

UN Women

Country Portfolio Evaluation

Draft Report

Rwanda Strategic Note 2014 – 2018

Date of the report	16th April 2018
Version number of the report	Version 3
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ACKNOWLEDGEMENTS

The Country Portfolio Evaluation team wishes to thank the staff members of UN Women, all of whom made themselves available for interview and in addition made appointments, facilitated meetings, arranged three workshops for the Evaluation Reference Group and made the team members welcome in the Country office. In particular the team wishes to thank Ms. Fatou Lo, Country Representative a.i., and Ms. Sandra Hollinger, Programme Analyst, both of whom gave a great deal of time and effort to ensure the evaluation work in Rwanda went smoothly. In addition, Mr. Jean Uwitije was a safe, reliable and helpful driver.

We should also like to thank all those interviewees who gave their time and the benefit of their knowledge and experience. The team interviewed representatives of the public sector, civil society, other UN agencies and donor partners.

In addition, the team had the opportunity to speak to rights holders, beneficiaries of a joint programme led by UN Women. That was particularly informative and we are most grateful for the female and male farmers making time to speak to us.

ACRONYMS AND ABBREVIATIONS

AU	African Union
BOS	Business Operation Strategy
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CO	Country Office [UN Women Rwanda]
CPE	[UN Women] Country Portfolio Evaluation
CSAG	Civil Society Advisory Group
CSO	Civil Society Organisation/s
CSW	Commission on the Status of Women
DR	Development Result
DRF	Development Results Framework
DRG	[UN] Development Result Group
EDPRS II	The Rwanda Economic Development and Poverty Reducation Strategy (II)
EQ	Evaluation Question
ERG	Evaluation Reference Group [this refers to the CPE]
EVAW	Ending Violence Against Women
FFRP	Rwanda Women's Parliamentary Forum
FGD	Focus Group Discussion/s
FSW	Female Sex Worker/s
GBS	Gender Budget Statement/s
GBV	Gender-based Violence
GERAAS	Global Evaluation Report Assessment and Analysis System
GEWE	Gender Equality and Women's Empowerment
GII	Gender Inequality Index
GMO	Gender Monitoring Office
GoR	Government of Rwanda
GRB	Gender Responsive Budgeting
GTG	Gender Theme Group
IOSC	Isange One-Stop Centre/s
IP	Implementing Partner
IPV	Intimate Partner Violence
JP	Joint [UN] Programme
KII	Key Informant Interview/s
KM	Knowledge Management
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal/s
MIDIMAR	Ministry of Disaster Preparedness and Refugees Affairs
MINAGRI	Ministry of Agriculture and Animal Resources
MINEACOM	Ministry of Trade, Industry and East African Community Affairs
MINECOFIN	Ministry of Finance and Economic Planning
MINIJUST	Ministry of Justice
MIGEPROF	Ministry of Gender and Family Promotion
NFPO	National Platform for Political Organisations
MTR	Mid-term Review
NAP	National Action Plan
N/d	Not dated [refers to document reviewed for the purposes of this CPE]
NISR	National Institute of Statistics, Rwanda
NGM	National Gender Machinery (Rwanda)
NGO	Non-governmental Organisation/s

NPPA	National Public Prosecutions Authority
NWC	National Women's Council
OECD-DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
OEEF	Organisational Effectiveness and Efficiency Framework
PAPWC	Pan-African Positive Women's Coalition
PPOC	Programme Planning and Oversight Committee
PSF	Private Sector Federation
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results Based Management
RCO	Resident Co-ordinator's Office
RDO	Rwanda Development Organisation (CSO)
RF	Results Framework
RNP	Rwanda National Police
SDG	Sustainable Development Goal/s
SGBV	Sexual and Gender-based Violence
SMART	(Indicators) Specific, Measurable, Attainable, Relevant and Time-bound
SN	Strategic Note [UN Women]
ToC	Theory of Change
ToR	Terms of Reference
UNCG	United Nations Communication Group
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNEG	United Nations Evaluation Group
UN IEO	United Nations Independent Evaluation Office
UNSCR	United Nations Security Council Resolution
UN SWAP	UN System-wide Action Plan
UNW	UN Women
UPR	Universal Periodic Review
WEE	Women's Economic Empowerment
WFP	World Food Programme
WPS	Women, Peace and Security

EXECUTIVE SUMMARY

Overview of the evaluation

UN Women's work in Rwanda has been guided by its current Strategic Note during the period 2014-2018. The UN in Rwanda applies the 'Delivering as One' modality and, therefore, the Strategic Note is aligned to the 2013 – 2018 UN Development Assistance Plan (UNDAP). The UNDAP and the UN Women SN are also aligned to the Government of Rwanda (GoR) Economic Development and Poverty Reduction strategy II (the EDPRS II), which was adopted just before the SN was developed.

