

THE JOINT PROGRAMME “ADVANCING AND SUSTAINING GENDER EQUALITY GAINS IN RWANDA”

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ABBREVIATIONS AND ACRONYMS

ASRH	Adolescent Sexual Reproductive Health
AU	African Union
AWP	Annual Work Plan
BDF	Business Development Fund
CBE	College of Business and Economics
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organisation/s
DAC	Development Assistance Committee
DC	District Council
EDPRS II	Economic Development and Poverty Reduction Strategy 2013 - 2018
ERG	Evaluation Reference Group
FFRP	Rwanda Women Parliamentary Forum
FGD	Focus Group Discussion /s
GBS	Gender Budget Statement
GBV	Gender-based Violence
GE	Gender Equality
GEPMI	Gender Economic Policy Management Initiative
GEWE	Gender Equality and Women's Empowerment
GLF	Girls Leaders Forum
GMAC	Gender is My Agenda Campaign
GMIS	Gender Management Information System
GMO	Gender Monitoring Office
GoR	Government of Rwanda
GRB	Gender Responsive Budgeting
HLI	Higher Learning Institution/s
HRBA	Human Rights Based Approach
ICT	Information and Communication Technology
IEC	Information Education and Communication
IOSC	Isange One Stop Centre
IP	Implementing Partner
JP	Joint Programme
KICD	Kigali International Conference Declaration
KII	Key informant interview/s
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MIGEPROF	Ministry of Gender and Family Promotion
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MP	Member of Parliament
NEP	National Employment Programme
NFNV	New Faces New Voices
NGM	National Gender Machinery (Rwanda)
NGO	Non-governmental Organisation/s
NISR	National Institute of Statistics, Rwanda
NST	National Strategy for Transformation
NWC	National Women's Council
OECD	Organisation for Economic Co-operation and Development
PSF	Private Sector Federation
PSO	Private Sector Organization
RBM	Results Based Management
RWF	Rwandan Francs
SC	Steering Committee
SDG	Sustainable Development Goal/s
SGBV	Sexual and Gender Based Violence
SIDA	Swedish International Development Cooperation Agency
SN	Strategic Note [UN Women]
STEM	Science Technology Engineering and Mathematics
ToC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCT	United Nations Country Team
UNDAP	United Nations Development Assistance Plan

UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UR	University of Rwanda
USD	United States Dollars
VAWG	Violence against women and girls
WE	Women's Empowerment

EXECUTIVE SUMMARY

Background

The Government of Rwanda (GoR) recognizes the centrality of mainstreaming gender equality and women's empowerment (GEWE) in national development, employment creation, and promoting sustainable development. The GoR has created an enabling environment to promote GEWE at all levels. In 2003, Rwanda adopted one of the world's most progressive Constitutions, revised in 2015, in terms of its commitment to equal rights for all, gender equality and women's representation in decision-making organs. In 2010, the country also adopted the National Gender Policy. The GoR has also established a relevant National Gender Machinery (NGM) namely, the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC), and the Rwanda Women Parliamentary Forum (FFRP), with specific mandates.

In spite of the conducive environment and commendable progress made by 2013, achievement of GEWE in Rwanda still faced several challenges. Some key challenges included persistent poverty among mainly female-headed households, limited access to economic opportunities and resources for many women, high rate of gender-based violence, uneven participation of women in leadership and decision-making mostly at decentralized levels, barriers in enforcement of laws pertaining to gender equality and Rwanda remains a patriarchal society. More still, institutionalization of accountability for gender equality results had not yet been fully achieved and there was limited capacity to effectively utilize sex-disaggregated data in engendering plans, programmes and budgets. Also, there was need to strengthen coordination of gender equality promotion interventions and actors at that time. In light of these critical gaps and more, the Joint Programme "**Advancing and Sustaining Gender Equality Gains in Rwanda**" was developed and launched in 2013.

While the joint programme was initially conceived for two years from 2013 to 2015, the programme was eventually implemented over a five-year timeframe in line with EDPRS II and the United Nations Development Assistance Plan (UNDAP) from October 2013 to June 2018. In fact, the project duration was first extended until December 2016 on a no-cost basis to allow completion of activities and further extended till 2018 on a cost basis to allow project stakeholders to expand the project's outreach and strategic outcomes

The Joint Programme got a sole funding of USD 6,818,401 by the Government of Sweden through the Swedish International Development Cooperation Agency (Sida). The Joint Programme is a One UN Joint Programme with UN Women Rwanda as the lead agency, and UNDP and UNFPA offering technical support. The Programme has four core-implementing partners namely MIGEPROF, GMO, NWC and FFRP (the National Gender Machinery Institutions). The programme also engaged various civil society and private sector organizations during its implementation. The goal of the Joint Programme is to advance gender equality and women's empowerment in Rwanda through four main strategic priorities: i. Institutional strengthening of the National Gender Machinery, ii. Grounding gender equality into policies, programmes and budgets at all levels, iii. Strengthening accountability mechanisms for gender equality across economic sectors and districts, and iv. Increasing access to productive resources for vulnerable women.

Evaluation Objectives and Methodology

The purpose of the forward-looking Final Evaluation was both to examine programmatic progress towards the achievement of project results and to generate recommendations that support future programming. The evaluation was to contribute to generating substantial evidence on results achieved, as well as identifying lessons learned and best practices to support strategic planning. The evaluation findings and recommendations will be used by UN Women to inform program planning, especially in view of development of the new UN Women Rwanda Strategic Note 2018 - 2023. The evaluation findings will also help duty bearers, particularly the NGM, to effectively position Gender Equality and Women's Empowerment (GEWE) in the new National Strategy for Transformation (NST), the implementation of which is due to start right after completion of this Joint Programme.

The final evaluation was conducted between May 13 to June 30, 2018, guided by the UN Women Evaluation Policy (2012), UN Women Evaluation Handbook (2015), and the UN Evaluation Group (UNEG) Norms and Standards.

The Evaluation Team (one international and two national consultants) used a mixed methodology to answer the evaluation questions. During the evaluation process, the Evaluation Team applied a participatory and consultative approach using both quantitative and qualitative methods. As per the Terms of Reference (ToR), the evaluation assessed the relevance, the effectiveness, efficiency, inclusiveness and sustainability of the Joint Programme, and gave forward-looking recommendations that may be used in future programming and to

document lessons learned, success stories and good practices in order to capitalize on the experiences gained. Triangulation of data from a variety of sources was used to ensure their accuracy, validity and reliability.

The Evaluation Team used the Joint Programme M&E Framework, with articulated key performance indicators (KPIs) and targets, to assess if they were SMART and used them to map-out their achievement based on review of relevant documents, e.g. Annual Review reports, and discussions with key stakeholders. KPIs in the Joint Programme's results matrix are assessed in terms of the extent to which the set targets were achieved as well as the extent to which the intended effects of the result have been realised based on evidence provided and observations made by the evaluators. The five-point rating scale used during the evaluation includes 'Highly satisfactory, Satisfactory, Marginally Satisfactory, Marginally Unsatisfactory and Unsatisfactory'.

Data was collected from various sources using the following methods: a) comprehensive document review, b) Key informants' interviews with programme implementers and key stakeholders, c) Focus Group Discussions with secondary level beneficiaries, and d) On-line Survey. A total of 22 women and 14 men from the UN system, NGM, Government departments and other civil-society implementing partners were consulted and 13 persons from UN women and NGM filled in the online questionnaire. The evaluation ensured consultation of different categories of stakeholders ranging from the duty bearers to the rights-holders including women and cooperatives with members from the most vulnerable socio-economic category.

Findings

1. Relevance:

The Joint Programme design was appropriate and relevant to rights and needs of targeted groups. The outcomes and outputs of the Programmed were clearly stated. The Final Evaluation recognizes that a situation analysis, including capacity assessment of the NGM, was conducted and past lessons learned factored in the Joint Programme design. The Joint Programme reflects a good example of systematic mapping of and alignment to normative gender frameworks at international, regional and national level. The Final Evaluation found that the Programme activities were relevant to the NGM and the institutions' mandates in particular.

The Joint Programme showed adaptive capacity in reshaping its design to respond to emerging issues and needs of mostly vulnerable groups. As a good practice, under the guidance of the Programme National Steering Committee, the Joint Programme Bridge Proposal action plan was formulated by the Programme's Technical Working group and secured support for a bridge period that allowed NGM institutions to expand the Programme's outreach and strategic outcomes, building on lessons learned and recommendations of the Mid Term Review.

The Bridge proposal complemented and enhanced the ongoing NGM programme, building existing synergies and forging new partnerships as required. The NGM and participating UN agencies reinforced synergies with government institutions (NEC, MINECOFIN, districts, RNP) and development partners. In addition, collaboration with new partners such as CSOs (Profemme Twese Hamwe) and INGOs (Plan International), private sector (New Faces New Voices) enabled the Joint Programme broaden its reach to implement interventions that addressed emerging issues in areas especially related to women's economic empowerment and violence against women and girls (VAWG).

The Joint Programme was fully aligned to international and regional normative frameworks for gender equality and women's empowerment. The Joint Programme was clearly aligned to key GoR policies, standards and strategies including Rwanda's Constitution, the National Gender Policy 2010, and Economic Development and Poverty Reduction Strategy II (2013 – 2018) (EDPRS II) and supports the GoR's adherence to international commitments and conventions such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action. Through support provided to the NGM, the Joint Programme has provided the GoR with technical assistance and capacity development that has facilitated GoR strategic positioning and compliance to most global normative frameworks.

UN Women Rwanda was well suited to manage and coordinate the Joint Programme on gender given its mandate, past experiences in gender equality and women's empowerment programming at the national level and lessons learned from the past. UN Women have staff dedicated to support and offer technical assistance to NGM and have a mandate to work directly with these institutions on GEWE. UN Women has a normative advantage and is responsible for providing technical support and making sure that gender is mainstreamed in UNDP and at national, district and sector levels.

2. Effectiveness

Varying degrees of progress were made towards the achievement of results at outcome and outputs levels as per the Joint Programme Results Framework. Assessment of progress is mainly done through a review of achievement of the 32 Key performance indicators of the programme which all fall within the Highly Satisfactory, Satisfactory and Moderately Satisfactory categories. No KPI is assessed as unsatisfactorily achieved.

With regards to **Outcome 1: National Gender Machinery Institutions are well positioned for an effective oversight and coordination of the Implementation of Gender Equality Commitments**, the Joint Programme has posted **Highly Satisfactory performance** where out of the 3 outcome and 9 Output KPIs, 10 (92%) have been achieved satisfactorily including adoption of new gender sensitive laws and policies, development of NGM institutions strategic plans, reporting against international normative frameworks and organization of international events promoting GEWE, among others. Only 1 (8%) KPIs, dealing with monitoring and evaluation of Joint Programme progress through Joint Field visits, and joint field activities, are rated as marginally satisfactory, mainly because they have not been fully achieved by the time of the final evaluation but were still in progress.

With regards to **Outcome 2: i.e. Gender equality dimensions is mainstreamed in policies, strategies and budgets at all levels**, the Joint Programme has achieved **Highly Satisfactory performance** where out of the 3 Outcome and 9 Output KPIs, 8 (68%) out of the 12 KPIs are assessed as highly satisfactory and 4 (32%) KPIs are satisfactory. The highly satisfactory KPIs mainly concern achievements in engendering sector and district development strategies, implementation of GBS, gender assessments across sectors and districts, gender equality awareness creation and knowledge generation. Areas receiving only satisfactory rating are in scaling up technical capacities for gender analysis in planning and implementation in the public sector, gender mainstreaming in the private sector and optimal use of the civil society in gender mainstreaming.

With respect to **Outcome 3: i.e. Women fully benefit from existing and potential empowerment opportunities at all levels**, the Joint Programme has **Satisfactory performance** with 5 out of the 8 KPIs evaluated as Highly Satisfactory, One as Satisfactory and two as Marginally Satisfactory. Although only two indicators are rated as marginally satisfactory, they are indicators at outcome level focused on mainly women's economic empowerment, implying that most of the KPIs achieved in this area have not necessarily resulted in full achievement of outcomes. Notable achievements are made at the output level in terms of leadership capacity building, mentorship and support to economic empowerment through provision of mainly start-up capital to vulnerable women's groups and addressing financial inclusion of women. The limited scale of implementation of mostly women's economic empowerment actions has limited the scale of impact of the programme.

Discussions with various stakeholders indicated that the following factors contributed to the achievement of results: Rwanda's top leadership commitment to gender equality and women's empowerment; readily earmarked and available financial resources; the well designed Joint Programme that was effectively managed and coordinated; engagement with well-established NGM with clear national mandate, and; implementing organization's zeal and commitment to the programme.

The factors that might have constrained the full achievement of Joint Programme results included: Limited funding for programme interventions leading to scaling down and incomplete implementation of some activities; restructuring and revision of staff salaries across Government institutions contributed to the loss of some programme staff that affected availability of the manpower, and loss of knowledge and capacities that had been built within the NGM; limited institutional capacity for gender analysis and use of gender situation analyses restricted implementation of activities meant to address gender inequalities at sector and decentralized levels.

3. Efficiency

The Joint Programme had earmarked funding to the tune of USD 6,818,401 from Sida and disbursed through UN Women Rwanda (the managing agent). Of this amount, the implementation of Bridge proposal 2017-2018 was a total budget of \$US 1,500,000. The disbursement rate of the funds to implementing institution is 98.6%. The NGM institutions received 78% of funds indicating where the core activities for the JP were concentrated. The NGM stakeholders indicated that the disbursement of funds was timely and according to the agreed upon modalities. The Programme has used its financial resources optimally.

The Joint Programme financial, human and technical resources were strategically deployed to achieve results. The Joint Programme employed a total of 14 qualified technical staff to offer various technical support to the

implementing partner NGM institutions. However, available documents and discussions with various stakeholders indicate that retention of these professionals was a challenge. By the time of the evaluation, 6 out of the 14 professionals assigned to the Joint Programme had resigned and all had not been replaced. The remaining staff from NGM institutions identified the gaps in staffing as affecting their workload as they have to combine for example programme reporting with National reporting requirements which many times contributes to delays in reporting observed during implementation of the project.

The Joint Programme had a functional Management Structure, with two organs: The National Steering Committee and The Technical Committee. The responsibilities were well delineated and implemented effectively. The Programme management structure was useful and efficiently supported the programme implementation through technical support, effective coordination and management. Based on the Programme documents and discussions with key stakeholders, the Joint Programme largely meets the three basic components of a Joint Programme or the Delivering as One (DaO) concept, i.e. one programme document, one budgetary framework, and one leader. The two organs, through commitment and technical expertise worked effectively, as articulated in the Programme Document, to provide strategic direction, coordinate, and manage the Programme through regular meetings, consultations, information sharing and synergy building.

4. Sustainability

Aligning the programme to the national policies and programmes and capacity building of the NGM are considered to be sustainability measures. NGM institutions have not only been effectively included in the programme design, implementation, monitoring and reporting, but also had their capacity built and have been sensitized to lead in gender mainstreaming at national level. The Programme document explicitly identifies sustainability measures in the design of the Programme and some key activities have inherently built a good foundation for sustainability.

The Evaluation Team observed that there are some strategic changes brought about by the Joint Program that could have long-term effects on gender mainstreaming and women's empowerment in Rwanda and sustain the gains made as a result of the Joint Programme. These include the following: a) Effective partnership, collaboration, synergy building, sharing and learning from each other; b) Effective knowledge production and setting up of baselines in various sectors (Status of Gender in Rwanda, Gender Management Information System, and c) Adoption of a number of national policies and structural changes. These include changes in coordination structures, sector gender baselines and strategies, gender disaggregated statistics, and institutionalization of Gender Responsive Budgeting (GRB).

Lessons Learned

- Enhancing the capacities of NGM institutions to effectively implement their mandate by providing technical assistance is a good and strategic intervention for addressing gender mainstreaming. Attracting and retaining specialists in gender equality and mainstreaming within NGM could produce more satisfactory results and boost sustainability.
- Leadership and commitment to gender equality and women's empowerment by Government and top leadership of a country and institutions effectively facilitate the implementation and success of gender programmes/projects. It makes various stakeholders to have a common goal and commitment towards promoting gender equality. Lessons for future programming is that leaders in all sectors and at district / community level must be involved, engaged and be held accountable for promoting GEWE.
- Short duration projects and interventions on economic empowerment and mentorship do not provide sufficient opportunities to revisit the vulnerable groups priorities so that the project can respond and learn from experiences on the ground. They also create demands that remain unfulfilled if sufficient and long enough support is not given. However, decentralization of GBS provides opportunity for resource allocation to replication and scaling up of targeted best practices supported by the programme.
- Evidence from the Joint Programme demonstrates the effectiveness and continued need for developing a programme/project results framework with SMART indicators and targets. Joint visits provide an opportunity for a collective monitoring of project's progress but requires careful planning and should be supported by other effective means of monitoring project implementation and results.

- Gender Responsive Budgeting (GRB) and Gender Budget Statements (GBS) constitutes a good entry point to target and plan for supporting and empowering vulnerable groups and financing for GEWE.

Conclusions and Recommendations

Conclusion	Recommendation	Responsible	Priority
<p>Conclusion 1: The institutional capacities of National Gender Machinery for an effective oversight and coordination of the Implementation of Gender Equality Commitments have been strengthened through various capacity building interventions of the Joint Programme on Advancing and Sustaining Gender Equality Gains in Rwanda. With the objective achieved, future focus could be on sustaining the achievement and strengthening the institutional and human capacities of NGOs and the private sector.</p>	<p>1.1 NGM institutions to develop modalities of maintaining and sustaining the achievement realized, in particular attracting and retaining specialists in gender responsive planning, communication and M&E.</p> <p>1.2 Target capacity building of civil society organizations, private sector and institutions of higher learning, e.g. universities, on gender mainstreaming, gender responsive research and policy analysis</p>	UN Women and NGM	<p>Immediately</p> <ul style="list-style-type: none"> - UN Women Strategic Note 2018 - 2023 - In the next phase of programming (UNDAP 2018 -2023, Revised Strategic Plan for NGM institutions).
<p>Conclusion 2: Evidence available indicates that the Joint Programme has contributed significantly to grounding gender equality into policies, programmes and budgets at national and district and sector levels. There is evidence of increased production/legislation of gender responsive policies, laws and budgets. With these documents available, future interventions could focus on their implementation (turning intent into action) and effectively monitoring, recording and disseminating progress being made and their impacts in promoting gender equality at national, district and sector level.</p>	<p>2.1 Develop practical and innovative strategies to increase public awareness of GEWE policies, strategies and programmes, with a special focus on decentralised levels and private sector</p> <p>2.2. Developing a strategy and work plan to effectively implement various policies, strategies and GRB initiatives that have been developed from the JP</p> <p>2.3 Identify relevant partners to work with in implementing the policies and strategies and monitoring accountability at national, district and in all sectors.</p>	One UN and NGM	<ul style="list-style-type: none"> - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 -2023, Revised Strategic Plan for NGM institutions).
<p>Conclusion 3: The Joint Programme has laid a foundation for addressing root causes of gender inequality and gaps – patriarchy and social norms, attitudes and myths and practices that are discriminate against women and girls and other vulnerable groups. Enhancement of knowledge base on gender issues and gaps in various sectors through the Joint Programme</p>	<p>3.1 Identify strategic interventions under programmes such as "HeforShe" and the Men Engage initiatives and support interventions that address the root causes of gender inequality and patriarchy and other social norms hindering gender</p>	NGM and UN Women	<p>Immediately</p> <ul style="list-style-type: none"> - In the new proposal by institutions - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP

Conclusion	Recommendation	Responsible	Priority
provides evidence for decision making and planning to address root causes of gender inequality. However, going forward further systematic, targeted and comprehensive planning and work need to be to address root causes of gender inequality and discrimination against women and vulnerable groups	<p>equality.</p> <p>3.2 Intensify advocacy, public education, and communication by working with media houses, cultural groups and local leaders to address the root causes of gender inequality and changing mind-sets.</p> <p>3.4 Document and disseminate good examples of gender mainstreaming at district and community level, and use the same as platforms for taking the campaign on addressing negative cultural norms and practices, myths and attitudes that promote gender inequality and discrimination against women national-wide.</p>		2018 -2023, Revised Strategic Plan for NGM institutions).
Conclusion 4: The Joint Programme objectives and focus were relevant to national priorities and policies of the GoR and the NGM institutions at the time of its design and remain so today. The Programme was also relevant to international, regional and national normative gender instruments and NGM institutions’ mandates. Building on the achievement and results to promote gender mainstreaming and women’s empowerment across Rwanda remain a priority.	4.1 Building on the lessons learned from The Joint Programme), a new Joint Programme on gender equality and women’s empowerment should be developed in participatory/consultative manner, and various funding modalities and sources agreed upon to support such a programme.	UN Women, NGM, NGOs/CSO and the private sector	<ul style="list-style-type: none"> - In the new proposal by institutions - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 -2023, Revised Strategic Plan for NGM institutions
Conclusion 5: Action focusing on economic empowerment of poor women and young girls is an important strategy to improve households’ quality of life and financial inclusion. However, this requires comprehensive assessment of poor women needs, the right economic empowerment package, and a clear support and monitoring mechanisms for the vulnerable groups. Besides, careful targeting and selection of poor vulnerable women for support is critical.	<p>5.1 Based on lesson learned from economic empowerment (start-up and giving out cows), consider expanding the economic empowerment interventions after a comprehensive assessment of the outcome of the Joint Programme interventions.</p> <p>5.2 Focus more resources and action towards vulnerable teenage mothers and working with local government structures and NGOs in selected poor districts to support them economically.</p>	UN Women and NGM	In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions.

Conclusion	Recommendation	Responsible	Priority
	5.3 Forge stronger ties with entities such as BDF, PSF and the private sector to enhance efforts to provide more effective outcomes for WEE.		
<p>Conclusion 6: The interventions under the Bridge Plan were catalytic in nature and scope, including NGM reinforcing synergies with government institutions (NEC, MINECOFIN, Districts, RNP, SACCOs) and collaboration with new partners CSOs (Profemme Twese Hamwe) and INGOs (Plan International, World Vision and Community Health. Building on the results and lessons learned from such interventions is necessary.</p>	<p>6.1 Support to the catalytic initiatives with CSO and the Private Sector organisations (such as; Mentorship for in- and out-of school girls, enhancing women’s financial inclusion through New Faces New Voices) that were implemented under the Bridge Plan should be extended and given sufficient funding and technical support for at least 2 years.</p> <p>6.2 NGM and identified CSO and INGOs to work in partnership in developing a comprehensive programme to address emerging national issues like teenage pregnancies, youth and social/cultural issues and relationships.</p>	NGM, CSO/NGOs, Private Sector.	<ul style="list-style-type: none"> - 2018 -2023, Revised Strategic Plan for NGM institutions). - UN Women Strategic Note 2018 – 2023
<p>Conclusion 7: As a good practice, the Joint Programme had a M&E framework. But the relevant indicators and targets in some of the outcomes and outputs were not SMART, thus making them difficult to track progress made.</p> <p>Documenting, reporting and dissemination of progress of Joint Programme activities, lessons learned were done in the form of quarterly reports, annual reviews/reports. For future programming, there is need for the development of an M&E framework with SMART indicators. Also, developing a clear plan for knowledge management is priority.</p>	<p>7.1 Develop and agree on national, district and sectors Joint Programme M&E framework and build capacities to effectively operationalize and use the framework at national and district level within the programme.</p> <p>7.2 Facilitating and supporting development of knowledge management strategies at national, district and sector level, researching, documenting, analyzing and utilizing evidence for decision making and programming.</p>	NGM, UN Women, and NGOs/CSOs	<ul style="list-style-type: none"> - In the new proposal by institutions - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 -2023, Revised Strategic Plan for NGM institutions

1. CONTEXT OF THE PROGRAMME

1.1 RWANDA COMMITMENT TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

After the 1994 Genocide against the Tutsis, Rwanda embarked on a recovery process that required participation of all citizens in all sectors of the economy. Cognisant of the fact that women constituted a majority of the population (now 52.2 percent)¹ along with the inclusive ideology combined with strong commitment to leave no one behind and ensure zero discrimination in accordance with the constitution, the GoR laid out strategies to ensure women's participation and contribution to national development was at par with that of men. This led to strong political will to mainstream gender into GoR programs, underpinned by institutional and policy frameworks that have been key to Rwanda's progress in addressing gender inequality. Subsequently, over the past two decades, socio-economic outcomes have improved significantly and the country has emerged as a regional and global leader in advancing gender equality.

Government of Rwanda (GoR) recognizes the centrality of mainstreaming gender equality and women's empowerment (GEWE) in national development, employment creation, and promoting sustainable development.² The country's commitment to GEWE is reflected in the ratification and implementation of international conventions and instruments including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action, the African Charter on Human and People's Rights and the Sustainable Development Goals (SDGs). The GoR has created an enabling environment to promote GEWE at all levels. In 2003, Rwanda adopted one of the world's most progressive Constitutions in terms of its commitment to equal rights for all, gender equality and women's representation in decision making organs³). In 2010, the country also adopted the National Gender Policy.⁴ The GoR has also established a relevant National Gender Machinery (NGM) namely, the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC), and the Rwanda Women Parliamentary Forum (FFRP).

The role of women in realizing Vision 2020 is central to Rwanda's development agenda. In terms of **Gender Equality and Women's Empowerment**, strong political will in Rwanda has led to significant positive strides in the promotion of gender equality and women's empowerment. This commitment is reflected in the ratification and actual implementation of numerous international conventions and instruments including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action, UN Security Council Resolution 1325 and 1820, the Universal Declaration of Human Rights (UDHR), Maputo Protocol, AU Agenda 2063 and the SDGs.

Conducive policy and legal frameworks for mainstreaming gender in socio-economic sectors are in place at all levels (inclusive of the 2003 National Constitution, the National Gender Policy, gender sensitive laws such as **Law N° 59/2008** on Prevention and Punishment of Gender-Based Violence, **Law/no 22/99 of 12/11/1999** to supplement book one of the civil code and to institute part five regarding matrimonial regimes, liberalities and successions, **Organic Law n° 08/2005 of 14/07/2005** determining the use and management of land in Rwanda. In addition, pro-poor and gender friendly programmes such as *Girinka* have been initiated as well as gender mainstreaming programmes/projects, such as the Gender Responsive Budgeting Initiative. Many public institutions at higher levels are committed to implementing gender equality commitments including the Office of the President, the Prime Minister's Office and the National Gender Machinery².

In 2003, the GoR initiated gender budgeting initiatives as a mechanism to comprehensively mainstream gender. The process is overseen by GMO and MIGEPROF, but overall led by MINECOFIN. An organic Law on State Finances and Property, enacted in 2013, institutionalized gender budgeting as part of the government's budgeting framework, including accountability measures for gender-sensitive resource allocation across sectors, programs and projects through mandatory "Gender Budget Statements" (GBS). Overall, gender budgeting in Rwanda has enabled targeted efforts to address almost all aspects of gender ensuring emphasis on their visibility in planning and execution processes. However, the scale of rolling out capacity building for public officials in gender responsive budgeting remains with most trainings reaching mainly planning and gender departments. There remain gaps in capacities of user departments like health, education, infrastructure, agriculture and

¹ National Institute of Statistics of Rwanda (NISR), 2012. Rwanda Fourth Population and Housing Census. Thematic Report: Gender

² Rwanda Vision 2020, EDPRS II 2013-2018.

³ Government of Rwanda, National Constitution of the Republic of Rwanda, Official Gazette n° Special of 24/12/2015, December 2015

⁴ Government of Rwanda, National Gender Policy, 2010.

infrastructure among others on how to apply the principles and practices of gender responsive budgeting in their plans, budgets and programming.

