



# **JOINT PROGRAMME ON GENDER**

*Leveraging the full potential of Gender Equality and Women's  
Empowerment to Achieve Rwanda's Transformation*

## **MID-TERM REVIEW**

January 2019 – June 2022

## **FINAL REPORT**

**NATIONAL GENDER MACHINERY**

(MIGEPROF, GMO, NWC, FFRP)

**MINISTRY OF FINANCE AND ECONOMIC PLANNING (MINECOFIN)**

**ONE UN**

(UN Women, UNDP, UNFPA, UNHCR, UNICEF, IOM, OHCHR)

**December 2022**

Programme Title & Project Number	Country, Locality, Priority Area / Strategic Results
<ul style="list-style-type: none"> <li>• Programme Title: Joint Programme – Leveraging the Full Potential of Gender Equality and Women’s Empowerment to Achieve Rwanda’s Transformation</li> <li>• Programme Number: 00120074</li> <li>• UN Office Project Reference Number: 00120074</li> </ul>	<p><i>Country/Region:</i> Rwanda</p> <p><i>Priority area/ strategic results:</i> Transformational Governance &amp; economic transformation</p>
Participating Organizations	Implementing Partners
<p><b>Lead organisations:</b> MIGEPROF &amp; UN Women</p> <p><b>All JP participating organizations:</b></p> <ul style="list-style-type: none"> <li>• UN agencies: UN Women, IOM, UNDP, UNFPA, UNHCR, UNICEF and OHCHR</li> <li>• NGM: MIGEPROF, GMO, NWC, FFRP</li> </ul>	<p><b>Government of Rwanda:</b> Ministry of Gender and Family Promotion (Lead), Gender Monitoring Office, National Women Council, Rwanda Women Parliamentary Forum, Ministry in charge of emergency management, Ministry of Finance and Economic Planning, Rwanda Investigation Bureau, Rwanda National Police, National Child Development Agency, National Electoral Commission, Rwanda Governance Board, Districts</p> <p><b>UN Agencies:</b> UN Women (lead), UNDP, UNFPA, UNHCR, UNICEF, IOM OHCHR</p> <p><b>Development partners:</b> Embassy of Sweden, Embassy of Switzerland, Embassy of Netherlands</p> <p><b>Academic Institutions:</b> Integrated Polytechnic Regional Centre (IPRC-Kicukiro), Institute of Legal Practice and Development (ILPD)</p> <p><b>CSOs:</b> PRO-FEMME TWESE HAMWE, Rwanda Association of Local Government Authorities, Rwanda Civil Society Platform, ARCT-RUHUKA, Imbutu Foundation, Action pour le Developpement du Peuple, Rwanda Religious Leaders Initiative, New Faces New Voices, Association of Rwandese Female Journalists, National Forum of Political Parties Organization, Haguruka, Rwanda Bar Association, Young Women Christian Association, Alight Rwanda, Inkomoko, Caritas Rwanda, Indego Africa, Food for Hungry, Collectif des Lignes et Associations de Défense des Droits de l'Homme au Rwanda, Réseau des femmes oeuvrant pour le Développement Rural</p>
Programme/Project Cost (US\$) (Resized 2020)	Programme Duration
<p>Total approved budget as per project document (Resized version): <b>USD 13,463,495</b></p> <p><b>Contributors:</b> SDC; SIDA; Netherlands; UN Agencies; Government of Rwanda</p>	<p>Overall Duration: 5.5 years (66 months)</p> <p>Start Date: 02.01.2019</p> <p>End Date: 30 .06.2024</p>

## GLOSSARY

This section presents the glossary for key concepts used in this report in order to accommodate all the readers.

**Effectiveness:** The programme evaluation criteria assessing whether the intervention is achieving its objectives. It regards the extent to which the intervention achieved, or is expected to achieve its objectives, and its results, including any differential results across groups.<sup>1</sup>

**Efficiency:** The programme evaluation criteria assessing how well the resources are being used. It focuses on the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.

**Gender Management Information System(GMIS):** A web-based portal aimed at storing and retrieving gender data from different institutions to enable evidence based advocacy, inform planning and programming at different levels .The system is managed by the Gender Monitoring Office.

**Indashyikirwa:** A Rwandan word meaning “agents for change”. The “Indashyikirwa” Project was initiated to promote positive forms of masculine behaviors and engage men and boys as positive and supportive partners in women’s socio-economic empowerment and in the prevention of gender-based violence, including the reduction of intimate partner violence as well as to improve the response to survivors. The initiative was also to further strengthen community level mechanisms for GBV prevention through engaging both men and women and hence leading to positive

relationships and equitable gender power dynamics among families.

**Inshuti z’Umuryango (IZU):** literary, “Friends of the Family”. IZU are community-based child and family protection volunteers. IZU were established in 2016 across whole country (Rwanda), with two people per village, under the initiative of Ministry of Gender and Family Promotion (MIGEPROF) through, National Commission for Children (current National Child Development Agency or NCDA), in collaboration with United Nations Children’s Fund (UNICEF) and other partners<sup>2</sup>, following Rwandan government’s commitment to ensure that all children grow up in safe and protective families<sup>3</sup>.

**Isange One Stop Centre (IOSC):** A multi-sectoral/holistic approach providing psychosocial, medical, judicial, and legal services to victims of gender-based violence and child abuse that takes place in families and in communities. All the services are provided in one place – thus “One Stop” in order to minimise the risk of re-victimization, spoiled evidence and delayed justice. IOSC provides free service and Toll-free telephone lines facilitate quick emergency reporting, information access

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<sup>1</sup> Independent Evaluation Office of United Nations Development Programme (UNDP) (2021). *UNDP Evaluation Guidelines*. New York, p.2.

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<sup>2</sup> Nzabagerageza, Bercar (2020). Inshuti z’Umuryango: Volunteers who are changing children’s life in local communities. *The New Times*. <https://www.newtimes.co.rw/article/177599/News/featured-inshuti-zaumuryango-volunteers-who-are-changing-childrens-life-in-local-communities>; Nzabagerageza, Bercar (2021). Inshuti z’Umuryango (IZU): Abakorerabushake barimo guhindura ubuzima bw’abana bafite ibibazo mu muryango. *Kigali Today*. 22-03-2021 - 11:37. <https://www.kigalitoday.com/amakuru/amakuru-mu-rwanda/article/inshuti-z-umuryango-izu-abakorerabushake-barimo-guhindura-ubuzima-bw-abana-bafite-ibibazo-mu-muryango>

<sup>3</sup> MIGEPROF (n.d.). *Programme brief. Let’s Raise Children in Families*. Kigali

and rapid response. IOSC were established in 2009, and currently, 44 IOSC are functioning within hospitals<sup>4</sup>.

**National Gender Machinery:** A body of four institutions working collaboratively in Rwanda to ensure that gender equality is institutionalised at all levels in the country. These are, MIGEPROF ensuring strategic formulation and coordination of policies, the Gender Monitoring Office (GMO) with the role of monitoring the respect and compliance to gender related commitments across public, private, non-governmental and faith based institutions, the National Women’s Council (NWC) with the mandate to build women’s capacity and ensure their participation in national development, and the Rwanda Women Parliamentary Forum (FFRP)<sup>5</sup> with the mandate of lobbying and advocating for gender responsive laws and commitment to gender equality principles within the parliament and other relevant government and international institutions.<sup>6</sup>

**Relevance:** The programme evaluation criteria assessing whether the intervention is doing the right things. It concerns the extent to which the intervention objectives and design respond to global and national needs, policies and priorities and those of beneficiaries and partner institutions, and continue to do so as circumstances change.

**Sustainability:** The programme evaluation criteria assessing whether the benefits will last. It concerns the extent to which the net benefits of the intervention continue or are likely to continue.

**Theory of change:** A method that explains how a given intervention, or set of interventions, is expected to lead to specific development change, drawing on a causal analysis based on available evidence. A theory of change helps to identify solutions to effectively address the causes of problems that hinder progress and guides decisions on which approach should be taken, as well as to identify the underlying assumptions and risks that will be vital to understand and revisit throughout the process to ensure the approach will contribute to the desired change<sup>7</sup>.

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<sup>4</sup> Government of Rwanda (2016). *Isange One Stop Centre, Rwanda holistic approach to fighting gender-based violence and child abuse*. Fountain Publishers. Kigali; Oxfam (2017). *Sexual and gender-based violence in Gicumbi, Kirehe and Nyamagabe*. Kigali.

<sup>5</sup> [Republic of Rwanda (2018). *Empowering women to participate in leadership and benefit from economic opportunities*. Kigali.

<sup>6</sup> MIGEPROF (2021). *Revised National Gender Policy Accelerating the Effectiveness of Gender Mainstreaming and Accountability for National Transformation*. Kigali: MIGEPROF.

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<sup>7</sup> United Nations Development Group (n.d.). *Theory of change*. United Nations Development Assistance Framework (UNDAF) companion guidance, p.4.

## EXECUTIVE SUMMARY

### Introduction

This is the mid-term review (MTR) of the Joint Programme on gender (JP) titled, *“Leveraging the full potential of gender equality and women’s empowerment to achieve Rwanda’s transformation,”* a programme jointly initiated and run by the Government of Rwanda (GoR) represented by National Gender Machinery (NGM) on one side, and One UN on the other side, in collaboration with other implementing partners from public institutions, Civil Society Organisations (CSO), and Private Sector.

The overall objective of the MTR was to take stock of the results achieved during the last 3 years of JP implementation whilst borrowing lessons from the same experience to inform future program undertakings. In this way, this

MTR informs the primary stakeholders of the JP, namely the NGM and UN agencies in Rwanda, who contributed to its conception and continue to monitor its implementation, about the achievements and the implementation challenges and how to successfully move forward. But also, it informs the donors about the existing needs and priority areas in order to make evidence-based decisions in their continuous support.

Therefore, it assessed the relevance, efficiency, effectiveness, and sustainability of the programme and formulated recommendations for interventions in the remaining period of JP.

### Methodology

The Mid-Term Review was designed as qualitative. Thus it has collected and analysed qualitative data, applying qualitative methods starting from July up to December 2022. The MTR has used secondary data collected from existing publications, reports and other types of documents. It has also used empirical information provided by 30 participants of whom 18 (60%) were women and 12 (40%) were men, from UN agencies, donors, implementing partners, and the direct beneficiaries, using interview guides relevant to each category.

The target population was composed of all the stakeholders of the JP, from the donors to the direct beneficiaries through UN agencies, National gender Machinery and Implementing Partners. The table 1 and the annex 5 provide the details on this matter. The information was collected on all the expected outcomes of JP,

mostly using high level data showing the picture of the achievements nationwide and with some specific precisions. The data collection was organised in a form of dialogue between the reviewer and the informant, following the setting preferred by the informant that was accessible to the reviewer, including phone calls, face-to-face sessions, and online interactions. In addition, other information was provided by the programme’s technical committee during a series of meetings sessions organised as part of the approval process.

The data analysis followed the thematic model suggested by Kumar, according to which emerging themes from the junk of collected answers constitutes the themes of findings and are treated and used accordingly (for details see the section of methodology).

The whole process of data collection and analysis has complied with ethical

requirements and the principles of gender – responsive evaluation.

### Findings and conclusions

#### Conclusion 1:

The concept of JP is well designed and framed but still needs to be completed (Finding 1)

JP design reflects the conditions required to bring about change and achievements of the outcomes. The design is in line with national and international standards of GEWE and all the outcomes are coherent with associated outputs. However, the framework misses some information which is paramount for the implementation, monitoring and evaluation, namely, the annual targets, and the new indicators after the programme was resized in 2020. So there is need to add these missing elements in the next phase in order to ensure that the programme's contribution to the broader results is perceived.

#### Conclusion 2:

The JP is on the right track of tackling the expected priorities but financial limitations could hamper the achievement of the expected outcomes (Finding 2)

The assessment found that the JP is aligned with the relevant International, regional and national priorities as defined in instruments such as Beijing Declaration and platform for action, CEDAW, Maputo protocol, the Constitution of Rwanda, government's seven years strategy for transformational development (NST1), Rwandan vision 2050, and others. All the stakeholders from the community and local - based structures up to national level, involving public institutions, civil society organisations, faith-based organisations and private sector are involved throughout consultation activities. The implementation and the management are informed by the

results of the assessments that provide baseline data, the lessons learned best practices, as well as the recommendations from previous evaluations, and apply the principle of leave no one behind during the selection of beneficiaries, which assures the accommodation of the beneficiaries' needs. The challenge observed here relates to the scarcity of funds which disrupts the intended pace of intervention, thus solving this challenge would awake latent tremendous success.

#### Conclusion 3:

JP has contributed to promoting women's participation in decision making but also revealed a cultural stumbling block which still needs to be addressed (Findings 3.4.5.6.7)

The assessment showed that the program has strengthened capacities of women and relevant institutions to advance women's political participation in decision-making bodies. The programme also strived to address the structural barriers deeply rooted in gender discriminatory norms and backed by limited education and economic opportunities that hinder women's effective participation in decision making. These norms are still very influential in the demeaning perception of women's leadership capacity. Thus relevant strategies are still required in order to efficiently tackle these discriminatory social norms.

#### Conclusion 4:

JP has laid the foundation of success in accountability and oversight on GEWE although there is still a lot to do (Finding 8)

The accountability and oversight mechanisms of GEWE in public institutions were monitored and strengthened through Gender and GBV accountability clinics, Gender accountability days, conference and capacities building of the media, operationalization of GMIS, gender profiles developed, and gender policies/strategies developed or revised. However some of the mechanisms still need to be strengthened such as established gender communication systems and engendering media industry to ensure gender sensitive communication.

**Conclusion 5:**

JP is changing lives of vulnerable women, including young women, through off-farm investment from zero to the ownership of bank accounts and properties (Findings 9, 10, 11)

The assessment observed that JP succeeded to equip women with entrepreneurship, business, public tender process, and financial literacy skills including young women, women refugees, women business owners and WCBT. Further women were mentored, coached, sent to professional training, and supported financially so that they are able to do their own business.

**Conclusion 6:**

JP was successful in impacting the community, raising awareness on SGBV, VAW and VAC and in strengthening the capacity of multi-stakeholders at multi-levels of partnership, but is yet to ensure sustainable prevention measures and full restoration of the victims into their rights (Findings 12& 13).

JP supported stakeholders and partners including the media, private sector, men and faith-based organizations for the implementation of SGBV prevention and response related interventions. It strengthened capacities and understanding of relevant

stakeholders and supported promising initiatives such as safe shelters, hotline services, mobile legal clinics, SGBV coordination platforms/structures, and SGBV focused community structures. However, limited capacity of victims to engage in reparation processes and financial dependence of the victims are some of the barriers hindering GBV victims to fully receive their fundamental legal rights.

**Conclusion 7:**

The success of JP was an achievement of various partners' contributions facilitated by multi-factors and lead to tremendous impact in the lives of beneficiaries (Findings 14&15).

In addition to the political will which has secured a healthy working environment, the financial and technical contribution of the participating institutions and their collaboration to mobilize resources, the engagement and commitment of various stakeholders in diversifying the approaches, and the increased outreach of the most vulnerable were paramount. These joint efforts have contributed to increasing the number of women in leadership and in decision making positions, creating healthy relationships in households, enhancing women's incomes and employability, increasing safety and security of women and girls from SGBV as well as the readiness of the community to contribute to this end.

**Conclusion 8:**

The JP is efficiently managed but still face challenges related to fund disbursements from the donors which affected timely implementation of activities secure the required resources (Findings 16&17)

The management and coordination, the monitoring and evaluation, and the reporting system are clearly defined. But there is

irregularity of the reports from IPs and the inconsistency in the naming of outputs throughout these reports, which compromises the quality of these reports and cause the confusion in understanding their contents. In addition, although the available budget was efficiently used, the substantial gap vis-a-vis the planned budget could neither allow JP to implement all activities nor reach all the targeted beneficiaries. Moreover, the unpredictability in the fund disbursements from the donors has affected the timely implementation of activities. Therefore, resources mobilization and timely disbursement of funds from the donors need to be prioritised.

#### Conclusion 9:

JP responds to the minimum requirements for sustainable outcome (Finding 18).

The design and implementation of JP were guided by development frameworks and the engagement of stakeholders from the grassroots to national level. Stakeholders (individuals and institutions) are in regular consultation and are strengthened to ensure GEWE priorities, and the mechanisms, institutions, and policies were put in place to sustain the results.

### Lessons learned

- Strong leadership through National Gender Machinery institutions is a crucial asset for the success of Joint Programme:
- Multi-sectoral and multi-partner approaches to addressing negative gender social norms are a key strategy to advancing GEWE.
- Positive masculinity and youth gender transformative approaches can promote healthy gender relations between men and women and yield positive results in GEWE programs.
- Coordination meetings are key in increasing the accountability of the community for GEWE results.
- ICT is a critical tool for the effective and efficient implementation, monitoring, reporting and dissemination of GEWE.
- Joint programming strategy is an outstanding path for the success which brings together various experiences and approaches.
- The funds to promote the resilience to both natural and man-made shocks is always a necessity which should not be neglected.
- Induction course is a crucial step in enhancing women's leadership capacities.
- Mobile clinic service is very useful and efficient in helping poor and vulnerable victims of SGBV.
- The cross-cutting combination of economic empowerment with other interventions is a successful multi-disciplinary approach to various vulnerabilities.
- Taking into account gender specific needs increases the stability of beneficiaries, thus sensitively contributing to the success of the intervention.
- The focus on family institution when addressing VAC is very contributory.

### Recommendations

#### ***Operational recommendations***

1. ***Consider including annual targets in the programming of the next JP.*** The MTR found in the initial document of JP that most of outcomes and outputs had no

annual targets, and the resized version (addendum) remained silent on the matter. Thus, it was difficult to know when each intervention was supposed to start and to end, which was a challenge



for annual planning and programme monitoring and evaluation. Therefore, the next programming of the JP should consider including this information for a better management (Finding 1). This recommendation will be implemented by the Steering and Technical Committees and JP coordination.

2. **Strengthen the reporting system:** There are irregularities of the Implementing Partners' progress reports and the discrepancies in the naming of outputs and indicators, which compromises these reports' quality and may confuse the reader on the meaning of their contents. So, there is a need to strengthen the reporting system so that all the stakeholders use the same naming of sections, and respect the reporting requirements. IPs should be also reminded and where necessary supported in order to comply with the reporting conditions and deadlines [Finding 16]. This recommendation will be implemented by JP coordination, National Gender Machinery (NGM), UN agencies, and IP.
3. **Revise the Steering Committee Meetings' calendar.** The original document of the JP specifies that the Steering Committee meets every four months. But this calendar was not followed; the meeting was held only once and twice a year. Therefore, if it is practically hard to comply with the initial plan, it is better to establish a realistic calendar (for example two ordinary meetings per year), rather than remaining bound to unrealistic schedule [Finding 16]. This recommendation will be implemented by NGM, UN agencies

#### **Strategic/Programmatic recommendations**

4. **Consider keeping and reinforcing the partnerships between One UN and the Government of Rwanda (GoR) during the next JP.** The partnership between UN and the GoR (through NGM) in the planning, implementation, and monitoring the JP has resulted into the success of the programme at all levels and has quickened the whole process. Therefore, such a partnership should not be lost in the future programming in order to ensure more success (see the section of lessons learned). This recommendation will be implemented by UN agencies, NGM, Steering and Technical Committees.
5. **Reinforce ICT literacy and access among women and girls from the grass root upward.** ICT has dominated all the living and working conditions. It has reached businesses and banking, interpersonal interaction, and various services, including the elections and the filing of cases of Violence against Women (VAW) and Violence against Children (VAC), which are very key for the JP. Thus, JP beneficiaries should be brought to the level of using the support that they receive and fulfilling the requirements of the service providers [Findings 3, 10]. This recommendation will be implemented by National Women's Council (NWC) and Civil Society Organisations (CSO).
6. **Enhance gender awareness and accountability in electoral processes.** The level of understanding of gender principles and gender equality in the elections process by coordinators and volunteers is still low, yet, they play a key role in making elections gender-responsive [Findings 3, 4, 5]. Thus, there is a need of increasing gender trainings and awareness on gender responsive electoral processes especially on

communication, attitudes, and speeches delivered during elections. This recommendation will be implemented by National Electoral Commission (NEC), and NWC.

