraged on to increase its chance of survival and improve performance. Examples include favorable policies and regulations, technological advancements that make work smooth through automation, political and economic stability, vibrant private and civil society sectors willing to participate in programs.

Threats: These are external factors that could adversely affect organizational performance, for example new unfavorable policies, sudden changes in existing policies, political instability and unrest, emergency of competitors, among others.

Based on the above description of the SWOT components, Table 15 highlights the key aspects of UNDP/TGU positioning in the Rwandan market.

Table 15: SWOT analysis for UNDP/Transformational Governance in Rwanda

<p style="text-align: center;"><u>Strengths</u></p> <ul style="list-style-type: none"> ❖ Streamlined procedures and strategic planning guided by the UNDP Country Programme Document, UNSDCF and other documents that ensure programming aligned with national priorities. ❖ Networking capabilities penetrating all levels of government across economic, social and political/governance sectors. ❖ Technical capacities of staff; professionalism, ensuring high reputation among state and non-state actors. ❖ Global presence and a global network of experts and community of practices. 	<p style="text-align: center;"><u>Weaknesses</u></p> <ul style="list-style-type: none"> ❖ Staffing constraints which leads to relying on staff of implementing partners to handle project activities alongside their routine mandate, which sometimes compromises scope and speed of implementation, monitoring and reporting on interventions. ❖ Dissemination mechanisms that are not commensurate with the scope of good works done by the organization.
<p style="text-align: center;"><u>Opportunities</u></p> <ul style="list-style-type: none"> ❖ A very proactive government committed to delivery upon sustainable and inclusive development, seeking partnership with development partners to advance evidence-based policies, budgets and programs. ❖ Tax-exempt status saves UNDP on operational expenses which non-UN organizations have to face. 	<p style="text-align: center;"><u>Threats</u></p> <ul style="list-style-type: none"> ❖ Other development partners willing to support in similar areas of intervention might pose a risk of duplication and/or potential competition.

<ul style="list-style-type: none"> ❖ Demographic dynamics with over 50% of the population below 20 years of age, presenting an opportunity for UNDP to implement youth-centered programs and draw on youth volunteers to implement several programs at the local, sectoral and national levels. ❖ Post-genocide society with public willingness to participate in reconciliation and security processes for long-lasting peace, which guarantees buy-in and success of UNDP programs, particularly under TGU. ❖ Artificial intelligence (AI) and other emerging technologies that can improve work efficiency. 	<ul style="list-style-type: none"> ❖ Resource mobilization issues, as many donors consider governance to have reached a relatively good performance rate and hence focus attention to more pressing priorities.
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8. CONCLUSIONS AND RECOMMENDATIONS

8.1. Conclusions

Transformational governance is one of the three pillars of the National Strategy for Transformation (NST1, 2017-2024). The seven-year government program indeed emphasizes the rule of law, security of persons and their property, access to justice, fight against corruption and the promotion of gender equality and women empowerment as a cross-cutting issue. Through the governance portfolio housed at the Transformational Governance Unit (TGU), UNDP supported various governmental and non-governmental institutions to implement various interventions related to gender equality, good governance and effective service deliver. Although several programs and short-term projects were implemented, the main programs were the GES, CSO, DDAG and A2J programs which were implemented between 2018 and 2023, with some activities extended until June 2024 to align with the extended UNSDCF and with the end of the Government programme. Interventions ranged from capacity building for individual and institutional beneficiaries regarding gender equality and gender mainstreaming, community policing, promotion of social cohesion and reconciliation, usage of the integrated electronic case management system (IECMS) and e-courts systems, political representation and participation, leadership, reporting on and participation in development and democratic processes, among others.