As a result of the concerted efforts by the GoR and its partners, the realisation of almost unparalleled gender equality has contributed 0.5 percentage points to the growth differential observed in the country's GDP growth rate as compared to the East African Countries and sub-Saharan Africa average in the period 2004 to 2015⁵. The greatest contributors to this have been the female legal equity and gender equality in opportunities and the labour market.

1.2 PROGRESS AND GAPS IN GENDER EQUALITY IN RWANDA

1.2.1 GENDER AND POLITICAL PARTICIPATION AND LEADERSHIP

In spite of the above conducive environment and commendable achievements, women in Rwanda still faced several challenges. In the politics, women's representation in decision-making positions made Rwanda the world leader in the proportion of women in Parliament. Rwanda has the highest global percentage of women in its bicameral parliament with women comprising 64% in the lower chamber and 38% in senate. In addition, 41% of Cabinet members are women, 43% of Supreme Court judges are female, and female membership of District Advisory Councils is between 43 and 52%. Overall, the 2017 Global Gender Gap Report ranks Rwanda third in political empowerment, however there continues to be gender imbalance, especially at lower levels of government, with for example, only 20% of Mayors being female, 7% District Executive Secretaries and 11% Sector Executive Secretaries. This indicates a potential policy-practice gap in terms of women's leadership and participation at local government level.

At the decentralized level, the representation of women in decision-making instances/positions is still low (38.7% women vs. 61.3% men⁷). Three (3) out of 30 mayors of Districts are women while only one Woman out of 5 is a Governor. At local levels, the capacity and confidence of women to compete for certain posts are still low compounded by reproductive and domestic care work that tend to take a lot of their time to the extent that they lack space and time in their daily schedule to take up political or decision making positions.

The Mo Ibrahim Index 2017 ranks Rwanda number one in terms of absence of gender discrimination in Africa, with a score of 87.3%⁶. The 2017 Global Gender Gap Report ranks Rwanda fourth globally and number one in Africa⁷. Rwanda is also recognised by the World Economic Forum (WEF) as the first country in the world in terms of labour force participation, wage equality, primary and secondary school enrolment and women's representation in parliament. The UN 2016 Gender Development Index also ranks Rwanda 2nd globally with the lowest level of gender inequality. This global recognition and achievement resulted in the gender champion award to the President of Rwanda during the 2016 African Union (AU) Summit.

1.2.2 GENDER, PROPERTY OWNERSHIP, EMPLOYMENT AND FINANCIAL INCLUSION

Limited access to economic opportunities remains another barrier to women's economic empowerment in spite of commendable attractive measures that have been undertaken to remedy the situation. According to the 2010-2011 Integrated Households Survey (EICV), 81.6% of women are employed in agriculture of subsistence compared to 61.4% of men, 8% of women are employed in trade business compared to 10.1%, 2.8 % of women are employed in the government compared to 6.1% of men, 0.6% of women are employed in construction compared to 5.9% of men, just to mention but a few examples. A 2012 Finscope survey report equally shows that only 2.7% of women accessed credit through banks compared to 4.1% of men. On the other hand, 4.4% accessed credit through other formal means (e.g. Micro finance institutions, SACCOs, etc.) compared to 8.3% of men. In the same view, the 2010 Demographic and Health survey (DHS), found that 18.3% of women control/manage their cash earnings compared to 14.7% of men controlling women's cash earnings.

The GoR has instituted various legal reforms that continue to advance women's rights. Some key legal reforms in the last EDPRS II period included the 2016 law governing matrimonial regimes, donations and inheritance that granted or received within a family and successions that was amended to ensure protection of equal inheritance rights. This complemented the 2013 amendment of the law governing land management that guarantees equal rights on land access, ownership and utilization. These legal reforms have contributed to increased ownership of

⁵ International monetary fund, Rwanda Selected Issues Paper, 2017

⁶ Mo Ibrahim foundation, 2017 Ibrahim Index of African Governance, 2018

⁷ Global Gender Gap Report, World Economic Forum, Geneva, 2017.

land by women that increased to 26 percent compared to 18 percent of men, and 54 percent by both spouses⁸. Also, in 2016, a law establishing and governing maternity leave benefits scheme was passed and is enhancing women's participation in the labour force and broader economic development. Subsequently, financial inclusion for women has increased from 68 percent in 2012 to 87 percent in 2016. However, the percentage of women using only informal financial institutions remains high at 24%, leaving most women more reliant on informal sources of saving and lending⁹. The GoR recognising barriers limiting women's uptake of formal financial services has instituted various strategies to address these gaps including the Women Guarantee fund and the access to finance strategy for women and youth. The globally recognised statutory reforms have strengthened women's rights and access to economic resources, but actual ownership and rights to assets, especially land, remain hampered by a still patriarchal society, social norms and cultural values that underline unequal power relations between men and women¹⁰.

The WEF ranks Rwanda 14th globally but 1st in labour force participation and wage equality for similar work. 46 percent of women are in the active labour force compared to 54 percent of men. The informal sector employs at least 83 percent of the labour force, there is not much difference between men (53.7 percent) and women (46.7 percent) labour participation in the informal sector. However, within the non-agriculture informal sector the proportion of women drops to 34.2 percent and men increases to 65.8 percent. Unemployment rates among women (17.5 percent) are slightly higher than for men (16.1 percent). There is no gender pay gap in hourly earnings between men and women, but women are paid around 11% lower than the monthly salary of men¹¹. The different results in using hourly or monthly earning indicate that the monthly working time of men is higher than the one of females for paid work. Gender gaps in wages and earnings remain significant, reflecting both direct and indirect discrimination. In the 2017 Global Gender Gap report, Rwanda ranks 1st for wage equality, but slips to 8th with respect to estimated earned income. This indicates that women are underrepresented in the non-farm wage sector but overrepresented in independent agriculture. In particular, they are often involved in lower-valued subsistence agriculture, while men are more involved in cash crop production and marketing. More still, only 38.6 percent of managerial positions are occupied by women compared to 61.4 percent by men, indicating continued existence of gender disparities in economic activity.

1.2.3 GENDER BASED VIOLENCE

Gender Based Violence (GBV) is a common problem that is spread across the country. Rwanda has numerous national and international laws that aim to combat Gender Based Violence (GBV), including; CEDAW, Convention on Rights of Child, Penal Code 2012, Art. 190, and the 2013 Code of Criminal Procedure law relating to GBV. Also, the GoR has put in place various mechanisms to fight GBV. Early in from as early as 2001 when the Child Protection was enacted with an aim of protecting children against violence and protection of children with disabilities. Later in 2008, the law preventing and punishing GBV created. In 2005, a Gender Desk was established to strengthen the capacity of the National Police in its role in GBV prevention and to improve the response to survivors of GBV. In 2006, the GoR established a specialized unit to prosecute gender-based crimes at the national prosecution office.

The most significant intervention in the fight against GBV in Rwanda so far has been the introduction of Isange One Stop Centre (IOSC) facility in 2009 as a 24- hour services safe haven for victims and survivors of SGBV. It was set up to be free of stigma, offering medical care for sexual assault, counselling, legal services and forensic facilities. To date, there are at least 44 IOSCs countrywide and the GBV reporting rate has increased to more than 50 percent with an average daily caseload of 3 to 10 cases that are treated freely¹². Despite this context, reported GBV cases still occur and have been increasing in the Rwandan prosecution system, which is not necessarily indication of a rise in GBV but more plausibly attributed to increased awareness of the need to report offences by victims. Of sexual violence victims in 2016, 90 percent were women and remains more concentrated within minors, contributing to the rising teenage pregnancy rate. Among the women victims, girls aged 15-18 comprise 44 percent and 11-14 years account for 38 percent¹³. In addition, 34 percent of married women have experienced intimate partner violence (IPV)¹⁴ that in most instances has been associated with women's economic

⁸ Gender Monitoring Office, Gender and Agriculture, 2017

⁹ Access to finance Rwanda, Finscope, 2016

¹⁰ International Development Law Organization (IDLO), accessing justice: models, strategies and best practices on women empowerment, 2013

¹¹ National Institute of Statistics of Rwanda (NISR), Labour force survey, 2017

¹² Retrieved from: <https://darpq.gov.in/sites/default/files/Rwanda.pdf>

¹³ Gender Monitoring Office, Annual Report 2014-2015, 2016

¹⁴ National Institute of Statistics of Rwanda (NISR), Rwanda Demographic and Health survey 2014-15, 2016

dependence on male partners that represents an area of negative socially normative behaviour¹⁵ that is receiving increasing attention.

1.2.4 GENDER AND EDUCATION

Rwanda has achieved tremendous progress in school enrolment, especially at the primary level where net enrolment rates stand at 97.7 percent with no outstanding differences between boys (97.3 percent) and girls (98 percent). Although the primary school completion rate has dropped from 72.7 percent to 65.2 percent between 2012 and 2016, the proportions of girls (71.1 percent) remain considerably higher than boys (59.3 percent). Though enrolment rates remain lower at secondary levels (30 percent), the proportions of boys (31.2 percent) and girls (34.6 percent) are not substantially different. Overall, enrolment of females across all levels of Rwanda's education system is increasing creating opportunity to address the imbalance of women in more gainful future employment. However, analysis of trends in enrolment in education indicates that as one goes up the education levels the proportions of females considerably reduces. The portion of girls in Technical and vocational education and training (TVET) (42 percent) and higher education (43 percent) still continues to be lower than ideal¹⁶. The situation worsens with enrolment in Science Technology Engineering and Mathematics (STEM) fields where female enrolment is 27 percent and males is 73 percent¹⁷

Despite the conducive environment and commendable progress achieved in advancing gender equality and women's empowerment up till 2013, women in Rwanda still faced several challenges that limited achievement of full gender equality. Poverty among female-headed households was higher than the national average at 47 percent compared to 44.9%. Illiteracy among women stood at 23.1 percent compared to that of men 18.1 percent¹⁸, which constrained access to already limited opportunities in terms of resources and participation in decision-making processes. GBV was still high with at least two in every five women (41.2 percent) having experienced physical violence by age of 15, while 22 percent of women had experience sexual violence¹⁹. Also, women were generally less aware of existing gender sensitive laws. There was unequal representation of women (38.7 percent) in decision making positions at decentralised levels, mainly attributed to the low capacities and confidence of women to compete for certain posts. Limited participation by women in political positions and other leadership roles was further stalled by reproductive and domestic care work that takes a lot of their time, limiting their capacity to participate fully in political and other pertinent decision-making processes. More still, more women (32 percent) were financially excluded than men (22 percent), with only 2.7 percent accessing credit compared to 4.1 percent by men²⁰. In addition, institutionalization of accountability for gender equality results had not yet been fully achieved and there was limited capacity to effectively utilize sex-disaggregated data in engendering plans, programmes and budgets. Also, there was need to strengthen coordination of gender equality promotion interventions and actors at that time. In light of these critical gaps and more, the Joint Programme **"Advancing and Sustaining Gender Equality Gains in Rwanda"** was developed and launched in 2013.

2. DESCRIPTION OF THE JOINT PROGRAMME

2.1 THE PROGRAMME

The Joint Programme "Advancing and Sustaining Gender Equality Gains in Rwanda" [The Joint Programme] is a One UN Joint Programme (UN Women, UNFPA and UNDP) funded by the Embassy of Sweden with UN Women as the lead agency. The Programme has four implementing partners namely Ministry of Gender and Family Promotion (MIGEPROF), Gender Monitoring Office (GMO), National Women Council (NWC) and Rwanda Women Parliamentary Forum (FFRP). The Joint Programme got a sole funding of USD 6,818,401 by the Government of Sweden through the Swedish International Development Cooperation Agency (Sida).²¹

The Joint Programme was conceptually grounded within the broader UN Reform Process (Delivering as One), the Paris Declaration on Aids Effectiveness (2005), the Accra Agenda for Action (2008) as well as the Theory of Change on gender mainstreaming.²² It was developed within the framework of the UN Development Assistance

¹⁵ Mannell J & S Jackson. 2014. Intimate Partner Violence in Rwanda: Women's Voices. LSE; Health, Community and Development Group

¹⁶ Rwanda Education Board, Learning achievement in Rwanda Schools (LARS II), 2016

¹⁷ University of Rwanda, Facts and Figures 2017, 2017

¹⁸ EICV 3, Report: Thematic Report: Gender, 2012

¹⁹ Rwanda Demographic Health Survey Report (DHS), 2010

²⁰ Access to finance Rwanda, Finscope, 2012

²¹ The four structures constitute and are referred to as the National Gender Machinery (NGM).

²² The Paris Declaration and Accra Agenda for Action are founded on six principles: ownership, alignment, harmonization, delivering results and mutual accountability, inclusive participation. The Theory of Change for the Joint Programme "Advancing and Sustaining Gender Equality Gains in Rwanda" was

Plan (UNDAP) 2013 - 2018, that is fully aligned to the GoR Vision 2020 and Economic Development and Poverty Reduction Strategy (EDPRS II). The JP was envisaged to contribute to the achievements of the outcomes of the Accountable Governance result area of the UNDAP, which is aligned to the third pillar of the EDPRS II. Both the UNDAP and Rwanda's EDPRS II consider gender equality and women's empowerment as cornerstone of economic transformation and sustainable development.

The process of designing the JP was participatory, involving the implementing partners from the National Gender Machinery, the One UN and the Swedish International Development and Cooperation Agency (Sida). Based on lessons learned from past initiatives, on gaps in promoting gender equity and women's empowerment in Rwanda, and the capacity of NGM in gender analysis and gender mainstreaming, consensus was built by all the partners on the JP's areas of focus and funding modality.

The project was initially conceived for two year of piloting from October 2013 to September 2015 but due to various realities and emerging issues arising from and after the implementation, the Joint Programme was extended to June 2016. The programme was conceived for a five-year timeframe in line with EDPRS II and the United Nations Development Assistance Plan (UNDAP) from October 2013 to June 2018. However, in light of pressing government priorities under the jurisdiction of the National Gender Machinery institutions, it was agreed that the project budget of USD 5 million would be allocated for the first two years of the programme, the project duration was later extended until December 2016 on a no-cost basis due to a late start and operational constraints that emerged during the programme implementation process.

Under the guidance of the Programme Steering Committee, the Joint Programme Bridge Proposal action plan was formulated by the project Technical Working group with a view to secure support for a bridge period that would allow project stakeholders to expand the project's outreach and strategic outcomes, building on initial results from the review of Sweden's support to the One UN programme in Rwanda conducted in March 2015, lessons learned and recommendations of the Mid Term Review of the NGM project conducted in June 2016 and a number of emerging priorities on the development agenda at global, regional and country level. The bridge also allowed the end date of the project to coincide with the end date of the UNDAP and EDPRS II, which will ensure that at least one of the UN Joint Programmes remains dedicated to gender issues for the duration of the UNDAP.

The Joint Programme contributes to the Accountable Governance result area of the EDPRS II and the UNDAP, specifically under Outcome 2 of the UNDAP: "Human rights, justice and gender equality (GEWE) promoted and implemented at all levels". The goal of the Joint Programme is to advance gender equality and women's empowerment in Rwanda through four main strategic priorities:

- i. Institutional strengthening of the National Gender Machinery,
- ii. Grounding gender equality into policies, programmes and budgets at all levels,
- iii. Strengthening accountability mechanisms for gender equality across economic sectors and districts, and
- iv. Increasing access to productive resources for vulnerable women.

Aligned to the four strategic priorities of the Joint Programme are three outcomes and eight outputs that aim to contribute to achievement of the overarching overall goal of advancing GEWE. The outcomes and aligned outputs include:

Outcome I: National Gender Machinery effectively positioned to do oversight and coordinate the implementation of gender equality commitments.

Output 1.1: Institutional capacity of the National Gender Machinery strengthened

Output 1.2: Coordination, oversight, communication and reporting mechanisms on gender equality and the empowerment of women strengthened

Output 1.3: Project management and oversight function enhanced

Outcome II: Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.

Output 2.1: Capacities of EDPRS sectors and districts in gender mainstreaming strengthened

Output 2.2: Advocacy and policy dialogue on gender equality enhanced

Output 2.3: Accountability for gender equality in EDPRS sectors and districts enhanced

Outcome III: Women fully benefit from existing and potential empowerment opportunities at all levels.

Output 3.1: Vulnerable women mobilized into cooperatives and supported

Output 3.2: Capacity of women in leadership and entrepreneurship at all levels enhanced

To achieve these results, the National Gender Machinery (NGM) and participating UN agencies in collaboration with various government entities, development partners, civil society organization, both local and international, and the private sector have implemented various individual and complementing activities since 2013.

To deepen and broaden the interventions of the Joint Programme, a bridge action plan 2017 – 2018 was developed to optimize lessons learned during the inception years of the program as well as to ensure the programme was responsive to emerging needs, new opportunities as well as emerging priorities from regional and global development agenda such as the African Union (AU) Agenda 2063 and SDGs 2015-2030. Also national developments such as revision of the strategic plan for the implementation of the national gender policy (2016-2020); the revival and operationalization of the national gender cluster, domestication of gender commitments under SDGs and the overall need to strengthen accountability for gender equality, presented the rationale for the bridging phase of the Joint Programme. The objectives of the bridge proposal were fully aligned with the three outcomes of the Joint Programme with no alterations and its total budget was USD 1,500,000.

As a requirement in the programme design, a final evaluation conducted in the fifth year of the programme aiming to assess the programme achievements vis-à-vis the expected results is used to guide the next programming cycle.

The Theory of Change: The Joint Programme utilized an explicit theory of change (ToC), presented in figure one below. The rationale of the ToC is that “in order for technical processes of gender mainstreaming to occur effectively and systematically, they must be preceded by specific processes of organizational or institutional change”. It is along this path of change processes that the Joint Programme aligned its results framework and designed appropriate interventions.

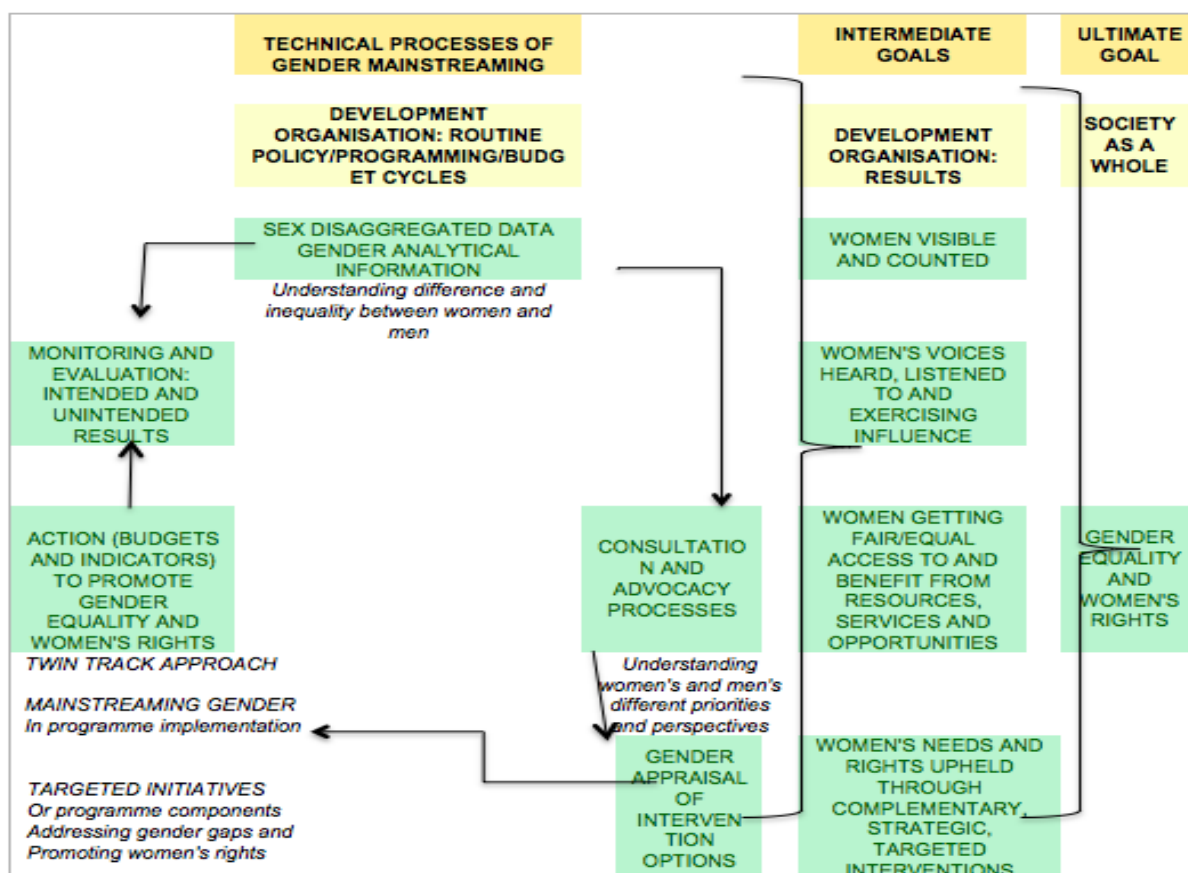


Figure 1: The Joint Programme Theory of Change

Source: Joint Programme Document

Unpacking the Joint Programme's ToC from the Joint Programme document (2013), for gender equality to be achieved and women's rights protected across the entire society, there was need for visible evidence of where gender inequalities existed, women's voices needed to be heard in order to influence policy and action, which would naturally contribute to enhancing women's fair access to resources, services and opportunities. Additionally, recognition of inequalities and implementation of strategic, targeted interventions would ensure women's rights were upheld. In order to achieve these developmental results, technical processes of the Joint Programme implemented actions that would generate sex-disaggregated data and use the data in consultative and advocacy processes to enhance further understanding of gender inequality in Rwanda and subsequently implement actions that would advance and sustain gender equality gains. Based on the analytical processes, gender-specific interventions addressed gender gaps and promoted women's rights that were closely monitored and evaluated against the sex-disaggregated data that was used to assess progress towards advancing and sustaining gender equality and women's empowerment.

The overarching rationale of the Joint Programmes is assessed as logical, adequate and reflected in the results framework through relevant outcome and output statements which relate to mainly individual and institutional capacity enhancement of the national gender machinery, mainstreaming of gender equality dimensions in national policies and programmes and economic empowerment of women.

2.2 KEY STAKEHOLDERS IN THE JOINT PROGRAMME

The consultants' mapping of stakeholders of the Joint Programme indicates that there are four levels of stakeholders (Table 1). The first level are the stakeholders involved in the funding, design, planning and oversight of the Joint Programme. These include Sida, NGM and the UN country team (UNCT). The second level are stakeholders supporting programme coordination, management and implementation. These include mainly central government implementing partners in the NGM. The third level includes those mainly engaged in implementing programme activities such as civil society organisations (CSOs), ministries, departments and agencies as well as local government entities these are referred to as secondary beneficiaries, herein. The fourth level is the primary beneficiary of activities implemented through direct support of the Joint Programme. Using this stakeholder mapping, the following list of key informants has been developed as those that will undergo in-depth and semi structured interviews.

Table 1: List of the Joint Programme's Key Stakeholders

Level One: Joint Programme Planning and Oversight + Level Two: Programmes Coordination and Management	
1	UN Resident Coordinator Office
2	UN Women
3	UNDP
4	UNFPA
5	Sida
6	Ministry of Gender and Family Promotion
7	Gender Monitoring Office
8	Rwanda Women Parliamentarians Forum
9	National Women's Council
10	Ministry of Finance and Economic Planning (MINECOFIN)
Level Three: Secondary Beneficiaries	
11	Parliament
12	New Faces New Voices
13	PROFEMME TWESE HAMWE
14	Plan International
15	University of Rwanda –College of Business and Economics
16	Business Development Fund (BDF)
17	Private Sector Federation (PSF)
18	Rwanda National Police
Level Four: Primary Beneficiaries	
18	Unity Club
19	Women's Cooperatives and associations
20	District authorities
21	Higher learning institutions
22	Secondary schools

3. EVALUATION OVERVIEW

3.1 PURPOSE AND OBJECTIVES OF THE EVALUATION

As per the Terms of Reference (ToR), the purpose of forward-looking evaluation was both to examine programmatic progress towards the achievement of project outputs and to generate recommendations that support future programming. The evaluation was to contribute to generating substantial evidence on results achieved, as well as to identifying lessons learned and best practices which will support strategic planning. The evaluation findings and recommendations will be used by UN Women to inform program planning, especially in view of the development of the new UN Women Rwanda Strategic Note 2018 - 2023. The evaluation findings will also help duty bearers, particularly the National Gender Machinery, to effectively position Gender Equality and Empowerment of Women (GEEW) in the new National Strategy for Transformation (NST), the implementation of which is due to start right after completion of this Joint Programme.

Rights holders, specifically women movement organizations at grassroots level, are expected to use this evaluation to enhance their application of evidence-based strategies to promote women's leadership at the local level and to strengthen women leaders' capacity in both elective and non-elective positions. The evaluation will be used by UN Women as knowledge base on good practices. As part of the evaluation, a Theory of Change will be developed that will help structure the debate on the possible pathways for contributing to long-term changes and sustainability of the gender equality and women's empowerment gains achieved in Rwanda.

The specific evaluation objectives include the following:

- i. To assess the relevance of the Joint Programme with regard to the extent to which the expected results of the JP addressed the rights and needs of the targeted beneficiaries vis a vis the specific country context, to consistency, ownership and congruency, technical adequacy, and complementarity of the programme with other initiatives;
- ii. To determine the effectiveness of the Joint Programme in achievement of results, highlighting reasons for achievement and non-achievements of results with a specific focus on the normative framework and how global normative and intergovernmental frameworks have shaped the national policy and legal framework with the support of the Joint Programme;
- iii. To assess the extent to which the management structure including human and financial capitals were applied to their best use to support the efficiency of programme implementation;
- iv. To assess the sustainability of the Joint Programme including participation of partners in planning and implementation of interventions, as well as assessing the probability of long-term benefits from the project based on measures taken to ensure that results initiated by the programme will be sustained on cessation of donor support;
- v. To assess the coherence, management and coordination of the Joint Programme in delivering on its objectives.²³
- vi. To provide forward-looking recommendations that may be used for future programming and to document lessons learned, success stories and good practices in order to capitalize on the experienced gained.

In light of these objectives the final evaluation of the Joint Programme is structured according to the five OECD-DAC criteria, namely: Relevance, Effectiveness, Efficiency, Impact and Sustainability. Under each of the criteria the ToR provided key evaluation questions which were further elaborated, refined and customised during the inception phase of this evaluation (Refer to the Evaluation Matrix, Annex IV).

The evaluation covers the entire project inception and implementation period, including the initial project design document (2013 – 2016) and the Bridge phase (2017 – June 2018). Regarding geographic coverage, the evaluation considers selected districts in which programme interventions were implemented. Programmatic coverage considers all UNDAP outcomes and outputs the Joint Programme aimed to address as well as the core

²³ The objective V was added by the Consultants, putting into consideration the scope and focus of the Programme

Joint Programme outcomes and outputs. The evaluation sources of information stretch from the UN implementing agencies, through the national gender machinery to secondary beneficiaries of the Joint Programme that include GoR ministries, agencies and departments, local government, CSOs, Development partners and private sector. Also, primary beneficiaries including individuals, associations and cooperatives are within the scope of this evaluation.

3.2 EVALUATION DESIGN AND GUIDELINES

UN Women Rwanda contracted three external consultants (one international and two national consultants) to lead and facilitate the forward-looking final evaluation of the Joint Programme in Rwanda. The final evaluation of the Joint Programme was managed by the National Programme Specialist/Head of Programmed within UN Women. The Technical Committee of the Programme over-saw and approved the technical aspect of the evaluation, including the Inception Report, Draft Report and the Final Evaluation Report, on behalf of the National Steering Committee of the Programme. The final evaluation was conducted between May 13 – June 30, 2018.