**7. Increase the participation of women and girls in decision-making, particularly at local levels and in the private sector.**

Women's competitiveness for decision making and male dominated positions is still low at local level, and in the private sector as highlighted by different reports from NGM institutions, the reason for this being lack of self-esteem, lack of clear manifestos and confidence which undermines their participation at all levels. Therefore, efforts to build women's confidence and capacity in leadership participation need to be increased [Finding3&4]. This recommendation will be implemented by NWC, PSF, and Local Government.

**8. Continue awareness and advocacy to address negative social norms and advance mindset change involving different key players.**

The negative impact of social norms has invaded multiple areas of the community life, including election and participation in leaderships/governance, SGBV, security, business development, women's economic empowerment, ICT literacy, etc. So, greater awareness of social norms and their impact as cross-cutting issue is needed so that interventions are planned accordingly (Findings 3, 4, 12). This recommendation will be implemented by UN agencies, NGM, Steering and technical committees and IPs.

**9. Promote men engage at all ages.** Men engage strategy was found as crucial in addressing oppressive social behaviours, especially through "agents of change programme", peer education, and community structures. However, these

behaviours are learnt right from early age. Therefore, it would be better if strategies to counteracting them also start when the person is still young. Interventions should thus be initiated at family and school levels upward with the intention to involve boys (and girls) and men (and women) into promoting GEWE and fighting VAWG. The recently developed men engage strategy should be widely disseminated, and existing structures in the community reinforced [Finding 7]. This recommendation will be implemented by UN agencies, NGM, Steering and Technical Committees, and IPs

**10. Strengthen the full operationalisation of the National Gender and Family Cluster (NGFC).**

It was realised that although NGFC and its sub-clusters were established, they are not fully functioning mostly because of financial shortage. As an influential and coordinating organ, NGFC needs to be strengthened in financial and human resources because its success would contribute to the success of JP [Finding 6]. This recommendation will be implemented by NGM, UN Women.

**11. Mobilise more financial resources for the remaining time of the programme's life and be realistic.**

Till now the financial provision for the planned interventions is not covered, thus, it is impossible to predict continuous achievements if the planned budget is not met. So, it is necessary to mobilise more financial resources and to clearly and timely communicate about donors' commitment. Depending on the availed amount, the programme's funds should be aligned with the current situation, in order to be more realistic [Findings 1, 17]. This recommendation will be implemented by the Steering and Technical Committees, JP

coordination, and development partners (donors).

12. ***Reinforce and scale up strategies and practices that have shown success during the implementation of JP, and other related interventions.*** These include especially men engage through “*Indashyikirwa*” (Agents of change), *SASA*, and *Bandebereho*<sup>8</sup> (Role model), and other community or home-grown transformative initiatives consisting of promoting positive forms of masculine behaviors for the prevention of GBV within families and the community, as well as promoting positive fatherhood and gender equality amongst expectant fathers and couples having children under five years in order to address the problem of gender-power imbalances and reduce intimate partner violence, these interventions need to be documented, communicated, and implemented at large scale. Other successful practices to be reinforced are multi-sectoral and multi-partner approach to addressing negative gender social norms, awareness raising on SRH through peer education, gender accountability dialogues, provincial coordination meetings that gather all stakeholders around the issue of SGBV, joint programming, funds for resilience to unpredicted shocks, induction course for elected women, mobile clinic service for the victims of SGBV, prevention and emergency support to teen mothers at family and community levels (e.g. taking them back to school and providing them with survival materials), combination of economic empowerment with other interventions, and focusing on family

institution when addressing VAC (see lessons learned and best practices). This recommendation will be implemented by UN agencies, NGM, and IPs.

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<sup>8</sup> The Prevention collaborative (2019). *Programme Summary: Bandebereho Couples’ intervention to Promote Male Engagement in Rwanda*. <https://www.endvawnow.org/uploads/browser/files/programme-summary-bandebereho.pdf>

## ABBREVIATIONS AND ACRONYMS

ADEPE	: Association pour le Développement du Peuple
AFAWA	: Affirmative Finance Action for Women in Africa
AJPRODHO	: Youth Association of the Promotion of Human Rights and Development
BDPFA	: Beijing Declaration and Platform for Action
CEDAW	: Convention on the Elimination of All Forms of Discrimination Against Women
CHOGM	: Commonwealth Heads of Government Meeting
COVID-19	: Coronavirus Disease
CSO	: Civil Society Organisation
EAPCCO	: Eastern Africa Police Chiefs Cooperation Organization
FFRP	: Rwanda Women Parliamentary Forum
GAD	: Gender Accountability Day
GBV	: Gender-based violence
GEPM	: Gender Economic Policy Management
GEWE	: Gender Equality and Women’s Empowerment
GMIS	: Gender Management Information System
GMO	: Gender Monitoring Office
GoR	: Government of Rwanda
GRB	: Gender Responsive Budgeting
HIV	: Human Immunodeficiency Virus
ICT	: Information Communication Technology
IOM	: International Organization for Migration
IOSC	: Isange One Stop Centre
IZU	: Inshuti z’Umuryango
JP	: Joint Programme on gender
LNOB	: Leave None Behind
MFI	: MicroFinance Institution
MHC	: Media High Council
MIGEPROF	: Ministry of Gender and Family Promotion
MTR	: Mid-Term Review
NCDA	: National Child Development Agency
NEC	: National Electoral Commission
NGFC	: National Gender and Family Cluster
NGM	: National Gender Machinery
NPPA	: National Public Prosecution Authority
NST1	: National Strategy for Transformation
NWC	: National Women’s Council
NYCC	: National Youth Council Committee
OHCHR	: Office of High Commission for Human Rights
RALGA	: Rwanda Association of Local Government Authorities
RIB	: Rwanda Investigation Bureau
RRLI	: Rwanda Religious Leaders Initiative

RWAMREC	: Rwanda Men Resource Centre
SASA	: Start, Awareness, Support, and Action (methodology)
SDGs	: Sustainable Development Goals
SGBV	: Sexual and Gender-based Violence
SIDA	: Swedish International Development Agency
SRH	: Sexual and Reproductive Health
SRHR	: Sexual and Reproductive Health Right
TIG	: Travaux d'Intérêt Général (Community work)
TVET	: Technical and vocational education and training
UNDAP	: United Nations Development Assistance Plan
UNDP	: United Nations Development Programme
UNFPA	: United Nations Population Funds
UNHCR	: United Nations High Commissioner for Refugees
UNICEF	: United Nations Children's Fund
USD	: United States Dollars
VAC	: Violence Against Children
VAW	: Violence Against Women
VAWG	: Violence Against Women and Girls
WCBT	: Women in Cross Borders Trade

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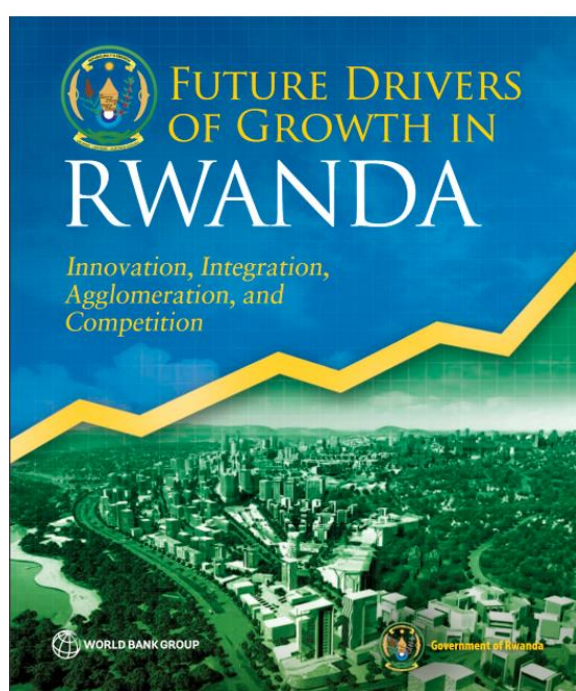
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## 1. BACKGROUND AND CONTEXT

This document is a Mid-Term Review (MTR) of the joint programme (JP) of Rwandan Government and the United Nations System in Rwanda on GEWE. Rwanda is a knowledge and innovation led country<sup>9</sup> located in the centre of Africa between latitudes 1°04' and 2°51' south and longitudes 28°45' and 31°15' east, with the land area, including water bodies, of 26,338 km<sup>2</sup>.<sup>10</sup>



The World Bank Group informs that Rwandan population was estimated at 12.8 million in 2019, 13.0 million in 2020, and 13.3 million in 2021, while respectively the GDP was 10.1, 10.1, and 11.0 billion US dollar, and the GDP per capita 789.7, 780.8 and 828.7 US dollars. As to the life expectancy, it was 68.7 years, 68.7,

and 69 during that period respectively<sup>11</sup>. In 2019, about 43% of Small and Medium Enterprises were owned by women. Twenty-three thousand one hundred and twenty-two (23,122) jobs were created through Hangukurimo programme, of which 67% were occupied by women and 80% were off-farm jobs<sup>12</sup>. The World Bank Group also specifies that economic growth in Rwanda declined in 2020, with Coronavirus Disease (COVID 19) as the main factor due to its impact on priority sectors such as tourism and hospitality, and mining, creating more needs for external funding. There was a slight increase in 2021 when the population had put in place strategies to deal with the pandemic<sup>13</sup>.

<sup>11</sup> World Bank Group (2020). *Macro Poverty Outlook country by country analysis and projections for the developing world*. Annual meetings 2020. Washington DC. <https://thedocs.worldbank.org/en/doc/77351105a334213c64122e44c2efe523-0500072021/related/mpo-am20.pdf>; World Bank Group (2021). *Macro Poverty Outlook country by country analysis and projections for the developing world*. Annual meetings 2021. Washington DC. <https://thedocs.worldbank.org/en/doc/77351105a334213c64122e44c2efe523-0500072021/related/mpo-am21.pdf>; World Bank Group (2022). *Macro Poverty Outlook country by country analysis and projections for the developing world*. Annual meetings 2022. Washington DC. <https://documents1.worldbank.org/curated/en/099435204262281557/IDU0b4f6c71702d4904b630a66c07ebdd6c9493b.pdf>

<sup>12</sup> Republic of Rwanda (2019). *Beijing + 25 Country Report (Rwanda)*. Kigali; Republic of Rwanda (2020). *Vision 2050. Abridged Version*. Kigali

<sup>13</sup> World Bank Group (2020). *Macro Poverty Outlook country by country analysis and projections for the developing world*. Annual meetings 2020. Washington DC. <https://thedocs.worldbank.org/en/doc/77351105a334213c64122e44c2efe523-0500072021/related/mpo-am20.pdf>; World Bank Group (2021). *Macro Poverty Outlook country by country analysis and projections for the developing*

<sup>9</sup> Republic of Rwanda (2020). *Vision 2050. Abridged Version*. Kigali

<sup>10</sup> Republic of Rwanda (2021). Presidential Order N° 058/01 of 23/04/2021 establishing the National Land Use and Development Master Plan. Official Gazette n° 15 bis of 26/04/2021



In 2021, about 51.4% of total Rwanda inhabitants' population was female thus male population being 48.6%<sup>14</sup>. After the genocide against Tutsi in 1994, there were initiatives to promote GEWE as part of sustainable development strategies and human rights respect. These strategies are anchored in the established legal and institutional frameworks, including the revised Constitution (in 2015), various laws and policies, and institutions, with the aim to promoting the principle of GEWE, and monitoring its implementation<sup>15</sup>.



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By means of these frameworks, Rwanda has integrated international and regional conventions, treaties, and programmes, especially those specific to achieving GEWE such as CEDAW, BDPFA, SDG#5<sup>16</sup> and African

*world*. Annual meetings 2021. Washington DC. <https://thedocs.worldbank.org/en/doc/77351105a334213c64122e44c2efe523-0500072021/related/mpo-am21.pdf>; World Bank Group (2022). *Macro Poverty Outlook country by country analysis and projections for the developing world*. Annual meetings 2022. Washington DC. <https://documents1.worldbank.org/curated/en/099435204262281557/IDU0b4f6c71702d4904b630a66c07ebdd6c9493b.pdf>

<sup>14</sup> NISR (2022). *National gender statistics Report 2021*. Kigali

<sup>15</sup> Republic of Rwanda (2019). *Beijing + 25 Country Report (Rwanda)*. Kigali Republic of Rwanda (2020). *Vision 2050. Abridged Version*. Kigali

<sup>16</sup> United Nations (2015). *Transforming our world: the 2030 agenda for sustainable development*. New York: United Nations.

Union's 2063 Agenda<sup>17</sup>. Thus, Rwanda has developed instruments like National Gender Policy (in 2010 and revised in 2021), NST1<sup>18</sup>, and the Vision 2050<sup>19</sup> in order to accelerate the implementation and achievement of international and national orientations.

In this perspective, Rwanda has recorded high performance in gender equality. For the period 2013 – 2018, 64% of seats in the parliament were occupied by women, and for the current period (2018-2023), women's seats are 61%<sup>20</sup>.

In the cabinet, women's representation consistently increased from 3.6.8% in 2014, to 40% in 2016, 50% in 2018, and 55% in 2021. Other achievements in terms of women's representation can be observed in Justice Sector where in 2021 they were 54% in the position of Judge in lower/primary court, 52% as Prosecutors

at primary level, 65% as Assistant to Prosecutor, 51% as prosecutor support staff, 56% as Principal Registrar, and 58% among all registrars.<sup>21</sup> In 2022, Rwanda ranked first in Africa and sixth globally in closing gender gap.<sup>22</sup> However, Rwanda still has to work hard to reach the gender parity across sectors.

<sup>17</sup> African Union (2013). *African Union Agenda 2063. A Shared Strategic Framework for Inclusive Growth and Sustainable Development. Background Note*. Addis-Ababa: African Union

<sup>18</sup> Republic of Rwanda (2015). *NST1: 7 Years Government Programme: National Strategy for Transformation (NST1) 2017–2024*.

<sup>19</sup> Republic of Rwanda (2020). *Vision 2050 Abridged Version*

<sup>20</sup> GMO (2019). *The state of gender equality in Rwanda from transition to transformation*. Kigali

<sup>21</sup> NISR (2022). *National Gender Statistics Report 2021*. Kigali

<sup>22</sup> World Economic Forum (2022). *Global Gender Gap Report 2022: Insight Report*. Geneva

In the perspective of ensuring gender parity and women's empowerment in all sectors, the United Nations Sustainable Development Cooperation Framework (UNSDCF 2018-2024) previously known as UNDAP II (2018-2023) was initiated by One UN as a guiding framework to support the GoR's transformational agenda, especially for furthering GEWE initiatives. In this framework, the JP entitled "*Leveraging the full potential of Gender Equality and Women's Empowerment to achieve Rwanda's transformation*" was developed by the One UN together with the GoR, to advance GEWE under NST1 and through the UNDAP II pillars of Economic Transformation, Social Transformation and Transformational Governance.

The JP was designed for 4 years at the initial stage starting from 2019-2023 and was adapted to other key guiding strategies such as UNSDCF and NST1 strategies and decided to be extended to 2024. This extension constitutes also an opportunity to catch up with activities that were delayed due to the scarcity of funds. Its overall goal is to ensure that "Women and girls, especially the most vulnerable, participate in, contribute to and benefit from the political, economic and social transformation in Rwanda" through leveraging the comparative advantages of the participating UN agencies and national Implementing Partners, which are the stakeholders.

This JP is funded by the Embassy of Sweden through the Swedish International Development Cooperation Agency (SIDA), the Swiss Agency for Development and Cooperation (SDC), the Royal Netherlands Government through the Netherlands Embassy to Rwanda, and parallel funding from UN Agencies.

The overarching **Theory of Change (ToC)** is that "if **(1)** women and girls participate and lead in

decision-making processes; if women's empowerment and gender equality commitments are translated into practice by accountable national and local governance institutions; if women, including the most vulnerable ones, have equal access to and control over economic resources; if favourable social norms, attitudes and behaviours towards GEWE are promoted at institutional and community level; and if women and girls who experience violence can use available, accessible and quality essential services; then **(2)** women and girls will be able to fully benefit from and contribute to political and economic opportunities and violence against women and girls will be substantially reduced; because **(3)** women and girls will have decision making powers, gender specific needs will have been accounted for in all spheres of governance, responses to violence against women and girls will be available and barriers will have been removed for women to attain economic autonomy.<sup>23</sup>

The programme has four outcomes based on UNDAP II outcomes:

- JP outcomes 1: By 2024, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.
- JP outcomes 2: By 2024, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services.

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<sup>23</sup> Republic of Rwanda and One UN (2018). *Joint programme leveraging the full potential of gender equality and full empowerment to achieve Rwanda's transformation programme document*. Kigali; ONE UN (2018a). *United nations Development Assistance plan (UNDAP). July 2018 to June 2023 for Rwanda*. . (Full document). Kigali: United Nations, p13.

- JP outcomes 3: By 2024 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.
- JP outcomes 4: By 2024 people in Rwanda, particularly the most vulnerable have increased resilience to both natural and man-made shocks and enjoy a life free from all forms of violence and discrimination.

All the interventions of the programme are structured around the following three main priority areas corresponding with NST 1 pillars:

- Enhancing women’s leadership and participation in governance institutions at local and national level;
- Strengthening women’s economic empowerment and access to economic opportunities
- Ending VAWG.

The link between JP outcomes, UNDP II outcomes, and NST1 pillars is detailed in the annex 4.

As to the intended beneficiaries, JP target was complex and went beyond the numbers and categories of people. This means that JP mainly worked with high level structures representing beneficiaries country-wide such as NGM, NGFC, NEC etc. Therefore, in addition to some categories of beneficiaries, especially women (Women in leadership, Women in business, SGBV victims, and teenage mothers), JP focus was gender related policies, strategies, coordination and systems.

Men were also considered in various interventions, including the ones that regarded families (like agents of change/Indashyikirwa

programme), training (like training in GEPM), coordination, and poverty reduction, the youth, the detainees, people with disabilities, and people in refugee camps. Thus, the concern of JP was more about consolidating gender equality systems in the country with the expectation that all the categories of people from all the geographical corners of the country will be directly and indirectly reached.