UN Women has been able to influence the entire UN system in Rwanda to mainstream Gender Equality and the Empowerment of Women (GEWE) in all results areas of the Rwanda UNDAP 2013 - 2018. UNDAP has prioritised GEWE under the thematic area of Accountable Governance.

UN Women has worked with a wide range of implementing partners from the public sector, civil society, other UN agencies and donor partners to support action on its three core mandates (normative, co-ordination, programmatic) and the interventions under its five Strategic Note Development Results' Framework. It has additionally been required to address its four output clusters under the Organisational Effectiveness and Efficiency Framework.

Evaluation objectives and intended audience

This report presents the findings of the UN Women Rwanda Country Portfolio Evaluation. The evaluation assessed the normative, co-ordination and programmatic work of UN Women Rwanda. While primarily a formative evaluation, looking forward to recommendations for the development of the 2018 - 2023 Strategic Note, this report is also summative in that it examines lessons learned, challenges and achievements under the current Strategic Note, whose implementation began in 2014 and will end in June 2018. The intended audience includes UNW Rwanda, other UN agencies, Government of Rwanda and civil society partners, rights holders and other interested parties.

The evaluation has throughout addressed the OECD-DAC Evaluation Criteria of relevance, effectiveness, efficiency and sustainability, as well as an additional criterion of gender equality and human rights, to reflect UN Women's core mandate.

Evaluation methods

The CPE team applied a mixed method approach to the evaluation: this systematically integrates different research methodologies throughout the process and triangulates data and analysis with desk review and, where appropriate, participant observation. One major reason why mixed method evaluations have become more frequent is that it has been recognised that no one single methodology can effectively address the complexities of an evaluation landscape, its stakeholders and different interest groups and its development interventions.

The CPE assessed UN Women contributions to outcome level; it was not an impact evaluation. Contribution analysis was applied; so too was the Longwe women's empowerment framework approach, to ensure that gender sensitive and responsive methods were used throughout the evaluation.

The Evaluation Reference Group, composed of members from government of Rwanda line ministries and entities, other UN agencies, civil society organisations, donor partners and rights holders, provided inputs and assessment throughout the CPE. Members participated in three meetings: the first discussed the inception report, developed evaluation questions and the CPE-

specific Theory of Change; the second reviewed top line evaluation findings and the third meeting reviewed developed findings and validated the evaluation report. In addition, a small number of ERG members reviewed the draft final evaluation report and provided comments and factual corrections.

See further section 6 for detailed discussion of all evaluation methods and also Annex 8 for elaboration of the CPE Theory of Change.

Evaluation Findings

Finding 1: UNW has achieved and sustained relevant, strategic positioning on normative work, especially at national level throughout the period of this SN. UNW's technical expertise and comparative advantage in the area of normative work are acknowledged across the GoR, United Nations Country Team (UNCT) partners, donor partners and to a lesser extent civil society.

Finding 2: UNW co-ordination has been relevant and effective within the One UN and in UNCT engagement with the Government of Rwanda. UN Women has the unique mandate to provide coherence to efficacy of gender support, as well as avoidance of duplication and overlap, based on its comparative advantage of gender expertise. UNW has been demonstrably relevant in its engagement within UNCT fora and committees in terms of focus on GEWE, EAW and gender mainstreaming.

Finding 3: the overall UNW Rwanda country portfolio is closely and clearly aligned to key Government of Rwanda GEWE policies and standards at national and sub-national levels and supports the GoR's adherence to international commitments and conventions such as CEDAW. The GoR has been provided with technical support and capacity development by UNW during this SN, which has facilitated strategic positioning on normative work; UNW is making contributions to the finalisation of the *National Strategy for Transformation*, ensuring that gender equality is mainstreamed across its three core pillars.