The evaluation approach adopted for the final evaluation of the Joint Programme was guided by rights-based and gender equality norms, standards and processes as well as the Ethical Guidelines for evaluation of the UN system.²⁴ The evaluation was also informed by the UN Evaluation Group (UNEG) Norms and Standards, UN Women Evaluation Policy (2012) and the UN Women Evaluation Handbook (2015), and the GERAAS evaluation report quality checklist.²⁵

As a forward-looking and utilization-focused evaluation, the Evaluation Team, from the Inception Phase, established close collaboration with the primary users (National Gender Machinery, UN Women, participating UN Agencies, and other participating partners) of the evaluation in order to make sure that the process and recommendations of the evaluation are owned. The active engagement was ensured through all phases of the evaluation from inception to validation of draft evaluation report. The Final Evaluation considered the timeframe from 2013 to end of May 2018.

Evaluation process and tools recognized and addressed gender equality and human right issues and disaggregated data were sought and utilized throughout the evaluation process. Gender equality and human rights considerations guided the selection of key informants and participants in the on-line survey and were integrated into the data collection process and tools. The Evaluation Team made efforts to collect data/information at both national and local levels (project target areas) and where possible the view of women beneficiaries at community levels were sought. The rights of the persons participating in the evaluation were ensured through respect of confidentiality throughout the data collection process. The participants were ensured of their rights of not participating in the evaluation / not giving any data and/or informations if they wish to do so. Both UN Women and NGM staff were excluded from all the interviews and FGDs. All information collected using various tools was treated as confidential, and respondents were informed about confidentiality at the onset of each interview and FGD, and On-line Survey. In this report, the identify of what said what /provided what data or information is not disclosed.

The Evaluation Team promoted the participatory approach through-out the data collection process. The primary stakeholders were actively involved in the validation of the Inception Report, data collection process and validation of the draft evaluation report. During data collection, the primary stakeholders, partners, and beneficiaries were clearly briefed and informed on the rationale, objectives and scope of the final evaluation. The Evaluation Team ensured that the evaluation questions were focused, simple, and clear to the informants. Both English and Kinyarwanda languages were used to during the interviews and FGDs to make sure that the informants participated actively in the evaluation process and provided needed information.

The Evaluation Team put into consideration that UN Women aligned its Result-Based Management (RBM) framework with the [United Nations Development Group RBM Handbook](#), where the key principles of RBM are outlined as follows: 1) accountability, 2) national ownership and 3) inclusiveness. As mentioned earlier in this Report, the evaluation used the OECD-DAC evaluation criteria of relevance, effectiveness, efficiency, impact and

²⁴ The Evaluation Team ensured that the evaluation process was in line with the UNEG Handbook for Integrating Human Rights and Gender Equality Perspectives in Evaluations in the UN System.

UNEG 21 July 2007. Ethical Guidelines for Evaluation. UNWomen GERAAS 2014, Global Evaluation Reports Assessment and Analysis System, 2015.

²⁵ Available at <http://www.unwomen.org/en/digital-library/publications/2016/3/guidance-on-country-portfolio-evaluations-in-un-women>, <http://www.unwomen.org/en/about-us/evaluation/decentralized-evaluations>

sustainability as the analytical framework for responding to the evaluation questions. In addition, the Evaluation Team also assessed the coherence, management and coordination dimensions of the Joint Programme since this is a programme and implemented under the framework of One UN Rwanda. The detailed evaluation criteria and key evaluation questions are in Annex I.

3.3 THE EVALUATION METHODOLOGY AND DATA COLLECTION PROCESS

The methodology adopted for the final evaluation of the Joint Programme was based on the evaluation principles outlined in the UN Women Evaluation Policy (2012) and UN Evaluation Handbook (2015). The emphasis was put on, among others, national ownership and leadership, UN system coordination and coherence, innovations and power, independence and impartiality, and transparency. Therefore, the utilization-focused Final Evaluation used a mixed-methods, including quantitative and qualitative data collection and analytical techniques. The processes were participatory and inclusive in terms of giving stakeholders an opportunity to assess the Joint Programme and accommodating their views on programmatic results, best practices, lessons learned, challenges, the most significant changes and impact created among other issues. The Evaluation Team proceeded logically and in a structured manner to develop tools, collect data and drive conclusions and make final recommendations based on the findings. The Evaluation Team applied a gender responsive approach to assess the Joint Programme relevance, effectiveness, efficiency, and sustainability of the Joint Programme. The Team also used the Joint Programme M&E Framework, with articulated key indicators and targets, to assess if they were SMART and used them to map-out their achievement based on review of relevant documents, e.g. Annual Review reports, and discussions with key stakeholders. The Team assessed the intended and unexpected changes in the targeted institutions and groups.

The Evaluation Team had an inception meeting with the Programme Technical Committee members to build consensus on the purpose, objectives and scope of the final evaluation. Thereafter, the Evaluation Team developed an Inception Report for the evaluation. The Report detailed, among others, the consultants understanding of the ToR, the approach and methods of data collection, evaluation tools, key relevant documents and key stakeholders and process of data collection. The Inception Report was then presented to the Evaluation Reference Group (ERG) in a half day Inception Workshop for validation. This gave the Team an opportunity to validate the report, interrogate the approach/methods and tools proposed by the Evaluation Team. It was also an opportunity for the consultants to test the relevance and appropriateness of the proposed methods and approach. The meeting also provided an opportunity to agree on the key informants and design a data collection time-table.

A mix of the following methods was used to collect data from secondary and primary sources:

- Documentation review
- Stakeholders consultations
- Key informants Interviews (KII) with 36 people
- Focus Group Discussions (FGDs), and
- Consultant's Expert analysis to assess the effectiveness of the Joint Programme
- On-line Survey Questionnaire

Data collection was from a wide range of sources (that had been identified during the Inception Phase) including programme documents, field information, institution information systems, and financial records. The details are given below:

3.3.1 SECONDARY DATA SOURCES

Document Review: The desk review covered all relevant Programme documents, including the Joint Programme document, the Joint Programme bridge proposal, EDPRS II, the draft NST I, the UNDAP 2013 – 2018, and the UNDAP end evaluation report, the Draft UNDAP 2018 - 2023, Joint Programme progress reports and action plans, GoR policies and laws as well as other documents relevant to the Programme context. The list of reviewed documents is contained in Annex II of this report.

3.3.2 PRIMARY DATA SOURCES

Primary data was collected from individuals and groups in the following categories

- i. Programme Management/Technical Support: UN Women, UNDP, and UNFPA
- ii. Donor: Sida, and any other identified by UN Women/Implementing Partners
- iii. National Gender Machinery: MIGEPROF, GMO, NWC, and FFRP.

- iv. Implementing partners: MINECOFIN, CSOs including; PROFEMMES TWESE HAMWE, New Faces New Voices, and Plan International Rwanda, University of Rwanda -CBE
- v. Selected Beneficiaries including recipients of livestock, start-up capital, capacity building, mentorship among others.

Evaluation Tools: - Various tools were used for the Final Evaluation. These include the following:

Tool I: In-Depth Key Informant Interviews (KII): In-depth and semi-structured consultations were conducted through key informant interviews (KII) aimed to obtain primary data from the different levels of stakeholders of the Joint Programme. KIIs gathered data including but not limited to the contributions and levels of participation of the various stakeholders in the conceptualisation and implementation of the Joint Programme, contributions of the NGM and UNCT actions to the stakeholders/beneficiaries and areas for improvement in the programme design, strategy and processes. This data gathering technique addressed mainly the relevance, efficiency, effectiveness, sustainability and to the extent possible impact criteria of the Joint Programme. The qualitative data obtained was used to inform the development of recommendations. A total number of 36 individuals were interviewed (Refer to Annex III).

Tool II: Focus Group Discussions with selected Beneficiaries in one District: The Focus Group Discussions (FGDs) gathered primary data from beneficiaries of the Joint Programme’s supported interventions regarding the effects of the Joint Programme on their needs in relation to the different programme objectives and overall gender equality and women’s empowerment. This qualitative data collection focused on specific interventions supported by the Joint Programme in the last five years, what difference was realised, what worked well and what needs to be altered. This addressed mainly, but not limited to, the relevance, effectiveness and impact criteria of the evaluation.

As shown in Table 2 below, two focus groups were conducted with a total of at least 13 programme beneficiaries. Discussions were conducted with participants who have participated in or been directly affected by one or more of the Joint Programme supported interventions in the sampled districts. Where, applicable, both women and male beneficiaries were targeted.

Table 2: Focus Group Discussion Participants

District	Category	Intervention	# Participants
Gisagara	Women’s cooperative	Recipients of cows	10
Gasabo	Mentees from HLIs	Women’s Mentorship support	3

Tool III: On-Line Survey Questionnaire: An On-line survey was conducted using an electronic questionnaire. Twenty people were targeted but only 13 responded to the Questionnaire. This was to obtain supplementary /additional primary data from the different levels of stakeholders of the Joint Programme. The on-line tool gathered data including but not limited to the following issues: relevance, efficiency, effectiveness, and sustainability criteria of the evaluation. The quantitative data obtained is used for presentation and to inform the drawing of conclusions and development of recommendations for any other similar Joint Programmes in the next One UN Programming cycle. The online survey was responded to by a total of thirteen respondents from²⁶: UN Women (4), UNFPA (1), RCO (1), MIGEPROF (1), GMO (2), NWC (1), FFRP (1), MINECOFIN (1), NFNV (1), to give a response rate of 65%. Because of the small sample size of this online survey compared to the reach of the Joint Programme, findings from the survey are only used to triangulate findings from the other data collection tools and for identification of patterns regarding the different results areas of the Joint Programme. Summary of Stakeholders and beneficiaries who participated in the evaluation is provided in table three below.

Table 3: Categories of respondents to the evaluation collection methods

Respondents	KII	FGD	On-line Survey
UN Agency	8	0	6
NGM	11	0	5
GoR Institution	7	0	1
CSO /NGO	4	0	1
Academic Institutions	3	0	0
Primary beneficiaries	3	13	0
Total	36	13	13

²⁶ UN Women sent the On-line Questionnaire to 20 key respondents.

3.3.3 EVALUATION MATRIX

The Evaluation Matrix was developed based on the ToR of the Final Evaluation of the Joint Programme. As indicated in Annex IV, the Evaluation Matrix sets out the Questions addressed during final evaluation.

Triangulation of data from various sources was key to this final evaluation. The evaluators made sure all the key institutions and stakeholders involved in the Joint Programme contributed in providing data to the final evaluation.

To objectively measure the achievements of the Joint Programme the evaluation uses a five-point rating scale. For this purpose, each key performance indicator (KPI) in the Joint Programme's results matrix is assessed in terms of the extent to which the set target was achieved as well as the extent to which the intended effects of the result have been realised based on observations made by the evaluators. Table 4 below indicates the five-point rating scale used in the Final Evaluation.

Table 4: The Six-Point Performance Rating Scale

5	Highly Satisfactory (HS)	Result is fully achieved and has no shortcomings in achievement of its objectives, in terms of relevance, effectiveness or efficiency.
4	Satisfactory (S)	Result is fully or partly achieved and has minor shortcomings in achievement of its objectives, in terms of relevance, effectiveness or efficiency.
3	Marginally Satisfactory (MS)	Result is partly achieved and has moderate shortcomings in achievement of its objectives, in terms of relevance, effectiveness or efficiency.
2	Marginally Unsatisfactory (MU)	Result is partly achieved but has significant shortcomings in achievement of its objectives, in terms of relevance, effectiveness or efficiency.
1	Unsatisfactory (U)	Result is not achieved and has major shortcomings in achievement of its objectives, in terms of relevance, effectiveness or efficiency.

3.4 LIMITATIONS OF THE EVALUATION

A number of constraints and limitations were met during the evaluation, including:

- I. Although sufficient time was allocated to the entire evaluation, the data collection stage was combined with the inception phase of the evaluation, which limited the time available for primary data collection, especially for interviews and focus group discussions with the programme's primary beneficiaries. The time available only allowed for one field visit out of Kigali City. However, the evaluation team countered this challenge by covering various programme interventions in the one field visit made, for example, the work with women's cooperatives and the capacity building of district authorities in gender responsive budgeting. Also, comprehensive review of relevant documents was done and triangulation of methods and data used to reach objective conclusions.
- II. Some key technical staff such as the institutional capacity building specialist at MIGEPROF, communications specialist at FFRP, project coordinator at NWC and others hired to support the Joint Programme had left by the time of the Final Evaluation. Thus, we were not able to interview them to provide additional insights about the programmes design and achievements, especially in the early stages of the programme. However, the ERG provided all the necessary information and documentation that filled this void to the extent possible.
- III. In the Result Framework, some key performance indicators and targets were not SMART (properly identified and articulate) and/or not all baselines were available, for example: *Number of strategic partners who are accountable to gender equality, family promotion and women empowerment; Level of satisfaction of women with existing empowerment opportunities; Quality of new strategic partnerships on gender equality established*, thus making it difficult to track the results and rate them accordingly during the final evaluation. The evaluation team had to use observation and methodical judgment to assess and rate such indicators

4. EVALUATION FINDINGS

Based on the Final Evaluation objectives and criteria articulated in the ToR, the presentation of the findings follows the evaluation criteria of relevance, effectiveness, efficiency; inclusiveness, sustainability and impact. Attempts are made to answer specific questions articulated in the Evaluation Matrix (Annex IV).

4.1 RELEVANCE

In line with Objective 1 of the evaluation outlined in the ToR, the sub-section presents findings on the extent to which the interventions in the Joint Programme relevant to the needs and priorities as defined by beneficiaries, the extent to which the Joint Programme's interventions were in alignment with relevant normative frameworks for gender equality and women's empowerment, and the UN Women's comparative advantage in this area of work compared with other UN entities and key partners.

Question 1.1 Was the programme design appropriate and articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?

Finding 1: The Joint Programme design was appropriate and relevant to rights and needs of targeted groups. The outcomes and outputs of the Programmed were clearly stated.

The Evaluation Team recognizes that a situation analysis, including capacity assessment of National Gender Machinery,²⁷ was done and past lessons learned factored in to the Joint Programme. The capacity gaps identified from the institutional assessment including internal coordination and communication (including the need to clarify respective roles, mandates and institutional relationships), regular and effective coordination and communication with other stakeholders and documentation of best practices, the optimal implementation of activities for gender mainstreaming, gender monitoring and women's empowerment and the need to optimize human resources for core and strategic tasks, were factored-in and became part of the capacity building areas of focus in the Joint Programme. The key stakeholders interviewed indicated that they are satisfied with how the Joint Programme was designed and the relevance of its various interventions.

The Joint Programme reflects a good example of systematic mapping and alignment to normative gender frameworks at international, regional and national level. The Final Evaluation Team found that the Programme activities were relevant to the National Gender Machinery and the institutions' mandates in particular.

As good practice, the Joint Programme was designed based on consultations with key stakeholders at the national level. The Programme was substantially focused on the supply side of gender equality. The programme brought together four (4) institutions that make up the NGM in Rwanda namely, the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC) and the Rwanda Women Parliamentary Forum (FFRP). The programme document included a situation analysis that summarized the rationale for gender mainstreaming, policy and legal frameworks on gender quality and women's empowerment issues and gaps, and the role of in Rwanda. The role of each of the four participating NGM was also given.

We are very happy and satisfied with the design of the Joint Programme. This is because it targeted the established – public – National Gender Machinery that have clear mandates. The programme activities were relevant and synchronized with institutions work plans...

NGM official, May 2018

The Joint Programme was designed from a need/issue-based perspective, in particular, institutional capacity building needs of the NGM institutions. It was a value addition programme to enhance One UN support to NGM on gender mainstreaming and women's empowerment (in the context of One UN Programme bringing together NGM) to work together and benefit from collective synergy and knowledge sharing, while remaining focus to separate institutional mandate.

Question 1.2: Have the project objectives been addressing identified needs of the target groups in national and local contexts in order to realize their rights?

Finding 2: The interventions in the Joint Programs were relevant to the needs and priorities of the NGM and targeted vulnerable women beneficiaries.

²⁷ Refer to Report on Institutional Capacity Assessment for National Gender Machinery (2013)

The situation analysis drew from both secondary sources and also from the participation of the four institutions (MIGEPROF, GMO, NWC and FFPR) that actively participated in articulating their mandate, institutional and human capacities and gaps and what they expect from a Joint Programme. KIs with participating institutions indicated that the Joint Programme focus and interventions were relevant to the institutions priorities and needs.

Also, FGDs with three different groups of women beneficiaries in Gasabo and Gisagara districts visited demonstrated that the Joint Programme was relevant to the basic needs of the women and their households,

As you know, the institutions that constitute the National Gender Machinery has their mandates and what they are expected to deliver to the public. The Programme objectives and activities were spot-on and relevant to the priorities and needs of the NGM institutions.

NGM official and member of Steering Committee, May, 2018.

The Joint Programme showed adaptive capacity in reshaping its design to respond to emerging issues and needs of mostly vulnerable groups. As

a good practice, under the guidance of the Programme Steering Committee, the Joint Programme Bridge Proposal action plan was formulated by the project Technical Working group and secured support for a bridge period that allowed NGM institutions to expand the project's outreach and strategic outcomes, building on initial results from the review of Sweden's support to the One UN programme in Rwanda conducted in March 2015, lessons learned and recommendations of the Mid Term Review of the NGM project conducted in June 2016 and a number of emerging priorities on the development agenda at global, regional and country level. The bridge also allowed the end date of the project to coincide with the end date of the UNDAP I (2013-2018) and EDPRS II, which will ensure that at least one of the UN Joint Programmes remains dedicated to gender issues for the duration of the UNDAP.

The Final Evaluation found that the Bridge proposal complemented and enhanced the ongoing NGM programme, building existing synergies and forge new partnerships as required. The NGM and participating UN agencies reinforced synergies with government institutions (NEC, NFPO, MINECOFIN, districts, RNP) and development partners. In addition, collaboration with new partners such as CSOs (Profemme Twese Hamwe) and INGOs (Plan International), private sector (NFNV) enabled the Joint Programme broaden its reach to implement interventions that addressed emerging issues in areas especially related to women's leadership and participation, women's economic empowerment and violence against women and girls (VAWG).

The Final Evaluation acknowledges that some of the emerging priorities such as interventions in the areas of youth and teenage mothers, children's rights and protection through birth registration align more to the UN's programmatic work in Adolescent Sexual Reproductive Health (ASRH) and child protection, which is not necessarily within UN Women's comparative advantage but rather other agencies such as UNFPA and UNICEF. But UN Women supported them under the Joint Programme under its mandate of playing a catalytic role in addressing issues that affect women and girls and are emerging national issues. Although the support to new partners (Plan International, New Faces New Voices) was for a few specific interventions, with limited scale and funding, the interventions have laid good foundation for future focus/targeting and programming.

Based on the review of relevant documents as well as discussions with stakeholders from the NGM, UN system and other participating stakeholders from the CSO and University of Rwanda, the Evaluation Team concludes that the focus, design, outcome and expected results of the programme were largely relevant and still remain so the country's needs and more so to the targeted participating institutions.

We got a one-off funding for a 4 months intervention to support vulnerable young women. We have created demand but we have no resources to sustain and scale-up what we are doing.

NGO Official, May 2018.

Question 1.3: Is the Joint Programme aligned to national policies and priorities and to the international and regional normative frameworks for gender equality and women's empowerment?

Finding 3: The Joint Programme was aligned to national and NGM policies and priorities

The Joint Programme supported action towards strengthening the capacities of NGM to carry out their mandates more effectively and efficiently. The programme was also aligned to the national policies and frameworks for economic empowerment and national Gender Responsive Budgeting requirements and practice. Specifically, most coherent linkages between the Joint Programme outcomes, UNDAP I results areas and EDPRS II are presented in the Table 5 below.

Table 5: Alignment of the Joint Programme outcomes to the UNDAP and EDPRS II Results

Joint Programme Outcomes	UNDAP	EDPRS II
Outcome I: National Gender Machinery effectively positioned to do oversight and coordinate the implementation of gender equality commitments.	Result Area Two: Accountable Governance OUTCOME 2.2: Justice, Gender Equality and Human Rights: Human Rights, Justice, and Gender Equality Promoted and Implemented at All Levels.	Cross-Cutting Issues: Family and Gender The Rwanda economy will be more productive when all women and men are full participants, and when the needs of all groups with special needs are addressed
Outcome II: Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.	Result Area Two: Accountable Governance OUTCOME 2.1: Citizen Participation and Empowerment: Accountability and Citizen Participation in Sustainable Development and Decision-Making Processes at All Levels Improved.	Thematic Area 4: Accountable Governance Outcome 1.1: Increased citizen participation in planning processes and solving their own problems
Outcome III: Women fully benefit from existing and potential empowerment opportunities at all levels.	Results Area One: Inclusive Economic Transformation OUTCOME 1.4: Sustainable Urbanization Process Transforms the Quality of Livelihoods and Promotes Skills Development and Decent Employment Opportunities in Both Urban and Rural Areas, Especially for Youth and Women	Cross-Cutting Issues: Family and Gender Priority action: Improving the economic status of men and women requires a holistic and multi-sectoral approach

The Joint Programme on Advancing and Sustaining Gender Equality Gains in Rwanda was developed within the framework of the UN Development Assistance Plan (UNDAP) 2013 - 2018, which is fully aligned to the GoR Vision 2020 and Economic Development and Poverty Reduction Strategy (EDPRS II). The Joint Programme was envisaged to contribute to the achievements of the outcomes of the Accountable Governance result area of the UNDAP, which is aligned to the third pillar of the EDPRS II, specifically under Outcome 2 of the UNDAP: “Human rights, justice and gender equality promoted and implemented at all levels”. Both the UNDAP and Rwanda’s EDPRS II consider gender equality and women’s empowerment as cornerstone of economic transformation and sustainable development.

Findings 4: The Joint Programme was aligned to the international and regional normative frameworks for gender equality and women’s empowerment

The Joint Programme is closely and clearly aligned to key GoR GEWE policies, standards and strategies at national and sub-national levels and supports the GoR’s adherence to international commitments and conventions such as CEDAW and the Beijing Declaration. Through support provided to the NGM, the GoR has been provided with technical assistance and capacity development by the Joint Programme. This has facilitated strategic positioning and compliance to most global normative frameworks including the reporting on the implementation of these frameworks.

The Joint Programme has supported enhancement of capacity at national and local levels to implement and expand legal instruments and frameworks to strengthen gender equality and human rights. This has and continues to contribute to Rwanda enacting numerous national, ground-breaking laws. Rwanda is also signatory to international laws that regulate GBV, e.g. the Rwanda Constitution, the penal code 2012, Art. 190, and the 2013 Code of Criminal Procedure law relating to GBV; internationally the GoR adheres to global standards such as CEDAW and The Convention on the Rights of Child. The Programme has also supported the GoR to participate and position itself strategically on key intergovernmental platforms such as the Commission on the Status of Women (CSW).

Table 6 below maps the Joint Programme outcomes to some key articles and strategic objectives of the CEDAW and Beijing Declaration to illustrate the programmes alignment to international normative frameworks for GEWE. Note that only a sample of most aligned articles and strategic objectives are presented.

Table 6: Alignment of the Joint Programme outcomes to CEDAW and the Beijing Declaration

Joint Programme Outcomes	CEDAW	Beijing declaration
Outcome I: National Gender Machinery effectively positioned to do oversight and coordinate the implementation of gender equality commitments.	Article 18: States Parties undertake to submit to the Secretary-General of the United Nations, for consideration by the Committee, a report on the legislative, judicial, administrative or other measures which they have adopted to give effect to the provisions of the present Convention and on the progress made in this respect...	Strategic objective H.1. Create or strengthen national machineries and national machineries and other governmental bodies Strategic objective K.3. Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and development and environmental policies on women Strategic objective G.1. Take measures to ensure women's equal access to and full participation in power structures and decision-making
Outcome II: Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.	Article 2: States Parties condemn discrimination against women in all its forms, agree to pursue by all Appropriate means and without delay a policy of eliminating discrimination against women.... Article 3: States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women...	Strategic objective H.2. Integrate gender perspectives in legislation, public policies, programmes and projects Strategic objective H.3. Generate and disseminate gender disaggregated data and information for planning and evaluation Strategic objective K.2. Integrate gender concerns and perspectives in policies and programmes for sustainable development Strategic objective A.2. Revise laws and administrative practices to ensure women's equal rights and access to economic resources Strategic objective D.1. Take integrated measures to prevent and eliminate violence against women
Outcome III: Women fully benefit from existing and potential empowerment opportunities at	Article 11: States Parties shall take all appropriate measures to eliminate discrimination against women in the field of employment in order to ensure, on a basis of equality of men and women... Article 13: States Parties shall take all appropriate measures to eliminate discrimination against women in other areas of economic and social life in order to ensure, on a basis of equality of men and women... Article 14: States Parties shall take all appropriate measures to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development...	Strategic objective F.1. Promote women's economic rights and independence, including access to employment, appropriate working conditions and control over economic resources Strategic objective F.2. Facilitate women's equal access to resources, employment, markets and trade Strategic objective F.4. Strengthen women's economic capacity and commercial networks Strategic objective G.2. Increase women's capacity to in participate in decision-making and leadership Strategic objective L.8. Promote the girl child's awareness of and participation in social, economic and political life

To actualize these commitments in practice, and make women, girls, men and boys across the country and in all sectors equally benefit, requires that the NGM's capacities for gender analysis and mainstreaming are strengthened. The four strategic priorities, and the outputs, of the Joint Programme are aligned to the national commitments on gender mainstreaming and making strengthening the capacities of the NGM institutions to fulfil their mandates in an effective and efficient way. High-level alignment of the Joint Programme to the national policies is also recognized by stakeholders who responded to the evaluation's online survey questions, where 92.9% and 85.8% indicated that Joint Programme objectives were aligned to GoR policies and objectives while 85.8% indicated that the Programme was aligned to UNDP 2013-2018.

Question 1.3: Have the stakeholders taken ownership of the programme concept and its activities?

Finding 5: Participation in the Joint Programme was an important factor impacting upon the ownership of the programme by NGM and other participating institutions. Good efforts to build and achieve strategic partnerships and ownership were made and the NGM has taken ownership of the programme.

The Joint Programme has provided good and strategic opportunities for UN Women to work with NGM institutions to promote gender mainstreaming and women's empowerment. Discussions with various stakeholders indicated that UN Women has built a strong partnership and relationship with NGM. The collaboration is perfectly relevant, since NGM has a mandate of promoting gender mainstreaming and women's empowerment, informed by credible gender-disaggregated evidence.

Guided by UN Women, implementing partners brought their comparative advantage to work and we were able to achieve programme results together. We have shared and learned many lessons.
Implementing Partner Official, May 2018.

The Evaluation found that the NGM institutions and other stakeholders participated in the design of the Joint Programme. The level of participation in the development of Annual Work Plans (AWP) was also significant for the NGM. This resulted in the development of a high level of ownership of the Programme approach and its activities. The stakeholders talked to were unanimous that the level of ownership was built and strong because of the relevance of the Programme and its alignment to the institutions' mandates.

Question 1.4: What is UN Women Rwanda comparative advantage in this area of work compared with other UN entities and key partners?

Finding 6: UN Women Rwanda was well suited to manage and coordinate the Joint Programme on gender given its mandate, past experiences in gender equality and women's empowerment programming at the national level and lessons learned from the past. UN Women has staff dedicated to support and offer technical assistance to NGM and has a mandate to work directly with these institutions on Gender Equality and women's empowerment. UN Women is responsible for providing technical support and making sure that gender is mainstreamed in UNDP and at national, district and sector levels.

UN Women Rwanda has a greater comparative advantage, compared to other UN agencies, in working with national stakeholders on GEWE initiatives.

The main comparative advantage for UN Women Rwanda of working with NGM and other partners is knowledge management, resource mobilisation in the areas of gender equality promotion, and sharing risk. UN Women has capacities for supporting interventions that target national initiatives on especially normative issues, gender analysis and research and gender mainstreaming. However, UN Women Rwanda has experienced some technical capacity gaps such as the absence of a gender responsive M&E Expert dedicated to the Joint Programme.