JP has been under implementation since 2019 in the entire country. Meanwhile, the resources mobilisation could not reach the initial target budget under the JP. In addition, the outbreak of COVID-19 in end 2019/early 2020 has affected the resource mobilisation and implementation of some activities. Thus, the programme was resized in 2021, from 19,096,661 United States Dollars (USD) to 13,463,495 USD in order to address the encountered challenges. The annex 12 shows JP resized budget per outputs. As mentioned above the implementation of JP started in January 2019 and was resized in 2020, and its end was extended from June 2023 to June 2024. The analysis of the programme’s concept and resizing and their implication is detailed in the findings.

The programme had planned two evaluations of the achievements, an MTR after three years of implementation, and a final evaluation at the end of the programme. Therefore, MIGEPROF in collaboration with UN Women as lead institutions of this JP, have commissioned an MTR of the JP to take stock of the achievements, lessons learnt, and challenges observed from January 2019 to June 2022, in order to inform future programming for the remaining programme implementation period.

## 2. PURPOSE OF THE MTR

The purpose of this MTR is to evaluate the achievements registered over the last 3 years of the implementation of the JP named *“leveraging the full potential of gender equality*

*and women's empowerment to achieve Rwanda's transformation”* that has run from January 2019 and will close in June 2024.

## 3. OBJECTIVES OF THE MTR

The overall objective of the MTR was to take stock of the results achieved during the last 3 years of the programme period whilst borrowing lessons from the same experience to inform future programme undertakings. The MTR also guides the way forward given the numerous challenges that JP faced, including resource mobilization gaps and COVID-19. The MTR has assessed the relevance, efficiency, effectiveness, and sustainability of the programme within the context of its implementation.

More specifically, the objectives of the MTR were to:

- Assess progress made toward the achievement of the expected results and performance of the JP after 3 years of implementation (its appropriateness, design, results Framework and possible risks to sustainability in promoting GEWE).
- Assess the relevance of the programme strategies and the design in the evolving context of the challenging environment including in the context of COVID-19 realities (how COVID-19 pandemic has affected the programme and how the JP adapted to this situation).
- Assess the effectiveness of the programme in achieving the specific results of the programme.

- Document best practices out of the JP interventions.
- Document lessons learnt from the programme interventions that will inform future programme undertakings.
- Recommend adjustments, if any, to the JP strategies and directions for the remaining programme implementation period.
- Identify key challenges of the programme and provide recommendations for addressing them.
- Propose potential sustainability plan of the programme.
- Assess the extent to which the support provided by the JP have benefited and utilized by direct beneficiaries.
- Assess the programme implementation and management arrangements, including coordination among different stakeholders, the monitoring and evaluation system in place, etc.
- Assess the extent to which the programme considered and incorporated lessons learnt from the previous JP and see if there are any changes that need to be made to ensure its continued relevance and possibly make it more relevant.

This MTR document will serve as a reference tool to improve JP working framework and

strategies during the remaining time period and will inform the future programming. It will be especially used by JP coordination (SC and TC, UN agencies, NGM) in deciding on whether

and how to address the identified gaps including funding and strengthening or expanding the best practices.

## 4. SCOPE OF WORK

The scope of work for this MTR comprised four tasks:

- Carry out a comprehensive situational analysis of the existing GEWE initiatives and document issues constraining effective attainment of the JP planned results.
- Evaluate the programme achievements for the last 3 years (July 2019 – June 2022) versus the planned targets and document causes for discrepancies and guide the way forward given the challenges encountered.
- Review existing literature and carry out interviews with stakeholders and other key informants in order to draw lessons

learnt and some human-interest stories resulting from the programme implementation

- Organize a national dissemination workshop during which the findings will be presented to the stakeholders of the JP

In reviewing JP, all the four outcomes and associated outputs as defined above were considered. As specified above, JP mainly worked with national bodies representing beneficiaries at national level. Thus the MTR was not strict on geographical or statistical representation of participants, but ensured the review of the four expected outcomes of the JP.

## 5. METHODOLOGY

The MTR was processed through four main activities: the desk review, empirical data collection, data analysis and report writing, and approval meetings. MTR has taken into account UN Women's guidance for the evaluation of its programmes. UN Women recommends the use of gender-responsive evaluation in order to ensure that it is doing things right and doing the right things to achieve GEWE. Thus UN Women has established a good practice in gender-responsive evaluation approaches. This practice consists of *"integrating human rights and gender equality into evaluation approaches and processes, linking theory-based approaches and gender analysis framework, inclusive systematic evaluation for gender equality, environment and marginalised voices, applying feminist approaches to identify levels for transformative change, and participatory democratic evaluation*

*and outcomes harvesting to empower right holders"*<sup>24</sup>. This practice was observed in the whole process of MTR. The MTR has integrated human rights, for example through asking the consent of participants before conducting interviews, assuring them the right to participate or not, and assuring the anonymity of their identity when displaying the findings. In addition, the whole review was inquiring about gender equality. The theory of change defined during the concept of JP was the basis of the MTR design, process, and analysis. Women's voices were captured and given due consideration during, desk review, data

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<sup>24</sup> UN Women (2020). *Good practices in gender-responsive evaluation*, pp.10-16.

collection and analysis, and sex disaggregated data were presented wherever possible.

The MTR observed gender equality results by examining the achievements and impact of all the four outcomes of the JP, and displaying how gender and power relationships have changed as results of the intervention of JP. Moreover, feminist approaches were used in order to observe change<sup>25</sup>

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<sup>25</sup> In regard with feminist approaches, the MTR had as a central focus the gender inequities that lead to social injustice; observed systematic discrimination and inequality based on gender; considered that “*evaluation is a political activity*”, through referring to the current political attitude towards gender equality in formulating recommendations; used knowledge (evidences) from the findings to enhance the promotion of GEWE; and cultural aspects that may hinder GEWE were taken into account in data analysis and formulation of recommendations (See Shawna Wakefield, Daniela Koerppen (2017). *Applying feminist principles to program monitoring, evaluation, accountability and learning: Oxfam discussion paper*; Ahmad, Nida (2021). *Feminist Approaches to Monitoring, Evaluation and Learning. In Sport, Gender and Development*. Bingley: Emerald Publishing Limited. (pp. 191-209). <https://doi.org/10.1108/978-1-83867-863-020211008>

## 5.1. DESK REVIEW:

The desk review consisted of exploring existing documents related to gender and JP, including reports, policies, publications, and other available documents in offices and on websites of UN agencies, NGM institutions, CSO, and private institutions. These documents served as the basis for the understanding of the whole

concept of JP and the embedded gender power relations, the expected outcomes, the implementation context, the development of data collection tools, analysis framework, the findings of the MTR, and the insights for the formulated recommendations.

## 5.2. EMPIRICAL DATA COLLECTION

The empirical data collection took place in July and August 2022 but the whole process went up to December. The sample was composed of thirty (30) informants, of whom 18 (60%) were women and 12 (40%) were men.

The MTR triangulated in order to include various categories and sources of information. Therefore, all the categories of stakeholders have participated as informants, namely UN agencies, donors, NGM and other government institutions, CSO, and direct beneficiaries. Likewise, all the kinds of information following the four expected outcomes of JP<sup>26</sup> were gathered, including the information on enhanced gender equality, justice and human rights; inclusive participation in and benefit from democratic processes, inclusive competitive and sustainable economic growth, as well as prevention and response to man-made and natural shock with special focus on prevention and response to Violence against women and children. In the entire process,

MTR was mindful of gender inclusion where both women and men were brought forth to express themselves, inform and suggest.

Thus the reviewer worked with the lead institutions (MIGEPROF and UN Women) to purposely decide on the institutions, services, and individuals who would provide relevant data for the MTR. Then lead institutions availed the particulars of people to be contacted, either for the informant her/himself or the managers of their institutions. Selected people were informed in advance that the reviewer will reach out to them for the purpose of the MTR.

As mentioned above, the concern was not much about the geographical or statistical representation of the participants but having a picture of the achievements of the four expected outcomes of the JP. This was because the JP implementation focused much of high level beneficiaries representing individual beneficiaries at national level. Thus the present MTR has also followed that trend. Therefore, for example matters of election and policy and training manual development were mostly discussed at central level. However, it was found that the participants in the present MTR were based in all the four provinces (Northern Province, Southern Province, Eastern Province,

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<sup>26</sup> Republic of Rwanda and One UN (2018). *Joint programme leveraging the full potential of gender equality and full empowerment to achieve Rwanda's transformation programme document*. Kigali; Republic of Rwanda and One UN (2021). *Addendum to the joint programme on gender. Joint program on leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation*. Kigali.

and Southern Province) and the City of Kigali. The table 1 and the annex 5 provide the details of names, the number, the geographical mapping, and the sex, of participants per institution.

The needed information was determined on the basis of the United Nations Development Programme (UNDP) recommended evaluation criteria, which include the relevance, effectiveness, efficiency, and sustainability<sup>27</sup> (See the details of these criteria in the section of glossary), as well as the specific objectives provided in the terms of reference of the MTR. The questions formulated in reference to the objectives of the MTR were detailed in order to have questions to be included in data collection tools. Then the indicators were defined, methods of data collection and data sources determined, then the assumption established. The evaluation matrix in annex 1 gives details of these links.

Four data collection tools were used: Interview guide for direct beneficiaries of JP, Interview guide for UN agencies; Interview guide for implementing partners (government institutions and CSO); and interview guide for donors. The questions in these tools turn around the four evaluation criteria as mentioned above, and were related to the lesson learned and best practices, challenges encountered, and suggestions for a better contribution to GEWE.

In particular, the questions for direct beneficiaries and implementing partners mainly relate to the results of JP implementation. The questions designed for donors focus on the partnerships, the strategies and ways forward. The questions to

the UN agencies are mixed, with some on the results of JP implementation as well as on the strategies and ways forwards. The details of the instruments for each category are provided in the annexes 6, 7, 8, and 9.

**Data collection process:** Prior to starting data collection, there were meetings between the reviewer, UN Women, and MIGEPRF, which consisted of providing the reviewer with an overview of the programme and other guidance related to the MTR. Then the list of potential stakeholders was established together as described above. The data collection tools were e-mailed by MIGEPROF and UN Women to the stakeholders with a copy to the reviewer and a brief introduction of him and the assignment expected from all the parties involved (institution, reviewer, MIGEPROF, and UN Women).

The information was collected by the reviewer using the four interview guides for each informant category. The reviewer was asking questions in the form of dialogue, and using probing questions where necessary in order to complement and enrich the existing data. Interviews were conducted face-to-face or through telephone and Google meet, following the availability and the preference of the participant. As mentioned above, data collection was inclusive of different categories of people, different places, different levels of intervention, and different focused topics as suggested by gender – responsive evaluation (See Table 1 and the annex 5.)

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<sup>27</sup> UNDP (June 2021). *UNDP Evaluation guidelines*. New York: Independent Evaluation Office, UNDP. [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf)



**Table 1: Number of interviews per contact mode and category of informants**

CONTACT MODE	UN	DONORS	NGM	IP	Dir Ben	TOTAL		
						F	M	Tot.
Face-to-face interview	4(3)		6(4)			7	3	10
Phone interview			1(0)	5(3)	6(6)	9	3	12
Filling the answers in the provided tools (interview guide)	2(1)	2(1)	1(0)	2(0)		2	5	7
Google meet			1(0)				1	1
F	4	1	4	3	6			
M	2	1	5	4	0			
<b>TOTAL</b>	<b>6</b>	<b>2</b>	<b>9</b>	<b>7</b>	<b>6</b>	<b>18</b>	<b>12</b>	<b>30</b>

**Legend:** UN: United Nations; NGM: National Gender Machinery; IP: Implementing Partners; Dir Ben: Direct Beneficiaries, F: Female; M: Male, Tot.: Total, (...): Female respondents.

### 5.3. DATA ANALYSIS

The information collected in this MTR was qualitative descriptive. The analysis had followed a thematic model. According to Kumar, *“Content analysis means analysing the contents of interviews or observational field notes in order to identify the main themes that emerge from the responses given by your respondents or the observation notes made by you”*<sup>28</sup>. This technic has four steps: (1) Identify the main themes, (2) Assign codes to the main themes, (3) Classify responses under the main themes, (4) Integrate themes and responses into the text of your report. Following this model, collected information for each question in each tool were listed together in bullets, read through and regrouped in different themes. They were then readjusted in order to change them into thematic ideas which are used to describe the point in the MTR document following the outcomes to which each question feeds (see annex 1 on the evaluation matrix).

The data analysis has also used the evaluation criteria from the Organization for Economic

Cooperation and Development (OECD)/ Development Assistance Committee (DAC) as recommended by UNDP for all its programmes. These criteria comprise the relevance, effectiveness, efficiency, and sustainability<sup>29</sup>. The details of these criteria are provided in the section of glossary. Therefore, the present MTR has highlighted how each of these criteria is reflected in JP.

The data analysis was followed by the writing of the MTR report.

<sup>28</sup> Kumar, Ranjit (2011). *Research Methodology. A step-by-step guide for beginners*. London: SAGE, p.277.

<sup>29</sup> UNDP (June 2021). *UNDP Evaluation guidelines*. New York: Independent Evaluation Office, UNDP. [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf), p.2.

#### **5.4. APPROVAL MEETINGS**

Six approval meetings were organised as part of the review process. The first meeting was held after the submission of the inception report, gathering the technical staff of UN Women and MIGEPROF as Lead Institutions. This meeting advised the reviewer on the conception of the review, the methodology, the sample for the data collection and analysis, and the report writing. The second meeting was held after the submission of the draft report, and was composed of technical staff from NGM and UN agencies in order to appreciate it and give guidance for improvement. The third meeting took place in a two-day retreat which dissected the second version of the report to ensure that all the comments from the 2<sup>nd</sup> meeting were

taken into account. The fourth meeting was for technical validation of the MTR report, composed of the staff from UN agencies and NGM. The fifth is the National Gender Machinery (NGM) Institutions Senior Management Meeting (SMM) chaired by the Chair of gender Joint Program Steering Committee Honourable Minister MIGEPROF, and different input, and comments were provided to improve the MTR report. The last meeting was for high level validation, gathering high authorities of involved institutions (UN, and NGM) to provide the last comments on the report and deliberate on its approval. All these meetings have contributed to the quality of the MTR report.

#### **5.5. ETHICAL CONSIDERATION**

Ethical requirements guided the process of the MTR. The data were collected under the permission of each of the involved institutions and participants. Participants were selected by their institutions following the role they play in the JP cycle. They took part in deciding on the dates, the times, the conditions and the modes of meeting for data collection, whether face-to-face, phone calls, emails, or online meeting platforms. They voluntarily participated and none of them was forced to respond in one way or another, and they had the right to withdraw from the interview if they wish to do so. Participants' consent was negotiated but not written. This is common to the research in Rwanda where the population is reticent to

sign document without having the control its use. For this reason, an oral consensus was enough for participation. In the negotiation of the oral consent, participants were first of all informed about the JP and the objective of the MTR. They were informed about the data collection conditions and process, the used of the collected data, and the implication of their contribution. Fortunately, none refused to participate.

Thus, the information provided by participants was kept confidential and was not linked with their identity in the reporting. During the whole process, a conducive environment was created, which has also facilitated the interactions.

#### **5.6 MTR LIMITATIONS**

The MTR of JP was conducted within a conducive environment. There was a close and active collaboration between the reviewer, the

supervisory institution, and committees. Any need that was arising was being catered for.

However, three issues imposed the readjustment. These are:

- *Commonwealth Heads of Government Meeting (CHOGM) 2022 which took place on 20-25 June 2022.* The MTR was supposed to start in late May to end in mid-July 2022. But because of the preparation and the actual CHOGM meeting, there were a lot of restrictions in the City of Kigali where a high number of the activities of the MTR were planned to take place, thus restricting movements.
- *The end of fiscal year in public institutions.* The fiscal year starts in July and ends with June annually. In May and June some people in public institutions were very busy in reporting annual activities and catching up with activities which have delayed during the year, thus causing unavailability of key people.

- *The high number of holidays during the time of the MTR.* Official holidays were 4 in July and 2 in August and some of them were mobilising masses of people, thus affecting the availability of informants.

In response, there were some readjustments. The early days of the MTR were used to develop and exchange with lead institutions on the inception report in which the methodology and the data collection tools were defined. The effective time of collecting data was rescheduled in late July and August 2022. A no cost extension of the reviewer's contract was therefore signed. But these hindrances did not have any effect on the quality of the information or the document.

## 6. DURATION AND TIMELINE

The activities of the MTR from the signing of the contract to the validation of the report were carried out between end May to

December 2022. It took longer than what was initially planned (30 days) due to reasons mentioned above.

## 7. FINDINGS

This section is structured following the evaluation criteria used in the data analysis, namely, the relevance, effectiveness, efficiency, and sustainability<sup>30</sup>, showing how each of these criteria is reflected in the JP.

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<sup>30</sup> UNDP (June 2021). *UNDP Evaluation guidelines*. New York: Independent Evaluation Office, UNDP. [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf), p.2.

## 7.1 RELEVANCE

### 7.1.1 Assessment of project design

#### *Finding 1:*

*The theory of change complies with international and national standards and commitments, and research-based evidences required for addressing poverty, inequality and discrimination against women, and all the outcomes are coherent with associated outputs. However, the revised documents does not show the annual targets, and the budget revision was not accompanied with the revision of indicators and target, which makes the monitoring and evaluation a difficult task.*

The assessment of the relevance of JP starts with examining how useful, realistic, and harmonised are the design, ToC, and its defined outcomes, outputs, indicators, and targets. In exploring this, the attention is drawn on two points, the ToC on one hand, and the results framework (outcomes, outputs, indicators and targets) on the other hand.

JP is a 5.5 years initiative (January 2019 – June 2024) designed for GEWE. It is informed by previous programmes and a situational analysis in the area of GEWE in the context of Rwanda.

According to the ToC of JP (see the section of background), the intent of this programme is to sustainably reduce VAWG and promote their benefit from and contribution to political and economic opportunities. This will happen if all women and girls are empowered, have equal access to and control over resources, participate and lead in decision-making processes, have access to and use quality services, and social norms, attitudes and behaviours toward GEWE are conducive.

The formulation of this ToC is in accord with scholarly research and development

frameworks, which link women's empowerment with their participation in decision making, liberty, development, and security. In this regard, Duflo<sup>31</sup> sees this link in double directions of causal effect, showing that women's empowerment promotes development and that development has positive effect on women's empowerment. The same view was expressed by His Excellency Paul Kagame, The President of the Republic of Rwanda who uttered at International Women's day 2021 that "There can be no progress without equal participation and opportunity for all. Each one of us has a role to play to ensure gender disparity and exclusion has no place in our future"<sup>32</sup>. These views are also reflected into national and international development frameworks such as NST1<sup>33</sup> and SDGs<sup>34</sup>, integrating gender equality as a cross-cutting subject in all spheres of development<sup>35</sup>, including socio-economic development and governance. Therefore, this compliance with international norms and standards, national commitments, and other research-based evidences of addressing poverty, inequality and discrimination<sup>36</sup>, make the ToC an acceptable

<sup>31</sup> Duflo, Esther (2012). Women Empowerment and Economic Development. *Journal of Economic Literature*, 50(4), 1051–1079., p.1076

<sup>32</sup> Kagame, P. (March 8, 2021). *Happy #IWD2021!* <https://twitter.com/paulkagame/status/1368980761165041675>

<sup>33</sup> Republic of Rwanda (2017). *7 Years Government Programme: National Strategy for Transformation (NST 1) 2017 – 2024. Final*. Kigali

<sup>34</sup> United Nations (2015). *Transforming our world: the 2030 agenda for sustainable development*. New York: United Nations.