Besides training, several policies were enacted while implementation of existing ones was strengthened under the various programs; social cohesion, reconciliation and crime prevention committees were established to facilitate crime detection, reporting and reconciliation dialogues in communities and correctional facilities; private companies were supported to establish measures to promote conducive working environments for female employees; several studies and assessments on service delivery were undertaken; civil society organizations received financial and technical support to better engage in development and democratic processes; among other interventions. The governance programs indeed created benefits and (potential) impact at the individual, institutional and national levels. At the individual level, direct beneficiaries were helped to develop their careers (especially women under GES and women leaders/politicians under A2J and DDAG program); victims of GBV, poor inmates, refugees and persons with disabilities got justice during free legal aid initiatives; former convicts and inmates were helped to reintegrate into families and communities; among others. At the institutional level, the programs helped participating institutions to fulfil their mandate by mobilizing the public, monitoring progress, providing policy frameworks to guide in implementation of gender equality and governance principles; among

others. At the national level, the policies enacted and implemented guided in implementation of measures related to access to justice, gender equality and women empowerment, women political representation and good service delivery. The evidence generated from various studies and assessments also helped to gauge citizen satisfaction with service delivery and provided reliable data on certain indicators of NST1.

8.2. Recommendations

Based on the findings of the evaluation, and reflecting the views of the various stakeholders that were consulted during the evaluation exercise, the following recommendations are provided to improve the design and implementation of future phases of the programs implemented under the governance portfolio.

1. **Scale up interventions to reach more beneficiaries:** The stakeholders who were consulted expressed their appreciation of the governance interventions and recommended these to be scaled up to reach more beneficiaries. Examples include onboarding more private companies under the GES program; reaching out to more correctional facilities under the A2J program; identifying more civil society organizations that need urgent technical and financial support under the A2J program; inclusion of community leaders in training sessions to take an active role in psychological healing of inmates; more trainings and field visits (for peer learning) for aspiring women leaders at lower levels of administration under the DDAG program; education of more youth about values and crime prevention; expansion of alternative dispute resolution centers countrywide for the public to learn how to resolve conflicts without going to court; among others.

Some stakeholders expressed a need for further technical support to implementing institutions and their partners, for example to understand the concept and rationale of gender equality and gender mainstreaming. Others suggested identification of best performers to share their lessons with and/or train other institutions still struggling with implementing gender equality principles. Some stakeholders see merit in creating long-lasting impact if former convicts are supported with income-generating activities for better re-integration and acceptance into their families and communities in addition to forgiveness and reconciliation. To maximize reach and impact of interventions, some stakeholders recommended more awareness to be done among staff of security agencies to advise the population about alternative dispute resolution mechanisms rather than resorting to court. The general masses also need more awareness campaigns to understand amicable conflict resolution measures.

2. **Strengthen the implementation of established legal and policy frameworks for sustainability:** Several policy and regulatory frameworks were established, including but not limited to the disability inclusion policy, gender mainstreaming strategy for the private sector, alternative dispute resolution policy, criminal justice policy, disability mainstreaming strategy for the justice sector, gender mainstreaming in standards and standard development processes, among others.

Stakeholders called for capacity building and other proactive measures to ensure effective and continuous implementation of these frameworks for sustainability. Some stakeholders suggested balancing between number of beneficiaries supported and sustainability of tangible impact created for beneficiaries.

3. **Allocate for time for some critical interventions that take long to deliver lasting impact:** While stakeholders understand the time-bound nature of the various programs implemented under the governance portfolio, some expressed need to devote more time to certain interventions such as preparation of civil society organizations; counselling of genocide victims to ease trauma prior to reconciliation sessions/dialogues at the community level; establishment of gender equality structure within private companies; among others.
4. **More effort needed in generation of evidence on some interventions:** The generation of evidence to inform program design, monitor progress and understand the impact of interventions was deemed necessary by some stakeholders during consultations. Examples include the need to generate gender-disaggregated data on several indicators related to the GES program; an impact assessment and feedback gathering for interventions such as integrated electronic case management system; among others. Additionally, more research and evidence ought to go along with more dissemination for effective usage and implementation of findings and recommendations.
5. **Improve M&E frameworks to better align design and reporting of indicators:** There is need to streamline reporting to ensure all indicators are reported on exactly the way they were set in the M&E frameworks at program/project design stage. For example, indicators 1.2 of the A2J program mentions number of legal aid cases for vulnerable groups, disaggregated by gender. However, specific targets set for the indicator don't mention separate targets for women and men in each vulnerable group. Secondly, reporting in periodic reports from implementing partners as well as M&E frameworks of the Country Programme Document (CPD) mention vulnerable people without mentioning male and female beneficiaries. Some stakeholders expressed the need to improve communication with implementing partners and other stakeholders as they believe that good communication is crucial for the effective implementation of programs, as it ensures buy-in by stakeholders. There is need for UNDP to improve the communication mechanisms with various institutions, including dissemination of work done.