Finding 4: UNW Rwanda Country Office has provided support to the mainstreaming of gender. UNW has continued during 2014 - 2018 to play a lead role in ensuring the UNCT operates within the global gender framework requirements, mainly by ensuring gender is mainstreamed in all One UN policies, programmes and planning activities. An extensive review of UN agency annual reports indicates that all programmatic results areas reported on under the UNDP elaborate how gender has been mainstreamed in UNCT programming. While gaps remain, UNW is well positioned to entrench gender mainstreaming further during the next SN.

Finding 5: UNW's programmatic work has contributed to interventions that address the poor and vulnerable in Rwandan society - a number of people's lives have been demonstrably improved, potentially transformed in the longer term and UNW has contributed to that achievement, in partnership with duty bearer implementing partners.

Finding 6: UNW's work across its three core areas during the implementation of the 2014 - 2018 SN has resulted in a number of unexpected outcomes. One significant, unexpected outcome has been the very considerable momentum generated through the *HeforShe* campaign.

One further unexpected but on balance logical outcome has been that through UNW's support to the NGM, local government staff members' understanding and ownership of gender equality principles has significantly developed. That support was given primarily but not exclusively through the joint programme *Advancing and Sustaining Gender Equality Gains in Rwanda*.

Finding 7: there have been implications for effectiveness due to the absence of an explicit Theory of Change in the 2014 - 2018 Strategic Note. The absence of an explicit Theory of Change represents a limitation in terms of opportunity for UNW (and also the CPE evaluators) to track progress towards outcomes while having clarity as to causal pathways, assumptions and risks, all of which should ideally have been explicitly defined at the time of the development of the 2014 - 2018 SN. However, the 2014 - 2018 SN applied a logical structure and methodology to its entire portfolio of activities, enabling evaluation of outcomes.

Finding 8: the UNW Rwanda Country Office has motivated and competent staff with capacity to deliver across its three mandates, including ensuring support to mainstreaming gender across the UNCT systems. However, resource constraints have limited the team's full effectiveness, which is further hindered by capacity constraints among implementing partners and early stage partnerships that have yet to demonstrate full results. The existing Country Office team exhibits commendable motivation, extensive competence and capacity to deliver against their roles and responsibilities. The current Country Office leadership is identified both internally and externally as a key contributor to the effective fulfilment of UNW's mandate in Rwanda. However, the effectiveness of the technically competent Country Office team has been noticeably affected by human resource constraints.

Finding 9: the relative effectiveness of UNW Rwanda's mobilisation, leveraging and management of resources has had impacts on the implementation of the SN 2014 - 2018 as originally envisaged. Factors such as donor moves to direct budget support, the changes to donor division of labour and the absence of some of the key gender donor partners (beyond Sida with its active engagement with UNW) have all had an impact on resource mobilisation.

Resource mobilisation is challenging and unpredictable for UNW (and not solely for this UN agency). One over-arching issue for UNW Rwanda to address as it designs its SN 2018 - 2023 is how best to balance uncertain non-core funding ceilings with optimising normative, co-ordination and programmatic inputs where most effective interventions can be achieved and outcomes can be tracked and evidenced.

Finding 10: attention needs to be given to the relative efficiency and fitness for purpose of the Results Based Management System in the SN 2018 - 2023. An efficient and, thereby, effective, Results Based Management system is largely dependent on the capacity of implementing partners to deliver manage interventions, provide adequate M&E and deliver quality reports, as well as UNW Rwanda having sufficient staff capacity to manage and quality assure each of the five Development Results, their indicators and progress towards outcomes. Both are susceptible to resource constraints and shortfalls, which UNW has experienced considerably under the current SN.

Finding 11: there is need for UNW to expand and strengthen its Knowledge Management System. The stated intention has been to establish UNW as a 'recognised hub of knowledge on achieving gender equality and women's empowerment' at country level. There are no indicators specific to knowledge management in the 2014 - 2018 SN. Absence of indicators has made it difficult to define concise expectations and targets for the CO knowledge management system. There are challenges for UNW Rwanda specific to effective knowledge management (KM), due at least during the first half of the current SN to capacity shortfalls. Overall there is no clearly documented KM strategy at the UNW Rwanda Country Office and only limited evidence of knowledge sharing across the region or globally other than through *ad hoc* staff trainings, mainly based on arising capacity and information needs.