<sup>35</sup> World Bank (2012). *World development report 2012. Gender Equality and Development*. Washington. <https://openknowledge.worldbank.org/handle/10986/4391>, 46-47.

<sup>36</sup> United Nations Development Group (n.d.). *Theory of change*. United Nations Development Assistance Framework (UNDAF) companion guidance.

tool to guide the design and the implementation of gender programme in Rwanda.

The appraisal of the results framework examines also the coherence between the outcomes, outputs, indicators and targets. The JP is built upon four outcomes, each of which translated into outputs. Indicators, baselines and targets are defined as well, which form the basis for the choice of activities to be carried out by implementing partners.

In this analysis, it is observed that all the outcomes are coherent with associated outputs (see the details of the assessment in annex 2).

Concerning the link between outputs and indicators, the output 2.1 needs revision. This is formulated as follows, *“Accountability mechanisms on gender equality and women’s empowerment in government agencies, CSOs, Faith – based Organisations (FBO)s, International/National Non-Governmental Organisations (I/NGOs) and political parties are monitored and strengthened.”* Two indicators are associated to it: Indicator 1: *“Level of citizen satisfaction with service delivery in local administration”*, and Indicator 2: *“% age citizen’s satisfaction with the performance of Local Governance councils”*. Here the output is about the monitoring and the strengthening of accountability mechanisms, but the indicators focus on the satisfaction of citizen.<sup>37</sup> At this point, the satisfaction as indicator is less measurable, which makes it difficult to capture the project’s attribution and contribution to

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<sup>37</sup> Note: For some reports, this output it stated otherwise, *“Public and private institutions’ accountability and oversight mechanisms on gender equality and women’s empowerment are strengthened,”* which is a sound statement also mentioned in the JP addendum. This shows that the observation made in this review is not new and that the suggested correction may have not been shared among all the stakeholders, which means that it should be discussed, decided on, and harmonized within reports.

broader results. Thus the accountability could be assessed otherwise, for example looking at the number of national partners whose capacities to use gender responsive products increased or the number of gender responsive services/products made available. There is a need to revise these indicators in order to have more clarity in the flow of the results framework of JP.

The other observation in the result framework is that the budget revision was not accompanied by indicators and targets. The JP was initially too ambitious in terms of expected achievements and associated financial resources worth 19,096,661 US dollars while only 6,362,930 USD were available mainly under parallel funding modality. With the outbreak of covid-19 and its consequences in the year 2020, a decision to resize the programme was taken (in December 2020), in order to ensure efficiency in the implementation through aligning it with the new trends and priorities of the country and having a more realistic resources mobilisation target.

Thus some activities were removed, others combined whereas others were kept as they were initially, bringing the new total budget to 13,463,495 US dollars. After this resizing, new loopholes appeared in the definition of the results framework and affected the possibility of a sound monitoring and evaluation of the programme. If the activities and the budget are modified, it is likely that the indicators and the targets cannot remain the same, but their revision is not mentioned in the existing documents of the programme. Therefore, this information is needed for the mid-term and final evaluation of JP.

The annual targets are missing in the initial and the revised versions of the programme design. For this reason, it is hard to know which activity was to be carried out before the other and

which annual achievements were expected along with the implementation of the programme. Only the annual plans are established but they miss a pre-defined timeframe for each intervention against which they should be evaluated. For example, it is not clear whether all the interventions were supposed to start in the first year and to end in the last year (year 5) of the programme. It is also difficult to interpret the fact that some annual reports do not show achievements related to some outputs. At this point, the outputs 3.2, and 3.3 are not mentioned in the NGM annual report 2021/2022 and the output 3.3 not mentioned in the UNW annual report 2021. It is hard to know whether related interventions have ended, were forgotten in those particular reports, were removed, or will be considered in the second half of the programme. This means that having annual targets in the results framework of the programme would facilitate the implementation, the monitoring, and the evaluation.

### 7.1.2 Alignment with priorities and previous recommendations

#### **Finding 2:**

*JP is in line with national, regional and international priorities on GEWE and responds to the real needs of women and men. Its design and implementation took into account recommendations from previous evaluation, and it operates in synergy with other development institutions.*

In addition to the programme design, the relevance was assessed through examining the extent to which JP is aligned with national, regional, and international priorities on GEWE and linked with previous recommendations

The initiative of JP is rooted in the Rwandan constitutional fundamental principles,

especially the one of “*Building a State governed by the rule of law, a pluralistic democratic Government, equality of all Rwandans and between men and women which is affirmed by women occupying at least thirty percent (30%) of positions in decision-making organs*”<sup>38</sup>. This principle is recalled and referred to now and again in JP programme and its annual reports, more specifically when talking of elections and women’s participation in decision making.

The development and implementation of the JP is further aligned with the GoR’s strategies for development, which is visible in its 7 year strategy (NST1) 2017-2024<sup>39</sup>, the Rwandan vision 2050<sup>40</sup>, and the UNDP II (see the table below and the details in the annex 4).

Gender equality is also mentioned among the priorities of African Agenda 2063<sup>41</sup> which has directly and indirectly informed the design of JP.

Moreover, the BDPfA define a number of strategic objectives and actions to be developed and carried out in the context of women’s empowerment<sup>42</sup>, which are also mentioned in JP as concerns<sup>43</sup>. Likewise, the CEDAW condemns any form of discrimination

<sup>38</sup> Republic of Rwanda (2015). The constitution of the republic of Rwanda of 2003 revised in 2015. *Official Gazette n° Special of 24/12/2015*. 1-158.

<sup>39</sup> Republic of Rwanda (2017). *7 Years Government Programme: National Strategy for Transformation (NST 1) 2017 – 2024. Final*. Kigali

<sup>40</sup> Republic of Rwanda (2020). *Vision 2050. Abridged version*. Kigali

<sup>41</sup> African union (2015). *Agenda 2063. Africa we want*. Addis Ababa.

<sup>42</sup> United Nations (1995). *Beijing Declaration and Platform for Action (BPfA)*. New York: United Nations

<sup>43</sup> These concerns include women and poverty, women and economy, training of women, women and media, women and decision making, violence against women and the girl child among others.

against women globally<sup>44</sup>, which is in line with the principle of “leave no one behind (LNOB),” one of the UN overarching, unifying, and core programming principles underpinned by human rights<sup>45</sup>. Furthermore, one of the 17 sustainable development goals (goal 5) consists of achieving gender equality and empowering women and girls<sup>46</sup>.

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<sup>44</sup> United Nations (1979). *Convention on the Elimination of All Forms of Discrimination against Women*, Adopted and opened for signature, ratification and accession by General Assembly resolution 34/180 of 18 December 1979 entry into force 3 September 1981, in accordance with article 27(1)

<sup>45</sup> ONE UN (2018a). *United nations Development Assistance plan (UNDAP). July 2018 to June 2023 for Rwanda*. . (Full document). Kigali: United Nations

<sup>46</sup> United Nations (2015). *Transforming our world: the 2030 agenda for sustainable development*. New York: United Nations.

**Table 2: Link between JP, UNDAF II, and NST1**

JOINT PROGRAMME		UNDAF II		NST1	
Outcomes	Outputs	Outcomes	Outputs	Pillars	Priority areas
Outcome 1	Outputs 1.1, 1.2, and 1.3	Outcome 5:	Output 5.1	Transformational Governance	Priority area 1, 5, and 6
Outcome 2	Output 2.1	Outcome 6:"	Output 6.4:.	Transformational Governance	Priority area 5
Outcome 3	Outputs 3.1, 3.2, and 3.3	Outcome 1:	Output 1.4:	Economic Transformation	Priority area 1, 3, and 5
Outcome 4	Output 4.1 and 4.2	Outcome 4:	Output 4.2:	Transformational Governance & Social transformation	Priority areas 1, 5 (Governance), and 5 (Social)

JP did not depart from what other developments partners are doing in Rwanda. It is a partnership between the GoR and One UN. One UN is represented by UN Women, UNDP, UNICEF, Office of High Commission for Human Rights (OHCHR), United Nations High Commissioner for Refugees (UNHCR), United Nations Population Funds (UNFPA), International Organization for Migration (IOM), and One UN Office. The GoR is represented by NGM Institutions (MIGEPROF, GMO, NWC, and FFRP), and the Ministry of Finance and Economic Planning. All these partners were involved right from the design and the planning and will continue working in synergy during the implementation, monitoring and evaluation, but also other government institutions, local and international CSO and private sector contribute to the implementation of the programme. This consortium of stakeholders became a medium through which JP remains in national perspectives.

Likewise, the UNDAF II which directly informs JP has taken into consideration the recommendation from the evaluation of the previous programmes. With reference to the UNDAF1 2013-2018<sup>47</sup>, key lessons learned were

highlighted in the programme evaluation in order to be carried forward into the 2018-2024 programming cycle. These lessons learned formed the basis of the six recommendations that were formulated so that they are considered in the design and implementation of the UNDAF II. The following table shows each recommendation and how it was implemented within JP.

<sup>47</sup> One UN (2013). *United Nations Development Assistance Plan 2013-2018 (UNDAF I). Final Report*. Kigali, United Nations; ONE UN (2018a). *United Nations Development Assistance plan (UNDAF). July*

*2018 to June 2023 for Rwanda*. . (Full document). Kigali: United Nations, p.15-16.



**Table 3: Implementation of the recommendations from UNDAP I through JP**

No	Recommendations from UNDAP I (2013-2018)	Implementation of the recommendation through JP
1	Strengthening the nexus between humanitarian and development programming, ensuring the explicit integration of Disaster Risk Management principles in development planning and implementation;	<ul style="list-style-type: none"> <li>• Associating economic empowerment with most of interventions (emergency) for vulnerable people (for example teen mothers, Human Immunodeficiency Virus: HIV positive, and SGBV victims).</li> <li>• Having specific socio-economic development projects in refugee camps and surrounding areas.</li> </ul>
2	Identifying and addressing the needs of most vulnerable groups in programme planning , implementation and reporting using disaggregated data on vulnerable groups;	Groups such as teen mothers, women in cross borders trade (WCBT), people with disabilities, refugees and host communities, SGBV victims, and people in rural areas were targeted by the programme interventions.
3	Reinforcing capacity development, especially ownership of these efforts by stakeholders, to ensure the longer-term utilization and sustainability of new knowledge and abilities. In addition, strengthen the UNDAP II results framework by clearly articulating the metrics for measuring the quality and <b>sustainability</b> of capacity development efforts.	This recommendation was respected through the training of and workshops with stakeholders at all levels in their areas of interventions. These include the training of potential and elected women in leadership, the training of all sorts of stakeholders in SGBV prevention and response, the entire training programme on Gender Economic Policy Management (GEPM), the organisation of coordination meetings where leaders at all levels are involved in addressing SGBV, and the association of interventions with a socioeconomic component.
4	Strengthening the UNDAP II results framework to include clear indicators, baselines targets and means of verification, a list of partners and a common budgetary framework and where relevant, links to other UN plans. In addition, strengthening mechanisms for monitoring and reporting and align UNDAP II planning documents to the results framework.	A list of partners and a common budgetary framework and where relevant, links to other UN plans, was done in the initial version of the programme. The addendum <sup>48</sup> was also adopted two years later to resize the programme interventions and budget.
5	Addressing funding in a more sustainable manner in the UNDAP II - including partnerships - by ensuring that the roles and responsibilities for resource mobilization are clearly outlined and understood by the different coordinating mechanisms under the One UN umbrella.	This recommendation was also catered for although it was affected by various challenges, the most virulent being the COVID-19 pandemic. This was even one of the reasons of resizing the programme in late 2020/early 2021.
6	Rationalising the architecture, and clearly defining roles and responsibilities and systems for ensuring accountability of the various structures and their individual members.	This is explained by the inclusion of UN agencies, NGM and other government institutions, CSO, private institutions in the implementation chain.

<sup>48</sup> Republic of Rwanda and One UN (2021). *Addendum to the joint programme on gender. Joint program on leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation*. Kigali

### 7.1.3 Relevance to the beneficiaries' needs<sup>49</sup>

The relevance of JP was also assessed in appraising the extent to which it responds to the beneficiaries' needs. This is structured into two points. First, the naming of the programme as a "Joint programme" is very meaningful. JP is a partnership between the GoR through NGM on one side and One UN on the other side, with the involvement of other stakeholders from public institutions, CSO, local communities at grassroots (e.g. schools, community fora and groups), and private sector. In this perspective, the intervention of the JP reinforce what all the stakeholders are already doing within their own context, especially in supporting beneficiaries' business, reinforcing leadership capacities of existing structures, and the capacities of existing SGBV service providers, which does not depart from what the beneficiaries have already identified as their own needs.

In addition, JP document specifies the baseline data in each area of intervention and defines the targets, which were obtained thanks to the situational analyses intentionally conducted for this purpose in order to match the interventions with the real needs. Along with this, there is a continuous watch so that any change of the beneficiaries' living conditions is taken into account in the implementation of JP. It is in this context that with the outbreak of COVID 19, some assessments were conducted. In 2020 through 2021, different Gender Assessments were conducted on the Socio-Economic Response and Recovery Initiatives against Covid-19 in Rwanda, an assessment on the Socio-Economic Impact of Covid-19 on Women and Men in Informal Cross Border Trade in Rubavu, Rusizi, and Nyamasheke Districts, and a study on trade barriers for

women. The recommendations from these assessments and studies inspired the JP to support the Social Economic Recovery Plan (COVID-19 JP SERP) and to go on with the programming based on the evidences. But also some emergency interventions were organized, where some women's groups were supported with sanitizers and facial masks, SGBV services reinforced (e.g mobile clinic), WCBT included in JP interventions in Rubavu and Rusizi districts (Western Province sharing boundaries with Democratic Republic of Congo: DRC), and the use of communication technology was improved (use of phone, whatsapp, and online meetings) in order to comply with the measures to fight against the spread of VOCID 19 pandemic.

Above all these arrangements, the implementation of the JP was informed by a continuous monitoring through field visit in order to ensure that JP is responding to the real needs of the beneficiaries.

This analysis shows that the relevance of JP is observed and needs to be continuously strengthened to ensure a successful and impactful implementation.

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<sup>49</sup> The summary findings related to this sections are contained in Finding 2.

## 7.2 EFFECTIVENESS

This section is an assessment of the effectiveness of JP, and is structured in three points:

### 7.2.1 The progress made towards achievement of the expected outputs and outcomes

The progress of the achievement of JP is assessed per outcome and outputs.

The outcome 1: *“By 2024, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security”*.

This outcome has three outputs, each one with associated indicators.

#### **Finding 3:**

*JP intervention boosted gender inclusion in different sectors including governance. The increase of women’s participation in local government election processes as organisers, voters, candidates and observers was noticed during the 2021 local government elections. Resulting from the efforts used in preparing them to compete for decision making positions, the 2021 local government elections witnessed positive change not only in number of females elected in strategic positions but also in gender sensitive electoral processes.*

The output 1.1 is: *Women’s capacity to compete for leadership positions and to lead decision making processes at local and national level strengthened.* This output has two indicators: *1: Number of Women candidates with skills and capacities to participate in electoral process, and 2: Number of Women and girls reached out through mentorship programme in leadership and entrepreneurship.*

Achievements towards this output were recorded. The JP progress report 2020-2021 shows that women were mobilised to participate in the local government elections which took place in November 2021. The mobilisation was organised through television and radio shows where women were encouraged to participate as voters and candidates. Panellists from key institutions such as MIGEPROF, GMO, and NWC were invited to talk on this matter. Thus, this mobilisation has informed all the people following radio, television and social media. A simple browsing of Rwanda TV YouTube page shows that one television session on the 2021 elections was read by 1,524 a month before elections time, which means that thousands of people who read and watched these media were richly impacted by this strategy<sup>50</sup>.

JP supported strategic dialogues organised with key institutions such as National Electoral Commission (NEC), MIGEPROF, GMO, NWC, Rwanda Governance Board (RGB), Provincial and Zone Coordination, Transparency International and other CSO, to share experience and reflect on how to mainstream gender in the 2021 elections.

Moreover, a group of ninety-three (93) observers (66 [71%] females and 27 [29%] males) was equipped with skills to monitor gender responsiveness during the elections and were established for this assignment all over the country<sup>51</sup>. The training highlighted the observers’ roles and responsibilities as per the laws and practices and as a result, the gender responsiveness of the election during the preparatory, during elections and post elections phases was observed. On a specific

<sup>50</sup><https://www.youtube.com/watch?v=tf69AbHD1s0>

<sup>51</sup> GMO (2021). *Gender Monitoring Office. Annual Report 2020-2021*. Kigali. P33.

note, collaboration of different actors strengthened gender responsiveness of the election process by ensuring inclusive election sites to facilities the needs of men and women at the elections sites.

As results out of 1,674 applicants to District councillor level positions, 39.1% (655) were women, and 34.4% (535) were accepted for competition (82% of women candidates). At the district council level, women represented 46%. In addition, more qualified women have competed in 2021 where all the NWC members at sector and district levels have a university degree, from Bachelor's to PhD degrees, which was not the case in the previous elections<sup>52</sup>. The following pictures shows the newly elected women representing 30% of decision making position reserved to women, Muhanga District, Southern Province.<sup>53</sup>



Women representing 30% of leadership positions reserves to women, Muhanga District, 2021

In terms of women representation:

- Female Mayors increased from 19.4% in 2016 to 30% in 2021;
- Female representation as presidents of District Councils increased from 6.5% in 2016 to 27% in 2021.

During the 2021 local government elections, a slight change was observed for men occupying positions that are “traditionally” tagged for women. Compared to the previous elections, male representation as secretaries for District Councils improved from 16.1% in 2016 to 22% in 2021 elections.

In terms of improved gender sensitive electoral processes, it was noticed that the elections calendar was gender sensitive as it provided separate days for different elections enabling women and men to exercise their civic rights. Gender sensitive electoral sites were also observed as compared to similar elections in 2016.

Some persistent gender inequalities are still prevalent for men and women representation at the position of Vice Mayor in charge of Economic Development where men (85%) dominate the position. The reverse is true for Vice Mayor in charge of Social Affairs position where women constitute 77.8%. This is attributed to social gender norms that still see women in “soft positions.” This is an area that needs to be tackled for gender equality to be fully achieved.

However, women still need to improve and get ready for competition with their fellow male candidates for all positions, especially the top leadership positions like the president of councils at cell, sector, district, etc.

On the same note, the need to equip NEC volunteers with gender skills to engender their communication was noted. In this regard, along with other empowerment schemes, ICT skills need to be prioritised to enable women adapt themselves to all situation including using ICT in elections.