UN Women (Rwanda) has done a commendable job managing the Joint Programme. However, it needs additional specialized expert on gender mainstreaming, GRB and more so an expert in M&E. Stakeholders expect UN Women and other UN Agencies participating in the programme to have enough technical expert to support it...
NGM Official, May 2018.

4.2 EFFECTIVENESS

This sub-section presents and discusses progress towards the achievement of the set results. The Joint Programme documents included a results framework that specified outcomes, outputs and specific key performance indicators (KPIs) with corresponding targets that would serve as a means of measurement of achievement of the three outcome level results and eight specific outputs. The subsection relates to Objective 2 of the Final Evaluation. As articulated in the ToR, the focus is to determine the effectiveness of the Joint Programme in achievement of results, highlighting reasons for achievement of results with a specific focus on the normative framework and how global normative and intergovernmental frameworks have shaped the national policy and legal framework with the support of the Joint Programme. The presentation is made as per the Questions presented in the Evaluation Matrix.

Overall, most of the stakeholders consulted reiterated how the Joint Programme has been most effective in meeting targets set in working with its national partners, especially the National Gender Machinery. The programme achievements have been mainly in enhancing the capacity of the NGM which has in-turn contributed to mostly results at the national level. Some of these notable results have been legal reforms that have focused greatly on promoting gender equality, specifically protecting women's right and empowering them. Also, the generation of gender disaggregated data has increased the attention to gender inequalities in various national programmes and strategies resulting in formulation of relevant policies and interventions such as the Gender Budget Statements (GBS). Most of these actions have contributed mainly to national gender mainstreaming targets.

For us, three things stand out and are big achievements of the Programme:

i. Support to reforming laws and policies – great normative contribution.

ii. Support to demand and report on accountability

iii. Production and increase of knowledge base: Sector policies, district strategies, setting baselines, and Report on Status of Gender Rwanda

iv. Designing of Gender Management Information System

Even if there were limited direct activities in the districts, we are happy with the contribution of the Programme and the outcomes.

UN Women (Rwanda) Official, May 2018.

The Joint Programme has delivered most of its results at strategic levels to address gender inequalities mainly in policies and strategies. These strategic level results have been significant in increasing attention to root causes of gender inequality and addressing women's empowerment. Specific interventions and results are discussed further under the different outcome areas assessed below. As indicated in the Methodology section of this Report, the Evaluation Team used a five-point rating scale includes 'Highly satisfactory, Satisfactory, Marginally Satisfactory, Marginally Unsatisfactory and Unsatisfactory' to report progress made by the Joint Programme. The details of Programme achievement per outputs are indicated below based on specific evaluation questions.

Evaluation Question 2.1 What has been the progress made towards achievement of the expected outcomes and expected results? What results have been achieved? To what extent have beneficiaries been satisfied with the result?

4.2.1 OUTCOME ONE: NATIONAL GENDER MACHINERY INSTITUTIONS ARE WELL POSITIONED FOR AN EFFECTIVE OVERSIGHT AND COORDINATION OF THE IMPLEMENTATION OF GENDER EQUALITY COMMITMENTS

Results	Key Performance Indicators	Target	Progress towards achievement of results
Outcome 1: National Gender Machinery Institutions are well positioned for an effective oversight and coordination of the Implementation of Gender Equality Commitments	1.1 a: Number of new policies/initiatives developed with active participation of NGM <i>REVISED: % of Gender Responsive Sector Plans</i>	4 New policies / Initiatives involving NGM 80%	<ul style="list-style-type: none"> Legal reforms: Land law, Inheritance law, Family Law, Election Law and Maternity leave revised and GBS institutionalised with NGM engagement Mainstreaming of gender in all EDPRS sector strategies and District Development Strategies with support of the NGM ongoing. Developed a new ECD Policy and its strategic plan. Revised the strategic plan for implementation of the National Gender Policy Revised strategic plan for the implementation of the national GBV policy <p>Highly Satisfactory</p>
	1.1 b: Level of satisfaction on oversight and coordination function	High	<ul style="list-style-type: none"> 66.7% of stakeholders involved in the final evaluation online survey express high satisfaction with the Gender coordination capacity of the NGM.

			Satisfactory
	1.1 c: Quality of new strategic partnerships on gender equality established	3 Strategic partnerships	<ul style="list-style-type: none"> Developed formal partnerships through MOUs with various CSOs, public and private institutions including: Rwanda Management Institute (RMI), University of Rwanda (UR), Unity club, RNP, Rwanda Athletics Federation, National Electoral Commission (NEC), Care Rwanda, Plan International, World Vision, New Faces New Voices, National Itorero Commission, Rwanda Governance Board, Peace Plan, ProFemmeTweseHamwe, RWAMREC and RALGA. Gap realised in limited partnership with mainly the private sector in which various gender inequalities have been since identified. However, the programme has developed a strategy for mainstreaming gender in the private sector that remains to be operationalised and GMO supported gender audits of the Hospitality and Tourism industries. Follow up on the implementation of the developed strategy and gender audit recommendations also remains to be done.
			Satisfactory
Output 1.1: Institutional capacity of the National Gender Machinery strengthened	1.1.1 a: A Joint capacity building strategy implemented	Yes	<ul style="list-style-type: none"> Developed joint capacity building, communication and advocacy strategies for NGM Recruited 14 staff within NGM Provided Office and IT equipment to the programme supporting units in the NGM Provided capacity building support to 38 staff in the NGM in: M&E, Financial Management, RBM, gender economy policy and management (GEPMI) and leadership
	1.1.1 b: New NWC strategic Plan available	Yes	<ul style="list-style-type: none"> Elaborated the MIGEPROF and NWC strategic plans and GMO strategic plan 2017 - 2022
	1.1.1 c: A national communication and advocacy strategy in place <i>REVISED: Approved feasibility study on Gender national thematic museum set up</i>	1 Yes	<ul style="list-style-type: none"> Communication and advocacy strategy was developed Developed the national capacity building strategy on gender equality The feasibility study on Gender national thematic museum completed
			Highly Satisfactory
Output 1.2: Coordination, oversight, communication and reporting mechanisms on gender equality and the empowerment of women strengthened	1.2.1 a: The Gender MIS is operationalised	Yes	<ul style="list-style-type: none"> The Gender MIS developed and populated with over 400 Indicators to be used to monitor progress in gender mainstreaming. Administrators and users from public institutions including Statisticians and IT staff have been trained on how to use the system. Implementation is in the early stages and results or benefits from the system are to be realised going forward.
	1.2.1 b: Number of progress reports on international commitments submitted	Not Specified	<ul style="list-style-type: none"> Elaborated the CSW 58th Country Report and the submitted the National Report on the Implementation of the Beijing Declaration and Platform for Action +20. Country Progress report on UN SCR 1325 On Women Peace and Security, Maputo Protocol submitted. CEDAW report submitted Africa Solemn Declaration
	1.2.1 c: Number of national regional and international events organised	2 National 8 regional 6 International	<ul style="list-style-type: none"> At least 3 national events (2 national women leaders consultative meetings and 1 GBV accountability meeting) Supported all International women's day events, The Women in parliament Global Forum, Conference on Transformative financial solutions for women, Transform Africa Gender Side Events, IMF Gender Conference, and many more
			Highly Satisfactory
Output 1.3: Project management and oversight function	1.3.1 a: Number of joint field visits organized	4 per year	<ul style="list-style-type: none"> Conducted 2 joint field visits in 5 years, 9 Steering committee and several technical committee meetings. The number of joint field visits targeted was not achieved

enhanced			mainly due to the limited availability of most partners (competing tasks). However, some joint activities such as accountability days in which all JP Implementing partners participated, substituted some joint field visits Marginally Satisfactory
	1.3.1 b: Project delivery rate <i>REVISED: Annual Delivery rate of NGM disaggregated by IPs</i>	At least 80% at year end	<ul style="list-style-type: none"> • More than 80% of planned programme activities have either been completed or are on track by the time of the evaluation. • The disbursement rate of the funds to implementing institution is 98.6% and NGM institutions received 78% of funds Highly Satisfactory
	1.3.1 c: Number and quality of reports produced	4 reports per year all comply with RBM standards	<ul style="list-style-type: none"> • Annual reports reviewed have improved from the 2013 to the 2016 reports indicating increasing capacity in RBM, however activity-based reporting is still evident in most reports. Limited results' reporting has made it difficult for the evaluation to compile sufficient information on the progress against some of the key performance indicators. Satisfactory

Findings 7: Institutional capacity within the NGM has been enhanced to strategically focus/plan and effectively implement gender equality and women’s empowerment interventions in coordinate with their specific mandates.

As evidenced by the stakeholders’ perceptions of the NGM’s capacity and the overall delivery rate across all 12 Key Performance Indicators (KPIs) of this outcome, the Joint Programme has been able to deliver over at least 10 indicating improved capacity in the coordination and oversight role of GEWE in Rwanda. Most notable progress has been in the support provided to legal reforms including the land law, inheritance law, maternity leave law and institutionalisation of the GBS. Also, the Joint Programme facilitated gender mainstreaming in EDPRS II Sector Strategies and the engendering of District development plans which are in their final stage of approval. Gender Responsive Policy Management Initiative (GEPMI) has also been strengthened in collaboration with MINECOFIN and University of Rwanda to provide comprehensive capacity enhancement to national and district planners in gender analysis and mainstreaming in policies, programmes, plans and budgets. Still at policy level, through the Joint Programme a new ECD policy and strategic plan were developed and the strategic plan for implementation of the national gender policy and national GBV policy were revised.

Gender is still considered a cross-cutting issue especially across the EDPRS II Sectors, thus getting Sector Working Groups, especially in for example areas of Economic Transformation to prioritise engendering their strategies is a challenge, and worse still the Ministry has limited capacity to monitor mainstreaming of gender in all the strategies especially at a time like this when all sector are preparing ether sector strategic plans.

NGM Official, May 2018.

Also, the revival of the National Gender and Family Cluster is cited as a major advancement in furthering gender coordination in Rwanda and the Gender Partnership National Strategy that was developed through the Joint Programme is established as being a key contributor in the revival of this coordination mechanism. Through the Joint Programme guidelines for the cluster have been developed and a detailed strategy is under development.

Also, strategic partnerships developed with support of the Joint Programme have contributed to the mobilization of resources, human and financial as well as logistical mainly through Gender Accountability Days (GAD). Government contribution through the Ministry of Youth, Northern and Eastern Provinces, Districts, UNICEF, UNFPA, UNDP raised funds for a new project with RALGA to support development of district capacity to address issues in gender equality. Also, funding from Belgium technical cooperation and Care International enabled development of the 1325 UNSR report.

Finding 8: Organizational and Individual capacities within the NGM have been enhanced through mainly capacity building and recruitment of experts in various areas including communications, gender analysis and mainstreaming and project management.

Through the Joint Programme 14 staff dedicated to the programme were recruited and placed in the four institutions that comprise the NGM. By the time of the final evaluation, the turnover rate of the recruited staff was 6 out of 14, leaving eight staff present. The turnover has not only affected institutional memory but has also affected efficiency of the implementing agencies as workload from the resigning staff has been taken on by the existing manpower. Also, certain specialised tasks such as information, education and communication (IEC) has suffered as most of the communications specialists originally in the NGM have since left.

Overall assessment of Outcome one: Overall outcome one of the Joint Programme has posted Highly Satisfactory performance, where out of the 3 outcomes and 9 Output KPIs, 11 (92%) have been achieved satisfactorily including adoption of new gender sensitive laws and policies, development of NGM institutions strategic plans, reporting against international normative frameworks and organization of international events among others. Only 1 (8%) KPIs, dealing with monitoring and evaluation of Joint Programme progress through Joint Field visits are rated as marginally satisfactory, mainly because the targets were not fully achieved by the time of the end evaluation.

4.2.2 OUTCOME TWO: GENDER EQUALITY DIMENSION IS MAINSTREAMED IN POLICIES, STRATEGIES AND BUDGETS AT ALL LEVELS

Results	Indicators	Target	Progress towards achievement of results
Outcome 2: Gender equality dimension is mainstreamed in policies, strategies and budgets at all levels.	2.1 a: Number of EDPRS sectors and districts implementing gender sensitive strategies' and plans	10 sectors 30 Districts	<ul style="list-style-type: none"> Supported engendering of 5 sector work-plans including; Disaster preparedness, private sector, local government, security and infrastructure (sub-sectors: Energy, Water & Sanitation, Transport, Urbanization and Housing) and all 30 districts <p>Highly Satisfactory</p>
	2.1 b: Number of ministries and districts implementing gender budget statements <i>REVISED: % of ministries and districts with GBS compliant with GBS guidelines at planning, implementation and reporting levels</i>	17 Ministries 30 Districts Planning: 70% Implementation 50% Reporting: 50%	<ul style="list-style-type: none"> All budget entities including ministries and districts are required to submit GBS as an annexe to their annual budgets. All budget entities are compliant 19% of ministries with satisfactory Gender Situation analyses <p>Highly Satisfactory</p>
	2.1 c: Number of strategic partners who are accountable to gender equality, family promotion and women empowerment	4 CSOs 4 PSOs	<ul style="list-style-type: none"> Strategic partnerships have been developed with PRO-FEMMES TWESE HAMWE, Rwanda Women's Network and RWAMREC to enhance accountability to GEWE The Gender Seal initiative that is in its initial stages and being led by GMO with support from UNDP provides opportunity for accountability to GEWE commitments from the private sector. And at least 38 Private companies' CEO subscribed to implementation of GEWE principles at their work places. Partnership formed with Private Sector Federation (PSF) through the chamber of women. Strategic partnership formed with the private sector on HeForShe Global Impact Campaign There is still limited evidence available of accountability of CSO or private sector to GEWE commitments is being implemented as most interventions are in their early stages. <p>Satisfactory</p>
Output 2.1: Capacities of EDPRS sectors and districts in gender mainstreaming strengthened	2.1.1 a: Number of men and women who demonstrate knowledge and skills of gender analysis in policies, programmes and budgets	210	<ul style="list-style-type: none"> 61 MPs, 10 Trainers and 107 Government officials trained in gender economic policy management initiative (GEPMI) at the University of Rwanda 28 District gender and family promotion offices trained in Gender responsive planning and budgeting. Persistent gaps in user-departments' lack of training, continued staff turnover affect technical capacity in

			gender analysis and mainstreaming. Satisfactory
	2.1.1 b: Number of assessment reports on GE status at EDPRS Sectors and district levels	25 District gender profiles Gender related lessons from GRB and EDPRS I & II implementation available	<ul style="list-style-type: none"> • 30 district gender profiles have been completed • 7 sector gender profiles completed in agriculture, infrastructure, social protection, ICT, Financial inclusion, Governance and Security and employment. These profiles have been vital in forming sector strategy development, DDS domestication of SDGs and design of the NST. • The findings from the review of gender perspective in EDPRS II has influenced the mainstreaming of gender in NST I, DDS, and Sector Strategic Plans Highly Satisfactory
Output 2.2: Advocacy and policy dialogue on gender equality enhanced	2.2.1 a: Number of advocacy briefs produced and used	4 Advocacy briefs	<ul style="list-style-type: none"> • Policy briefs developed to influence gender mainstreaming in NST, SSPs and DDSs. Two pager policy briefs were developed for NST and 6 sectors (agriculture, financial sector, justice, reconciliation, law and order, ICT and private sector development • Guidelines on gender mainstreaming produced for 6 sectors: private sector, agriculture, education, health, financial, and water and sanitation. • Adoption and implementation of the guidelines and strategies remains inadequate, as most implementers have not been supported with sufficient capacity building in gender mainstreaming tailored to their sector strategies. Satisfactory
	2.2.1 b: A national communication and advocacy strategy on gender equality available and implemented	1	<ul style="list-style-type: none"> • A national communication and advocacy strategy was developed and is being used to implement gender advocacy through mass media and social media Highly Satisfactory
	2.2.1 c: Number of policy dialogues for Gender mainstreaming conducted	6 Policy dialogues 1 international conference	<ul style="list-style-type: none"> • Supported organisation of gender equality advocacy events: National Dialogue on implementation of the National Employment programme (NEP), National women leaders summits, Women in Parliament Summer Summit Highly Satisfactory
	2.2.1 d: Number of awareness campaigns on gender equality, family promotion, WE and GBV organized	5 GBV campaigns organized	<ul style="list-style-type: none"> • Supported implementation of gender equality advocacy campaigns: launch of the HeForShe national campaign, Gender is My Agenda Campaign (GMAC), Accountability days Highly Satisfactory
Output 2.3: Accountability for gender equality in EDPRS sectors and districts enhanced	2.3.1 a: Number of Ministries and Districts that report on GBS implementation	18 Ministries 30 Districts	<ul style="list-style-type: none"> • All ministries and districts report on their GBS as part of their annual financial reporting. Gaps remain in the quality of gender situation analysis and use of information in planning and reporting to critically address Highly Satisfactory
	2.3.1 b: Percentage of Gender Audit recommendations implemented <i>REVISED: % of dialogues and oversight meetings resolutions accountability to GE implemented</i>	70% 70%	<ul style="list-style-type: none"> • Implementation of GBS is reviewed by the parliament and GMO is engaged in the entire process. GMO also conducted assessment of all districts GBS • Provided capacity building support to: 700 female police in reporting on GBV to support implementation of gender audit recommendations • Supported parliamentary committees' oversight visits to all 30 districts each year Satisfactory
	2.3.1 c: Number of best practices on gender equality documented and published <i>REVISED: National M&E report on "HeForShe" Commitments</i>	4 GMO 1 FFRP 1	Highly Satisfactory

Finding 9: Gender is progressively being mainstreamed across key sectors and deeper understanding of the importance of gender mainstreaming is gradually being achieved across the public sector. All Districts have been supported through the Joint Programme on GRB and GBS. The evaluation indicates that the support is bearing fruits as all districts in Rwanda have are now taking measures to mainstream GRB and produce GBS.

Almost all stakeholders, especially in the public sector, recognize the Joint Programme as the common denominator across all advancements related to mainstreaming of gender in public policies and programmes specifically sector strategies, work plans and budgets. The most notable achievement in gender mainstreaming during this EDPRS II cycle has been the institutionalization of the Gender Budget Statements (GBS) which are ensuring all local and central government plans and budgets consider gender in their planning and implementation. To enhance the effectiveness of this initiative, the Joint Programme has been instrumental in supporting trainings of technicians at ministry and district levels, specifically Gender and Family officers and as well as Planning Monitoring and Evaluation Directors. Also, members of parliament have been provided with training in GBS to enhance their capacities to perform the oversight and review of the planning and execution of the budgets. Additionally, the programme has supported the gender profiling of at least 7 sectors and 25 districts that has provided sex-disaggregated data and detailed gender situation analyses analysis that are being used to inform gender-targeted planning and budgeting in ministries and districts. To complement the levels of gender analysis capacities in the public sector, the Joint Programme, through the University of Rwanda –College of Business and Economics (CBE) has supported training of public officials and trainers in the Gender Economic Policy Management Initiative (GEPMI). In addition, the joint programme supported the Parliament through FFRP to produce a GRB Parliamentary guide designed to guide the Parliamentarians to effectively play their enforcement, control and oversight roles as legislators while ensuring that gender equality principles are effectively taken into consideration in laws and government policies, strategies, programmes/projects, plans and budgets. This Guide provides simplified tools/guidelines necessary to assess government actions and budgets from a gender perspective.

For some districts, challenges of non-compliance with the instructions in the Budget Call Circular as well as capacity gaps to identify gender issues still exists. There is also lack clear link between outputs, activities and indicators and some budget agencies indicators are not measurable due to the fact that they don't have enough sex-disaggregated data".

GMO Assessment of GBS, 2014

Despite the marked progress in gender mainstreaming in districts and sectors capacity building initiatives have mainly focused on gender officers and planning departments leaving out user departments such as health, education, agriculture, infrastructure and other that are primarily responsible for planning for their specific sectors. This has limited the depth of sector-specific gender situation analysis and use of sex-disaggregated data in planning and implementation. The quality of GBS is improving but needs to be further addressed in all the districts and sectors going forward.

Finding 10: Advocacy for addressing gender inequality has been effective and dialogue on pertinent issues pertaining to gender inequality has increased recognition of the need for promotion of gender equality and women's empowerment.

The Joint Programme has supported several gender awareness campaigns and advocacy initiatives ranging from production of policy briefs, media releases to national and international dialogues and conferences focused on increasing awareness of the importance of gender equality and women's empowerment and developing solutions to these issues. One of the notable campaigns was the HeForShe campaign that increased the awareness of the role men have to play in the promotion of gender equality. Many of the achievements in the area of advocacy can be attributed to the development of the National Communication and Advocacy Strategy on Gender Equality that was developed with the support of the programme.

Overall assessment of Outcome two: Overall outcome two of the Joint Programme has achieved Highly Satisfactory performance where out of the 3 Outcome and 9 Output KPIs 8 (68%) out of the 12 KPIs are assessed as highly satisfactory and 4 (32%) KPIs are satisfactory. The highly satisfactory KPIs mainly concern achievements in engendering sector and district development strategies, implementation of GBS, gender assessments across sectors and districts, gender equality awareness creation and knowledge generation. Areas receiving only satisfactory rating are in scaling up technical capacities for gender analysis in planning and

implementation in the public sector, gender mainstreaming in the private sector and optimal use of the civil society in gender mainstreaming operationalisation.

4.2.3 OUTCOME THREE: WOMEN FULLY BENEFIT FROM EXISTING AND POTENTIAL EMPOWERMENT OPPORTUNITIES AT ALL LEVELS

Results	Indicators	Target	Progress towards achievement of results
Outcome 3: Women fully benefit from existing and potential empowerment opportunities at all levels	3.1 a: Level of satisfaction of women with existing empowerment opportunities <i>REVISED: At least 10% of supported women giving testimonies on leadership capacity or access to finance (disaggregated by MPs, district councils and NWC)</i>	Medium MPs: 10% DC: 10% NWC: 10%	<ul style="list-style-type: none"> • 23%²⁸ of the stakeholders surveyed in this evaluation consider the programme to have addressed the needs of most vulnerable women. • Considering beneficiaries at district and sector level there is moderate satisfaction with mainly the scale of programme interventions providing economic opportunities for women. <p>Marginally Satisfactory</p>
	3.1 b: Percentage of women benefiting from financial services	4%	<ul style="list-style-type: none"> • Only 3.2% of women in Rwanda have accessed credit (Finscope 2016). • Direct impact on financial inclusion has been through the new partnership with New Faces New Voices with interventions in the area of women's financial capabilities and inclusion. <p>Marginally Satisfactory</p>
	3.1 c: Percentage of women in leadership positions at all levels of government	45% Central 45% Local	<ul style="list-style-type: none"> • 41% Cabinet • 50% Judiciary • 64% Legislature • 43.6% District council <p>Highly satisfactory</p>
Output 3.1: Vulnerable women mobilized into cooperatives and supported	3.1.1 a: Number of functional Cooperatives supported by NWC for vulnerable women	4% of women accessing finance	<ul style="list-style-type: none"> • Supported vulnerable women's with start-up capital including: 132 cows to 510 women in 51 cooperatives, 180,000,000 Rwf to 730 former women street vendors in 40 cooperatives in Kigali, 76,181,295 Rwf to 840 women in 44 cooperatives in 7 districts. <p>Highly satisfactory</p>
	3.1.1 b: Number of women who have knowledge and skills in project management	2,000	<ul style="list-style-type: none"> • Provided capacity building support to: 2,080 women's in cooperatives management <p>Highly satisfactory</p>
Output 3.2: Capacity of women in leadership and entrepreneurship at all levels enhanced	3.2.1 a: Number of leaders trained who have capacity to mentor other women	1000	<ul style="list-style-type: none"> • Developed national strategies for: private sector gender mainstreaming, women and youth mentorship and the women and youth access to finance strategy • Provided capacity building support to: more than 50,000 NWC executive committee members and district women councillors in leadership, planning and reporting, 11 women politicians in political empowerment, 65 women leaders in leadership mentorship, 35 women entrepreneurs in entrepreneurship and personal financial management mentorship • Supported: 103 female candidates during the 2013 parliamentary election campaigns <p>Highly satisfactory</p>
	3.2.1 b: Number of mentees benefiting from mentorship programme who have a personnel development plan <i>REVISED: Number of young girls that benefited from leadership mentorship and demonstrate ability to learn, lead, decide and thrive through "Because I am a Girl Campaign"</i>	3000 800	<ul style="list-style-type: none"> • Supported mentorship of 6,930 young women and girls from 33 Higher Learning universities • 1,686 young girls in and out of schools have been trained and mentored with focus on leadership, entrepreneurship and career development skills mainly through collaboration with plan international • Given limitations in resources available, most of the mentorship programme was mainly conducted through "mass career guidance talks", limiting the extent to which "mentor-mentee" relationships were established.

²⁸ *No perception survey was designed/conducted during the JP period. Thus, we used the results from the Final Evaluation Survey.

			Satisfactory
	3.2.1 c: Knowledge management system is in place to track progress and document women cooperative achievements	1 M&E system 1 Documentation of Women's Cooperatives' achievements	<ul style="list-style-type: none"> • Agreed gender related indicators to improved BDF M&E system (partnership between BDF, NWC and UN Women) • Documented success stories and performance of women's cooperatives. • Support to BDF with gender related indicators
			Highly satisfactory

Finding 11: Considerable capacity (technical and financial) has been built to support women's empowerment and entrepreneurship at different levels with most results observed in leadership among women in leadership roles and young girls and economic empowerment, especially among women in rural areas where cooperatives have been supported with start-up capital and most vulnerable women provided with livestock

The Joint Programme has been instrumental in providing training and supporting capacity building activities for women in cooperatives and some vulnerable groups as well. The programme has also gone ahead to provide start-up capital to some of the women's groups, for example cows have been provided to the most vulnerable and start-up capital to for example women in cross-boarder trade and former street vendors. However, the challenge has been the spreading thin of this

In 2014 21 cows were distributed to 7 groups of women in Ubudehe Category One in 5 cells. Each group received 3 cows, these cows faced a hard time multiplying and some even died, but today these cows have multiplied to 44 cows, which is helping the sector achieve its Girinka Targets.

Sector Veterinary Officer, May 2018

funding that has made it difficult to realise impact of scale. For example, distribution of 21 cows in one district has made it difficult to multiply the stock, which was the original intention as some have since died. Also, the start-up capital has been inadequate to support entire cooperatives activities, hence beneficiaries have been more involved in strategizing to pay back the lent amounts than growing their businesses.

Overall the Joint Programme has invested substantial resources in women's economic empowerment but the spread-out efforts have not made a considerable contribution to for example women's financial inclusion.

Finding 12: Female representation in leadership and decision-making levels at national level has been surpassed with the legislature comprising 64% women, cabinet 41% and Judiciary 50%. Female representation in at local levels is still low with the highest representation in standing at 43.6% in district councils.

Female representation in leadership at national levels can be attributed mostly to the enabling legal framework and political will of the appointing authorities, which have ensured equal representation and participation of women at the highest levels of government. The Joint Programme has contributed to these achievements, especially for parliamentarians by mainly supporting leadership trainings for female parliamentary candidates and also provided logistical support to enable them participate in the campaigns, leading up to their election. Stakeholders interviewed in different leadership roles, attribute most of the progress realised in especially gender sensitive legal reforms to the enhanced capacity among parliamentarians to analyse laws and policies with a gender lens. However, apart from the district councils, most of the other levels of government, both electoral and competitive continue to lack equal female representation. For example, only 20% of mayors and 7% of executive secretaries are women. During the evaluation, Gisagara district had only one female on the entire district executive committee, all directors are men. There is a similar trend in senior executive positions in the private sector with very low female representation.