Finding 12: civil society represents a constituency for future deepened engagement in the next SN period, especially when addressing social norm change specific to EAW and GEWE. CSOs represent a potential future resource for sustainability of interventions. The major engagement between UNW and civil society under the current SN appears to have been its work with and capacity development of the National Women's Council under the UNW-led DR5 *Advancing and Sustaining Gender Equality Gains in Rwanda* joint programme.

Finding 13: UNW should provide support to further expansion and institutionalisation of gender-disaggregated and responsive data collection and analysis, especially at district levels. While gender budget statements represent a key instrument to facilitate overall attention to engendered approaches to district planning and implementation, there is a need to develop and institutionalise knowledge of the value and relevance of including gender-responsive indicators, how to monitor and evaluate these and how to report on outcomes.

Finding 14: the SN 2018 - 2023 needs to address social norm change for GEWE. UNW has contributed to the expansion of a gender mainstreamed normative environment in Rwanda. The challenge going forward is to support implementation of existing gender-responsive laws and policies along with interventions that promote social norm change at household and community levels. For this purpose, interventions need to be at both district and national levels.

A view expressed several times by various rights bearers is that UNW and its partners should capitalise and leverage on the *HeForShe* campaign momentum, to set out in public key social norm changes that need to occur and how UNW can support programmes that prioritise such change and can be genuinely transformative.

Evaluation Conclusions

Conclusion 1: UNW's strategic positioning across its entire portfolio is currently relevant and effective. UN Women's normative, co-ordination and programmatic work and its closely developed partnerships have enhanced its relevance and its strategic positioning as the UN agency with expertise and authority to speak and support on GEWE. It is a respected partner.

Conclusion 2: UN Women needs to ensure that its strategic positioning in Rwanda and the lead UN agency on gender equality, retains clarity and coherence throughout the next SN. While UNW currently maintains its position as the lead UN agency co-ordinating gender focus, it needs to ensure in the next SN cycle that its core values and comparative advantage continue to make inputs to UNCT GEWE focus. In addition, UNW will need to co-ordinate effectively with other UN agencies, to ensure that those agencies' gender mainstreaming responsibilities do not duplicate or otherwise impinge on UN Women's mandate or stray into UN Women's core areas of work.

Conclusion 3: one key step towards expanding and sustaining the gains achieved under the current SN is to expand and deepen focus on social norm change. Attention to interventions (co-ordination and programmatic) that actively **promote and support social norm change for GEWE and EAW** will need to be central to the SN 2018 - 2023 - and its ToC. The next step is the hard work of gender-responsive laws and policies into action [the policy-practice gap] to effect social norm change at district and community levels, as well as within individual households. Interventions that address social norms can support transformative change for greater gender equality and human rights.

Conclusion 4: there are implications in terms of effectiveness of UNW Rwanda not having an explicit Theory of Change to guide its implementation of the 2014 - 2018 SN. The implicit ToC as applied by UNW during this SN holds entirely true and has served UNW and its partners well since 2014. In addition, it was not a requirement at the time of formulating the SN 2014 - 2018 to develop a ToC and UNW has ably applied its logic model. However, the absence of a contextualised, focused ToC means that assumptions, risks, barriers and, crucially, causal pathways to work from 'if' statements towards achievements (or otherwise) of solid outcomes might not have been as clearly evidenced as would be the case had there been an explicit, tailored ToC that could provide evidence. Because there is no counterfactual, this relative lack of an evidence trail cannot be proven, but remains a valid assumption.

Conclusion 5: the OEEF has performed well during the period of this SN. Other than notable resource constraints that hindered full realisation of many of the targeted outputs of the OEEF, the UNW Rwanda Country Office has been very efficient in delivery of its commitments during the SN. UNW continues effectively to fulfil its co-ordination role on gender within the UNCT, successfully mainstreaming gender in the UNDAP 2013 - 2018 and leading the execution of the only gender scorecard in 2017. This has contributed to development of an action plan for ensuring gender is mainstreamed with in the UN in Rwanda operations, processes and programming in the next UNDAP cycle, operations and processes. In addition, initial steps have been taken by UNW to support the formulation of a strategy to ensure a more systematic creation of a systematic model for knowledge management have been developed.

Conclusion 6: UNW's activities under the 2014 - 2018 SN have supported local ownership and enhanced local capacity to address gender equality and human rights. This is an over-arching conclusion, which while primarily addressing the UNW criterion of gender equality and human rights, could not have been achieved without UNW efficacy of partnership building and sustaining in a transparent and accountable manner. Thus the National Gender Machinery actors are quick to acknowledge the support of UNW and the genuine partnerships built and sustainable into the future.