<sup>52</sup> GMO (2022a). *Monitoring Gender Responsiveness of Local Government Elections 2021*. Final Report

<sup>53</sup> Murindabigwi, Ephrem (16/11/2021). Dore abagore batowe muri 30% mu Nama Njyanama z'Uturere (Amafoto). <https://www.kigalitoday.com/amakuru/amakuru-mu-rwanda/article/dore-abagore-batowe-muri-30-mu-nama-njyanama-z-uturere-amafoto>

**Finding 4:**

*Women representation improved in Rwanda's Private Sector Federation in 2022 elections compared to the 2018 results. Notable improvement was observed at the position of 1<sup>st</sup> vice president where for the first time in Rwanda at national level, the 1<sup>st</sup> vice president was a female. Other improvements were observed at provincial and district levels as well, and they resulted from the availability of the PSF gender mainstreaming strategy. However, parity is yet to be achieved in PSF*

Gender responsiveness was monitored in the elections organized by Private Sector Federation (PSF) in March 2022. Fifteen districts and all the provinces and the City of Kigali were reached in this regard.

It was found that women representation improved in Rwanda's Private Sector Federation in 2022 elections compared to the 2018 results. Notable improvement was observed at the position of 1<sup>st</sup> vice president where for the first time in Rwanda at national level, the 1<sup>st</sup> vice president was a female. Similarly, females account for 60% among the 5 clusters from 10% among 10 chambers in 2018 elections.

At Provincial level, females elected as 1<sup>st</sup> vice president account for 23% from 0% for similar elections in 2018. At District level, there was an observed increase of 23.6% for female representation as 1<sup>st</sup> vice president from 13% in 2018 to 36.6% in 2022 similar elections. This was possible due to the availability of the PSF gender mainstreaming strategy where sensitization campaigns were done to position women to compete for decision-making positions. Though there is improvement being observed, more still needs to be done to improve female representation at strategic positions as more men are elected for the

positions of President (7/30 or 23.3%) and 1<sup>st</sup> vice president (12/30 or 40.0%), while more women are elected for 2<sup>nd</sup> vice president (23/30 or 76.7%), a position that serves as "secretariat" to the board.<sup>54</sup>

**Finding 5:**

*The leadership skills of new university graduate women and women elected in local governance, political parties, and parliament were strengthened through a series of training under JP intervention and this yielded positive results during the 2021 local elections*

After the elections for local governance, an induction course was prepared for elected women's committee members from national down to sector levels. NWC reports that 381 elected women were equipped with leadership skills through the induction course at national, provincial, and district level. In Kigali City, this course reached the committees at cell level as well. The new elected women Members of Parliament received similar courses. Other sessions were organised also where women leaders were empowered in ICT. The following picture shows the newly elected women (National Women's Council Coordinators at sector level) during an induction course session.



<sup>54</sup> GMO (2022a). *Monitoring Gender Responsiveness of Local Government Elections 2021*. Final Report

Nevertheless only women's committee members at national, provincial, and district levels were empowered. At sector level, only the committee presidents received the training. This raises the argument that women's committees at low level also need more attention in order to better address their persisting and critical low level of participation in governance.<sup>55</sup>

The leadership capacity and political participation of women members of political parties were enhanced as well. In this context, a series of workshops took place and have reached 319 women wing leaders from all the province and the City of Kigali, which has enhanced their capacities in transformational leadership, political participation and decision making, coaching and supporting as role models.

Furthermore, in collaboration with MIGEPROF and Rwanda Association of Local Government Authorities (RALGA) (a membership organization that brings together local government entities in Rwanda), the JP supported a six-month internship programme to enhance leadership skills for 120 young women university graduates. Among the 120 women selected, 99 women completed the program, and 20 of them earned seats of council members of different districts in the 2021 local government elections.

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<sup>55</sup> Pro-femmes Twese Hamwe (2016). *Etude sur la représentation des femmes dans les instances de prise de décision au niveau local*. Kigali



**Figure 1: Graduation ceremony of young graduates' internship**



The second output of the outcome 1 (Output 1.2) is: *“Local and national level Government institutions’ capacities to coordinate and execute gender-responsive development frameworks and budgets are strengthened”*. It has two indicators: (1) *Gender budget tracking tool for use by state institutions developed, and* (2) *Number of Government institutions with two staff who have skills to systematize gender budget planning, execution tracking, and reporting.*

**Finding 6:**

*Government institutions’ capacity to coordinate and execute gender-responsive development framework was strengthened through staffing National Gender and Family Cluster, organising meetings, and promoting gender accountability. But more support is needed for the full operationalization of NGFC. Likewise, IPs were equipped with skills in Results-Based Management (RBM), Gender Responsive Budgeting (GRB), GEPM, strategic planning, and with revised policies*

Government institutions’ capacities to coordinate and execute gender-responsive development frameworks and budgets were strengthened in two ways, in strengthening coordination capacities and mechanisms, and strengthening other organs. The coordination was strengthened through the staffing of NGFC,

the development of the coordination strategy, and the rollout of the new coordination architecture at national and local level, which includes three Sub-Clusters: GEWE, Family Promotion and SGBV prevention, and Early Childhood Development. The strengthening of the coordination was also realised through supporting NGFC meetings, stakeholders mapping, and revamping GRB. Therefore, the annual meetings for the Cluster and the sub-clusters were held and the staff from several partner organizations of MIGEPROF were trained. However, the NGFC and sub-clusters are still short of financial means for full operations.

Other organs that were strengthened through training are the MHC and NYCC.

**Figure 2: Journalists during a training, 2021<sup>56</sup>**



Various training sessions were organised for media practitioners and have equipped more than 193 participants (79 women and 114 men) with skills in media content and editorial management, communicable disease including COVID-19 reporting, climate change and disaster management, sign language, investigative justice reporting, family planning, and sexual harassment. Likewise, 2,323 National Youth Council Committee members at district and sector levels were equipped with skills in addressing gender equality and SGBV.

As part of strengthening institutions' capacities, JP also equipped the staff of implementing partners (IPs) in RBM, and the staff of government' institutions in GRB and GEPM. Therefore, the capacity was strengthened for 42 participants from 17 IPs. Three hundred and nine (309) people (124 males and 185 females) from central and district levels and NGM were equipped with skills in GRB, gender analysis, and gender mainstreaming. The targeted people at district level were the Directors of agriculture, gender officers, Good Governance Officers, NWC members, Council and economic commission members. At least 5 people in each district have received these trainings. Similarly,

<sup>56</sup> One UN (2021). *Joint programme "leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation"*. MPTF office annual progress report. Reporting period: 1 January – 31 December 2021. KIGALI.

89 members of Parliament (56 women and 33 men) out of 106 (84%) were equipped with skills in GRB and GEPM for evidence-based legislation and oversight.

Under the output 1.2, achievements towards the development of gender-budget tracking tool for use by state institutions include the developed strategic plan 2022 – 2026 for FFRP and two policies revised (the 2010 National Gender Policy revised in 2020 and adopted in February 2021 and the 2011 GBV policy revised in 2021) in order to adapt them to the current realities. At this point, JP is still yet to have a tool which can be used to track gender-budget planning and management.

**Finding 7:**

*Community awareness of gender equality and civic understanding of women's rights to equal participation in decision making was increased by equipping the youth and CSO with skills in GEWE through training and community activities support, development of national men engage strategy, forming youth men engage clubs, and setting a coordination to engender media house policies and other key document*

The third output of the first outcome (*Output 1.3*) is formulated as, "*Community awareness of gender equality and civic understanding of women's right to equal participation in decision making increased*" and has one indicator (Indicators 1), *Proportion of media houses with gender mainstreaming editorial policies in place*. Community awareness of gender equality and civic understanding of women's rights to equal participation in decision making was increased through the equipping the youth and CSO with skills in GEWE.

Therefore, 127 youth committee members (86 men and 41 women) at district level and above were equipped with the knowledge and skills in



gender equality principles in order to reinforce their roles as leaders and models. Those who were equipped with these skills have also equipped to their fellow committee members at sector level through training. CSO were also supported to implement activities of promoting GEWE at community level, delivering services to people with disabilities for economic recovery after the peak of covid-19 pandemic. With this intervention, seven CSO were empowered with skills and 11 cooperatives of people with disabilities (227 people of whom 107 or 47% were women) supported to resume business activities after the lockdown caused by covid-19.

As with transforming attitudes and behaviour of the community toward gender equality, “agent of change” GBV prevention project was used as tool. This is a package of training for identified conflicting couples, in family conflict resolution through the programme of Journey of transformation. The intervention has 3 steps: the actual training, the practice of conflict resolution, and the inclusion of other aspects such as forming associations, economic empowerment. Trained couples were transformed into powerful *Agents of change*, informing and advising other conflicting couples in the community through testimonies, especially during the “*Family Evening Forum*” using speeches such as “*You know how our couple was in incessant conflicts but now this has passed we are in peace in our home*”, which is transformative.

In his testimony, one of the “*Agents of change*” men mentioned, “*Before the training, I had no doubt that I was living in harmony with my family. After the 1st sessions and the exercises that we had to practice at home, I realized that I was not treating my wife properly. I discovered how much in some of my actions, there was violence against my wife. Since then, I made the decision to change, and this is*

*visible. My wife here present can attest this*”<sup>57</sup>. This man was not aware of the violence which was prevailing in his home, but with “*Agents of change*” programme, he was now aware, transformed and his testimony being used to transform other couples.

Likewise, a woman victim of GBV (economic) said, “*Before the training, I was afraid of my husband. About decisions to be made in the family, I didn’t have a say. He sold lands and the family cows without telling me, and I didn’t know what the money was used for. But today we live in harmony. I became the ‘manager’ of the house. My husband treats me with respect, and everything is going well. Currently, the members of our community take us for their role models*”<sup>58</sup>.

Out of 350 couples who were on the programme, 335 (96%) were able to complete and to be equipped with “*knowledge and capacity to drive change in promoting gender equality, preventing family violence, sexual and gender-based violence in communities, and workplaces, while supporting family economic empowerment*”<sup>59</sup>. As result, men engage and youth for change clubs were formed in the community, communities are mobilised to change the attitudes and practices of home care works, and a documentary was produced on this methodology. However, viewed the

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<sup>57</sup> NGM (2022). *Joint program for leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation. Narrative progress updates. July 2021-june 2022*, p.4.

<sup>58</sup> NGM (2022). *Joint program for leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation. Narrative progress updates. July 2021-june 2022*, p.5..

<sup>59</sup> NGM (2022). *Joint program for leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation. Narrative progress updates. July 2021-june 2022*, p.5.

success of “Agents of change” programme, there is a need to expand in wider community in the country.

Numerous results of this kind were observed also in other programmes such as SASA methodology applied to build the capacity to fight against GBV in all refugee camps, GRB and GEPM and Result Based Management used to strengthen the capacity in gender responsive economic and financial management, and GAD used in raising the awareness of the community in gender and SGBV.

Besides, Men Engage Strategy was developed. This strategy serves as a guide on approaches of working with men to help them ally with women’s rights organizations, and networks, in full respect of women’s leadership, voices, and spaces.

As to having gender policy in media houses, the process started during the events of “16 days of activism” an annual international campaign organised from 25/11 to 10/12. During the year 2020, participants in these events committed to build a synergy to fight against SGBV in media sector. There was a consensus on the need to initiate gender mainstreaming in media sector, reporting sexual harassment cases, and having a gender policy for media houses. This resulted into setting up a coordination team to review gender gaps in the existing media policy and other important instruments to identify the needed review in order to better mainstream gender in the media sector. So since the process has started, there is hope that soon gender mainstreaming editorial policy documents will be availed.

The outcome 2: **“By 2024, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop**

**evidence-based policies and deliver quality services.”**

**Finding 8:**

*The accountability and oversight mechanisms on GEWE in public institutions were monitored and strengthened through SGBV accountability clinics, Gender accountability days, conference and capacities building of the media, upgrade of GMIS, and gender profiles developed*

The outcome 2 has one *output (Output 2.1): Accountability and oversight mechanisms on gender equality and women’s empowerment in public and private institutions and the implementation of national and international gender equality and women’s empowerment frameworks are monitored and strengthened.* Two indicators were associated to it: Indicator (1) Level of citizen satisfaction with service delivery in local administration, and Indicator (2) Percentage of citizens’ satisfaction with the performance of Local Governance councils.

The accountability and oversight mechanisms on GEWE in public institutions were monitored and strengthened through a number of means. Gender Accountability Day (GAD) was initiated in efforts to enhance gender accountability at local government levels. In terms of results, awareness on gender accountability improved across the districts that hosted GAD, families have been supported to legalise the marriage, number of children registered in civil registers increased, private sector partners committed to advance gender accountability, village leaders were sensitized and they committed to advancing gender equality, preventing and responding to GBV issues. In addition, GAD was instrumental in advocating prevention and response to GBV in general and child abuse specifically through GBV clinics with teen mothers.

For example, in 2020-2021 in Gatsibo District, 671 village leaders were equipped with gender and GBV prevention skills through dialogue, 280 couples supported to legalise marriages, 25 Couples supported with mattresses through Kuremera initiative, 716 Children registered, 113 teen mothers benefited from different services, 15 teen mothers supported to return to schools, 34 Rwanda Investigation Bureau (RIB) cases filled, and 22 cases of child defilement filed in RIB. Almost the same results were observed in Muhanga District during the same period.

GAD have yielded tangible results but efforts are needed to ensure that all districts are covered. In this framework Provinces leadership are taking over to replicate and organize GAD in all their districts. The Eastern province has committed to organizing provincial GADs twice a year, and similar commitment is expected in other provinces.<sup>60</sup>

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<sup>60</sup> GMO (2021). *Gender Monitoring Office. Annual Report 2020-2021*. Kigali; GMO (2022b). *Quarterly progress report for NGM joint programme*. Kigali.

**Figure 3: Gathering for GAD in Bugesera District, 2022<sup>61</sup>**



**Figure 4: A mother registering a child during GAD<sup>62</sup>**



*716 children were registered during Gender Accountability Day 2020 in Gatsibo*

<sup>61</sup> Ntambara, Garleon (21/9/2022). Bugesera:Baratanga ubuhamya ku bubi bw'amakimbirane yabakenesheje. *Flash FM.TV*. <https://flash.rw/2022/09/21/bugeserabaratanga-ubuhamya-ku-bubi-bwamakimbirane-yabakenesheje/>.

<sup>62</sup> GMO (2021). *Gender Monitoring Office. Annual Report 2020-2021*. Kigali, P. 16.

**Figure 5: Local leaders during a dialogue on SGBV in Gatsibo District, 2020<sup>63</sup>**



*A total of 671 local leaders from village to district level and stakeholders attended village dialogue during GAD 2020 held in Gatsibo district*

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<sup>63</sup> GMO (2021). *Gender Monitoring Office. Annual Report 2020-2021*. Kigali, P. 16

Gender accountability was monitored and strengthened through organising conference and building the capacities of the media. Thus the annual conference on gender equality was organised to enhance women journalists' voice in promoting the gender equality agenda. This conference was also used to kick off the “16 days of activism against VAWG”, an international campaign that takes place each year as mentioned previously. As results of the conference, all the participants, committed themselves to be active in collectively fighting SGBV and advocate for gender equality in media sector. Likewise, 115 women media owners and journalists were equipped with skills in innovation and entrepreneurship and addressing sexual harassment in media sector.

In 2019 a GMIS was launched and is hosted by GMO in line with its mandate to be a hub of knowledge and information on gender equality in Rwanda. It is an innovative way to produce, analyse and disseminate gender data. With the financial support of JP, the system was operational and upgraded to host a portal that will enable outside users to access updated data on gender equality on several selected indicators. In addition, all districts statisticians have been equipped with skills to use the system which will be opened gradually for public access.

In a bid to avail analytical data for planning and decision making, a number of gender profiles were developed. These include, the country gender status of 2019, the Beijing +25 reports, as well as gender profiles in ICT, Education, Access to finance, and governance. In collaboration with UN Women, GMO is now in the process of producing updated version of the second generation of the Country gender

Status to be launched during the International Women’s month in March.

In the second phase of the project, it would be important to monitor the way institutions have addressed the identified challenges highlighted in the country different profiles and ensure continued update and dissemination of data collected.

**Outcome 3: “By 2024 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all”.**

The outcome 3 has three output. The first output (Output 3.1) is: *Women have enhanced entrepreneurial skills, increased access to finance and markets to leverage business opportunities.* Two indicators were defined for this output: (1) the number of target population with entrepreneurship skills (disaggregated by sex, rural/urban, age range), and (2) the number of people reached through new financial products (e.g. new products, UN Supported Women's Investment Funds) disaggregated by sex, age and rural/urban.

**Finding 9:**

*Women’s entrepreneurial skills were enhanced and access to finance and markets to leverage business opportunities increased through capacity building in entrepreneurship, business skills, financial literacy and cooperative management, saving and TVET skills for vulnerable women, as well as through financial grants and loans*

A number of partners contributed to this output, including Young Women Christian Association (YWCA), Association pour le Développement du Peuple” (ADEPE), Youth Association of the Promotion of Human Rights and Development (AJPRODHO), and Imbuto



Foundation (IF). They enhanced the capacity of vulnerable women such as teen mothers, sex workers, and SGBV victims, in entrepreneurship, business skills, financial literacy and cooperative management as well as saving and technical and vocational education and training (TVET) skills. In particular 512 women were equipped with such skills, now they have business ideas to venture the business markets. By the end of June 2022, two cohorts composed of 331 women SGBV victims and teen mothers had a cumulative saving of

8,205,062 Rwandan Francs (7,927.6 USD). Another group of teen mothers reached through Parent-Adolescent Communication strategy (bringing together teen mothers and their parents) was able to accumulate cash and livestock equivalent to 7,567,450 Rwandan Francs (7,508.65 USD). The picture below show supported women in entrepreneurial skills showing their training certificates.

**Figure 6: Women's photo after a capacity building session in entrepreneurship and business<sup>64</sup>**



<sup>64</sup> NGM (2022). *Joint program for leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation. Narrative progress updates. July 2021-june 2022*

Entrepreneurial skills were increased within refugee camps and surrounding communities as well. In 2020, entrepreneurship training reached individuals in refugee settings covering both refugees and their host community. About 30% of the individuals reached were in host communities while women represented about 62% of total small business owners reached by the programme. Business owners also received financial grant, others (50% being women) received loan to expand their businesses, while women were supported with cash grant to start new businesses. The training sessions and financial support in refugee hosting areas were organised with the intention to equip them with business and entrepreneurship skills and capacity. The intervention did not single out women only but men also. In total, 11,068 women were reached, comprising 10,314 equipped with business and entrepreneurial skills, 329 who received cash as start-up support, and who were facilitated to have affordable loan. These achievements went beyond the target thanks to many additional partners who contributed as well, including GIZ, Indego Africa, and Food for the Hungry (FH).

Another area where entrepreneurial skills were enhanced was the cross-border business. A number of initiatives were undertaken in this regard. These include the training in business, basic financial skills, entrepreneurship, voluntary saving, loan management, leadership and cooperative management literacy, and cross border trade regulatory framework. These women were assisted also in working in groups, forming cooperatives, start-up financial support, and in COVID-19 protection materials (masks and sanitizers). According to the JP report 2020/2021, 1301 women out of 1500 targeted (86.7%) were supported.