The project support to monitoring the respect of gender equality in legislative election processes of 2013 and local government elections processes of 2016 as well as the mobilization of women and the advocacy have contributed to the (results of legislative elections of 2013 placed Rwanda in the first sit in having women in decision making (64%). Also, the results of 2016 local government positioned women at between 42 and 30% in decision-making at decentralized level

Although the Joint Programme through the NGM, especially MIGEPROF has supported mentorship programmes for young girls, focus group discussions with a sample of the mentees revealed that the mentorship programme comprised of most public talks and not many mentor-mentee relationships have been created. However, mentees

describe how they have been inspired by most of the speakers at these talks have boosted their individual confidence and provided strategic direction to specifically the “Girls Leaders Forum” (GLF).

Overall assessment of Outcome three: The Joint Programme has Satisfactory performance with 5 out of the 8 KPIs evaluated as Highly Satisfactory, One as Satisfactory and two as Marginally Satisfactory. Although only two indicators are rated as marginally satisfactory, they are indicators at outcome level focused on women’s economic empowerment, implying that most of the KPIs achieved in this area have not necessarily resulted in full achievement of outcomes. Notable achievements are made at the output level in terms of leadership capacity building, mentorship and support to economic empowerment through provision of mainly start-up capital to vulnerable women’s groups and addressing financial inclusion of women. But the limited scale of implementation shows limited contributions at the outcome levels.

Evaluation Question 2: What are the reasons for the achievement or non-achievement of results?

Finding 13: Various factors facilitated and contributed to achievement of results including Rwanda’s top leadership’s commitment to gender equality and women’s empowerment, readily earmarked and available financial resources, donor support, engagement with well-established NGM with clear national mandate, and NGM institutions’ zeal and commitment to the programme

As indicated in the Context Section of this report, Rwanda had established a conducive environment to promote gender equality and women’s empowerment in terms of policy and legal frameworks as well as national strategies that support gender mainstreaming. The Joint Programme was designed under such conducive and enabling environment. The existence of the NGM, with a clear mandate of each institution, is

The GoR and Top leadership commitment to gender equality and the existing progressive policies and laws, and established NGM are key factors behind the success of the Joint Programmed. The NGM had no choice but to make sure their capacity is enhanced to full-fill their mandates effectively.

*NGM Official, Member of Technical Committee,
May 2018.*

in itself one of the factors that contributed to the achievement of results and progress made in the programme. The Joint Programme capitalized on the well-established structures and commitment of the NGM on advocating, supporting and monitoring gender equality and women’s empowerment efforts at national, districts and sector levels.

The UN Women comparative advantage on normative issues and support of NGM on gender mainstreaming and gender responsive institutional building also facilitated to the progress made towards the achievement of results of the Programme.

In summary, review of relevant programme documents and discussions with key stakeholders indicated that the following factors contributed to achievement of Programme results

- Peace and security: that promotes commitment to human rights and creates an environment for men and women participation in their development and that of their community and country.
- Government commitment to gender equality and mainstreaming in development at national and devolved levels and across sector.
- Existing legal and policy frameworks that provide enabling environment and foundations for GEWE.
- Political will and commitment at the top level of leadership, good political leadership, governance and institutional management, which calls for non-discrimination, inclusion and accountability.
- The design and management of the Joint Programme.
- The good partnership and support of the donor.
- Synergy among IPs, NGM in particular – sharing, supporting and learning from each other.

In summary, review of relevant programme documents and discussions with key stakeholders indicate that the following factors constrain achievement of Programme results were applicable.

- Limited funding for all programme interventions leading to scaling down and incomplete implementation of certain activities.
- Restructuring and revision of staff salaries across Government institutions contributed to the loss of some programme staff that affected availability of the manpower, knowledge and capacities that had been built within the NGM.

- Limited capacity for gender analysis and use of gender situation analysis limiting strategic implementation of activities meant to address gender inequalities at sector and local levels.
- Staff turnover across different ministries and districts leading to limited capacity for gender analysis and mainstreaming.

Evaluation Question 3: How well did the Joint Programme succeed in involving women and men, and rights-holders as well as duty-bearers

Finding 14: The Programme has engaged duty-bearers mainly at the national level and to a lesser extent local government and civil society organisations. Interventions with rights-holders have been relevant and supportive of mostly poor and vulnerable women in Rwandan society and less extent men and women in urban settings.

The Joint Programme has involved a mix of duty bearers and rights holders in mostly public institutions as these have been mainly involved directly in implementation of most interventions. Most of the programme work with public institutions has involved institutional and individual capacity building focused on gender mainstreaming in policies, strategies, operations and programmes. There is limited scale of programmatic work beyond District offices. Most CSOs have been involved as duty bearers mainly in the implementation of interventions with rights-holders at the grassroots levels. Some of the CSO identified to have worked with the Joint Programme included Pro-Femmes Twese Hamwe, Plan International, New Faces New Voices (NFNV), Unity Club, Rwanda and National Athletics Federation, among others. Meanwhile, rights holders have mostly been women’s organisations such as co-operatives of traders and farmers, young girls in both secondary schools and higher learning institutions and other vulnerable groups, such as women in Ubudehe Category One and teenage mothers. Men have mainly been involved in advocacy campaigns, mostly the HeForShe campaign while “middle-class” women especially in urban settings have only been engaged the NFNV programme work as well as through national and international gender-related events supported by the programme.

Overall this cycle of the Joint Programme has focused more on the duty bearers with most of the work after bridge proposal reaching the rights holders directly mainly through collaboration with CSOs. Also, most of the work at strategic levels has focused on creating frameworks and programmes to directly impact rights holders.

Evaluation Question 4: Does the Programme have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges?

Finding 15: Although the Joint Programme had a Monitoring, Evaluation and Reporting framework, gaps have been experienced in terms of design and implementation with some of the KPIs and targets not being SMART and joint visits not taking place as it was anticipated.

The Joint Programme developed a monitoring and evaluation framework and guidelines. However, the guidelines have not been strictly followed in practice. For instant, annual reports 2013 to 2016 only report two Joint Field Visits yet the programme monitoring arrangements planned to conduct at one joint field visits each semester. Failure to organise and conduct joint field visits is mainly attributed to limited availability of all Joint Programme partners at the same time. However, steering and technical committee meeting have been more frequent with at least four of each conducted each year. Also, some events such as Accountability Days brought the Joint Programme implementing institutions together to address gender related issues in the field.

Unforeseen events, especially at national level have affected implementation of field visits and steering committee meetings. Organising joint field visits is still a challenge for the NGM institutions to agree on field activities to be visited.

NGM Official, Member of Technical Committee, May 2018.

The programme has a clear results framework with results, indicators, baselines and targets. However, the implementing partners in the NGM have faced several challenges in monitoring and reporting against the results framework. A review of this framework attributes these challenges to several factors including the absence of baselines for some indicators, formulation of indicators with no clear tracking means or sources of data and unclear indicators with no metadata. In Table 7 below the evaluation summarises examples of results indicators and some issues identified that hinder effective monitoring and evaluation.

Table 7: Results framework Indicators and gaps identified

KPI	Target	Gaps
1.1 C: Quality of new strategic partnerships on gender equality established	3 Strategic partnerships	No appended definition of quality of partnership making it difficult to measure the indicator
1.1 b: Level of satisfaction on oversight and coordination function	High	No clear data source or monitoring mechanism as it refers to a perception survey but there is no documented
2.1 c: Number of strategic partners who are accountable to gender equality, family promotion and women empowerment	4 CSOs, 4 PSOs	No appended definition of accountability rendering the KPI difficult to measure, therefore progress being measured in formal partnerships created but not necessarily accountability to gender equality
3.1 a: Level of satisfaction of women with existing empowerment opportunities	Medium	No clear data source or monitoring mechanism as it refers to a perception survey but there is no documented plan of any such survey

Annual Work Plans (AWP) were developed by the implementing partners in consultation with the UN agencies. Monitoring took different forms: structured field visits jointly organised with participating UN Agencies (planned for at least once in a semester). It also took the form of formal and informal meetings with the various Implementing Partners to discuss specific implementation challenges.

Review of documents and discussions with key stakeholders indicate that monitoring, evaluation and reporting faced the challenge of appropriate design in terms of the following:

- Programme design: The M&E result framework not speaking to EDPRS II and UNDAF, for example most of the results and indicators specified in outcome one of the Joint Programme are more aligned to the DRG I: Inclusive Economic Transformation and EDPRS II Cross-cutting issues, rather than the DRG II: Accountable governance as described by the programme narrative
- RBM was not clearly defined and built into the monitoring and evaluation framework, and
- Systematic weakness on capacities of various implementing institutions to conduct monitoring and report regularly on the project.
- Applying gender equality and human rights principles not defined and built into the M&E framework.

Overall, UN Women and implementing partners (NGM) reported that monitoring and reporting of programme results is a challenge to many partners due to limited capacity to undertake results-based monitoring, reporting and dissemination. Such a clear framework is yet to be developed, nurtured and sustained. Financial resources to support such activities are also limited. The design of the Joint Programme and focus had limited flexibility of allowing UN women or any other UN Agency to directly monitor progress of programme interventions and achievements at grass-root community level. Discussions with various stakeholders, those in the private sector and NGOs in particular, indicate concerns that MIGEPROF, GMO, and NWC are public institutions that are funded by the GoR. Thus, being objective to enforce accountability for gender equality and women's empowerment and report gender gaps in the public service and various government institutions is a challenge.

Easy to account for and outline programme achievements at national level. There are good outputs to be celebrated at national level but not at grassroots / community level. For example reaching the marginalised, vulnerable poor groups, especially in poor rural districts. We are yet to reach there. We also need credible gender disaggregated data. Thus data generation, analysis and use is still critical

UN Agency Official, May 2018

Evaluation Question 5: How has the JP enhanced ownership and contributed to the development of national capacity to address gender equality and women's empowerment issues?

Finding 16: Capacity building at both organisational and individual levels has been one of the most significant achievements of the Joint Programme and institutional mandates have ensured ownership of most of the built capacities

Almost all stakeholders confirm capacity building of duty bearers, especially at national level, as the most significant contribution of the Joint Programme to the NGM. MIGEPROF at the helm of gender equality policy in Rwanda has been supported in the development of gender mainstreaming strategies for several sectors including the private sector, employment, local government and others. Also, a gender coordination and partnership strategy was developed and is being used by the ministry to strategically guide GEWE in Rwanda, which has

resulted in the revival of the Gender and Family Cluster that will enhance the ministries capacity to own and coordinate all programmes and resources in the GEWE in Rwanda.

The Gender Monitoring Office with the mandate of monitoring progress in gender equality in Rwanda has been provided with capacity building support in form of systems and tools for generating and analysing sex-disaggregated data, which has enhanced the institutions capacity to fulfil their mandate. This however remains to be broadened in all districts and deepened within user-departments. Some of the most significant outputs of the Joint Programme at GMO have included the profiling of sector and districts, which have provided, structured methodologies, sex-disaggregated baseline information as well as identified issues contributing to gender inequality in Rwanda. These tools have enhanced GMO's capacity to measure progress and provide evidence-based advice to decision makers at both the national and local levels. More still, the tools have been developed and published in-house which has ensured ownership of tools and methods of data gathering, analysis and reporting. The outstanding gaps identified in this evaluation include: capacities of duty bearers especially at ministry and decentralised levels to utilise the information generated by the GMO mainly as a result of limited technical capacity in gender mainstreaming and analytical expertise, and the delayed implementation of the Gender Management Information System (GMIS) that would provide timely information on the status of gender equality in Rwanda.

The FFRP has worked as a gateway for the Joint Programme to ensure gender equality and women's empowerment stay on the radar of legislature and national oversight. Through capacity building of parliamentarians in various aspects such as GRB, transformational leadership and GEPMI, members of parliament have been able to enhance their capacities to review legislation with a gender lens. This has contributed to the legal reforms during this cycle of the programme that have resulted in more gender-sensitive laws aimed at promoting gender equality and women's empowerment, such as the revise land law, inheritance law and maternity leave law. Also support to oversight visits by relevant committees on the implementation of these laws has contributed to ensuring accountability from duty bearers at both national and local levels. The main gap identified has been that the Joint Programme has been the only external partner supporting the FFRP in the GEWE agenda, therefore ending the support to the programme could negatively impact progress achieved so far as capacity building for new parliamentarians to be elected at in 2018 would be required to sustain the gender lens in parliament.

National Women's Council has been used by the Joint Programme as the main channel in reaching women at the grassroots levels. The presence of NWC structures from national to village levels has ensured programmatic work can be systematically implemented and monitored at the lowest levels. The Joint Programme has provided capacity building for NWC coordinators and other members in various areas pertaining to gender and leadership. However, given the vast structure of NWC and resource constraints within the organisation, monitoring of the capacity built and its effect on rights holders remains limited.

Though not a direct implementing partner or member of the NGM, the Ministry of Finance and Economic Planning (MINECOFIN) has also benefited directly in terms of capacity enhancement from the Joint Programme specifically in the area of gender responsive budgeting (GRB). With financial support from the programme, the ministry has been able to train its staff in the budget department as well as planning, monitoring and evaluation officers in all districts and ministries in GRB. This has enhanced capacities and compliance to the budget call circular that requires preparation of GBS every financial year. The main challenge in ownership and sustenance is in relation to scaling up the training to user departments and ensuring the capacities built in individuals is spread and retained within public institutions.

4.3 EFFICIENCY

In line with Objective 3 articulated in the ToR, this section discusses the extent to which the Programme resources (financial, human, and technical support etc.) were allocated and disbursed strategically to achieve the Programme outcomes. The discussion is based on the three Questions outlined in the Evaluation Matrix. The Evaluation found out that the Programme had a total of USD **6,818,401** earmarked for it activities under One UN funding modality. Although there were some delays on funds disbursement in the first two years of activity implementations, the disbursement and utilization of the funds was to a large extent effective and efficient. The funds were strategically used and supported the achievement of projects outcomes.

4.3.1 OVERVIEW OF BUDGET ALLOCATION AND UTILIZATION

Questions 6.1 Have programme financial resources and activities been delivered and disbursed in strategic and timely manner to support and achieve project outcomes?

Finding 17: The Programme had earmarked funding to the tune of USD 6,818,401 by SIDA and disbursed through UN Women (managing agent). The disbursement rate of the funds to implementing institution is 98.6. The NGM institutions received 78% of funds indicating where the core activities for the JP were concentrated. And largely, the disbursement of funds was timely.

According to the programme documents and discussions with programme management and NGM, a pooled funding modality was used and participating UN Agencies were responsible for implementing activities as provided in the project logical framework. Under the pooling arrangement, UN Women received funds from the One Fund and acted as the Managing Agent of the flagship programme. UN Women as the lead UN agency of the flagship programme supported MIGEPROF to consolidate reports from other Implementing Partners, and submitted the final document to the donor through the Resident Coordinator's office.

According to Joint Programme documents, the total financial resources earmarked and received from SIDA (Embassy Sweden) was \$6,818,401 under the One Fund and was disbursed through UN Women Rwanda (managing agent of the earmarked fund for GEWE). Of this amount, the implementation of Bridge proposal 2017-2018 was a total budget of one million five thousand US dollars (\$US 1,500,000). As indicated in the Table 8 below, a total of \$6,397,318 was disbursed to implementing institutions, making a total disbursement rate 98.6. The NGM institutions received 78% of the funds.

Table 8: Budget Allocation by Participating Institutions

Year	Money Received from Donor	Implementing Institution	Amount Disbursed by UN Women in USD	Amount Disbursed by UN Women in RWF	Balance in USD
		MIGEPROF	1,507,699.29	1,057,351,941	
		NWC	1,408,139.47	1,035,929,090	
		FFRP	797,950.92	599,807,293	
		GMO	1,531,273.11	1,120,007,442	
		NFNV	29,966.53	25,544,600	
		Plan Rwanda	50,020.87	42,727,950	
		MINECOFIN	50,473.41	42,700,000	
		PRO-	95,804.42	81,439,227	
		ACTIL	27,000.00		
		Coordination	395,577.55	213,253,694	
		Support Cost	446,063.61		
		Payroll	277,412.54		
		Commitment/ Unpaid PO	107,512.66		
2013	3,787,724				
2015	930,998				
2017	1,470,027				
2018	629,652				
Total Received	6,818,401	Total Disbursed	6,724,894.38	4,218,761,237	93,506.62
	Balance in the system				93,506.62

By 30th June 2018, a total of USD 48,144.34 (0.8%) had not been used. This amount includes charges not yet computed by UN Women headquarters and other costs such as the final project audit. Also, UN Women reported that some of the money is to support the remaining activities under the programme like preparation and gender equality awareness for the up-coming legislative elections. Discussions with key stakeholders within the UN System and the NGM indicates that financial resources were strategically allocated to support programme activities and achieve the envisioned outcomes. Amount of resources disbursed to various implementing partners were based on realistic needs, activities and capacities.

Finding 18: UN Women auditors report gave the Programme a clean bill of health and indicates the funds were efficiently utilized as per the planned activities. And most of the programme activities have been

4.3.2 TECHNICAL SUPPORT AND DELIVERY OF OUTPUTS

Finding 19: The Joint Programme employed qualified technical staff to offer various technical support to the implementing partners, NGM in particular. A total of 14 professionals were employed (Table 9).

Table 9: Programme staff recruitment and turnover-

Institution	Recruited staff	Staff that left the programme	Current staffing
MIGEPROF	6	3	3
GMO	4	1	3
FFRP	2	1	1
NWC	2	1	1
Total	14	6	8

Documentation and discussions with various stakeholders indicate that retention of the professionals employed by the programme especially at the beginning of the Joint Programme has been a significant challenge. By the time of the Final Evaluation six had resigned and moved to other organizations, and all had not been replaced. The remaining staff from NGM complained that they are overworked and work long hours to meet the balance the needs of their parent institutions and the demands of the Programme, though they do not dedicate full-time to this Joint Programme. This explained why reporting usually delay.

One of the challenges was the turn-over of the technical staff hired for the programme. This was due to contractual issues, which was short and renewed every 12 months. People left for "green pastures, with assured job stability..."

Implementing partner official, May 2013.

Question 6.2 Have the outputs been delivered in a timely manner

Finding 20: The Joint Programme outputs have been delivered in time

All though commencement of the programme was delayed by close to nine months, delivery of most outputs has been timely. As indicated in the effectiveness section of the report, out of the 32 KPIs of the Joint Programme, 20 (63%) have been delivered Highly Satisfactorily, 8 (25%) are rated as satisfactory suggesting they have either been partially achieved, are on track to being achieved or have encountered issues in realising their intended outcomes or outputs. Only 4 (12%) KPIs are considered marginally satisfactory, namely:

- 1.2.1 a: The Gender MIS is operationalised (*Target: Operational*)
- 1.3.1 a: Number of joint field visits organized (*Target: 4 Per Year*)
- 3.1 a: Level of satisfaction of women with existing empowerment opportunities (*Medium*)
- 3.1 b: Percentage of women benefiting from financial services (4%)

However, one of the main challenges that contributed to delays in delivery of some outputs, in particular by NGM, was the long government procurement procedures that affected the NGM acquiring of services and facilities for the programme in time. Another challenge was getting qualified and competent technical professionals in time to support the programme. Key implementing partners reported that it had been difficult to get qualified and competent professionals with experience in gender work to support the programme. This partly explains why some of the hired staff who left have not been replaced at the NGM institutions, for example the Communications Specialist at FFRP and Institutional capacity building specialist and the Gender and family promotion specialist at MIGEPROF and the Programme Coordinator at NWC and Programme Coordinator at GMO.

4.3.3 CLARITY, APPROPRIATENESS AND EFFECTIVENESS OF MANAGEMENT AND COORDINATION STRUCTURES

Management, coordination and coherence of the Joint Programme was largely effective and led to the achievement of results. However, there was neither a Gender Cluster at national level nor Gender Thematic Working Group with in the UNCT that could have made management, coordination and coherence more effective.

Question 6.3: Have the Joint Project organizational structure; managerial support and coordination mechanisms effectively supported the delivery of the project?

Finding 21: The Joint Programme had a functional Management Structure, with two organs: The Steering Committee and The Technical Committee. The responsibilities were well delineated and implemented effectively. The Programme management structure was useful and efficiently supported the programme implementation. The Programme largely meets the four basic ingredients of a Joint Programme or the Delivering as One (DaO) concept, i.e. one programme document, one budgetary framework, one leader and one office.

The Programme had a functional Management Structure, with two organs: The Steering Committee (SC) and The Technical Committee.

The members of the Steering Committee included Heads of the NGM institutions, MINECOFIN, SIDA and heads of participating UN Agencies. The role of the Steering Committee was to:

- Oversee the overall implementation of the programme;
- Provide strategic direction;
- Review and decide on the recommendations made by the Technical Committee on changes with relation to project implementation or the project document;
- Approve implementation reports, work plans & budgets; and
- Undertake advocacy for programme and resource mobilization.

According to the Programme document, the steering committee was to be convened on a quarterly basis chaired by MIGEPROF and co-chaired by UN Women to endorse the recommendations of the technical committee. According to the Programme document, the steering committee was to be convened on a quarterly basis chaired by MIGEPROF and co-chaired by UN Women to endorse the recommendations of the technical committee. However, the Steering Committee did not meet as regularly as was required. From steering committee meetings' minutes provided a total of 15 out of the planned 19 Steering Committee meetings have been conducted through the cycle of the programme. The few that were not conducted as planned have been attributed to competing tasks and busy schedule of the members of the committee. However, interviewees emphasise that many ad hoc SC meetings have been conducted whenever they were required.

The Technical Committee for the Joint Programme consisted of technical staff from the participating UN agencies as well as the National Gender Machinery. The number of technical staff representing each Implementing Partner and the participating UN agencies at the Technical Committee was not to exceed 2 members. The Technical Committee members were responsible for:

- Assessing progress project implementation, attending quarterly meetings to assess the progress on programme implementation, discussing bottlenecks and propose way forward,
- Propose budget changes of the Joint program to the SC as well as provide advice as required.

UNDP, UNWOMEN and UNFPA signed a Memorandum of Understanding (MoU) on the fund management. These organisations were accountable for supporting the national implementing partners in managing the Joint Programme. UN Women was accountable for timely disbursement of funds and for coordinating technical inputs by all participating UN organizations. It also effectively followed up with the national partners on implementation, and was accountable for narrative and financial reporting to the Joint Programme coordination mechanism.

The Joint Programme was designed, in a consultative and participatory manner, and was implemented by the NGM. The four institutions MIGEPROF, GMO, NWC and FFRP ensured full and efficient implementation of the programme as per the individual institutions action plans that were developed based on their mandates.²⁹ UN Women in collaboration with MIGEPROF, organize and co-chaired steering and technical committee meetings; and among others acted as the managing agent of the pooled fund on behalf of other participating UN agencies; and provide leadership in terms of overall coordination of technical inputs from all participating UN organizations. The Memorandum of Understanding on the funds management was signed UN Women, UNDP, and UNFPA in support of collaboration. The interviews with the implementing partners indicated that the two UN agencies supported the Joint Programme at different levels such as: attended both steering and technical committee

²⁹ The Ministry of Gender and Family Promotion MIGEPROF is the lead that facilitates the implementation of the National Gender Policy and Plan of Action to ensure effective gender mainstreaming and full participation of women in all activities related to the socio-economic development of Rwanda...

meetings; gave technical support to implementing partners for the effective implementation of activities; and giving technical inputs to various periodic reports and audit management response before they are finalized.

Finding 22: The presence of a high-profile steering committee for the Joint Programme ensured national recognition of the National Gender Machinery, the Joint Programme and UN Women’s role in advancing gender equality and women’s empowerment.

The Minister of the Ministry of Gender and Family Promotion chaired the Joint Programme’s steering committee that was co-chaired by the UN Women Country Representative. Other steering committee members included the Heads of UNDP and UNFPA as well as the Chief Gender Monitor, the Executive Secretary of NWC and President of FFRP. This high profile of the steering committee not only ensured strategic oversight and guidance to the programme but also enhanced the capacity of the Joint Programme to place its agenda on National platforms including the Cabinet and Parliament among others. This is assessed as a key contribution of the management structure that ensured gender issues remained on the radar of national priorities at leadership and technical levels.

Finding 23: The Joint Programme and engagement of the implementing partners have increased collaboration, information sharing, and learning among Programme partners, especially among the NGM. However, the programme could have increased collaboration and information sharing among CSO, the academia and the media.

“Advancing and Sustaining Gender Equality Gains” meets the four basic ingredients of a Joint Programme or the DaO concept, i.e. one programme document, one budgetary framework, one leader and one office. The Technical Committee is reported to have done a commendable job in coordinating and providing technical guidance to the implementation of the Programme. In terms of planning, there were good efforts to jointly plan throughout the programme period. Moreover, the AWP’s were developed jointly with the participation of all implementing agencies. However, interviews with key stakeholders indicates that there was double reporting by the NGM institutions, where they had to submit a programme report to UN Women and another report to MINECOFIN. It was also reported that there were cases of delays in reporting. This was because of turn-over of technical staff recruited by the programme to offer technical support to NGM and other implementing partners.

The Final Evaluation indicates that there was good and effective collaboration between UN Women and the NGM, and among the implementing institutions. This facilitated the achievement of the programme outputs. In relation to communication, the communication guidelines and channels were articulated in the Programme document. The One UN took the lead and appropriate measures to publicize the Joint Programme. The Evaluation found out that, as was agreed from the start of the Programme, the Information given to the press, to the beneficiaries of the Joint Programme as well as all related publicity material, official notices, reports and publications acknowledged the role of the implementing partners, the One UN, and donor. However, generally the primary beneficiaries (vulnerable women, mentees) were not aware that the programme interventions they were getting were funded by a donor through UN Women. They were also not aware of the Joint Programme. During field work and discussions with sampled second-level beneficiaries, it was clear that they were only aware of the institutions that directly supported them like MIGEPROF and NWC but not UN Women and the donor.

This programme has brought us together. We work better in an organized manner. We consult, we share and we learn from each other. We do not compete for resources any more than before...

NGM Official, May 2018.

Programme documents and discussions with key stakeholders indicate that the various management structures set up (Steering Committee, Technical Committee) worked effectively and contributed to the functioning and substantive work of the JP.

4.3.3 GENDER EQUALITY AND HUMAN RIGHTS BASED APPROACH

The Evaluation Team examined the extent to which gender equality and human rights were considered in the design and implementation of the Joint Programme. The Evaluation found out that both gender equality and human rights considerations were integrated into the programme although not explicitly but by implication.

Gender equality and human rights are a normative mandate of UN Women and crosscutting programming principles for UNDP; mainstreaming these in all activities has been the core intention independent of what was decided at the output and outcome level. Both gender and human rights considerations were integrated in

programme design and implementation. Activities were designed in response to recommendations of international bodies concerned with the implementation of human rights and gender equality, such as CEDAW Committee and UPR.

The Joint Programme is premised on human rights of women and aimed at promoting the substantive rights of women. As such, the Programme was linked to the women's rights framework, a key element of a human rights based approach. By implications, they were integrated into Programme design and implementation. However, the exclusive focus on women and girls in interventions such as support for economic empowerment, mentorship and capacity building may have produced skewed results.

Gender equality and human rights are a normative mandate of UN Women and mainstreaming them in coordination and programming is a must. Since the Joint Programme targeted the support to NGM with various mandate on supporting gender equality and women's empowerment, and the fact there exist robust legal and policy frameworks in Rwanda that support the same, gender equality and human rights were largely taken into consideration although not explicitly articulated in the programme documents.

Many of us try to understand these concepts theoretically by reading about them or just writing them in the reports. But applying them practical is still a challenge. We need continuous training

Implementing Partner Official, May 2018.