Conclusion 7: UNW Rwanda needs to review its organisational structure to ensure optimal office structure and human resource allocations. A functional analysis should be undertaken with the development of the next SN, so as to ensure the most effective delivery of both the DRF and the OEEF. A comprehensive functional analysis needs to be done, to establish (i) technical capacity needs and (ii) human resource gaps that should ideally be filled so as to enable the Country Office to deliver on its three core mandate areas (normative, co-ordination and programmatic) and all new SN outputs and outcomes. This exercise should lead to a human resource strategy, to guide how best UNW Rwanda can match skills and competencies with SN delivery requirements.

In addition, there may be value in UNW undertaking a capacity assessment of its implementing partners (IPs), to ascertain potential IPs' capacities to deliver against milestones and outcomes as will be set out in the SN 2018 - 2023. Outcome mapping might represent one methodology by which to identify relevant partners, including boundary partners.

Evaluation Recommendations

<p>Recommendation 1: <i>in the next SN period, UNW should prioritise achieving the best fit between its scarce resources and the most relevant and effective interventions where its comparative advantage is best utilised and its relevance enhanced</i></p>	<p>Urgency: High Impact: High Difficulty: Medium</p>	<p>Responsibility UNW Rwanda Country Office and its partners - GoR, civil society, UNCT and donor partners</p>
<p>Recommendation 2: <i>for greater effectiveness and efficiency, UNW Rwanda should closely review its RBM system for the SN 2018 - 2023</i></p>	<p>Urgency: High Impact: High Difficulty: Medium</p>	<p>Responsibility UNW Rwanda Country Office - plus UNW HQ?</p>
<p>Recommendation 3: <i>the next SN should prioritise work across its triple mandate and its Development Results on social norm change to support gender equality and human rights</i></p>	<p>Urgency: High Impact: High Difficulty: Medium</p>	<p>Responsibility UN Women Rwanda Country Office and its partners - GoR, civil society, UNCT and donor partners</p>
<p>Recommendation 4: <i>UNW should develop an explicit Theory of Change for the SN 2018 - 2023, for effective RBM and knowledge management and to assist work towards achieving social norm change to address GE & HR challenges</i></p>	<p>Urgency: High Impact: High Difficulty: Low</p>	<p>Responsibility UNW Rwanda Country Office</p>
<p>Recommendation 5: <i>Following development of the SN 2018-2023, UNW should develop an organisational structure that realistically meets its human resources capacity needs to deliver on all its intended results.</i></p>	<p>Urgency: High Impact: High Difficulty: Medium</p>	<p>Responsibility UNW Rwanda Country Office</p>
<p>Recommendation 6: <i>following development of the SN 2018 -2023, UNW should venture into non-traditional forms of resource mobilisation.</i></p>	<p>Urgency: High Impact: High Difficulty: High</p>	<p>Responsibility UNW Rwanda Country Office</p>
<p>Recommendation 7: <i>UNW should lead the development of a systematic mechanism of screening all joint programmes for alignment to GEWE programming principles</i></p>	<p>Urgency: Medium Impact: High Difficulty: Medium</p>	<p>Responsibility UNW and (potential) IPs</p>

1. INTRODUCTION

The Strategic Note (SN) 2014 - 2018 has guided the UN Women (UNW) work in Rwanda during the five-year period. The UN in Rwanda applies the 'Delivering as One' modality and, therefore, the SN is aligned to the 2013 – 2018 UN Development Assistance Plan (UNDAP). The UNDAP and the UN Women SN are also aligned to the Government of Rwanda (GoR) Economic Development and Poverty Reduction strategy II (EDPRS II), which was adopted just before the SN was developed. Thus there is UNDAP alignment to the GoR's EDPRS II in its four strategic Results Areas: (1) Inclusive Economic Transformation; (2) Accountable Governance; (3) Human Development; and (4) Humanitarian Response and Disaster Management. Each of the four results areas is under the oversight of four development results groups (DRGs) that consist of the different One UN agencies in Rwanda. UN Women is one of the 16 resident agencies of the One UN in Rwanda and part of the UN Country Team (UNCT) comprised of 24 UN agencies. UNW in Rwanda co-chairs the Accountable Governance Development Result Group with UNDP and participates in the other three results areas, for effective implementation and co-ordination of the gender equality dimensions across UNDAP.