There was also a support to women entrepreneurs through business clinics to

benefit from the National COVID-19 Recovery Fund. The recovery Fund was established by the GoR under the management of the central bank, National Bank of Rwanda (BNR), in order to support the recovery of businesses hardest hit by COVID19. Eligible sectors included all businesses highly impacted by the restrictions related to COVID-19, such as tourism, manufacturing, and transport and logistics, but informal sector was not directly supported. In order to accommodate it, a window was created to support Micro and Small Enterprises (MSE) through MicroFinance Institution (MFIs), which would provide loans through Business Development Fund (BDF)<sup>65</sup>.

The COVID-19 pandemic negatively affected women's business, especially during lockdown and travel restrictions. From JP, a start - up capital was given to women as well as business advisory services and COVID-19 protective masks, which were used to revive their income generating activities, form Village Savings and Loan Associations (VSLAs), and create connections with MFIs.

Regarding National COVID-19 Recovery Fund, 17 Women entrepreneurs under the Rwanda Chamber of women entrepreneurs from different sectors were helped to increase their capacity in public tender processes and online bidding via Umucyo platform. The JP report 2020/2021 shows that 6% of entrepreneurs were supported to access the credit/loan, 56 jobs created, as well as the E-Commerce platform ([www.buyfromwomen.rw](http://www.buyfromwomen.rw)) created. Since the target for this activity was 30 beneficiaries, the achievement was reached at 186.7%.

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<sup>65</sup> BNR (2020). "Economic Recovery Fund." *Bnr.rw*. Accessed November 12, 2021. <https://www.bnr.rw/browse-in/economic-recovery-fund/>



*Output 3.2 Women and men have equal capacity and opportunities to access existing and newly created off-farm employment*

The output 3.2 has one indicator: “Number of youth led organizations and networks participating in national policy dialogue, advocacy and programming, including in humanitarian settings”.

**Finding 10:**

*Vulnerable women in the community and refugee camps were equipped with skills in entrepreneurship, business, and financial literacy. They were mentored, coached, received unconditional cash transfers, sent to professional training, and received professional equipment. Business women were trained in e-public procurement.*

UN progress report of 2021 specifies that “*The promotion of decent work and off-farm jobs and business/ entrepreneurship skills remains critical in Rwanda, and in particular for women to become economically empowered and self-reliant. This requires women to have required skills and capacity to venture into labour market and/ or businesses*”<sup>66</sup>. In order to increase this reliance, decent off-farm employment was promoted on gender in different ways. Thus, UN collaborated with CSO such as YWCA, IF, New Faces New Voices, ADEPE and AJPRODHO and other stakeholder like Chamber of women entrepreneurs, Rwanda Public Procurement Authority, Affirmative Finance Action for Women in Africa (AFAWA), and UNFPA.

As achievement, 512 vulnerable women were equipped with skills in entrepreneurship,

<sup>66</sup> One UN (2021). *Joint programme “leveraging the full potential of gender equality and women’s empowerment to achieve Rwanda’s transformation”*. MPTF office annual progress report. Reporting period: 1 January – 31 December 2021. KIGALI, P. 13.

business skills, financial literacy but also mentorship and coaching under business clinic program as well as unconditional cash transfers for them to cope up with Covid-19 effects and participate in the economic growth in Kicukiro and Muhanga districts. Sixty (60) teen mothers (31 teenagers in tailoring and 29 in hair dressing) have been enrolled and supported to be part of existing cooperatives for their economic reintegration, 1,951 vulnerable youths accessed economic empowerment training, and 50 teen mothers received tailoring and hairdressing equipment to start income generating activities in 2021 in Nyamasheke and Rusizi Districts. The capacity of 102 women led businesses (23 women in Kigali and members of the chamber of women entrepreneurs, 36 in Muhanga, and 43 in Musanze districts) was increased in e-public procurement-Umucyo requirements and processes, exemption of experience to small and medium companies, contract award, notification & appeal, E-contract polling and drafting and using the appropriate platform in this matter: [www.umucyo.gov.rw](http://www.umucyo.gov.rw).

In refugee camps, 100 Loan recipients were given a refresher training on business and loan management. AFAWA Strategy was developed as well for Rwanda. AFAWA is a Pan-African program initiated by African Development Bank with the primary objective of bridging the finance gap for women in Africa to realize their entrepreneurial capacity and potential. The strategy was developed to guide in using this opportunity to leverage existing interventions to empower women and close existing gaps in women’s entrepreneurship.

All these initiative led the beneficiaries to accessing existing and/or newly created off farm employment. However, although the youth have been among the beneficiaries, a more focus on this category of the population

would help to better achieve the goal of this output as planned in JP.

*Output 3.3: Corporate sector actors demonstrate increased understanding of and commitment to implement gender equality and women's empowerment practices*

The output 3.3 has one indicator: *Number of target population with entrepreneurship skills.*

**Finding 11:**

*The increased understanding and commitment of corporate sector to implement GEWE practices were demonstrated thanks to the complementarity between the JP and the Gender Seal Certification Programme through which companies committed to undertake business and operational reforms aiming at enhancing Women's Empowerment Principles*

The understanding of and commitment of corporate sector actors to implement GEWE practices were manifested as the result of JP, especially due to the complementarity between the JP and the Gender Seal Certification Programme. This programme provides companies with a comprehensive approach for promoting a gender responsive work place environment, which is also safe and motivating for both males and females<sup>67</sup>, and encourages the companies to enrol into the programme.

Outcome 4: ***“By 2024 people in Rwanda, particularly the most vulnerable have increased resilience to both natural and man-made shocks and enjoy a life free from all forms of violence and discrimination.”***

<sup>67</sup> GMO (2021). *Gender Monitoring Office. Annual Report 2020-2021*. Kigali, p. 39.

The outcome 4 has two outputs:

*Output 4.1 Increased awareness among target communities on SGBV prevention, reporting, response and service availability for victims.*

The indicator of this output (indicator 4.1) is: *Number of individuals that have improved knowledge and awareness on SGBV prevention and response.*

**Finding 12:**

*Awareness around SGBV was increased in the communities and some specific groups such as RCS, religious leaders, adolescents, teenage mothers through various strategies, including 16 days of activism celebration, Car free day, Drama, radio and TV shows, training, "friends of family", Hotline, Internet, whatsAapp, and community programmes (Parents-Adolescent Communication, mobile legal clinic, community dialogues, psychosocial support, family planning, and safe spaces)*

Stakeholders in JP have recorded many achievements related to this output. Several strategies were used to increase awareness on SGBV prevention, reporting, response, and services availability for victims. First, Campaigns were also organised during the 16 days of activism, from 25 November to 10 December. In 2021 the theme of the event was, *“Wiceceka! Rwanya ihohoterwa rishingiye ku gitsina”* (Don't be silent! Fight Gender-Based Violence: GBV). These were used to raise awareness for mind-set change, increased collaboration and partnerships in the process, accountability, and the proximity of services to the community. The 16 days of activism were also an opportunity to organise a walk which has gathered various stakeholders at all levels and UN agencies, and a number of speeches were delivered around SGBV prevention and response. A car free day sport was also organised as part of 16 days of activism campaign, which was attended by the

1st lady and other dignitary people, with an orange T-shirt as dressing code, which was also lit in Convention Centre dome just to join the campaign.

***Figure 7: Car free day event, 2021, and Kigali Convention Center(KCC) dome lit orange to mark the start of 16 Days of Activism against Gender-based Violence.<sup>68</sup>***



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<sup>68</sup> NGM (2022). *Joint program for leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation. Narrative progress updates. July 2021-june 2022*

The 16 days of activism and **car fee day** gathered thousands of people who were equipped with awareness through various speeches in SGBV and how to address it. The 16 days of activism was also organised in refugee camp and surrounding areas.

Second, during the peak of covid 19, UNICEF used a drama series titled “Ziririza” (Stop SGBV) which was developed and played on national and community radios, as well as talk shows on TV, reaching **over 5.5 million**<sup>69</sup>. Ending SGBV together approach was used among religious leaders and RCS. With this approach, 170 religious leaders were reached and have committed themselves to be active in fighting SGBV. A pool of 82 SGBV **trainers** (41 women and 41 men) within RCS was established and additional 45 RCS senior management increased their understanding in SGBV Prevention and response. Through direct training sessions, UNICEF equipped 1028 adolescents (583 girls, 426 boys) from Children Forum Committees with skills in prevention, identification and reporting of VAC.

Third, a special attention was drawn to the youth. With the focus on teen pregnancy and SGBV prevention among the youth, information was spread on SGBV, was transmitted through Community workforce such as IZU, Itetero radio programme for children, hot line toll free, government programmes, and government institutions, Internet of good things (using audio-visual programme free for all Airtel users and with very little charge on other companies on all sorts of telephones), WhatsApp tree (disseminating messages, from NCDA national committees cascading downward), as well as CSO, national committees and umbrellas.

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<sup>69</sup> One UN (2020). *Joint Programme Leveraging the Full Potential of Gender Equality and Women’s Empowerment to Achieve Rwanda’s Transformation. MPTF office annual progress report. Reporting period: 1 January – 31 December 2020.* Kigali

27144 IZU were equipped with the knowledge through training, 711 hotlines created and made functional, and close to 500,000 children supported, and 416 IZU coordinators trained as trainers (ToT).

Among the youth were teen mothers. In total, 512 teen mothers and their parents have participated in counselling and parent-adolescent communication (PAC) and knowledge building of Sexual and Reproductive Health Right (SRHR) and positive behaviors and communication. In addition, 171 teen mothers benefited from psycho-social support, medical and family planning services. The following testimony confirms the achievements of PAC programme bringing teen mothers together with their parent for a fruitful dialogue negotiating teen mothers’ safe space in their respective families.

*With this program and from the dialogue that the staff organized between our parents and us, we now live peacefully. Before this PAC session, we used to have frequent disputes in our home; my father used to tell my mother that “ your daughter got pregnant due to lack of your follow up on her, and now you can see the results... After my father attended the PAC session, he is no longer aggressive at our home, which is different from before. Before the PAC session, my father used to come drunk in the evening, and he used to threaten us, and we did not feel secure at home. Currently, he is considering me like other children despite that I’m bearing my baby ... and he agreed with my mother that I should go back to school and complete my secondary studies”. With the Sexual and Reproductive Health (SRH) education message I followed, I decided to use the FP method to avoid getting more pregnancy. This training I’m following, I’m very interested in it. I hope it*

*will help me in my future life.” Ange, FTYM, Gihembe Refugee Camp<sup>70</sup>*

Fourth, there were mobile legal clinics. Through this approach, legal and other kinds of assistance were provided within the community where beneficiaries live. One of the legal assistance provider expresses,

*We use mobile legal clinics as a strategy of finding those vulnerable or underserved victims of GBV, girls and women with disabilities, teen mothers in their remote areas. This is the best impactful approach because the majority of those target groups are very poor to even have transport means to go and seek for legal aid. Again, the majority of them are uninformed about their rights, they are not aware of the available legal aid service providers who can help them. So, you understand that finding them in their localities is so useful in the project (Survey #2.4, 27 Aug. 2021, JP through UN Women Rwanda Strategic Note Mid-term Review).*

**Figure 8: Mobile legal clinic, Kayonza 2021<sup>71</sup>**



Fifth, safe spaces were created at cell level in Rusizi district with 40 WCBT having already benefited from the counselling services, and 60 women were supported on how to deal with trauma.

Last, other interventions were organised in refugee camps. Using this approach, 600 victims of SGBV, received services (89% women and girls). Awareness raising on counter trafficking in person (TIP) was organised in three borders, 6 refugee camps, and their host communities where 206,660 people were reached, and about 1.1 million reached through radio broadcasting. Training on SGBV prevention and response were organised for community activists, SGBV protection field staff of UNHCR, and the community mobilisation and the executive committee members in Kigali where 13,013 persons (438 Men, 857 Women,

<sup>70</sup> One UN (2021). *UN country annual results report 2021*. Kigali, p38.

<sup>71</sup> One UN (2021). *Joint programme “leveraging the full potential of gender equality and women’s empowerment to achieve Rwanda’s transformation”. MPTF office annual progress report. Reporting period: 1 January – 31 December 2021*. KIGALI.



6127 boys and 5591 girls) were reached in this regard.

Seventh, there were community dialogues on SGBV/VAC in which 639 adolescents (397 girls and 158 boys) participated.

*Output 4.2: Capacity of relevant institutions and Sexual and Gender Based Violence service providers to handle/respond to Sexual and Gender Based Violence cases, including capacity to harmonize and preserve forensic evidence strengthened.*

The output 4.2 has one indicator: *Number of service providers with the capacity to respond to cases of SGBV, child abuse, exploitation and neglect.*

**Finding 13:**

*The capacity of various public institutions, civil society and faith based organisations were strengthened in their respective areas through which they address SGBV. This was done through training the staff, paralegals, security organs, the youth, and inmates in preparation to join the community after their release from prison. Handbooks and ToT manual on SGBV prevention and response were developed for them. The community and refugee camps' capacity was strengthened using coordination meetings and SASA methodology. Hospitals' capacity was strengthened in re-operationalizing safe room and safe house for SGBV victims at*

Several stakeholders have contributed to this output and have recorded numerous achievements. At least ten of them are mentioned in this section. JP in collaboration with Ministry of Justice, NPPA, RIB, and the RCS, have enhanced the capacity of the staff to provide quality services to SGBV victims through SGBV management information system, a newly developed system integrated to integrated electronic Management System. The use of the

system reduces delays and transaction costs associated with judicial cases processing through the whole justice chain from the beginning of a case to its final adjudication/closing. Thus 279 SGBV service providers (168 men, 111 women) have enhanced their skills and capacity to use SGBV MIS and report SGBV cases in a more harmonized way.

JP in collaboration with Rwanda National Police (RNP), enhanced the capacity of EAPCCO Gender focal points using training of trainer manual at National Police Musanze, in 2021. Having these skills helps addressing challenges that law enforcement agencies experience in the prevention, detection, and investigation of gender-related crimes. The intervention transformed 24 delegates (10 women, 14 men) from five countries (Rwanda: 16, Kenya: 2, South Sudan: 2, Sudan: 2, Tanzania: 2).

JP in collaboration with RIB enhanced in 2021 the capacity of service providers through training in matters such as effective prevention and response to SGBV and child abuse, comprehensive forensic examination procedure, SGBV and child abuse Interview and interrogation techniques, Chronology of history taking, counselling techniques and reporting for investigation purposes, SGBV and child abuse case management (Dos and Don'ts), safe abortion among others. In the same year (2021), JP collaborated with RIB to organize an experience and knowledge sharing workshop in Kigali to enhance SGBV and child abuse case management. The workshop aimed at reviewing the current status of SGBV cases and how they are handled, sharing experiences and challenges in handling such cases and improving basic knowledge and skills in management of SGBV and Child abuse victims. The workshop equipped 50 participants (14 women, 36 men) including Province Chief Investigators (PCIs), District Chief Investigators

(DCIs) and Investigators from across the country, IOSCs Investigators in the City of Kigali, Investigators from SGBV and Specialized crimes division.

JP in collaboration with Haguruka NGO has continually enhanced the capacity of paralegals in SGBV Law and SGBV case handling to effectively support SGBV victims with legal advice and referrals especially in rural areas. They went through the law no 68/2018 of 30/8/2018 determining offenses and penalties in general. Sixty seven (67) paralegals (55 women and 12 men) were equipped through this endeavor in 2021, and the process is still going on.

In partnership with Réseau des Femmes organization, JP implemented the training project: “ *Combating Gender-Based Violence through empowering local security organs and Local Community in Nyarugenge and Gasabo Districts.*” The project was about the awareness – raising and ownership by various stakeholders. At the start, the project gathered 50 different stakeholders from local government, including district authorities, security organs, youth, representatives of NWC at the district level as well as the MIGEPROF.

In collaboration with RCS, 82 SGBV trainers (41 women and 41 men) and 45 RCS senior management increased their understanding in SGBV Prevention and response with the intention to help in preventing potential SGBV by or against inmates (SGBV and non-SGBV perpetrators) who will return to their respective communities after their period in prison. Thirteen (13) prisons and 3 TIG (Travaux d’intérêts généraux/Community services for genocide convicts) Camps of Rwanda and 918 inmates (250 women, 668 men) were impacted through this initiative.

In partnership with RWAMREC, Ubuntu symposium was organized in Kigali in November 2020. The aims was to share experience, evidence, and insights to take stock of how the work on Men Engage has evolved in the past years, in order to increase accountability towards gender equality, women’s rights, and social justice movements through critical ‘men and masculinities’ approaches. The Symposium was attended by more than 120 participants, and many more connected virtually due to COVID-19.

**Figure 9: Photo of participants (prisoners) to the awareness raising training<sup>72</sup>**



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<sup>72</sup> One UN (2020). *Joint Programme Leveraging the Full Potential of Gender Equality and Women's Empowerment to Achieve Rwanda's Transformation. MPTF office annual progress report. Reporting period: 1 January – 31 December 2020.* Kigali. P. 14.



In partnership with RRLI, 170 religious' leaders from the interfaith community including Muslims, catholic and protestant members have increased their understanding, knowledge, and skills in SGBV Prevention and response, including, tackling the issues of and reporting of SGBV cases, and addressing early pregnancies and mindset change of religious leaders to embrace gender equality and fight against SGBV. This culminated into having a handbook on SGBV Prevention and response to help the religious leaders in harmonization of messages during their awareness campaigns.

MIGEPROF as one of the implementing partner of JP, in addition to being the lead, has intervened into re-operationalizing safe room and safe house for SGBV victims attending IOSC services at district hospitals. Safe shelter for victims of violence is a 4 room accommodation house, having living and dining rooms, kitchen, store room, equipment (beds, blankets...), which is near the hospital and is prepared to accommodate the victims of SGBV who came to seek services of IOSC and are likely to stay there for a long period. The conception of safe room and safe house is made in such a way that the victim receives all the necessary survival care while IOSC is addressing their request. The care in safe room and safe house include the food, accommodation, the security, the counselling, etc. There are currently 44 IOSC in the country but a process has started to establish other three centres to form a total of 47. JP through MIGEPROF had aimed to operationalize 4 safe house and 12 safe rooms within 16 places. The targeted hospitals for safe houses are: Ngarama in Nyagatare District, Rwinkwavu in Kayonza District, Mibirizi in Rusizi District, and Gakoma in Gisagara District. From March 2021 up to June 2022, 307 SGBV victims including 302 females and 5 males have been accommodated in safe rooms and safe shelters

MIGEPROF also contributed to chairing coordination meetings. These are the meeting sessions attended by stakeholders from Provinces, districts, ministries and other public institutions and organs (e.g. Police, RIB] as well as CSOs, talking about SGBV, Family promotion, children's rights. These people sit together annually per province to identify SGBV issues, discuss how to handle them, plan for addressing them, and they report in the next meeting. Such meetings result from the decision No 3, taken by the 14<sup>th</sup> National Council (Inama y'Umushyikirano) of 15-16<sup>th</sup> December 2016, of consolidating the collaboration and partnership between government organs, parents, private sector, CSO, FBOs, in strengthening the Rwandan family. During the fiscal year 2021/2022, coordination meetings gathered 309 actors (195 males & 114 males), and resulted into discussion and exchange of the various ways of addressing SGBV in local contexts while respecting national and international guidelines, which was worthwhile for various service providers in the community in matters of SGBV.