In a patriarchal society like Rwanda, gender is still largely understood to mean "women" and there are stereotypes associated with it. Addressing the root causes of discrimination against women and girls and gender inequality still remains a challenge in the country despite the fact that there are responsive policies and laws. As indicated the Effectiveness Section of this Report, the Final Evaluation found out that the Joint Programme contributed to gender equality dimension being mainstreamed in policies, strategies and budgets at all levels. This has potential to transform gender inequality and abuse of human rights observed in political and economic spheres.

4.4 SUSTAINABILITY

The Joint Programme and results achieved have laid a good foundation. More development partners, for example, DFID, World Bank, and ENABLE have expressed interest to support and sustain the gains we have heard with the Joint Programme. Districts are now committed to gender mainstreaming and equity as required in the performance contract...

MIGEPROF Official, May 2018.

This subsection assesses the extent to which the interventions and achievements of the Joint Programme will continue beyond its tenure. In line with Objective IV outlined in the ToR, it assesses the sustainability of the Joint Programme including participation of partners in planning and implementation of interventions, as well as assessing the probability of long-term benefits from the project based on measures taken to ensure that results initiated by the programme will be sustained on cessation of donor support. The programme did not develop an exit strategy or sustainability plan. But, by aligning the programme to the national policies and programmes and capacity building of NGM are considered to be sustainability measures.

Based on Programme documents and discussions with key stakeholders, the Evaluation Team made some observations on strategic changes brought about through the Program that could have long time effects on gender mainstreaming and women's empowerment in Rwanda. These include the following:

- Effective partnership, collaboration, synergy building, sharing and learning from each other
- Effective knowledge production and setting up of baselines in various sectors (Status of Gender in Rwanda, GMIS).
- Adoption of a number of national policies and structural changes. These include changes in coordination structures, sector gender baselines and strategies, district and sector gender profiles, institution strategic plans, the National Gender Status Report, gender disaggregated statistics, and institutionalization of Gender Responsive Budgeting (GRB).

Question 4.5.1: To what extent was capacity developed in order to ensure sustainability of efforts and benefits?

Finding 25: NGM have not only been effectively included in the programme design, implementation, and monitoring and reporting, but also had their capacity built and have been sensitized to lead in gender mainstreaming at national level. Although the Programme documents do not explicitly identify sustainability measures, the design of the Programme and some of the key activities have built a good foundation for sustainability.

Some of the factors that contribute to the sustainability of the Joint Programmes' achievements include:

- The alignment of the Joint Programme to national and sector policies, commitment (and requirement) to gender mainstreaming, institutional capacity building, and continued consultations could be considered as sustainability measures adopted by the Programme.
- Different Programme activities targeting each institution under the NGM were seen as sustainability measures. The MIGEPROF, GMO, NWC and FFRP capacities were enhanced through the programme to carry their mandates effectively and efficiently.
- The Programme did not only allow the NGM to participate in planning, but also to take lead in producing financial management and accountability, annual work plans, quarterly and annual reports.
- Knowledge production in particular development of district gender profiles, sector baselines, GMIS and Gender Status Report by GMO continue to inform decision making after the tenure of the programme.

The Evaluation Team observed that all stakeholders interviewed were of the opinion that the Programme results would not be sustained if the financial resources were not readily available and assured. The following gaps/challenges were identified:

- Explicit exist strategies and adequate measures for sustaining the gains and scaling-up the good practices and outcomes of the Joint Programme were not in place.

- There were no measures put in place to mobilize extra financial and human resources to support the programme and sustain the gains. It is worth mentioning that the UN Women and NGM are already writing a proposal for funding of the next programme on sustaining gender-mainstreaming gains in Rwanda.
- Frequent turn-over of the hired technical people to support the Programme due to absence of a long-term contract and has left NGM institutions with limited technical staff also raises sustainability issues.
- Implementation of one-off activities especially in the area of women's economic empowerment with most vulnerable groups faces risks associated with discontinuity if strategic follow-up support is not provided to ensure these target groups have the skills required to continue to implement lessons learnt.

5. LESSONS LEARNED AND GOOD PRACTICES

I. The value of attracting and retaining GEWE specialists at NGM and other partners' organizations for increased results and sustainability

Enhancing capacities of NGM institutions to effectively implement their mandate by providing technical assistance is a good and strategic intervention for addressing gender mainstreaming. Attracting and retaining specialists in gender equality and mainstreaming within NGM is producing more satisfactory results and boosting sustainability.

II. Benefit of Government/Top leadership commitment to gender equity and women's empowerment

Leadership and commitment to gender equality and women's empowerment by Government and top leadership of a country and institutions effectively facilitate the implementation and success of gender programmes/projects. It makes various stakeholders to have a common goal and commitment towards promoting gender equality. Lessons for future programming is that leaders in all sectors and at district / community level must be involved, engaged and be held accountable for promoting GEWE.

III. The benefit of long-term programming and financing

Short duration projects and interventions on economic empowerment and mentorship do not provide sufficient opportunities to revisits the vulnerable groups priorities so that the project can respond and learn from experiences on the ground. They also create demands that remain unfulfilled if sufficient and long enough support is not given.

IV. The benefit of SMART Indicators and Targets for M&E

Evidence from the Joint Programme demonstrates the effectiveness and continued need for developing a programme/project results framework with SMART indicators and targets. Joint visits provide an opportunity for a collective monitoring of project's progress but requires careful planning and should be supported by other effective means of monitoring project implementation and results.

V. Gender Responsive Budgeting as a resource and strategy for scaling support to GEWE

In light of some of the challenges identified at district level in regards to planning and resources allocation against Gender Responsive Budgets (GRBs), the evaluation has identified this as an opportunity for resources mobilization in addressing some of the root causes of gender inequalities specific to different geographical locations.

5.1 GOOD PRACTICES

a) Establishing credible knowledge base

Setting of baselines and knowledge production for future programmed, decision making, programming and measuring accountability (Sector profiles, Status of Gender in Rwanda, and establishing /operationalizing GMIS) laid a good foundation for sustainability and future decision making, targeting and programming. For example, the visibility of GMO increased as a national reservoir (knowledge reference point) for gender analysis, and gender disaggregated data and information. This has increased right holders' knowledge and capacities to pursue accountability with credible evidence.

b) Partnership approach

Joint, consultative and active participation of NGM in Programme development and mainstreaming programme activities into the institutions mandates, activities and expected results ensured ownership and are signs of measures for sustainability.

c) Building a culture of working together and synergy building for improved results

NGM institutions developed and nurtured a practice of working together, planning together, sharing ideas and reporting together. There is no opportunity for competing for financial resources and attention from the same development partners. This is a sure way of being effective, efficient and having bigger and sustained impact on gender mainstreaming in both the public and private sector at national and decentralized level.

6. CONCLUSIONS

This section presents the main Final Evaluation conclusions. They are based on the evaluation criteria and are derived from triangulation of evidence from various sources, informed by findings of the final evaluation, and discussions with members of the Programme Steering Committee and Technical Committee and UN Women Country Office. They also reflect inputs from key stakeholders who participated in the validation workshop and reviewed the draft report.

Conclusion 1: The institutional capacities of National Gender Machinery for an effective oversight and coordination of the Implementation of Gender Equality Commitments have been strengthened through various capacity building interventions of the Joint Programme on Advancing and Sustaining Gender Equality Gains in Rwanda. With the objective achieved, future focus could be on sustaining the achievement and strengthening the institutional and human capacities of NGOs and the private sector.

The evaluation findings 6, 7 and 8 provide evidence supporting the conclusion that the institutional capacities of NGM has been strengthened and to full-fill their individual mandates and coordinate gender equality and women's empowerment efforts at national level, and adding value to policy and strategic environment, building capacity and ownership at national level.

The Joint Programme endeavoured to strengthening the capacity of National Gender Machinery institutions to effectively support other government and non-government institutions in gender mainstreaming, improve its coordination and collaboration and oversight roles as well as ensuring that other institutions are held accountable to gender equality at all levels of governance. In this framework and following an institutional capacity needs assessment, a joint capacity building plan was implemented focusing on human capacity development, creation of an enabling working environment, enhancement of NGM capacities in collaboration and coordination of interventions on gender equality and women's empowerment. Documents available and discussions with key stakeholders indicate that these have been achieved through joint planning and information sharing quarterly retreats, improved coherence, synergy and complementarities in the assessment of gender budget statements.

In human capacity enhancement, the programme has created a critical mass of trainers and practitioners, within the NGM and its partners in the Joint Programme, in gender analysis and mainstreaming in economic policy management.

With the objective achieved, future focus could be on sustaining the achievement and strengthening the institutional and human capacities of NGOs. There is also need to attract and retain qualified and experienced specialist in gender equality and gender mainstreaming in the NGM institutions.

Conclusion 2: Evidence available indicates that the Joint Programme has contributed significantly to grounding gender equality into policies, programmes and budgets at national and district and sector levels. There is evidence of increased production/legislation of gender responsive policies, laws and budgets. With these documents available, future interventions could focus on their implementation (turning intent into action) and effectively monitoring, recording and disseminating progress being made and their impacts in promoting gender equality at national, district and sector level.

The conclusion is based on the evaluation findings numbers 2, 3, 4 and 5. The final Evaluation findings indicate that the focus of the Joint Programme Grounding gender equality into policies, programmes and budgets at all levels have born fruits. Through consultation, reviews, legislation and capacity building several gender responsive policies, legal frameworks and strategies have been produced. These include: Gender mainstreaming strategies for the private sector, local government and employment sectors as well as a national gender coordination and partnership strategy; Gender Profiles for 25 districts and 7 sectors including agriculture, infrastructure, social protection, ICT, Financial inclusion, Governance and Security have been completed, the Status of Gender in Rwanda Report and the GRB Guide for Parliamentarians were also produced. But the simple existence of policy frameworks is not enough. Policies, strategies and plans must be turned into action supported by sufficient financial and human resources.

Conclusion 3: The Joint Programme on ASGEGs has laid a foundation for addressing root causes of gender inequality and gaps – patriarchy and social norms, attitudes and myths and practices that are discriminate against women and girls and other vulnerable groups. Enhancement of knowledge base on gender issues and gaps in various sectors through the Joint Programme provides evidence for decision making and planning to address root causes of gender inequality. However, going forward further

systematic, targeted and comprehensive planning and work need to be to address root causes of gender inequality and discrimination against women and vulnerable groups

This conclusion is based on Evaluation findings number 3, 4, 6 and 10. The available evidence shows that the Joint Programme has contributed significantly in reforming of laws and policies that target addressing the root causes of gender inequality and give guidelines for supporting and enhancing accountability for gender equality and women's empowerment, and producing knowledge for decision making, reporting and programming, including Sector profiles and setting baselines. Besides, the operationalisation of the GMIS is in progress. These have laid a good foundation for future targeting and programmed, in particular programming to address the root causes of gender inequality and discrimination against women, girls and vulnerable groups including boys and men from poor backgrounds. Enhancing effective gender responsive and human rights perspective planning, budgeting and monitoring also remains a priority, more so at district level.

Conclusion 4: The Joint Programme on ASGEGs objectives and focus were relevant to national priorities and policies of the GoR and the NGM institutions at the time of its design and remain so today. The Programme was also relevant to international, regional and national normative gender instruments and NGM institutions' mandates. Building on the achievement and results to promote gender mainstreaming and women's empowerment across Rwanda remain a priority.

The Final Evaluation findings number 3 and 4 provides evidence supporting the conclusion that the Programme was also relevant to international, regional and national normative gender instruments and NGM institutions' mandates. The Joint Programme was relevant to the national priorities and NGM mandates and objectives.

Building on the achievement and results to promote gender mainstreaming and women's empowerment across Rwanda remain a priority of NGM and UN Women Rwanda. Going forward, NGM institutions have plan to be more strategic and address gaps that could have significant and sustained impact. Good practices need to be replicated and scaled across districts.

Conclusion 5: Action focusing on economic empowerment of poor women and young girls is an important strategy to improve households' quality of life and financial inclusion.

Final Evaluation Findings number 1, 2, and 11 provides supporting evidence for the Joint Programme had interventions that were catalytic and thus laid good foundation for future programming. The interventions under the Bridge Plan were catalytic in nature and scope, including NGM reinforcing synergies with government institutions (NEC, MINECOFIN, districts, RNP, SACCOs) and collaboration with new partners CSOs (Profemme Twese Hamwe) and INGOs (Care International, World Vision and Community Health).

However, this requires comprehensive assessment of poor women needs, the right economic empowerment package, and a clear support and monitoring mechanisms for the vulnerable groups. Besides, careful targeting and selection of poor vulnerable women for support is critical. Going forward, the demand-side interventions such as women economic empowerment, mentorship and support to vulnerable groups need more partners, sufficient financial resources and technical support.

Conclusion 6: The interventions under the Bridge Plan were catalytic in nature and scope, including NGM reinforcing synergies with government institutions (NEC, MINECOFIN, districts, RNP, SACCOs) and collaboration with new partners CSOs (Profemme Twese Hamwe) and INGOs (Care International, World Vision and Community Health. Building on the results and lessons learned from such interventions is necessary.

This conclusion is based on Final Evaluation finding number 11. The Joint Programme has been instrumental in providing start-up capital to some of the women's groups, for example cows have been provided to the most vulnerable and start-up capital to for example women in cross. Overall the Joint Programme has invested substantial resources in women's economic empowerment but the spread-out efforts have not made a considerable contribution to for example women's financial inclusion. But, the interventions have laid a good foundation and provided good lessons going forward.

Conclusion 7: As a good practice, the Joint Programme had an M&E framework. But the relevant indicators and targets in some of the outcomes and outputs were not SMART, thus making them difficult to track progress made. Documenting, reporting and dissemination progress of Joint Programme activities, lessons learned were done in the form of quarterly reports, annual reviews/reports. For future

programming, there is need for the development of an M&E framework with SMART indicators. Also, developing a clear plan for knowledge management is priority.

This conclusion is based on Final Evaluation finding number 15. Although the Joint Programme had a M&E framework, quarterly and annual reports done, and MTV commissioned, not enough thought and investment went into M&E during the Programme design and development. Some of the indicators and targets were not SMART, thus difficult to track. Besides, the joint visits to programme sites were not done as it was planned. Monitoring, documenting, reporting and dissemination progress of Joint Programme activities, lessons learned and good practices remained a major challenge.

For future programming, there is need for systematic efforts and enough resources (funds & human) to strengthen M&E and quality assurance mechanisms at national, district and community level to measure contributions to outcome, identify gaps / challenges to implementation, map-out and document/report lessons learned/good practices.

7. RECOMMENDATIONS

This section responds to Objective vi of the Evaluation as articulated in the ToR to provide forward-looking recommendations that may be used for future programming. The recommendations have been developed based on the Final Evaluation findings and conclusions. They are also subject to validation by the Programme Technical Committee and key stakeholders. Table 10 below present specific recommendations:

Table 10: Recommendations for future programming

Conclusion	Recommendation	Responsible	Priority
Conclusion 1: The institutional capacities of National Gender Machinery for an effective oversight and coordination of the Implementation of Gender Equality Commitments have been strengthened through various capacity building interventions of the Joint Programme on Advancing and Sustaining Gender Equality Gains in Rwanda. With the objective achieved, future focus could be on sustaining the achievement and strengthening the institutional and human capacities of NGOs and the private sector.	<p>1.1 NGM institutions to develop modalities of maintaining and sustaining the achievement realized, in particular attracting and retaining specialists in gender responsive planning, communication and M&E.</p> <p>1.2 Target capacity building of civil society organizations, private sector and institutions of higher learning, e.g. universities, on gender mainstreaming, gender responsive research and policy analysis</p>	UN Women and NGM	<ul style="list-style-type: none"> - Immediately - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions Note
Conclusion 2: Evidence available indicates that the Joint Programme has contributed significantly to grounding gender equality into policies, programmes and budgets at national and district and sector levels. There is evidence of increased production/legislation of gender responsive policies, laws and budgets. With these documents available, future interventions could focus on their implementation (turning intent into action) and effectively monitoring, recording and disseminating progress being made and their impacts in promoting gender equality at national, district and sector level.	<p>2.1 Develop practical and innovative strategies to increase public awareness of GEWE policies, strategies and programmed, with a special focus on the districts.</p> <p>2.2. Developing a strategy and work plan to effectively implement various policies, strategies and GRB initiatives that have been developed from the JP</p> <p>2.3 Identify relevant partners to work with in implementing the policies and strategies and monitoring accountability at national, district and in all sectors.</p>	One UN and NGM	<ul style="list-style-type: none"> - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions Note
Conclusion 3: The Joint Programme on ASGEGs has laid a foundation for addressing root causes of gender inequality and gaps – patriarchy and social norms, attitudes and myths and practices that are discriminate against women and girls and other vulnerable groups. Enhancement of knowledge base on gender issues and gaps in various sectors through the Joint Programme provides evidence for decision making and planning to address root causes of gender inequality. However, going forward further systematic, targeted and comprehensive planning and work need to be to address root causes of gender inequality and discrimination against women and vulnerable groups	<p>3.1 Identify strategic interventions under programmes such as "HeforShe" and the Men Engage initiatives and support interventions that address the root causes of gender inequality and patriarchy.</p> <p>3.2 Intensify advocacy, education, and communication by working with media houses, cultural groups and local leaders to address the root causes of gender inequality and changing mind-sets.</p> <p>3.4 Document and disseminate good examples of gender mainstreaming at district and community level, and use the same as platforms for taking the</p>	NGM and UN Women	<ul style="list-style-type: none"> - Immediately - In the new proposal by institutions - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions).

Conclusion	Recommendation	Responsible	Priority
	campaign on addressing negative cultural norms and practices, myths and attitudes that promote gender inequality and discrimination against women national-wide.		
Conclusion 4: The Joint Programme on ASGEGs objectives and focus were relevant to national priorities and policies of the GoR and the NGM institutions at the time of its design and remain so today. The Programme was also relevant to international, regional and national normative gender instruments and NGM institutions' mandates. Building on the achievement and results to promote gender mainstreaming and women's empowerment across Rwanda remain a priority.	4.1 Building on the lessons learned from The Joint Programme), a new Joint Programme on gender equality and women's empowering should be developed in participatory/consultative manner, and various funding modalities and sources agreed upon to support such a programme.	UN Women, NGM, NGOs/CSO and the private sector	<ul style="list-style-type: none"> - In the new proposal by institutions - UN Women Strategic Note 2018 – 2023 - In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions).
Conclusion 5: Action focusing on women economic empowerment of poor women and young girls is an important strategy to improve households' quality of life and financial inclusion. However, this requires comprehensive assessment of poor women needs, the right economic empowerment package, and a clear support and monitoring mechanisms for the vulnerable groups. Besides, careful targeting and selection of poor vulnerable women for support is critical.	<p>5.1 Based on lesson learned from economic empowerment (start-up and giving out cows), consider expanding the economic empowerment interventions after a comprehensive assessment of the outcome of the Joint Programme interventions.</p> <p>5.2 Focus more resources and action towards vulnerable teenage mothers and working with local government structures and NGOs in selected poor districts to support them economically.</p> <p>5.3 Forge stronger ties with entities such as BDF, PSF and the private sector to enhance efforts to provide more effective outcomes for WEE</p>	UN Women and NGM	- In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions Note
Conclusion 6: The interventions under the Bridge Plan were catalytic in nature and scope, including NGM reinforcing synergies with government institutions (NEC, MINECOFIN, districts, RNP, SACCOs) and collaboration with new partners CSOs (Profemme Twese Hamwe) and INGOs (Care International, World Vision and Community Health. Building on the results and lessons learned from such interventions is necessary.	<p>6.1 Support to the catalytic initiatives with CSO and the Private Sector organisations (such as; Mentorship for in and out of school girls, enhancing women's financial inclusion through New Faces New Voices) that were implemented under the Bridge Plan should be extended and given sufficient funding and technical support for at least 2 years.</p> <p>6.2 NGM and identifies CSO and INGOs to work in partnership in developing a comprehensive programme to address emerging national issues like teenage pregnancies, youth and social/cultural issues and relationships.</p>	NGM, CSO/NGOs, Private Sector.	Revised Strategic Plan for NGM institutions Note

Conclusion	Recommendation	Responsible	Priority
<p>Conclusion 7: As a good practice, the Joint Programme had a M&E framework. But the relevant indicators and targets in some of the outcomes and outputs were not SMART, thus making them difficult to track progress made.</p> <p>Documenting, reporting and dissemination progress of Joint Programme activities, lessons learned were done in the form of quarterly reports, annual reviews/reports. For future programming, there is need for the development of an M&E framework with SMART indicators. Also, developing a clear plan for knowledge management is priority.</p>	<p>7.1 Develop and agree on national, district and sectors Joint Programme M&E framework and build capacities to effectively operationalize and use the framework at national and district level within the programme.</p> <p>7.2 Facilitating and supporting development of knowledge management strategies at national, district and sector level, researching, documenting, analyzing and utilizing evidence for decision making and programming.</p>	<p>NGM, UN Women, and NGOs/CSOs</p>	<p>- In the next phase of programming (UNDAP 2018 - 2023, Revised Strategic Plan for NGM institutions).</p>

8. ANNEXES

ANNEX I: TERMS OF REFERENCE

Terms of Reference

National/International Evaluation Consultant for the UN Women Rwanda Final Evaluation of the Joint Programme “Advancing and Sustaining Gender Equality Gains in Rwanda”

I. Background

Grounded in the vision of equality enshrined in the Charter of the United Nations, UN Women works for the elimination of discrimination against women and girls, the empowerment of women and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. Placing women’s rights at the centre of all its efforts, UN Women leads and coordinates the United Nations system’s efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It provides strong and coherent leadership in support of Member States’ priorities and efforts, building effective partnerships with civil society and other relevant actors

The UN Women Rwanda Country Office works alongside other UN agencies to support the Government of Rwanda in achieving national development priorities, the Sustainable Development Goals (SDGs) and other international development aspirations. While Rwanda falls into the group of Low Human Development countries on the Human Development Index (HDI), it is amongst the countries with the highest increase in HDI values since the beginning of the new millennium. In 2003, Rwanda adopted one of the world’s most progressive Constitutions in terms of its commitment to equal rights for all, gender equality and women’s representation in decision making organs. The country’s commitment to gender equality and women’s empowerment is reflected in the ratification and implementation of international conventions and instruments including the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action, the Beijing Platform for Action, the African Charter on Human and People’s Rights and the SDGs. According to the World Economic Forum’s Global Gender Gap Report 2016, Rwanda is ranked 5th worldwide and 1st in Africa in promoting gender equality.

However, despite numerous successes achieved in terms of gender equality and women’s empowerment, Rwandan women still face gender-specific challenges. Women’s literacy rates are lower than their male counterparts’ and there are limitations to women controlling resources, managing businesses and fully participating in decision-making. Gender-specific roles hamper women’s potential, with a significant amount of women’s time spent on unpaid domestic chores. Violence against women remains a challenge in Rwanda and cultural norms and unequal power relations between men and women, boys and girls, undermine the social, economic and political contributions of women and girls to their own development, that of their families, communities and the nation. Thus, within the Delivering as One UN framework, UN Women Rwanda Country Office works alongside other UN agencies to support the Government of Rwanda in achieving national and international development aspirations. Leveraging UN Women’s technical expertise and comparative advantage within the Delivering as One context, the UN Women Rwanda Strategic Note 2014 – 2018 focuses on the areas of women’s leadership and political participation, women’s economic empowerment and the elimination of gender-based violence.

It is within this context that the Joint ONE UN Programme “Advancing and Sustaining Gender Equality Gains in Rwanda” is implemented in Rwanda. The program seeks to advance and sustain gender equality gains in Rwanda through an institutional strengthening of the National Gender Machinery, the mainstreaming of gender principles into policies, programmes and budgets, through strengthened accountability mechanisms for gender equality and support to guaranteeing women’s equal access to productive resources. The 5-year program ends in June 2018 and the final program evaluation aims at

assessing the progress made towards the achievement of program outputs and overall performance of the programme, to highlight best practices, document lessons learned and to provide forward-looking recommendations to guide future programming by UN Women and its partners.

The final evaluation of the Joint Programme will refer to the guiding documents for evaluation at UN Women, including the [Evaluation Policy](#), Evaluation Chapter of the UN Women Program and Operations Manual, the Global Evaluation Report Assessment and Analysis System ([GERAAS evaluation report quality checklist](#)), the [United Nations System-wide Action Plan Evaluation Performance Indicator](#) (UN-SWAP EPI) and the [Evaluation Handbook](#). These documents serve as the frame of reference for ensuring compliance with various evaluation requirements and assuring the quality of the evaluation report.

II. Description of the programme

The Programme “**Advancing and Sustaining Gender Equality Gains in Rwanda**” is a Joint Programme between the Government of Rwanda represented by the National Gender Machinery and the ONE UN in Rwanda (UN Women, the United Nations Development Programme (UNDP) and the United Nations Population Fund (UNFPA)). The programme led by UN Women as managing agent is funded by the Swedish International Development Agency (SIDA) and has four main implementing partners namely the Ministry of Gender and Family Promotion (MIGEPROF), Gender Monitoring Office (GMO), National Women’s Council (NWC) and Rwanda Women Parliamentary Forum (FFRP). Other institutions such as the Ministry of Finance and Economic Planning (MINECOFIN) and Civil Society Organizations including PROFEMME TWESE HAMWE, New Faces New Voices and Plan International Rwanda have been used as Responsible Parties to implement targeted interventions falling within their core areas of expertise.

The Joint Programme is articulated around **four main strategic priorities**:

- (i) Institutional strengthening of the National Gender Machinery,
- (ii) Grounding gender equality into policies, programmes and budgets at all levels,
- (iii) Strengthening accountability mechanisms for gender equality across economic sectors and districts, and
- (iv) Increasing access to productive resources for vulnerable women.

After an initial two-year project phase which lasted from October 2013 to September 2015, the programme was extended on a no-cost basis until December 2016. To expand the programme’s outreach and strategic outcomes, and to deepen initial programme results based on recommendations of a mid-term review conducted in June 2016, a cost-extension until June 2018 was agreed.

The cost-extension was based on a Bridge Action plan, taking into account newly emerging priorities including the formulation of a new Rwandan medium term national development plan, the new agenda 2030 for sustainable development and the preparatory for the formulation of a new UNDAP.

The programme duration is now fully aligned with the five-year Rwandan Economic Development and Poverty Reduction Strategy 2013 –2018 (EDPRS II) and the ONE UN UNDAP.

III. Purpose (and use of the evaluation)

The final program evaluation forms an integral part of the project document agreed upon between the donor and the ONE UN Rwanda. As is the practice for UN Women managed programme cycles, it is recommended that at the end of implementation, a final evaluation should be carried out to assess the programme or project relevance, efficiency, effectiveness and/or sustainability.

The purpose of forward-looking evaluation is both to examine programmatic progress towards the achievement of project outputs and to generate recommendations that support future programming. The evaluation will contribute to generating substantial evidence on results achieved, as well as to identifying lessons learned and best practices which will support strategic planning. The evaluation findings and recommendations will be used by UN Women to inform program planning, especially in view of the development of the new UN Women Rwanda Strategic Note 2018 - 2023. The evaluation findings will also help duty bearers, particularly the National Gender Machinery, to effectively position Gender Equality and Empowerment of Women (GEEW) in the new National Strategy for Transformation (NST), the implementation of which is due to start right after completion of this Joint Programme.

Rights holders, specifically women movement organizations at grass-root level, are expected to use this evaluation to enhance their application of evidence-based strategies to promote women's leadership at the local level and to strengthen women leaders' capacity in both elective and non-elective positions.

The evaluation will be used by UN Women as knowledge base on good practices. As part of the evaluation, a Theory of Change will be developed that will help structure the debate on the possible pathways for contributing to long-term changes and sustainability of the gender equality and women's empowerment gains achieved in Rwanda.

IV. Objectives

The evaluation aims at assessing the progress made towards the achievement of overall and specific objectives of the project, to document achievements, gaps and lessons learnt and to provide recommendations and best practices to guide future programming by UN Women and other stakeholders.