8.3. Highlight of potential interventions for the next/future portfolio phase

1. Continuous capacity building and upgrading of the IECMS to reflect changing environment
2. Education of the youth about values as a way of preventing different types of crimes.
3. Economic empowerment through livelihood support programs to provide synergies with social healing and reconciliation initiatives
4. Training of community leaders to play an active role in psychological healing of the general population.
5. Scaling up e-court systems to more correctional facilities, building on realized benefits.
6. Augment call center at RIB to include caller location detection capabilities and crime detection technology such as facial identification.
7. Capacitate security organs to handle crimes like human trafficking and cope with crime dynamics amidst ever-changing technology.
8. Targeted capacity building for men, especially male partners of women leaders for mindset change to allow and support women's involvement in leadership roles.
9. Research and assessments for evidence-based programming including an assessment of home-grown solutions; showcasing benefits accruing to private companies which promote gender equality to induce others to do so; assessment on the impact of the IECMS; etc.
10. Production of training modules on gender equality and other governance-related topics.
11. Programs to strengthen gender equality mainstreaming in the public and private sector.
12. Capacity building programs for women (potential) leaders at the grassroot / lower levels of administration.
13. Cross-cutting and interdisciplinary programs e.g. assessment on climate vulnerability and related interventions to promote resilience of vulnerable groups; capacity building for institutions involved in environmental protection, climate action and NDC implementation; leveraging the role of diaspora in promoting good governance and service delivery; etc.
14. Promotion or strengthening of community-based healing programs, given that several assessments and researches have the persistence of trauma among several categories of the population.
15. Regular research to track the progress in reconciliation and resilience.

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ANNEXES

Annex 1: List of guiding questions for KIIs with implementing partners

Nate of institution.....Respondent’s name & position.....Email.....Phone number.....

Evaluation criterion #1: Relevance	
Q1	What were the key prevailing challenges/issues that motivated the [PROGRAM]?
Q2	How does the [PROGRAM] align with the national development plan and/or aspirations of your institution as per its mandate?
Evaluation criterion #2: Effectiveness	
Q3	In your own opinion, to what extent was the [PROGRAM] successful in implementing the planned interventions?
Q4	What were the key factors that enabled the realization of project objectives and achievement of planned outputs?
Q5	Highlight the main challenges to project implementation and how these were mitigated
Q6	Which particular intervention or activity had critical difficulties achieving the intended outcomes?
Q7	Please highlight any loopholes in the design and/or implementation of the [PROGRAM]
Q7	How effective were the coordination and stakeholder engagement mechanisms during project implementation?
Q8	What key lessons have been learnt throughout the project’s implementation (based on success and/or failure scenarios)
Q9	If the [PROGRAM] were to be extended, what key issues would you suggest to be prioritized during the next phase?
Q10	What recommendations would you make to improve the design and implementation of future phases of [PROGRAM]?
Evaluation criterion #3: Efficiency	
Q11	How did the activities implemented by and/or under your institution consider value for money compared to alternative approaches?
Q12	Please highlight some instances where spending on activities differed substantially from the planned budget. Was justification given and approval secured from the project steering committee (PSC)?
Evaluation criterion #4: Sustainability	
Q13	What measures have been put in place to ensure the sustainability of benefits created by the [PROGRAM] after its completion?
Evaluation criterion #5: Impact	
Q14	In what ways has the [PROGRAM] enhanced individual and/or institutional capacities to deliver upon mandate?
Q15	How have the interventions under the [PROGRAM] impacted direct beneficiaries and in which ways have their lives changed?
Q16	What is the overall impact of the [PROGRAM] to national development agenda which is directly attributable to the program?

Annex 2: List of stakeholders consulted for the governance portfolio evaluation

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