Still MIGEPROF, as mentioned above, organised training sessions on RBM, GRB, and GEPM. These trainings contributed to enhancing more than 600 staff from JP IP and public institutions in gender accountability matters.

In collaboration with UNHCR and ALIGHT organisation, [SASA methodology](#) was used to enhance the capacity to fight against SGBV in all refugee camps in Rwanda. Community activists in refugee hosting areas were trained on "**SASA**", an approach used to explore gender power in the context of addressing VAW and HIV through changing the attitudes and behaviours which perpetuate the

imbalance between women and men<sup>73</sup>. The training reached different groups, including community mobilizers, community activists, and motorcycle and taxi drivers, who were equipped with the knowledge on how to report SGBV cases. Because of the COVID-19, the new strategies of reaching out were used, including mobile campaign and community radio. In total, 417/500 (83.4%) community activists benefited from this activity. But since SASA is an approach with many components, the whole package of SASA should be tried in order to explore its applicability in Rwanda and the possibility of expansion to a wider community.

This navigation of the four outcomes of JP and associated outputs show tremendous progress towards the programme's results, to the point that no single expected outputs has not recorded achievements. In addition, the MTR did not capture any unintended results. The following section explores the factors which have contributed to these achievements.

### 7.2.2 Factors that contributed to the achievement of JP results

#### **Finding 14:**

*Four main factors contributed to the results of JP: the political will and commitment to promoting GEWE, involvement of all stakeholders (local leaders, direct beneficiaries, community institutions, faith-based organisations), co-funding by UN agencies and NGM, addressing the real needs of women and men, and the availability of financial means*

The information on the factors that have contributed to the results recorded was collected from implementing partners and UN

staff using the question: *“What are the main factors behind the success of the programme?”* The identified factors are summarised into four points.

First, there is a political will. The GoR has set up all the necessary frameworks and structures, including legal and institutional frameworks working in synergy and complementing each other as one entity (NGM, laws, policies, service providers...). These frameworks constitute the accountability system, and create a sense of ownership and a good working environment.

Second, there is involvement of stakeholders. No intervention can succeed if working in isolation. The involvement of stakeholders was observed in many settings. In the coordination meetings organised annually in each province to discuss the issues related to gender, especially GBV, service providers of all kinds (police, religious leaders, local leaders, NGOs...) were involved in identifying issues and looking for solutions, sharing responsibilities, and reporting. Such participation, collaboration and acknowledgement of each one's capacity increased the accountability and the zeal to do better. This also incited people to keep the records of the information because of the reporting which was associated with it.

The participation of beneficiaries was also observed in *“Agents of change”* programme. Men were involved in fighting against SGBV. This approach became efficient in challenging rigid social norms that prevent men and boys from sharing domestic activities with women and girls. Male involvement has yielded fruits in this matter, to the point that it is reclaimed in districts where it has not yet reached. But also, it was observed that the *“Agents of change”* are good communicators to their peers. What they say is a live testimony that anyone can verify and witness. So since men are involved in giving testimony to their peers, their message pass without doubt.

The idea of co-funding JP interventions also contributed significantly. Till the end of the second year of implementation (2020), only

<sup>73</sup> Health Social and Behaviour Change Network (March 21, 2011). SASA! <https://www.comminit.com/health/content/sasa>

less than a half of the budget was availed. However, as mentioned above, there were achievements for every output of the programme. This resulted from the co-funding of all the stakeholders involved stakeholders (UN agencies and NGM), which allowed all the institutions to keep on working even when external support was not enough.

Third, the factor of success was the fact of tackling the beneficiaries’ real need. There were no fictional interventions. Every intervention was addressing a visible need, so services providers were very motivated and the results were showing up.

For example gender specific needs were taken into consideration during the induction course for women after the election in local governance. Mothers were allowed to bring their toddlers, were given the meal, accommodation and transport fees, which had motivated their presence and stability.

Last, there was success due to financial means. Although the programme has not yet put together all the required financial resources, nothing was done without money. Thus financial resources is key to every intervention.

### 7.2.3 The extent to which the living conditions of beneficiaries were improved because of JP


**Finding 15:**

*JP has started changing positively the living conditions of women and men. These positive changes are observed in various areas, including attitudes toward women’s capacity in leadership, awareness of gender equality and women’s right to equal participation in decision making, participation and benefit from democratic and development process, capacity and skills to prevent and respond to and report SGBV, and quality livelihood.*

The overall goal of JP is to ensure that “Women and girls, especially the most vulnerable participate in, contribute to and benefit from political, economic and social transformation in Rwanda.” The programme is thus expected to leverage the living conditions of the target groups. The present section is therefore dedicated to examining whether the recorded achievements of the programme are contributing towards this end. As mid-term review, the section focuses on trends which have started showing up displaying signs of life changing. This is visualised in the table below showing some identified changes in living conditions per outcome.

**Table 4: Changes in beneficiaries’ living conditions due to JP**



JP Outcomes (see details in annex 2)	Changes in beneficiaries’ living conditions
<b>Outcome 1</b>	<p><i>Changes in cultural attitudes toward women’s capacity in leadership observed during the elections organised in 2021 for local governance</i></p> <ul style="list-style-type: none"> <li>• The elections of women to the position of district mayor has increased by 11%, from 19% in 2016 to 30%. All the people who were elected as council members had university degrees. This is a positive sign of awareness and adherence because previously, educated women were less interested in local leadership.</li> <li>• JP in collaboration with RALGA had placed fresh women graduates from universities as interns in districts in order to help them familiarise in leadership. In the 2021 elections, some of them competed and 20 were elected in local governance. Ms. UWIRINGIYIMANA Clementine whose story is described in the</li> </ul>

<p><b>JP Outcomes</b> (see details in annex 2)</p>	<p><b>Changes in beneficiaries' living conditions</b></p>
	<p>following paragraph was one of them:</p> <p><i>UWIRINGIYIMANA Clementine, is one of the 99 women who were equipped with skills in leadership and experience in governance through the six-month internship. She was contacted for the internship program. She was very happy, but at the same time, she was worried. She was thinking that working at the local level should be very complicated, and a bit inaccessible for her. Today, after her 6 months in the program, she sees things differently. She had time to observe the functioning of the district, she saw how the workers had a team spirit, and they had time to know her and appreciate her. Their coaches reminded them that they were capable, that we could do it, we had everything to be leaders too.... At the same time, the 2021 elections were close. They were mobilized to participate as candidates but also as voters. The program helped her to have more confidence. During local governance elections of 2021, she felt confident enough and decided to try to see if she could be elected. Today, she is a member of the district council<sup>74</sup>.</i></p>
	<p><i>Change in community awareness of gender equality and civic understanding of women's right to equal participation in decision making</i></p> <p>Formerly conflicting couples (women and men) were equipped with knowledge and capacity to drive change in their own households and in promoting gender equality, preventing family violence, SGBV in communities, and workplaces, while supporting family economic empowerment. They use testimonies in various community meetings. This picture shows a couple among those that are currently transforming the community in Eastern Province.</p> 
<p><b>Outcome 2</b></p>	<p><i>People's participation and benefit from democratic and development processes</i></p> <p>Through GADs, local leaders were able to commit to promote the principle of gender equality with the signing of contracts, especially in Eastern and Southern Provinces. These commitments are resulting into tremendous positive changes, including the legalisation of marriages since de facto unions were the genesis of most of GBV among the couples. This picture shows couples legalising their marriage during GAD event in 2020<sup>75</sup></p>  <p><i>280 couples legalized their marriage during GAD 2020 in Gatsibo district</i></p>

<sup>74</sup> One UN (2021). *Joint programme "leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation". MPTF office annual progress report. Reporting period: 1 January – 31 December 2021.* KIGALI, p. 39.

<sup>75</sup> GMO (2021). *Gender Monitoring Office. Annual Report 2020-2021.* Kigali, p. 15.



<b>JP Outcomes</b> (see details in annex 2)	<b>Changes in beneficiaries' living conditions</b>
	<p><i>Journalists equipped with skills to invest in and tackle matters related to gender and SGBV</i></p> <p>Journalists were equipped with awareness, skills, and capacities in promoting gender equality principle, addressing sexual harassment, and fighting SGBV in the newsrooms in 2020/2021. They committed to mainstream gender in their profession. As a result, they are investing more in stories related to gender and research being conducted in order to have evidence and database to be used in gender planning and monitoring in media profession. This picture shows an online presentation of research on how to promote gender equality in media, which took place in Kigali in 2021.</p>  <p>Source: <a href="https://fojo.se/en/democracy-talks-women-in-the-news-promoting-gender-equality-in-media/">https://fojo.se/en/democracy-talks-women-in-the-news-promoting-gender-equality-in-media/</a></p>
<b>Outcome 3</b>	<p><i>Quality livelihood generated through decent work</i></p> <p>With the contribution of various implementing partners vulnerable girls (as teen mothers, sex workers, and SGBV victims) were supported financially, equipped with literacy and other skills through TVET programme, and helped to improve their financial conditions. Finally, by June 2022, two cohorts had cumulative savings of 8,205,062 Rwandan Francs (7,927.6 USD) and 7,567,450 Rwandan Francs (7,508.65 USD) respectively. These amounts of money which are accumulated by means of these girls' business gives hope of continuous growth even in the coming years as well as hope to positively change beneficiaries' lives. This picture shows women supported in TVET skills at work in their sewing workshop<sup>76</sup></p> 
<b>Outcome 4</b>	<p><i>Increase in awareness among communities on SGBV prevention, reporting, response, and service availability for victims</i></p> <ul style="list-style-type: none"> <li>• Due to Parents-Adolescent communication programme which creates space for teen mothers and their parents to negotiate the continuous acceptance and</li> </ul>

<sup>76</sup> NGM (2022). *Joint program for leveraging the full potential of gender equality and women's empowerment to achieve Rwanda's transformation. Narrative progress updates. July 2021-june 2022*

<sup>76</sup> One UN (2021). *UN country annual results report 2021. Kigali, p38*

JP Outcomes (see details in annex 2)	Changes in beneficiaries' living conditions
	<p>support, teenage mothers are being better integrated in their families and supported to use available opportunities. The quote in the text developed under the output 4.1 confirm the improvement of a teen mother's relationship with her parents.</p> <ul style="list-style-type: none"> <li>• After various sessions of to exchange of experience with and to enhance the capacities of institutions such as RNP, RIB, IOSC, RCS, Haguruka, RRLI, ALIGHT, hospitals, among others, in matters related to SGBV, there are visible commitments to positive ends. Therefore, IOSC Standard Operating Procedures (SOPs) were revised and translated in Kinyarwanda and French, and their 1,300 copies printed for distribution to all IOSCs service providers.</li> <li>• Religious leaders committed to meet the local leaders on a semester basis to tackle the issues of SGBV cases, to continue fruitfully discuss and address SGBV, early pregnancies, and to embrace gender equality in their relevant environments. Religious leaders were helped with a handbook developed for the harmonization of messages during their awareness campaigns.</li> <li>• As result of provincial coordination meetings on gender and SGBV, stakeholders in the community are participating and submitting all the required reports on time and concerted decisions are taken each year.</li> </ul>

**7.2.4 Challenges and gender issues.** This section presents challenges identified in the implementation of JP. The identified challenges are of three categories.

- **The first category of challenges comprises general challenges** having an impact on the entire life of the programme and are less controlled by the stakeholders. These are the scarcity and irregularity of funds and natural circumstances. As mentioned above, the programme started when only 33.3% of its budget was available.

The other challenges here are global and natural. These are the outbreak of covid-19 pandemic and the war between Russia and Ukraine. Resourcing has been affected by these circumstances which have largely altered bilateral commitments, leaving JP short of financial resources. These circumstances have also affected the implementation of the programme, especially during the lockdown where strict measures were applied in order to prevent

the spread of the pandemic, which resulted into delaying some activities and into adopting new and unplanned strategies. COVID-19 and the war in Ukraine are still affecting the implementation of JP programme especially through the increased prices in all areas (transport, services, equipment), with risk that the available small amount may not do what it was expected to do.

- **The second category of challenges regards JP framework.** As already observed, there are information still missing in the programme's framework (annual targets, indicators in the resized version of the programme), the discrepancies in the naming of outputs throughout the produced reports.
- **The third category of challenges concerns specific scenarios during JP implementation.** A number of scenarios are observed here. *One scenario concerns women's participation in decision making and leadership.* On one side, the NEC

volunteers manifested gender unawareness during the 2021 elections in local governance. In many sites of election, NEC volunteers reminded the voters on specific positions (social related position like secretary, vice mayors social affairs) that these are the positions for women and that participants in the elections have to vote women, which is a perpetuation of gendered labour, professions, and positions and a discouragement of women from competing for and voting women to other esteemed positions. On the other side, women showed low confidence to compete with men. This was especially observed in the positions of coordination such as Mayor, Vice mayor economic, and Council president. Women competing for these positions were few while there was a high number of women candidates for the positions attached to the constitutional 30% reserved to women only.

*The second scenario is the offenders' poverty* compromising the process of rendering justice to SGBV victims. Some offenders in SGBV cases are poor (E.g: Domestic workers), which prevents the victims from being interested into claiming their rights and the payment of damages because they know that they cannot get anything from the offenders. However, what these victims forget is that although they are the ones who are physically (or psychologically) offended, the shame and the risk are extended to the entire community and the country as whole. So victims should take their case seriously not only for material gain but also for the rule of law and the rescue of other people in the community in the present time and in the future for a sustainable development.

*The third scenario is the delays in reporting SGBV cases,* ending up with unpleasant results. There have been cases where the perpetrators were declared innocent not because they are as such but that the reporting was delayed and meanwhile the evidences have disappeared.

*The fourth scenario is the economic dependence of the victims to the perpetrators,* preventing them from claiming their rights. Most of SGBV victims had no financial means, which resulted in the culture of silence, believing that the perpetrators will support them financially or otherwise. This behaviour actually makes SGBV a normal option of life.

*The last scenario is the scarcity of teenage motherhood prevention measures.* JP has recorded many achievements in responding to teenage pregnancies (PAC and family/social reintegration, support to the victims ...) but less is recorded in the prevention of the phenomenon, which gives less hope in addressing the phenomenon.

In addition to the challenges, two gender issues were identified as imminent concerns that need more attention in the next phase of JP and in the future. These are social norms and teenage pregnancy. Social norms were found as the most virulent causes of SGBV in the community and are still prevailing. Likewise although teenage pregnancy is a concern of almost everyone at all levels, no tangible prevention measure or programme which have given hope of success.

### 7.3 EFFICIENCY

This section elaborates on the extent to which JP management supports the efficiency for programme implementation and the extent to

which the funds and activities of JP were delivered in a timely manner.

**Finding 16:**

*JP coordination respected the arrangement for hierarchy, overall management, reporting, monitoring and evaluation of JP, but there was irregularity of reports from IPs. In addition, there are discrepancies in the naming of outputs throughout the reports, which jeopardize the quality of these reports.*

### **7.3.1 The extent to which JP management supports the efficiency for programme implementation**

JP combines pooled and parallel funds management modalities. UN agencies pool funds under the managing agency for the components which are implemented jointly. Parallel funds remain under the management of UN agencies in case of earmarked resources as well as funds already committed to specific implementing partner for JP.

The programme has four levels of management. First, UN resident coordinator's office is in charge of strategic guidance, advocacy and resources mobilisation. The office ensures the programme's sustainability, the alignment with UNDAF II and SDGs, quality assurance and reporting.

Second, there is the SC which is a decision making authority, in charge of management oversight and coordination. This is chaired by MIGEPROF and co-chaired by the UN Women. This committee reviews and approves the programme document, the budget and the reports. It has ordinary meetings every four months and extra-ordinary meetings as necessary.

Third, there is a Managing Agent, which is UN Women and is managing pooled funds.

Last, there is a technical programme management unit composed of technical staff from UN agencies and Implementing Partners.

They ordinarily meet quarterly and extraordinarily whenever necessary. This is chaired by the staff from MIGEPROF, and co-chaired by the staff from UN Women.

This arrangement for hierarchy and management is respected. The only challenge here is that the SC Meetings did not follow the initial plan of seating every four months, thus not more than two meetings were organised annually.

The system for monitoring and evaluation and reporting is clearly defined as well. The monitoring is done through day-to-day implementation, biannual field mission by TC, annual field mission by SC and donors, and Implementing Partners' quarterly narrative and financial reports. The evaluation for the JP is planned to be organised twice, first, after two years of implementation (the current one), and second/final, at the end of the programme. The progress reports follow UN standards, composed of narrative and financial report. Narrative and financial reports are provided for parallel fundings managed by UN agencies as well. Then reports are consolidated for one report of the JP.

The other issue here concerns the reporting. Some irregularities are observed in the IPS' reporting, which contributes to some irregularities of the disbursement of funds in their respective accounts by the Managing Agent. In addition, there are discrepancies in the naming of outputs throughout reports. At this point, some of the outputs mentioned in the original document were not kept in the revised one (see addendum), which was expected. And it was expected that the reports would use the new naming after revised version (the addendum). However, this is not the actual case. Some reports use the naming of the original document, others use the naming of the revised document (addendum),



and others use a naming which is different from both versions.<sup>77</sup> Moreover, some outputs are missing in some reports.<sup>78</sup>

So these discrepancies in the naming and mentioning of outputs reduce the quality of reports, and may mislead the reader of these reports as well as the monitoring and evaluation in general.

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<sup>77</sup> For example, the output 1.2 is stated in the addendum as follows: “Output 1.2 Local and national level Government institutions’ capacities to coordinate and execute gender-responsive development frameworks and budgets are strengthened”. In the NGM report 2022, the same output is stated, “JP Output 1.2: National and local level Government institutions’ capacities to execute gender-responsive development strategies, sector strategies, district development plans and budgets increased,” which has a different meaning. Likewise, the output 2.1 is stated in the addendum in this way: “Output 2.1 Accountability and oversight mechanisms on GEWE in public and private institutions and the implementation of national and international gender equality and women’s empowerment frameworks are monitored and strengthened”. In the NGM report 2022, it says, “JP Output 2.1: Accountability mechanisms on gender equality and women’s empowerment in government agencies, CSOs, FBOs, I/NGOs and political parties are monitored and strengthened” and in the NGM Power point presentation of the progress report 2021, “Output 2.1 Public & private institutions’ accountability & oversight mechanisms on GEWE are strengthened,” which gives three different meanings for one output.

<sup>78</sup> For example, the output 1.3 is not mentioned in the PowerPoint slides on NGM progress report 2021. The output 3.3 is not mentioned in the UN report 2021, and NGM PowerPoint slides. The annex 3 provides the details on the discrepancies related to the naming of outputs in the reports.

### 7.3.2 Financial management

#### **Finding 17:**

*The available funds is efficiently managed. But JP is still struggling to mobilise all the required amount of money for its interventions. In addition, there is limited information on the donors’ commitment, and the disbursement of the promised funds is not regular, which causes uncertainty and irregularity in the implementation of interventions.*

There are two sources of funds used by JP, the donors and UN agencies, who pool funds under the Managing Agent (UN Women) and this funds is used by implementing partners. But UN agencies provide another parallel funding which they use in JP related interventions within their respective system and mission.