The specific evaluation objectives (please see details under key questions in Annex 1) are:

1. To assess the *relevance* of the Programme with regard to the extent to which the expected results of the project address the rights and needs of the targeted beneficiaries vis-à-vis the specific country context, to consistency, ownership and congruency, technical adequacy, and complementarity of programme with other initiatives;
2. To determine the *effectiveness* of the programme in achievement of results, highlighting reasons for achievement and non-achievement of results and factors contributing/hindering achievement of the results with a special focus on the normative framework and how the global normative and intergovernmental frameworks have shaped the national policy and legal framework with the support of the Joint Programme.
3. To assess the extent to which the management structure including the Human and financial capitals were applied to their best use to support the efficiency of programme implementation
4. To assess the *sustainability* of the programme including the participation of partners in planning and implementation of interventions, as well as assessing the probability of long-term benefits from

- the project based on measures taken to ensure that results initiated by the programme will be sustained on cessation of donor support;
5. To provide forward-looking recommendations that may be used in future programming and to document lessons learned, success stories and good practices in order to capitalize on the experiences gained.

In light of the above specific objectives, the following are some of the key evaluation questions, whereas the selected individual evaluators are expected to refine the questions in their inception report but Annex 1 in these TORs provides a comprehensive list of detailed evaluation questions which will be adapted by the selected evaluation team during the evaluation inception phase

Relevance

- To what extent are the interventions in the Joint Programme relevant to the needs and priorities as defined by beneficiaries?
- To what extent are the Joint Programme's interventions aligned with relevant normative frameworks for gender equality and women's empowerment?
- What is UN Women's comparative advantage in this area of work compared with other UN entities and key partners?

Effectiveness

- To what extent were the expected outcomes achieved and how did UN Women and other participating UN agencies contribute towards these?

Efficiency

- To what extent does the management structure of the intervention support efficiency for programme implementation?

Impact

While this is not an impact evaluation as such the following questions should be addressed:

- To what extent was gender equality and women's empowerment advanced as a result of the Joint Programme's interventions?
- What were the unintended effects, if any, of the intervention?

Sustainability

- To what extent was capacity developed in order to ensure sustainability of efforts and benefits?
- How will the benefits of the JP's interventions be secured for rights holders (i.e. what accountability and oversight systems were established or strengthened by the Joint Programme)?

V. Scope of the evaluation

Timeframe: The evaluation will cover the entire project inception and implementation period, including the original programme document (2013 - 2016) and the bridge phase (2017 - June 2018).

Geographical coverage: The evaluation will cover selected Districts where the programme has operated in or provided services.

Programmatic coverage: The final evaluation is expected to be conducted against all the UNDP outcomes and outputs it was aimed to address as well as core Joint Programme outcomes and outputs¹. The evaluators will reach out to as many stakeholders as possible and collect necessary information from UN Women, UN Resident Coordinator's Office, UNDP, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNFPA as participating agencies to respond to the evaluation questions. From non-UN implementing partners, the National Gender Machinery institutions (MIGEPROF, GMO, NWC and FFRP) as well as decentralized beneficiary organizations and individuals are expected to be a privileged source of information for the evaluators. Direct project beneficiaries at the district and central level should also be consulted. The evaluator will specify the methodology to be used to identify and collect relevant information from respondents which have to represent both Duty bearers and right holders.

VI. Evaluation design (process and methods)

The evaluation will be carried following UN Evaluation Group (UNEG) Norms and Standards available at <http://www.unevaluation.org/document/detail/1914>, UN Women Evaluation Policy as well as the Ethical Guidelines for evaluations in the UN system, see Section 10 of this TOR. Once finalized the evaluation report will be quality-assessed based on the UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS). GERAAS standards and GERAAS rating matrix are available at

<http://www.unwomen.org/en/about-us/evaluation/decentralized-evaluations>

As a gender-responsive evaluation, this final evaluation will apply mixed methods, including quantitative and qualitative data collection and analytical approaches. During the inception phase, a desk review of relevant documents will be done prior to other data collection such as individual interviews with stakeholders, field visits and focus group discussions. Preliminary discussions with the Evaluation Management Group will take place during this desk review and inception phase.

¹The timing of the final evaluation entails to limit its scope up to end of April 2018.

Based on the above description of the Joint Programme to be evaluated and on consultations with the Evaluation Management Group, the evaluators will specify the approach to address the purposes and objectives of the evaluation and determine the instruments and methods to gather relevant information and data. These processes and methods will be captured in the evaluation inception report, which will be validated by the Evaluation Reference Group. All UN Women evaluations must be gender responsive and participatory throughout the entire process.

The evaluators will have to take measures to ensure data quality, reliability and validity of data collection tools and methods and their responsiveness to gender equality and human rights; for example, the limitations of the sample (representativeness) should be stated clearly and the data should be triangulated (cross-checked against other sources) to help ensure robust results.

This evaluation is formative in nature because it is expected to produce evidence and facts that will guide the planning of UN Women support to the Rwanda National Gender Machinery and the entire leadership and political participation pillar within the framework of UNDP 2 (2018-2023) as well as the upcoming UN

Women Strategic Note 2018-2023, which are both in support of Gender Equality and Empowerment of Women (GEEW) as part of the National Strategy for Transformation (NST).

VII. Management of evaluation

An evaluation manager from the UN Women Rwanda office will oversee the overall evaluation process and coordinate the evaluation management group. The UN Women evaluation management group comprising members from senior management, the programme officer responsible for the Joint Programme and the regional evaluation specialist will be in charge of the direct management of the evaluation. The responsibility for final approval of the evaluation ToR, selection of the external evaluation team, inception report and final evaluation report lies with the Evaluation Management Group but in consideration of technical inputs from the Evaluation Reference Group. The EMG will also prepare the management response and disseminate evaluation findings. The evaluation manager will facilitate communication between evaluators, Evaluation Management Group (EMG) and the Evaluation Reference Group (ERG).

An Evaluation Reference Group (ERG) comprised of nominees from the National Gender Machinery, Implementing Partners and UN Participating agencies will be constituted. The Reference Group will provide direct oversight, safeguard independence, and give technical input over the course of the evaluation under guidance from the Senior Managers of the programme's National Steering Committee i.e. Senior Managers of the NGM institutions and the One UN participating agencies. As the Coordinating body for the National Gender Machinery, MIGEPROF will lead the ERG. The ERG will provide guidance on evaluation team selection and key deliverables (Inception Report and Evaluation Report) submitted by the evaluation team. It will also support dissemination of the findings and recommendations. In that capacity, the ERG members will be expected to:

- Act as source of knowledge for the evaluation;
- Act as an informant of the evaluation process;
- Assist in the collection of pertinent information and documentation;
- Assist in identifying external stakeholders to be consulted during the process;
- Play a key role in disseminating the findings of the evaluation and implementation of the management response;
- Participate in any meetings of the reference group;
- Provide input and quality assurance on the key evaluation products: ToRs, inception report and draft evaluation report;
- Participate in the validation meeting of the final evaluation report;
- Participate in learning activities related to the evaluation report.

The independent evaluation team, comprised of a Lead International Consultant and a National Consultant will work in close collaboration and consultation with both the Evaluation Management Group and Evaluation Reference Group

VIII. Evaluation Phases, Deliverables and Time frame

The evaluation is expected to start on 16 April 2018 and to be concluded by 28 May 2018

The whole evaluation process from drafting of the ToRs to the management response will last 3 months, of which 45 calendar days amounting to 30 working days will be allocated for the evaluators. The following table includes the evaluation phases, timeline and responsible person or body:

Phase	Timeframe	Person Responsible
Final ToRs (after consultations with reference group and management group)	4 days (12-15 th March)	UN Women evaluation manager
Recruitment of evaluator(s) (After 15 days of advertisement and a maximum of 2 days of evaluation of the candidates' bids)	17 days (19 March – 05 April)	UN Women evaluation manager
Contracts signing	16 April 2018	UN Women evaluation Manager and Operations Manager
Inception phase (Inception meeting with UN Women, desk review of relevant documents, draft inception report, inception meeting and finalization of inception report).	5 working days (post contract signing)	Evaluator
Conduct stage (data collection, data classification, sharing of preliminary findings with UN Women and ERG)	8 working days (post validation of the inception report)	Evaluator
Reporting stage (analysis and preparation of first draft report)	10 Working days (post final data collection)	Evaluator

Presentation and review of the interim report in a workshop with ERG	3 working days (post-interim report submission)	Evaluator & Evaluation reference Group
Production and submission of Final Evaluation Report	4 Working days (from reception of final comments on the interim report. The period includes the validation workshop of the final report)	Evaluator & UN Women Evaluation Manager and the Evaluation Reference Group
Use and follow-up including management response	2 weeks post final report	Evaluation Management Group & Steering Committee

The draft/ final evaluation report should follow the following structure:

- Title page, Table of Contents and Acronyms
- Executive Summary
- Background and purpose of the evaluation
- Programme description and context
- Evaluation methodology and limitations
- Findings
- Analysis and Conclusions
- Recommendations
- Lessons learned (if applicable)
- Annexes

The final evaluation report and evaluation management responses will be publicly disclosed in the UNW GATE system at <http://gate.unwomen.org/>

IX. Evaluation team composition, skills and experiences

The evaluation will be conducted by a team of two external consultants including one international evaluator, who will act as team leader. The evaluators must have proven experience and familiarity with gender responsive evaluation, gender equality and leadership and political participation for women.

Required Skills and Experience of the International Evaluator:

- Minimum education of master's degree in economics, sociology, public administration, international development, gender/women studies or related areas. A special training or certification in Monitoring, Evaluation and Results Based Management is considered an asset;
- 10 years of working experience in designing and leading evaluations, and at least 5 years of experience in evaluations specifically related to gender equality and women leadership and political participation;
- Experience in evaluation of programs with a budget of over USD 1 million;
- Quantitative and qualitative data analysis skills;
- Proven ability to produce high-quality reports and proven communication skills. Proven ability to undertake self-directed research;
- Experience in participatory approach is a must as well as facilitation skills and ability to manage diversity of views;
- Demonstrates integrity by modelling the UN's values and ethical standards;
- Displays cultural, gender, religion, nationality and age sensitivity and adaptability.
- Familiarity with the political, economic and social context of the Republic of Rwanda is an asset;
- Fluent in English, knowledge of French or Kinyarwanda would constitute an asset.

The National Evaluator will work under the guidance of the International Evaluator, and shall also possess expertise in conducting gender-responsive and rights-based evaluations.

Required Skills and Experience of the National Evaluator:

- Minimum education of master's degree in economics, sociology, public administration, international development, gender/women studies or related areas. A special training in Monitoring, Evaluation and Results Based Management is considered an asset;
- 3 years of working experience in evaluation, and at least 1 year experience in evaluation of development and gender equality related programmes;
- A strong record in supporting designing and conducting gender-sensitive evaluations and experience in evaluation of programs with budget over USD 1million;
- Ability to produce well written reports demonstrating analytical ability and communication skill. Proven ability to undertake self-directed research;
- Experience in participatory approach in evaluation and ability to manage diversity of views;
- Demonstrates integrity by modelling the UN's values and ethical standards;
- Displays cultural, gender, religion, nationality and age sensitivity and adaptability.
- Familiarity with the political, economic and social context of the Republic of Rwanda;
- Fluent in English and Kinyarwanda. Knowledge of French is considered an asset

X. Ethical code of conduct

The evaluation of the project is to be carried out according to the ethical principles and guidelines established by the United Nations Evaluation Group ([UNEG Ethical Guidelines](#)) including the following:

- **Anonymity and confidentiality:** The evaluation must respect the rights of individuals who provide information, ensuring their anonymity and confidentiality;
- **Responsibility:** The report must mention any dispute or difference of opinion that may have arisen among the consultants or between the consultant and the heads of the Project in connection with the findings and/or recommendations. The team must corroborate all assertions, or disagreement with them noted;

- **Integrity:** The evaluator will be responsible for highlighting issues not specifically mentioned in the TORs, if this is needed to obtain a more complete analysis of the interventions;
- **Independence:** The consultant should ensure his or her independence from the intervention under review, and he or she must not be associated with its management or any element thereof;
- **Incidents:** If problems arise during the fieldwork, or at any other stage of the evaluation, they must be reported immediately to the programme Steering Committee through UN Women Evaluation Manager. If this is not done, the existence of such problems may in no case be used to justify the failure to obtain the results as per these ToRs;
- **Validation of information:** The consultant will be responsible for ensuring the accuracy of the information collected while preparing the reports and will be ultimately responsible for the information presented in the evaluation report;
- **Intellectual property:** In handling information sources, the consultant shall respect the intellectual property rights of the institutions and communities that are under review;
- **Delivery of reports:** If delivery of the reports is delayed, or in the event that the quality of the reports delivered is clearly lower than what was agreed, the penalties stipulated in these terms of reference will be applicable.

Evaluators are required to read the Norms and Standards and the guidelines and ensure a strict adherence to it. In order to show commitment to adhere to the above ethical principles the selected evaluators will sign the [UN Women Evaluation Consultants Agreement Form](#).

ANNEX II: LIST OF PERSONS INTERVIEWED/CONSULTED AND SITES VISITED

	Name	Title	Institution
1	Fodé Ndiaye	Resident Coordinator	One UN Rwanda
2	Fatou Lo	Country Representative a.i.	UN Women Rwanda
3	Stephen Rodriques	Country Representative	UNDP
4	Mark Bryan Schreiner	Country Representative	UNFPA
5	Umutoni Nadine Gatsinzi	Permanent Secretary	Ministry of Gender and Family Promotion
6	Rose Rwabuhiri	Chief Gender Monitor	Gender Monitoring Office
7	Jackline Kamanzi Masabo	Executive Secretary	National Women's Council
8	Anitha Mutesi	Chairperson	FFRP
9	Allen Cyizabye	Executive Secretary	Gender Monitoring Office
10	Brigitte Izabiriza	Programme Coordinator	Gender Monitoring Office
11	Bonaventure	Communications specialist	Gender Monitoring Office
12	Alex Twahira	SPIU Coordinator	Ministry of Gender and Family Promotion
13	Eric Uwitonze	M&E Officer	Ministry of Gender and Family Promotion
14	Schadrack Dusabe	Programme Specialist	UN Women Rwanda
15	Sandra Hollinger	Programme Analyst	UN Women Rwanda
16	Gerard Bisine Handika	Operations Manager	UN Women Rwanda
17	Janviere Mukantwali	Programme Officer	UN Women
18	Alice Ababo	Programme Coordinator	National Women's Council
19	Specioze Nyiraneza	Programme Co-ordinator	FFRP
20	Dr. Monique Nsanzabaganwa	Chairperson	New Faces New Voices
21	Murekatete Rugege	Project Coordinator	New Faces New Voices
22	Christine	GRB Specialist	Ministry of Finance & Economic Planning
23	Florida Mukaruliza	M&E Officer	Pro-Femmes/Twese Hamwe
24	Dr. Fasutin Gasheja	Principle	UR-College of Business & Economics
25	Oliver Mukurira	GEPMI Coordinator	UR-College of Business & Economics
26	Habyarimana Cyprien	GEPMI Assistant Coordinator	UR-College of Business & Economics
27	Samantha Niyomungeri	Project Assistant	Plan international
28	Ntanganzwa Athanase	Executive Secretary	Gisagara District
29	Gasengayire Clemence	Vice Mayor Social Affairs	Gisagara District
30	Sewabo Vicent	Gender and Family officer	Gisagara District
31	Mbakeshimana Chantal	District NWC Coordinator	Gisagara District
32	Nkunda Alexis	Etat Civil	Save Sector, Gisagara District
33	Tharcis Harindintwari	Veterinary officer	Save Sector, Gisagara District
34	Berwa Gisele	Mentee	Mentorship programme
35	Tesi Esther	Mentee	Mentorship programme
36	Angelique Umutoniwase	Mentee	Mentorship programme

ANNEX III : LIST OF CONSULTED DOCUMENTS

Joint Programme document
Joint Programme bridge proposal
UNDAP 2013 - 2018
UNDAP 2018 – 2023 (Draft)
Annual JP Budget and Disbursement Details (for each Year)
Annual Report 2013 - 14
Annual Report 2014 - 15
Annual Report 2016 - 17
Termly Report Jan – June 2016
Termly Report Jan – April 2018
Steering committee minutes 2014 - 2018
Joint Programme Mid-Term Review Report
UNDAP 2013 - 2018 Final Evaluation report
Audit Report 2013 - 14
Audit Report 2014 - 15
Audit Report 2015 - 16
Audit Report 2016 - 17
Gender Responsive Budgeting Guidelines for Parliamentarians
Rwanda Gender Achievements, Parliament
Gender profile – Access to Finance
Gender profile – Agriculture
Gender profile –ICT
Gender profile – Infrastructure
Gender profile – Governance and Security
Gender gaps in EDPRS II Review
Gender Coordination and Partnership Strategy
Gender Mainstreaming in the Private sector Strategy
Gender Mainstreaming for Local Government Strategy
Gender Mainstreaming for Employment Strategy
National action plan for implementation of UNSCR 1325
Assessment of good practices and success stories of women in cooperatives
Mapping and profiling of women entrepreneurs
UNCT performance indicators for gender equality
National Gender Statistics 2016
Gender Equality Status Report on Rwanda 2018
Feasibility study for establishment of a gender centre of excellence
The Constitution
National Gender Policy, 2010
Draft National Strategy for Transformation (NST 2018 – 2023)
Draft Rwanda Vision 2050
EICV 4 Gender Thematic Report
2012 Census Gender Report
Law n°32/2016 of 28/08/2016 Governing Persons and Family
Rwanda Demographic Health Survey 2014-15
Women and Financial Inclusion in Rwanda

ANNEX IV: JOINT PROGRAMME EVALUATION MATRIX

Criteria	Evaluation Questions	Sources of Information	Tools
Relevance	Is the programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated?	Programme documents	Document review
	To what extent are the interventions in the Joint Programme relevant to the needs and priorities as defined by beneficiaries	Programme document UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII FGD Survey Questionnaire
	Question 1.3: Is the Joint Programme aligned to national policies and priorities and to the international and regional normative frameworks for gender equality and women's empowerment?	UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, GoR partners, CSOs	Document review KII
Effectiveness	What has been the progress made towards achievement of the expected outcomes and expected results? What results have been achieved? To what extent have beneficiaries been satisfied with the result?	Program documents, ARs, periodic reports. Beneficiaries. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII; Survey FGD
	What are the reasons for the achievement or non-achievement of results?	Program document, ARs, periodic reports. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII; survey FGD
	How well did the Joint Programme succeed in involving women and men, and rights-holders as well as duty-bearers	Program document, ARs, periodic reports. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII; survey FGD
	Does the Programme have effective monitoring mechanisms in place to measure progress towards results? Were these monitoring mechanisms able to identify challenges and were the necessary follow up actions taken to address these challenges?	Program document. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII, Survey
	How has the JP enhanced ownership and contributed to the development of national capacity to address gender equality and women's empowerment issues?	Program document, ARs, periodic reports, evaluation reports. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII, Survey.
Efficiency	To what extent does the management structure of the intervention support efficiency for programme implementation?	Program document, ARs, periodic reports. evaluation reports.	Document review KII, Survey

		UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	
	Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered?	Program document, AWP, periodic reports, evaluation reports. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII, Survey
	Have the Joint Programme outputs been delivered in a timely manner?	Program document, AWP, periodic reports, evaluation reports. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII, Survey
	Have the Joint Project organizational structure; managerial support and coordination mechanisms effectively supported the delivery of the project?	Program document, AWP, periodic reports, evaluation reports. UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	Document review KII, Survey
Sustainability	To what extent was capacity developed in order to ensure sustainability of efforts and benefits?	UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, GoR, beneficiaries	KII, FGD
	What were the unintended effects, if any, of the intervention?	UNW, UNDP, UNFPA, MIGEPROF, GMO, NWC, FFRP, PSF, CSOs, beneficiaries	KII, FGD

ANNEX IV: RESULTS FRAMEWORK: SUMMARY OF PROGRESS TOWARDS ACHIEVEMENT OF RESULTS

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
OUTCOME 1: National Gender Machinery Institutions are well positioned for an effective oversight and coordination of the Implementation of Gender Equality Commitments	1.1. a. Number of new Policies/initiatives developed with active participation of NGM <i>REVISED: % of Gender Responsive Sector Plans</i>	4 New policies / initiatives involving NGM 80%	<ul style="list-style-type: none"> • Legal reforms: Land law, Inheritance law, Maternity leave revised and GBS institutionalised with NGM engagement • Mainstreaming of gender in all EDPRS sector strategies and District Development Strategies with support of the NGM ongoing. • Developed a new ECD Policy and its strategic plan. • Revised the strategic plan for implementation of the National Gender Policy • Revised strategic plan for the implementation of the national GBV policy
	1.1.b. Level of stakeholders' satisfaction on oversight and coordination services <i>REVISED: Annual delivery rate of NGM disaggregated by IPs</i>	High 95	<ul style="list-style-type: none"> • 66.7% of stakeholders involved in the final evaluation online survey express high satisfaction with the Gender coordination capacity of the NGM • Annual delivery rate 48 %: FFRP achieved 83 % and NWC 100 %, GMO 79%, MIGEPROF (62%) (Annual Report Narrative Report: October 2013 – December 2014 January 2015)
	1.1.c. Quality of new strategic partnerships on gender equality established	3 Strategic partnerships	<ul style="list-style-type: none"> • Developed formal partnerships through MOUs with various CSOs, public and private institutions including: Rwanda Management Institute (RMI), University of Rwanda (UR), Unity club, RNP, Rwanda Athletics Federation, National Electoral Commission (NEC), Care Rwanda, Plan International, World Vision, New Faces New Voices, National Itorero Commission, Rwanda Governance Board, Peace Plan, ProFemmeTweseHamwe, RWAMREC. • Developed a strategy for mainstreaming gender in the private sector and supported gender audits of the Hospitality and Tourism industries.
Output 1.1 Institutional Capacity of the National Gender Machinery Strengthened	1.1.1.a. A Joint capacity building strategy implemented	Yes	<ul style="list-style-type: none"> • Developed joint capacity building, communication and advocacy strategies for NGM • Recruited and retained 14 staff within NGM • Provided Office and IT equipment to the programme supporting units in the NGM • Provided capacity building support to 56 staff in the NGM in: M&E, Financial Management, RBM, gender economy policy and management
	1.1.1.b. New NWC strategic Plan Available	Yes	<ul style="list-style-type: none"> • The new National Women's Council strategic plan was adopted in August 2015
	1.1.1 c: A national communication and advocacy strategy	1 Yes	<ul style="list-style-type: none"> • Communication and advocacy strategy was developed • Developed the national capacity building strategy

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
	in place REVISED: <i>Approved feasibility study on Gender national thematic museum set up</i>		on gender equality <ul style="list-style-type: none"> The feasibility study on Gender national thematic museum completed
Output 1.2: Coordination, oversight, communication and reporting mechanisms on gender equality and the empowerment of women strengthened	1.2.1.a. The Gender Management Information System is operationalized	GMIS fully Operational	<ul style="list-style-type: none"> Commenced and completed development of the Gender MIS Prototype after it had stalled. The GMIS is anticipated to be operational by end of June 2018.
	1.2.1.b. Number of progress reports on International commitments submitted	<i>Not specified</i>	<ul style="list-style-type: none"> Elaborated the CSW 58th Country Report and the submitted the National Report on the Implementation of the Beijing Declaration and Platform for Action +20. Country Progress report on UN SCR 1325 On Women Peace and Security, Maputo Protocol submitted. CEDAW report submitted Africa Solemn Declaration
	1.2.1.c. Number of national, regional and international events organized	2 National 8 regional 6 International	<p>National events:</p> <ul style="list-style-type: none"> 1 accountability meeting related to GBV prevention and response organized and facilitated by GMO 2 National Women leaders' consultative meetings held at national and provincial level. MIGEPROF, Unity Club and FFRP respectively organized the dialogues meetings. A consultative meeting with stakeholders intervening in gender and family promotion to agree upon ways to strengthen future partnership and collaboration and share priorities for the fiscal year 2015/16. <p>International Events:</p> <ul style="list-style-type: none"> Supported all International women's day events South-South Cooperation exchange visits for learning purpose. FFRP hosted and shared experience with 4 delegations from America and African countries (Zanzibar and Togo). Conference on Transformative Financial Solutions for Women and launch of New Faces New Voices (NFNV) Rwanda Chapter International Conference with aims at deepening women financial inclusion with a target of lifting over one million women out of poverty in five years. FFRP actively participated in the Women in Parliament Global Forum organized by the European Parliament. Transform Africa Gender Side Events. IMF Gender Conference,
Output 1.3: Project Management	1.3.1.a. Number of joint field visits organized	4 per year	<ul style="list-style-type: none"> Two joint field visits between IPs, UN agencies, the Embassy of Sweden and other stakeholders were conducted in November and December 2016

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
and oversight functioned enhanced			<p>in Burera and Karongi districts respectively.</p> <ul style="list-style-type: none"> Accountability days in which all JP Implementing partners participated, substituted some joint field visits
	<p>1.3.1.b. Project delivery rate</p> <p><i>REVISED: Number of reports that comply with RBM standards</i></p>	At least 80% at year end	<ul style="list-style-type: none"> More than 80% of planned programme activities have either been completed or are on track. The disbursement rate of the funds to implementing institution is 98.6% and NGM institutions received 78% of funds
	1.3.1.c. Number and Quality of reports	4 reports per year all comply with RBM standards	<ul style="list-style-type: none"> Annual reports reviewed have improved from the 2013 to the 2016 reports indicating increasing capacity in RBM, however activity-based reporting is still evident in most reports. Limited results' reporting has made it difficult for the evaluation to compile sufficient information on the progress against indicators.
OUTCOME 2: Gender Equality Dimension Is Mainstreamed In Policies, Strategies And Budget At All Levels	2.1.a. Number of sectors and districts implementing gender sensitive strategies' and plans	10 sectors 30 Districts	<ul style="list-style-type: none"> Supported engendering of 5 sector workplans including; Disaster preparedness, private sector, local government, security and infrastructure (sub-sectors: Energy, Water & Sanitation, Transport, Urbanization and Housing) and all 30 districts
	<p>2.1.b. Number of ministries and districts implementing gender budget statements (GBS)</p> <p><i>REVISED: % of ministries and districts with GBS compliant with GBS guidelines at planning, implementation and reporting levels</i></p>	<p>All Ministries (17);</p> <p>All Districts: 30</p> <p>Planning: 70%</p> <p>Implementation 50%</p> <p>Reporting: 50%</p>	<ul style="list-style-type: none"> All 18 Ministries and 30 districts are developing and implementing GBS. Findings from GMO assessment showed that all districts and Ministries elaborated and submitted their GBS but in most cases, their quality is remaining poor and is still needing improvement and capacity development on gender analysis and planning with a gender lens (Report 2013-2014) All budget entities including ministries and districts submit GBS as an annex to their annual budgets. All districts and ministries are compliant however issues in depth of gender analysis and competencies in development of the GBS based on situation analysis remains a challenge for public officials 19% of ministries with satisfactory Gender Situation analyses [To Be Updated]
	2.1.c. Number of strategic partners who are accountable to gender equality,	CSO: 4 Private sector: 4	<ul style="list-style-type: none"> Strategic partnerships have been developed with PRO-FEMMES TWESE HAMWE, Rwanda Women's Network and RWAMREC to enhance accountability to GEWE The Gender Seal initiative that is in its initial stages and being led by UNDP provides opportunity for