UN Women was able to influence the entire UN system in Rwanda to mainstream Gender Equality and the Empowerment of Women (GEWE) in all results areas of the Rwanda UNDAP 2013 - 2018. UNDAP has prioritised GEWE under the thematic area of Accountable Governance.

UNW has been closely engaged with the ongoing development of the *National Strategy for Transformation*, the successor to the EDPRS II, e.g. working with its GoR and other partners to ensure gender is mainstreamed throughout this key policy instrument, rather than solely crosscutting.

The SN was developed taking into account lessons from different evaluation studies conducted between 2012 and 2013 (e.g. the National Strategic Plan on HIV and AIDS Performance Evaluation, 2009-2012, the evaluation of the previous UNW SN, the 2012 - 2013 Mid-term Review (MTR) Evaluation of the UN Women's Fund for Gender Equality - *Beyond raising awareness: shifting the social power balance to enable women to access land in Rwanda*' Programme). Informed by this evidence and also by consultations within the United Nations Country Team (UNCT), with the GoR, development partners and with Civil Society Organisations (CSOs), UNW finalised the SN and its Development Results Framework (the DRF), setting out actions to achieve a set of outputs and outcomes; in order to achieve milestones and targets, UNW and its partners have implemented various activities, programmes and projects within the period under review in line with its triple mandate of normative, co-ordination and programme work/operations.

- Normative work: support to Rwanda's reporting to inter-governmental bodies such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Committee on policies, standards and norms on gender equality and the empowerment of women (GEWE) and adherence to UN and global normative frameworks such as the Commission on the Status of Women (CSW) and CEDAW;
- Co-ordination work: this covers both work to promote the accountability of the UN system on GEWE, and more broadly mobilising and convening key stakeholders to ensure greater coherence and gender mainstreaming across the UN, all within the Delivering as One mandate;
- Programme work: here UNW supports Rwandan implementing partners in government and civil society through programme and technical assistance to implement activities that strengthen and ensure adherence to international standards on GEWE and ideally also work towards sustainable, transformative action and service delivery on social norm change.

UN Women Rwanda delivers and monitors and evaluates its SN through the Development Results Framework (the DRF) and the Organisational Effectiveness and Efficiency Framework (OEEF); each contains performance indicators, to support implementation.

The total budget for the SN 2014 - 2018 was USD 36,198,560. This ambitious budget planned on the basis of performance in the previous SN was adjusted by 51% to USD 17,747,026 in light of resource mobilization constraints that emerged during the course of implementing the current SN. With the revised budget, total allocation to the development results was the highest, covering close to 69% of the total budget.

The OEEF of the UNW Country Office was allocated 29% of the total revised budget and the reviewed revised financial reports indicate 2% allocation to the Monitoring, Evaluation and Research Plan, in addition there is evidence of Country Office expenses against the programme evaluation activities, such as for the IOSC evaluation.

Table 1: Budget for the UNW Rwanda Country Office SN 2014 – 2018 ¹

	SN Budget	Actual Budget	Expenditure	%
Development Results	24,994,551	12,198,895	10,722,063	88%
OEE Results	10,754,009	5,154,051	3,766,565	73%
M&E and Research	604,080	394,080	299,903	76%
Evaluation	200,000		59,000	0%
Total	36,552,640	17,747,026	14,847,531	84%

Regarding actual expenditures, as of 31 December 2017, the UNW CO has disbursed USD 14,847,531 representing 84% of its revised actual budget. The majority of the expenditures thus far have been against the Development Results as shown in the table above.

Although highest expenditure is observed on activities covered by the DRF, the budgetary allocation to the DRF was substantially reduced by 51% during the SN 2014-2018. As shown in Figure 1 below, the highest expenditure (51%) has been in Development Result 1 Women lead and participate in decision making at all levels, with Development Result Area 3, Women and girls live a life free from violence, receiving the second highest allocation (35%). The lowest allocations and expenditures are observed in Development Result 2 (women’s economic empowerment), where expenditures amounted to 13% of the DRF allocations and Development Results 4 and 5 (Peace, security and humanitarian action and Governance and national planning), where amounts allocated did not exceed 0.5% of the total allocation to the DRF.