But as mentioned above, not all funds for JP have been mobilised. In the beginning (2019), only 33.3% of funds (6,362,930/19,096,661 usd) was available. The problem was worsened by the outbreak of COVID 19 which has affected the capacity of all structures, and when the programme was resized in December 2020, still only 47.3% (6,362,930/ 13,463,495 usd) was available, until June 2022. So it is hard to confirm that JP is properly funded. But also, there is little communication of donors on committed funds so that implementers may prepare themselves accordingly. Moreover, the disbursement of the few promised funds within Managing Agent’s accounts is not systematic, which increases uncertainty and irregularity in the implementation of interventions. Otherwise the available money is efficiently managed. Therefore, more resources mobilisation, communication, and regularity in disbursement are needed.

## 7.4 SUSTAINABILITY

### **Finding 18:**

*The design and implementation of JP promise its sustainability. They were guided by the country's national development frameworks and the engagement of all relevant stakeholders at different levels. There are regular consultations between stakeholders. Capacities of national and local institutions were strengthened to advance the JP priorities on GEWE. Mechanisms, procedures and policies have been put in place to carry forward the programme's results.*

This section examines the likelihood that the benefits from the project will be maintained for a reasonably long period of time after the project phases out.

The JP design had sought the programme sustainability at three levels: at strategic, programmatic, and operational levels. *At strategic level*, the programme was expected to be rooted in the country's national development framework, policies, and strategies and in SDGs agenda, leverage strong coordination structure such as National Gender and Family Cluster and the UNDP Gender Mainstreaming Strategy with a view to ensure greater coordination, synergies and effectiveness in advancing GEWE across all sectors. There was also a plan for institutional strengthening, a stronger translation of gender commitment into budgetary allocations at national and local level, the engagement of the private sector in women's empowerment, an enhancement of women's inclusion in productive economic sectors and work on mindset and social norm change.

*At programmatic level*, there was plan to ensure the inclusivity by extensive consultations with all partners as a way to

safeguard the relevance of the programme to country priorities and to lay the ground for full ownership of its results.

*At the operational level*, JP envisioned effective knowledge management and capacity development of government, political and civil society actors, documentation and dissemination of programme results and key institutional gender mainstreaming processes, availability of guidance and analytical tools to all partners at central and local level, and to legislative and oversight bodies to support long-term institutional capacity strengthening. Special attention was to be paid on leadership, social norms, mentorship, and men engagement.<sup>79</sup>.

The analysis in the above sections extensively explains how all these measures for sustainability have meticulously guided the design and the implementation of the programme from the start to the present stage. One can reiterate among others, JP's alignment with the country's national development framework, JP's focus on institutional strengthening and capacity development, the engagement of all stakeholders, including the private sector, inclusive and extensive consultations with all partners, and the availability of guidance and analytical tools.

As such, JP responds to the minimum requirements for sustainable outcome, that is, having established mechanisms to ensure the sustainability for female and male beneficiaries of the country programme outcomes, having national partners with institutional capacities,

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<sup>79</sup> Republic of Rwanda and One UN (2018). *Joint programme leveraging the full potential of gender equality and full empowerment to achieve Rwanda's transformation programme document*. Kigali, p.11.

having in place policies and regulatory strategies that will support the continuation, having partners committed to providing continuing support (finance, male and female staff), having in place mechanisms, procedures and policies to carry forward the results attained on GEWE, human rights, and human development by primary stakeholders, and having in place a partnership with other national institutions, NGOs, UN agencies, private sector, and development partners to sustain the attained results<sup>80</sup>.

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<sup>80</sup> UNDP (June 2021). *UNDP Evaluation guidelines*. New York: Independent Evaluation Office, UNDP. [http://web.undp.org/evaluation/guideline/documents/PDF/UNDP\\_Evaluation\\_Guidelines.pdf](http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf), p.42.

## 8. LESSONS LEARNED AND BEST PRACTICES

Throughout the implementation of JP, a number of lessons learned and best practices were identified.

- **Strong leadership through NGM institutions is a crucial asset for the success of JP:** In the course of designing and implementing JP, NGM was very instrumental. It has facilitated the approval by relevant organs, created working framework, procedures, and environment, facilitated the collaboration, ownership, and understanding, which has reduced possible resistance, and enabled the implementation. Thus it is crucial to strengthen the capacity of these structures and always connect with them knowing that they will remain instrumental in many ways.
- **Multi-sectoral and multi-partner approach to addressing negative gender social norms are a key strategy to advancing GEWE.** The activities of addressing GBV, VAC and VAW lead to realise that all these harmful practices are entrenched in social norms and beliefs. Thus they need to be tackled using multi-sectoral approach, bringing on board partners such as religious and local community leaders for mind-sets change and joint planning. So there is a need to find an innovative way of dealing with the matter in order to ensure a satisfactory decrease of VAC and VAW, and more research can be used to bring more clarity in this regard.
- **Positive masculinity and youth gender transformative approaches can promote healthy gender relations between men and women and yield positive results in GEWE programmes.** Men engage through “Agents of change” programme is tremendously successful in contributing to challenging rigid social norms that prevent men and boys from sharing domestic activities with women and girls. Not only the attitudes are changing

but also there is an increase of the ownership of the initiative among the men to address conflicts in families. The national awareness raising on SRH through peer education as well as school competition were also very influential in educating young people about SRH and GBV, especially for prevention of teenage pregnancy and GBV. So men and the youth should remain among the main focuses when addressing VAW, VAC, and family violence in the community.

- **Coordination meetings are key in increasing the accountability of the community for GEWE results.** The provincial coordination meetings taking place annually gather various stakeholders at the province level where all the people sit together, discuss, decide, and commit together on the problem of SGBV, and the achievements are reported. This strategy increases the ownership among the stakeholders, leading them to feel more accountable and to address the matter from all angles, because each participant knows that s/he will be given the floor in the next meeting to report on the efforts furnished during the whole year. Thus maintaining this strategy where all categories of stakeholders sit to reflect together on SGBV and other matters would increase hope of the community’s ownership and the sustainability of the results.
- **ICT is a critical tool for the effective and efficient implementation, monitoring, reporting and dissemination of GEWE.** ICT was almost the only working framework that was used to save the situation during the restrictions imposed by COVID-19 pandemic. Since people could not meet face-to-face, the use of internet and technological devices has increased. Conducting meetings online was the second option for many institutions, which has contributed a lot to keeping their

work going on. This can be a lesson for the remaining programming so that if anything similar happens again, none is stopped from working and producing. People should be initiated to ICT as much as possible, including e-learning and e-business.

- **Joint programming strategy is an outstanding path for the success which brings together various experiences and approaches.** Key government institutions, UN agencies, and IPs jointly contributed to the life of the JP, including the programming, implementation, monitoring and evaluation, and to some extent the funding. This has brought together a diversity of experiences, means, geographical coverage, beneficiaries, and information sharing, which has resulted into cross learning, ownership and accountability and commitment for GEWE, addressing the real needs of the beneficiaries while using the right strategies and the right contributors. So joint programmes should be privileged as much as possible in order to have a holistic approach of dealing with gender-related matter.
- **The funds to promote the resilience to both natural and man-made shocks is always a necessity which should not be neglected.** The outbreak of **COVID-19** has shocked and affected all the categories of people as well as their businesses and other survival means. But with the intervention of JP, people with disabilities, women in cross border trade, and other women who were the most vulnerable to the pandemic, especially those who were able to do small business, were financially supported, thus saved from its hit. This shows that the funds should always be kept aside or the flexibility of budget management promoted in order to better deal with similar moments.
- **Induction course is crucial step in enhancing women's leadership capacities.** The induction course organised for women

elected in local leadership positions has had tremendous results. In the past, women would be elected and remain unproductive either because they do not know their portfolio, or that they do not know how to go about assuming their responsibilities. However, the induction course in which all these clues are discussed, including leadership skills, has opened their mind and they are currently very active in their respective positions as NWC members. Thus having induction course as well as refresher courses after every election period would contribute much to women's leadership skills and confidence.

- **Mobile clinic service is very useful and efficient in helping poor and vulnerable victims of SGBV.** Mobile clinic service was found as one of the best service delivery in the community, when it comes to addressing VAC and VAW. Service providers go to the community and assist people in all matters related to SGBV, VAC, and VAW. Such services reduce the lining of people at the offices of service providers and the victims' expenses in transport and waste of time, keeps the facts and evidence fresh, and keeps local/contextual language and working environment. This success goes together with the one of toll free calls where the community is assisted without much expenses. Well exploited, these two strategies can improve the current way of addressing VAW and VAC by increasing the possibility of having more evidences of violence.
- **The cross-cutting combination of economic empowerment with other interventions is a successful multi-disciplinary approach to various vulnerabilities.** The economic empowerment was used as part of the support package in many areas such as VAW, VAC, teenage pregnancy, cross border business, etc. This strategy was found very useful because economic empowerment

reduces financial vulnerability and dependence, thus removing the exposure to all sorts of risks within the household and the community. Thus this cross-cutting. The promotion of this strategy in all kinds of gender and SGBV related interventions is also likely to yield positive results.

their needs and in a conducive environment, and is commendable for an integral development of the child.

- **Taking into account gender specific needs increases the stability of beneficiaries, thus sensitively contributing to the success of the intervention.** This was observed during the induction course for elected women leaders. All their needs *were* catered for. They were given transport fees, accommodation, survival means, and assistance for lactating women, unlike in the past where some expenses such as transport were not covered. This has increased the participation and the stability of women during the training especially that they are not paid of being committee members of NWC. It was also a motivation for this voluntarism, given that the working conditions were now conducive at some extent due to the lack of time to look for survival means. The same consideration of specific gender needs is claimed in election sites where the breastfeeding and child care places are needed.
- **The focus on family institution when addressing VAC is very contributory.** Rwanda has adopted the politics of educating children within families rather than in centres. Even children without families are assisted to get an adoptive family in order to be supported from there. Therefore, service providers focused their intervention on the family, using different means such as radio and television broadcasting (e.g. Itetero: a children's radio programme), laws and policies, IZU structure, etc. This focus on the family has allowed to serve children in all aspects of

## 8. RECOMMENDATIONS

### *Operational recommendations*

13. **Consider including annual targets in the programming of the next JP.** The MTR found in the initial document of JP that most of outcomes and outputs had no annual targets, and the resized version (addendum) remained silent on the matter. Thus, it was difficult to know when each intervention was supposed to start and to end, which was a challenge for annual planning and programme monitoring and evaluation. Therefore, the next programming of the JP should consider including this information for a better management (Finding 1). This recommendation will be implemented by the Steering and Technical Committees and JP coordination.
14. **Strengthen the reporting system:** There are irregularities of the Implementing Partners' progress reports and the discrepancies in the naming of outputs and indicators, which compromises these reports' quality and may confuse the reader on the meaning of their contents. So, there is a need to strengthen the reporting system so that all the stakeholders use the same naming of sections, and respect the reporting requirements. IPs should be also reminded and where necessary supported in order to comply with the reporting conditions and deadlines [Finding 16]. This recommendation will be implemented by JP coordination, National Gender Machinery (NGM), UN agencies, and IP.
15. **Revise the Steering Committee Meetings' calendar.** The original document of the JP specifies that the Steering Committee meets every four months. But this calendar was not followed; the meeting

was held only once and twice a year. Therefore, if it is practically hard to comply with the initial plan, it is better to establish a realistic calendar (for example two ordinary meetings per year), rather than remaining bound to unrealistic schedule [Finding 16]. This recommendation will be implemented by NGM, UN agencies.

### *Strategic/Programmatic recommendations*

16. **Consider keeping and reinforcing the partnerships between One UN and the Government of Rwanda (GoR) during the next JP.** The partnership between UN and the GoR (through NGM) in the planning, implementation, and monitoring the JP has resulted into the success of the programme at all levels and has quickened the whole process. Therefore, such a partnership should not be lost in the future programming in order to ensure more success (see the section of lessons learned). This recommendation will be implemented by UN agencies, NGM, Steering and Technical Committees.
17. **Reinforce ICT literacy and access among women and girls from the grass root upward.** ICT has dominated all the living and working conditions. It has reached businesses and banking, interpersonal interaction, and various services, including the elections and the filing of cases of Violence against Women (VAW) and Violence against Children (VAC), which are very key for the JP. Thus, JP beneficiaries should be brought to the level of using the support that they receive and fulfilling the requirements of the service providers [Findings 3, 10]. This recommendation will be implemented by National Women's Council (NWC) and Civil Society Organisations (CSO).



18. **Enhance gender awareness and accountability in electoral processes.** The level of understanding of gender principles and gender equality in the elections process by coordinators and volunteers is still low, yet, they play a key role in making elections gender-responsive [Findings 3, 4, 5]. Thus, there is a need of increasing gender trainings and awareness on gender responsive electoral processes especially on communication, attitudes, and speeches delivered during elections. This recommendation will be implemented by National Electoral Commission (NEC), and NWC.
19. **Increase the participation of women and girls in decision-making, particularly at local levels and in the private sector.** Women's competitiveness for decision making and male dominated positions is still low at local level, and in the private sector as highlighted by different reports from NGM institutions, the reason for this being lack of self-esteem, lack of clear manifestos and confidence which undermines their participation at all levels. Therefore, efforts to build women's confidence and capacity in leadership participation need to be increased [Finding3&4]. This recommendation will be implemented by NWC, PSF, and Local Government.
20. **Continue awareness and advocacy to address negative social norms and advance mindset change involving different key players.** The negative impact of social norms has invaded multiple areas of the community life, including election and participation in leaderships/governance, SGBV, security, business development, women's economic empowerment, ICT literacy, etc. So, greater awareness of social norms and their impact as cross-cutting issue is needed so that interventions are planned accordingly (Findings 3, 4, 12). This recommendation will be implemented by UN agencies, NGM, Steering and technical committees and IPs.
21. **Promote men engage at all ages.** Men engage strategy was found as crucial in addressing oppressive social behaviours, especially through "agents of change programme", peer education, and community structures. However, these behaviours are learnt right from early age. Therefore, it would be better if strategies to counteracting them also start when the person is still young. Interventions should thus be initiated at family and school levels upward with the intention to involve boys (and girls) and men (and women) into promoting GEWE and fighting VAWG. The recently developed men engage strategy should be widely disseminated, and existing structures in the community reinforced [Finding 7]. This recommendation will be implemented by UN agencies, NGM, Steering and Technical Committees, and IPs
22. **Strengthen the full operationalisation of the National Gender and Family Cluster (NGFC).** It was realised that although NGFC and its sub-clusters were established, they are not fully functioning mostly because of financial shortage. As an influential and coordinating organ, NGFC needs to be strengthened in financial and human resources because its success would contribute to the success of JP [Finding 6]. This recommendation will be implemented by NGM, UN Women.
23. **Mobilise more financial resources for the remaining time of the programme's life and be realistic.** Till now the financial provision for the planned interventions is not covered, thus, it is impossible to

predict continuous achievements if the planned budget is not met. So, it is necessary to mobilise more financial resources and to clearly and timely communicate about donors' commitment. Depending on the availed amount, the programme's funds should be aligned with the current situation, in order to be more realistic [Findings 1, 17]. This recommendation will be implemented by the Steering and Technical Committees, JP coordination, and development partners (donors).

**24. Reinforce and scale up strategies and practices that have shown success during the implementation of JP, and other related interventions.** These include especially men engage through “*Indashyikirwa*” (Agents of change), SASA, and *Bandebereho*<sup>81</sup> (Role model), and other community or home-grown transformative initiatives consisting of promoting positive forms of masculine behaviors for the prevention of GBV within families and the community, as well as promoting positive fatherhood and gender equality amongst expectant fathers and couples having children under five years in order to address the problem of gender-power imbalances and reduce intimate partner violence, these interventions need to be documented, communicated, and implemented at large scale. Other successful practices to be reinforced are multi-sectoral and multi-partner approach to addressing negative gender social norms, awareness raising on SRH through peer education, gender accountability dialogues, provincial

coordination meetings that gather all stakeholders around the issue of SGBV, joint programming, funds for resilience to unpredicted shocks, induction course for elected women, mobile clinic service for the victims of SGBV, prevention and emergency support to teen mothers at family and community levels (e.g. taking them back to school and providing them with survival materials), combination of economic empowerment with other interventions, and focusing on family institution when addressing VAC (see lessons learned and best practices). This recommendation will be implemented by UN agencies, NGM, and IPs.

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<sup>81</sup> The Prevention collaborative (2019). *Programme Summary: Bandebereho Couples' intervention to Promote Male Engagement in Rwanda*. <https://www.endvawnow.org/uploads/browser/files/programme-summary-bandebereho.pdf>

## 9. CONCLUSION

The present MTR aimed at taking stock of the results achieved during the last 3 years of Joint program period and borrowing lessons from the same experience to inform future program undertakings. It assessed the relevance, efficiency, effectiveness, and sustainability of the programme. Concerning the programme's relevance, the MTR observed that the concept of JP is well designed and framed but still needs to be completed (Finding 1) and that the JP is on the right track of tackling the expected priorities although financial limitations could hamper the achievement of expected outcomes (Finding 2).

As to the Effectiveness, JP has contributed to promoting women's participation in decision making but also revealed a cultural stumbling block which still needs to be addressed (Findings 3.4.5.6.7). JP has also laid the foundation of success in accountability and oversight on GEWE but there is still a lot to do (Finding 8). MTR realised that JP is changing lives of vulnerable women, including young women, through off-farm investment from zero to the ownership of bank accounts and properties (Findings 9, 10, 11). It was successful in impacting the community, raising awareness on SGBV, VAW and VAC and in strengthening the capacity of multi-stakeholders at multi-levels of partnership, but is yet to ensure sustainable prevention measures and full restoration of the victims into their rights (Findings 12& 13). The success of JP was an achievement of various contributors in partnership which was facilitated by multi-factors and lead to tremendous impact in the lives of beneficiaries (Findings 14&15).

The assessment of the programme's efficiency concluded that JP is efficiently managed but still face challenges to harmonise the reporting system and to secure the required resources (Findings 16&17). Finally, the MTR found that JP

responds to the minimum requirements for sustainable outcome (Finding 18).

Therefore, MTR formulated operational and strategic recommendations in order to address identified challenges.

Operational recommendations are:

- Consider including annual targets in the programming of the next JP.
- Strengthen the reporting system.
- Revise the Steering Committee Meeting' calendar.

Likewise, the strategic recommendations are:

- Consider keeping and reinforcing the partnerships between One UN and the Government of Rwanda (GoR) during the next JP.
- Reinforce ICT literacy and access among women and girls from the grass root upward.
- Enhance gender awareness and accountability in electoral processes.
- Increase the participation of women and girls in male dominated trade, and decision-making, particularly at local levels, and in the private sector.
- Continue awareness and advocacy to address negative social norms and advance mindset change involving different key players.
- Promote men engage at all ages.
- Strengthen the full operationalisation of the National Gender and Family Cluster (NGFC).
- Mobilise more financial resources for the remaining time of the programme's life and be realistic.
- Reinforce strategies and practices that have shown success during the implementation of JP.

The details of the MTR conclusion and recommendations are presented in the Executive Summary section of this report.

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