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
	family promotion and women empowerment		<p>accountability to GEWE commitments from the private sector. And at least 10 Private companies CEO subscribed to implementation of GEWE principles at their work places.</p> <ul style="list-style-type: none"> Partnership formed with Private Sector Federation (PSF) through the chamber of women.
Output 2.1: Capacities of EDPRS Sectors and districts in gender mainstreaming strengthened	2.1.1.a. Number of men and women who demonstrate knowledge and skills of gender analysis in policies, programmes and budgets	210	<ul style="list-style-type: none"> 61 MPs, 10 Trainers and 107 Government officials trained in gender economic policy management initiative (GEPMI) at the University of Rwanda 28 District gender and family promotion offices trained in Gender responsive planning and budgeting. Persistent gaps in user-departments' lack of training, continued staff turnover affect technical capacity in gender analysis and mainstreaming.
	2.1.1.b. Number of assessment reports on GE status at EDPRS sectors and district levels	25 district gender profile Gender Related Lessons learned from GRB and EDPRS (I&II) implementation available	<ul style="list-style-type: none"> 25 district gender profiles have been completed 7 sector gender profiles completed in agriculture, infrastructure, social protection, ICT, Financial inclusion, Governance and Security. These profiles have been vital in forming sector strategy development, domestication of SDGs and design of the NST
Output 2.2: Advocacy and policy dialogue on Gender Equality Enhanced	2.2.1.a. Number of advocacy briefs produced and used	4 Advocacy Briefs	<ul style="list-style-type: none"> Policy briefs developed to influence gender mainstreaming in NST, SSPs and DDSs. Two pager policy briefs were developed for NST and 6 sectors (agriculture, financial sector, justice, reconciliation, law and order, ICT and private sector development Guidelines on gender mainstreaming produced for 6 sectors: private sector, agriculture, education, health, financial, and water and sanitation. Adoption and implementation of the guidelines and strategies remains inadequate, as most implementers have not been supported with sufficient capacity building in gender mainstreaming tailored to their sector strategies.
	2.2.1.b. A national communication and advocacy strategy on gender equality available and implemented	1	<ul style="list-style-type: none"> A national communication and advocacy strategy was developed and is being used to implement gender advocacy through mass media and social media
	2.2.1.c. Number of policy dialogues for Gender mainstreaming conducted	6 Policy dialogues 1 international conference	<ul style="list-style-type: none"> MIGEPROF, in collaboration with the NWC and Rwanda National Police (RNP), organized three community dialogues on gender equality promotion and GBV prevention and response. FFRP organized community dialogues in all 30

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
			<p>districts which brought together MPs, community based stakeholders and religious leaders (Report 2016-2017)</p> <ul style="list-style-type: none"> Supported organisation of gender equality advocacy events: National Dialogue on implementation of the National Employment programme (NEP), National women leaders summits, Women in Parliament Summer Summit
	2.2.1.d. Number of awareness campaigns on gender equality, family promotion, WE and GBV organized	5 campaigns organized	<ul style="list-style-type: none"> Gender Monitoring Office produced promotional materials that raised community awareness on timely reporting; accessibility of available services, and timely delivery of quality services to GBV victims as well as promote accountability of GBV service providers towards GBV victims. Supported implementation of gender equality advocacy campaigns: launch of the HeForShe national campaign, Gender is My Agenda Campaign (GMAC)
Output 2.3: Accountability for gender equality in Sectors and Districts enhanced	2.3.1.a. Number of Ministries /Districts that report on GBS implementation	18 Ministries 30 Districts	<ul style="list-style-type: none"> All ministries and districts report on their GBS as part of their annual financial reporting. Gaps remain in the quality of gender situation analysis and use of information in planning and reporting to critically address
	2.3.1.b. % Of Gender Audit recommendations implemented <i>REVISED: % of dialogues and oversight meetings resolutions accountability to GE implemented</i>	70% 70%	<ul style="list-style-type: none"> Implementation of GBS is reviewed by the parliament and GMO is engaged in the entire process. GMO also conducted assessment of all districts GBS Provided capacity building support to: 700 female police in reporting on GBV to support implementation of gender audit recommendations Supported parliamentary committees' oversight visits to all 30 districts each year
	2.3.1.c. Number of best practices on gender equality documented and published	5	<ul style="list-style-type: none"> Four gender best practices identified and documented, these include: Young Girls' Mentorship programme initiated by MIGEPROF, Umugoroba was Ababyeyi (Parents' Evening initiated by NWC, Inkubito'y'Icyeza(Empowering girls by Imbuto Foundation), and Kamonyi District: Imboni za GBV. Some of these initiatives have been replicated and are being replicated across the country
OUTCOME 3: Women Fully Benefit From	3.1.a. Level of satisfaction of women with existing	Medium	<ul style="list-style-type: none"> 23%³⁰ of the stakeholders surveyed in this evaluation consider the programme to have addressed the needs of most vulnerable women.

³⁰ *No perception survey was designed/conducted during the JP period. Thus, we used the results from the Final Evaluation Survey.

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
Existing And Potential Empowerment Opportunities At All Levels	empowerment opportunities <i>REVISED: At least 10% of supported women giving testimonies on leadership capacity and/ or access to finance (disaggregated by MPs, district councils and NWC)</i>	MPs: 10% DC: 10% NWC: 10%	<ul style="list-style-type: none"> Considering beneficiaries at district and sector level there is moderate satisfaction with mainly the scale of programme interventions providing economic opportunities for women.
	3.1.b. % increase of women benefiting from financial services	4 %	<ul style="list-style-type: none"> Only 3.2% of women in Rwanda have accessed credit (Finscope 2016). Direct impact on financial inclusion has been through the new partnership with New Faces New Voices with interventions in the area of women's financial capabilities and inclusion.
	3.1.c. % increase of women in leadership positions at all levels (central government, parliament and district councils)	45% Central 45% Local	<ul style="list-style-type: none"> 41% Cabinet 50% Judiciary 64% Legislature 43.6% District council
Output 3.1: Vulnerable women mobilized into cooperatives & supported	3.1.1.a. Number of functional Cooperatives supported by NWC for vulnerable women	4% of women accessing finance	<ul style="list-style-type: none"> 54 vulnerable women with improved capacity to manage their cooperatives and livestock. Supported vulnerable women's with start-up capital including: <ul style="list-style-type: none"> 132 cows to 510 women in 51 cooperatives, 180,000,000 Rwf to 730 former women street vendors in 40 cooperatives in Kigali, 76,181,295 Rwf to 840 women in 44 cooperatives in 7 districts.
	3.1.1.b. Number of women who have knowledge and skills in project management	2000 (NWC)	<ul style="list-style-type: none"> Provided capacity building support to: 2,080 women's in cooperatives management
Output 3.2: Women capacities in Leadership and Entrepreneurship enhanced at all levels	3.2.1.a. Number of women leaders trained who have capacity to mentor other women	1000	<ul style="list-style-type: none"> Developed national strategies for: private sector gender mainstreaming, women and youth mentorship and the women and youth access to finance strategy Provided capacity building support to: <ul style="list-style-type: none"> 55,000 NWC committee members and 533 women councillors in leadership, planning

Output/Results	Indicators	Targets	Progress Towards Achievement of Results
			<ul style="list-style-type: none"> and reporting ○ 11 women politicians in political empowerment ○ 65 women leaders in leadership mentorship ○ 35 women entrepreneurs in entrepreneurship and personal financial management mentorship ● Supported 103 female candidates during the 2013 parliamentary election campaigns
	<p>3.2.1 b: Number of mentees benefiting from mentorship programme who have a personnel development plan</p> <p><i>REVISED: Number of young girls that benefited from leadership mentorship and demonstrate ability to learn, lead, decide and thrive through "Because I am a Girl Campaign"</i></p>	<p>3000</p> <p>800</p>	<ul style="list-style-type: none"> ● Supported mentorship of: <ul style="list-style-type: none"> ○ 6,930 young women ○ 33 girls from Higher Learning Institutions ● 1,686 young girls in and out of schools have been trained and mentored with focus on leadership, entrepreneurship and career development skills mainly through collaboration with plan international
	<p>3.2.1.d. Knowledge management system is in place to track progress and document women cooperative achievements</p>	<p>1 M&E system</p> <p>1 Documentation of Women's Cooperatives' achievements</p>	<ul style="list-style-type: none"> ● Agreed gender related indicators to improved BDF M&E system (partnership between BDF, NWC and UN Women) ● Documented success stories and performance of women's cooperatives. ● Support to BDF with gender related indicators

ANNEX V: FINAL EVALUATION TOOLS
KII – Joint Programme planning and oversight

NAME:	INSTITUTION:	TITLE:	DATE:
QUESTION		RESPONSE	
Please describe your role and/or interaction with the Joint Programme “Advancing and Sustaining Gender Equality Gains” in Rwanda.			
1. RELEVANCE			
1.1 How and to what extent is the Joint Programme aligned to national priorities and gender equality initiatives/programmes?			
1.2 What is the mandate of your organisation/institution and how does this fit with the Joint Programme objectives?			
1.3 In what ways does the Joint Programme address the root causes of gender inequality?			
1.4 Has the Joint Programme been implemented according to human rights and development effectiveness principles (inclusion/non-discrimination, national accountability and participation/empowerment?).			
1.5 What added value (comparative advantage) did the different partners (UNCT + NGM) of the Joint Programme bring to addressing the different issues in GEWE in Rwanda?			
2. EFFECTIVENESS + COHERENCE			
2.1 To what extent have the Joint Programme objectives (outcomes) been met and have these been timely?			
2.2 Are the JP interventions contributing to planned outcomes and can you cite most significant interventions and results observed, thus far?			
2.3 What unexpected outcomes (positive and negative) have been realised so far and for whom?			
2.4 What have been the major contributions by the different JP partners to achievement of the outputs and outcomes so far?			
2.5 Are there some objectives that you feel have not been realized? If yes, which ones, and why not?			
3. EFFICIENCY + MANAGEMENT COORDINATION			
3.1 How satisfied are you with the management and coordination approach/strategy used by the Joint Programme, and why?			
3.2 To what extent did the partners of the Joint Programme participate in fulfilling their roles, responsibilities, commitments?			
3.3 Were financial resources available and disbursed in a timely manner for the JP activities?			
3.4 To what extent have the available resources (financial, human etc.) been used to deliver planned outputs, on time and to required quality? Are there any lessons and challenges encountered?			
3.5 Was the Joint Programme equipped with the technical skills and capacities to deliver the planned outcomes? Describe any strengths and weaknesses among the partners (UNCT/NGM)			
3.6 Are there adjustments/changes made on planning, implementation & monitoring/reporting on JP for efficiency / effectiveness? If yes, what, why and when?			
4. SUSTAINABILITY			
4.1 To what extent have the stakeholders understood and taken ownership of the Joint Programme concept? The action & results of the JP?			
4.2 To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits? (evidence)			
4.3 What local accountability and oversight systems have been established to support the continuation of activities?			
4.4 Is there national ownership and are there national champions for the priorities of the Joint Programme? (probe for evidence)			
5. IMPACT			
1.1 What are the most significant changes you have observed in gender equality and women’s empowerment in Rwanda that you can attribute to contributions by the Joint Programme’s interventions?			

1.2	What impact is JP likely to have in mainstream gender in development at national level and at districts /devolved levels?	
6. LESSONS LEARNED		
8.1	What key lessons have you learned through the coordination and management of the Joint Programme on gender equality in Rwanda? (probe for specificity /clarity)	
8.2	Based on your experience, if a new Joint Programme on gender equality and women's empowerment is to be developed in Rwanda, what would you do differently	
8.3	Are there cases that you consider as "good practice"? Specify and justify why you think so.	
KII – Programme coordination and management		
NAME:	INSTITUTION:	TITLE: DATE:
QUESTION		RESPONSE
Please describe your role and/or interaction with the Joint Programme "Advancing and Sustaining Gender Equality Gains" in Rwanda.		
1. RELEVANCE		
1.1	How and to what extent is the Joint Programme aligned to national priorities? To ONE UN Rwanda?	
1.2	What is the mandate of your organisation/institution and how does this fit with the Joint Programme objectives?	
1.3	In what ways does the Joint Programme address the root causes of gender inequality?	
1.4	Has the Joint Programme been implemented according to human rights and development effectiveness principles (inclusion/non-discrimination, national accountability and participation/empowerment)?	
1.5	What added value (comparative advantage) did the different partners (UNCT + NGM) of the Joint Programme bring to addressing the different issues in GEWE in Rwanda?	
2. EFFECTIVENESS + COHERENCE		
2.1	To what extent have the Joint Programme objectives (outcomes) been met and have these been timely?	
2.2	Are the JP interventions contributing to planned outcomes and can you cite most significant interventions and results observed, thus far?	
2.3	What have been the major contributions by the different JP partners to achievement of the outputs and outcomes so far?	
2.4	What have been the main challenges you have faced in achieving planned outcomes and outputs?	
3. EFFICIENCY + MANAGEMENT COORDINATION		
3.1	How satisfied are you with the management and coordination approach/strategy used by the Joint Programme, and why?	
3.2	To what extent did the partners of the Joint Programme participate in fulfilling their roles, responsibilities, commitments?	
3.3	What are some of the challenges faced as far as management, coordination and reporting on JP is concerned?	
3.4	To what extent have the available resources (financial, human etc.) been used to deliver planned outputs, on time and to required quality? Are there any lessons and challenges encountered?	
3.5	Was the Joint Programme equipped with the technical skills and capacities to deliver the planned outcomes? Describe any strengths and weaknesses among the partners (UNCT/NGM)	
3.6	Are there adjustments/changes made on planning, implementation & monitoring/reporting on JP for efficiency / effectiveness? If yes, what, why and when?	
4. SUSTAINABILITY		
4.1	To what extent have the stakeholders understood and taken ownership of the Joint Programme concept? The action & results of the JP?	
4.2	To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?	
4.3	What local accountability and oversight systems have been established to support the	

continuation of activities?	
4.4 Is there national ownership and are there national champions for the priorities of the Joint Programme?	
5. IMPACT	
5.1 What are the most significant changes you have observed in gender equality and women's empowerment in Rwanda that you can attribute to contributions by the Joint Programme's interventions?	
5.2 What unexpected outcomes (positive and negative) have been realised so far and for whom?	
6.0 Lessons Learned	
6.1 What key lessons have you learned through the coordination and implementation of the Joint Programme on gender? (probe for specificity /clarity)	
6.2 Based on your experience, if a new Joint Programme on gender equality and women's empowerment is to be developed in Rwanda, what would you do differently.	
6.3 6.3 Are there cases that you consider as "good practice"? Specify and justify why you think so.	

KII – Programme implementation

INTRODUCTION			
NAME:		INSTITUTION:	
QUESTION		TITLE:	DATE:
		RESPONSE	
Please describe your role and/or interaction with the Joint Programme “Advancing and Sustaining Gender Equality Gains” in Rwanda.			
1. RELEVANCE			
1.1 What is the mandate of your organisation/institution and how does this fit with the Joint Programme objectives?			
1.2 To what extent have the Joint Programme goal and objectives been aligned to GoR Policies/Gender related initiatives			
1.3 In what ways does the Joint Programme address the root causes of gender inequality in Rwanda?			
1.4 Which of the Joint Programme partners have you collaborated/interacted with the most? What added value (comparative advantage) did that/those partners (UNCT + NGM) bring to addressing the different issues in GEWE that your organisation focuses on?			
2. EFFECTIVENESS + COHERENCE			
2.1 To what extent have the Joint Programme objectives (outcomes) that you have collaborated on been achieved? What exactly have been achieved (let the respondent cite them).			
2.2 Are the JP interventions contributing to the planned outcomes and can you cite most significant interventions and results observed, thus far?			
2.3 What specifically has the Joint Programme done to strengthen the capacity of your organization (probe for examples and evidence)			
2.4 What have been the main challenges you have faced in achieving planned outcomes and outputs?			
3. EFFICIENCY + MANAGEMENT COORDINATION			
3.1 How satisfied are you with the management and coordination approach/strategy used by the Joint Programme, and why?			
3.2 Are you aware of the roles of the different partners of the Joint Programme? For those that you are aware of, to what extent did they participate in fulfilling their roles, responsibilities, and commitments?			
3.3 To what extent have the available resources (financial, human etc.) been used to deliver planned outputs, on time and to required quality? Are there any lessons and challenges encountered?			
3.4 Was the Joint Programme equipped with the technical skills and capacities to deliver the planned outcomes? Describe any strengths and weaknesses among the partners you worked with?			
3.5 Are there adjustments/changes made on planning, implementation & monitoring/reporting on JP for efficiency / effectiveness? If yes, what, why and when?			
4. SUSTAINABILITY			
4.1 To what extent have the stakeholders understood and taken ownership of the Joint Programme concept? The action & results of the JP?			
4.2 To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?			
4.3 What local accountability and oversight systems have been established to support the continuation of activities?			
4.4 Is there national ownership and are there national champions for the priorities of the Joint Programme?			
5. IMPACT			
5.1 What are the most significant changes you have observed in gender equality and women’s empowerment in Rwanda that you can attribute to contributions by the Joint Programme’s interventions?			
5.2 What exactly has the joint gender programme does to your institution to be able to effectively mainstream gender / play your made effectively?			
5.3 What unexpected outcomes (positive and negative) have been realised so far and for			

whom?	
6 Lessons Learned	
6.1	What key lessons have you learned through the coordination and implementation of the Joint Programme on gender? (probe for specificity /clarity)
6.2	Based on your experience, if a new Joint Programme on gender equality and women's empowerment is to be developed in Rwanda, what would you do differently.
6.3	Are there cases that you consider as "good practice"? Specify and justify why you think so.

Focus Group Discussion Guide for Beneficiaries

INTRODUCTION			
LOCATION:	JP INTERVENTION: PARTICIPANT DESCRIPTION:	NO. OF PARTICIPANTS:	DATE:
QUESTION		RESPONSE	
0.1	Have you had any interaction with the UN supported Joint Programme "Advancing and Sustaining Gender Equality Gains" in Rwanda" OR THE SUPPORT TO NATIONAL GENDER MACHINERY if you have, through what institution did you receive any support?		
0.2	Please describe the activities and support you received from the Joint Programme?		
1. RELEVANCE			
1.1	What are some of the main gender equality related problems you have been facing as an individual and as a group?		
1.2	Describe how the interventions you were engaged in with the Joint Programme aimed to/or addressed some or all of these challenges?		
1.3	Do you feel like some of the women within your category or facing similar challenges were excluded (intentionally or unintentionally) by the intervention?		
1.4	Is there anything unique that the partner (UNCT/NGM/Implementer) used or introduced to you that was previously not available or accessible?		
2. EFFECTIVENESS + COHERENCE			
2.1	What are some of those individual and/or group targets that you were able to achieve because of your interaction with the Joint Programme (intervention)?		
2.2	What have been the main challenges you have faced in achieving planned results? What did you fail to achieve even after the intervention and why?		
3. EFFICIENCY+ MANAGEMENT COORDINATION			
3.1	To what extent have the available resources (financial, human etc.) been used to achieve planned results, on time and to required quality? Are there any lessons and challenges encountered?		
3.2	Do you have any suggestions on how resources available can be used better to achieve planned results?		
3.3	What adjustments/changes would you like done, if any, on the planning, implementation & monitoring/reporting on JP for effectiveness and increased benefits to you/your organization?		
4. SUSTAINABILITY			
4.1	To what extent has your capacity been developed to ensure activities continue and/or results achieved are sustained?		
4.2	How will you ensure continuity of the results/activities introduced and/or supported by the Joint Programme?		
5. IMPACT			
5.1	What is the most significant change you have realised as an individual or as a group that you can say resulted from your engagement with the intervention?		

5.2 Are there any negative effects that you have realised after engaging with the intervention? And do you have any suggestions on how these could be addressed?	
5.3 What lessons have you learned by participating in the joint gender programme?	

On-Line Survey Tool: Questionnaire

Final Evaluation of the Joint Programme “Advancing and Sustaining Gender Equality Gains in Rwanda.”

Introduction:

GoR – UN Joint Programme “Advancing and Sustaining Gender Equality Gains in Rwanda” (JP-ASGEG) was designed to run from 2013 to June 2018. Now that the JP implementation is running to a close, and as per the UN requirements and guidelines, a final evaluation has been commissioned by UN Women.

The evaluation will look at progress made, the achievements, challenges, good practices and lessons learned and evaluate the extent to which the JP has met its overarching development goal. This **On-line Questionnaire** has been developed as part of the final external evaluation exercise to provide additional information on the Joint Programme that could inform future targeting and programming.

We are very grateful for your time in providing answers to the following questions with as much specificity, clarity and candidness as possible. Please spare time and be part of the evaluation by responding to the Questionnaire and send it back today On-line.

We thank you for your time and insights.

Note: The tool will be administered through SurveyMonkey.

Question Items:

1. Respondent Profile

- 1.1. Gender: Male Female
- 1.2. Institution Represented _____
- 1.3. Type of institution
 - 1.3.1. UN Agency
 - 1.3.2. National Gender Machinery/Institution
 - 1.3.3. Government Institution
 - 1.3.4. NGO/CSO
 - 1.3.5. Private sector organization
 - 1.3.6. Academic/Research Institution
 - 1.3.7. Other
- 1.4. How long have you been involved in the management or implementation of the JP Advancing & Sustaining Gender Equality Gains in Rwanda?
 - 1.4.1. Less than a year
 - 1.4.2. One year
 - 1.4.3. Two years
 - 1.4.4. Three years
 - 1.4.5. Four years
 - 1.4.6. Five years
 - 1.4.7. Not applicable
- 1.5. Which of the Four (4) JP-ASGEG Strategic Priorities does your organization work in/with?
 - 1.5.1. Institutional strengthening of the National Machinery
 - 1.5.2. Grounding gender equality into policies, programmed and budgets at all levels
 - 1.5.3. Strengthening accountability mechanisms for gender equality across economic sectors
 - 1.5.4. Increasing access to productive resources for vulnerable women
 - 1.5.5. All of the three (outcomes)

2. Relevance

- 2.1. In your opinion and related to the Strategic Area that you work in/with, to what extent has the **JP-ASGEG** responded to addressing issues in gender equality and women’s empowerment at national level?
 - 2.1.1. To a large extent

- 2.1.2. To a medium extent
- 2.1.3. To a small extent
- 2.1.4. Unsure/Don't know
- 2.2. To what extent have the **JP-ASGEG** goal and objectives been aligned to GoR Policies and Gender related initiatives?
 - 2.2.1. To a large extent
 - 2.2.2. To a medium extent
 - 2.2.3. To a small extent
 - 2.2.4. Unsure/Don't know
- 2.3. To what extent has the **JP-ASGEG** been aligned to the Rwanda - United Nations Development Assistance Plan (UNDAP 2013 – 2018)?
 - 2.3.1. To a large extent
 - 2.3.2. To a medium extent
 - 2.3.3. To a small extent
 - 2.3.4. Unsure/Don't know

3. Effectiveness

- 3.1. In your opinion and related to the Strategic Area that you work in/with, to what extent has the JP responded to the actual needs of Target Group (s) at national?
 - 3.1.1. To a large extent
 - 3.1.2. To a medium extent
 - 3.1.3. To a small extent
 - 3.1.4. Unsure/Don't know
- 3.2. To what extent has the **JP-ASGEG** achieved its intended results in your strategic priority area/s?
 - 3.2.1. Achieved all or most of the results
 - 3.2.2. Achieved some of the results
 - 3.2.3. Achieved very few of the results
 - 3.2.4. Unsure/Don't know
- 3.3. To what extent has the **JP-ASGEG** contributed to institutional strengthening of National Gender Machinery to address gender equality and women's empowerment issues?
 - 3.3.1. To a large extent
 - 3.3.2. To a medium extent
 - 3.3.3. To a small extent
 - 3.3.4. Unsure/Don't know
- 3.4. To what extent has the **JP-ASGEG** contributed to addressing root causes of gender inequality and marginalization of women and girls in Rwanda?
 - 3.4.1. To a large extent
 - 3.4.2. To a medium extent
 - 3.4.3. To a small extent
 - 3.4.4. Unsure/Don't know

- 3.5. In your opinion and related to the Strategic Area that you work in/with, to what extent has the JP responded (directly or indirectly) to the actual needs of disadvantaged/marginalized rural women and girls?
- 3.5.1. To a large extent
 - 3.5.2. To a medium extent
 - 3.5.3. To a small extent
 - 3.5.4. Unsure/Don't know
- 3.6. Did the **JP-ASGEG** have an effective monitoring and evaluation system both at output and programme levels?
- 3.6.1. To a large extent
 - 3.6.2. To a medium extent
 - 3.6.3. To a small extent
 - 3.6.4. Unsure/Don't know

4. Efficiency

- 4.1. Was funding to the **JP-ASGEG** enough to support effective implementation of the planned activities?
- 4.1.1. To a large extent
 - 4.1.2. To a medium extent
 - 4.1.3. To a small extent
 - 4.1.4. Unsure/Don't know
- 4.2. Have programme funds been delivered in a timely manner? Did you release or receive funding for activities in a timely manner?
- 4.2.1. To a large extent
 - 4.2.2. To a medium extent
 - 4.2.3. To a small extent
 - 4.2.4. Unsure/Don't know
- 4.3. Have programme activities been conducted/supported as planned/in a timely manner?
- 4.3.1. To a large extent
 - 4.3.2. To a medium extent
 - 4.3.3. To a small extent
 - 4.3.4. Unsure/Don't know
- 4.4. Did UN agencies work effectively together to deliver on this JP and support the NGM?
- 4.4.1. To a large extent
 - 4.4.2. To a medium extent
 - 4.4.3. To a small extent
 - 4.4.4. Unsure/Don't know
- 4.5. Have JP Activities/progress monitoring and Reporting been as planned?
- 4.5.1. To a large extent
 - 4.5.2. To a medium extent
 - 4.5.3. To a small extent
 - 4.5.4. Unsure/Don't know

5. Coherence, Management and Coordination

- 5.1. Do you believe that partners involved in the **JP-ASGEG** have a common understanding of the program components and their interrelationship?
- 5.1.1. To a large extent
 - 5.1.2. To a medium extent
 - 5.1.3. To a limited extent
 - 5.1.4. Unsure/Don't know
- 5.2. To what extent was the Human Rights Based Approach (HRBA) to programming and Results Based Management (RBM) applied and pursued in a coherent fashion in **JP-ASGEG**?
- 5.2.1. To a large extent
 - 5.2.2. To a medium extent
 - 5.2.3. To a limited extent
 - 5.2.4. Unsure/Don't know
- 5.3. To What extent has JP-ASGEG been implemented under ONE UN and related to other gender equality /women empowerment programmed under various UN Agencies in Rwanda
- 5.3.1. To a large extent
 - 5.3.2. To a medium extent
 - 5.3.3. To a limited extent
 - 5.3.4. Unsure/Don't know
- 5.4. How do you assess the actual coordination of the programme (both at output and programme levels)?
- 5.4.1. Coordinated very well
 - 5.4.2. Coordinated satisfactorily
 - 5.4.3. Coordinated poorly
 - 5.4.4. Unsure/Don't know

6. Sustainability

- 6.1. To what extent have the stakeholders understood and taken ownership of the JP ASGEG?
- 6.1.1. To a large extent
 - 6.1.2. To a medium extent
 - 6.1.3. To a small extent
 - 6.1.4. Unsure/Don't know
- 6.2. Do you believe that the programme achievements will be sustained after the **JP-ASGEG** support (donor funds) comes to an end?
- 6.2.1. To a large extent
 - 6.2.2. To a medium extent
 - 6.2.3. To a limited extent
 - 6.2.4. Unsure/Don't know
- 6.3. Has the programme built necessary capacity of people and institutions (of national partners and implementing partners) to sustain or replicate the results achieved?
- 6.3.1. To a large extent
 - 6.3.2. To a medium extent
 - 6.3.3. To a limited extent

6.3.4. Unsure/Don't know

7. Additional information

7.1. List down three challenges that JP –ASGEG faced?

7.2. List down three core lessons you have learned during the implementation of JP –ASGEG

7.3. List down three recommendations to improve the targeting, coordination and implementation of a Joint Programme in future.