Table 2: UNW Rwanda Budget vs. Expenditure Against SN 2014 - 2018 Impact Areas

Development Results	SN Budget	Actual Budget	Expenditure	%
Impact 1: Leadership	3,912,451	5,980,267	5,457,256	91%
Impact 2: WEE	4,090,000	1,707,201	1,435,846	84%
Impact 3: EVAW	4,509,230	4,446,386	3,764,131	85%
Impact 4: Peace & Security	2,851,270	65,041	64,830	100%
Impact 5: Governance & National Planning	9,631,600	-	-	0%
Total	24,994,551	12,198,895	10,722,063	88%

¹ It is essential to note here that all budget data presented in this evaluation report (including those in tables 1 and 2) were provided by UNW Rwanda.

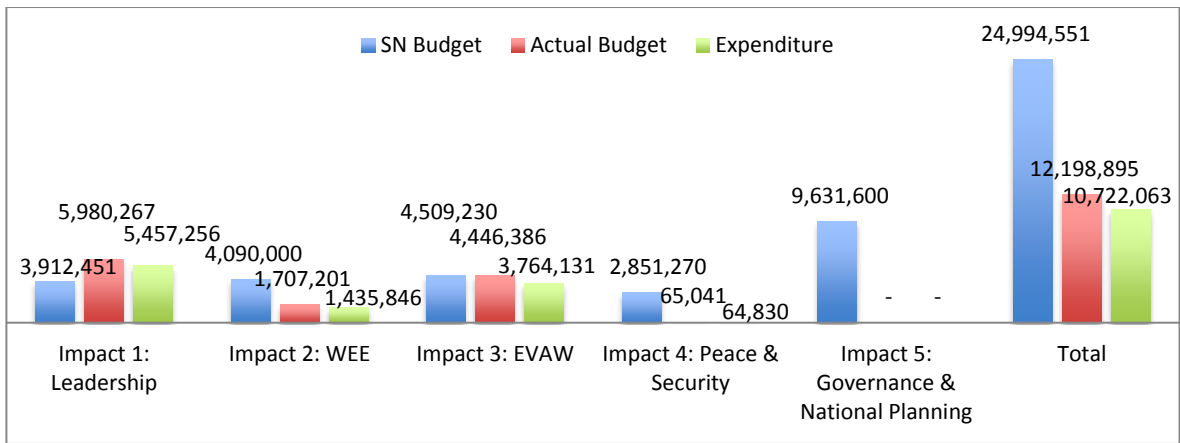


Figure 1: UNW Rwanda Budget vs. Expenditure Against SN 2014 - 2018 Development Results (Impacts)

The SN was structured into the five Development Results outlined in the UNW 2014-17 Global Strategic Plan: I) Women lead and participate in decision making at all levels; II) Women, especially the poorest and most excluded, are economically empowered and benefit from development; III) Women and girls live a life free from violence; IV) Peace and security and humanitarian action are shaped by women leadership and participation; and V) Governance and national planning fully reflect accountability for gender equality commitments and priorities. The table below summarises the main activities, programmes and projects undertaken during the SN 2014- 2018 under each Development Result.

As shown in the summary table of interventions in annex 10, close to 90% of the interventions have been completed with the remaining categorised as ongoing mainly due to their continuous nature. The only variation observed through interviews with stakeholders is that various interventions, for example in RWEE, were scaled down, due mainly to budget constrains. The disproportion in quantity of interventions observed under Development Results (DR) 1 and 4 is chiefly attributable to the similarity of interventions under the two DRs; hence most of the activities conducted were categorised under DR1. Given the cross-cutting nature of gender mainstreaming, a number of complementarities are observed across the DRs, such as the work with WEE by the NWC under the NGM that focused mainly on DR1.

During the SN 2014 – 2018 interventions were implemented through various implementation arrangements as either explicit projects or as joint programmes. UNW CO has been directly involved in the implementation of 10 of the total of current One UN 19 Joint Programmes (JP), leading on two.

The Joint Programmes in which UNW CO has been actively engaged in during the SN 2014 -2018 are:

1. Advancing and Sustaining Gender Equality Gains in Rwanda
2. Accelerating Progress Toward the Economic Empowerment of Rural Women in Rwanda
3. Women and Youth Employment Joint Programme
4. Strengthening the Capacity of the National and Sub-National Institutions to Generate Data and Enhance Evidence-Based Policy Planning, Analysis and Monitoring and Evaluation
5. National Scale up of the *Isange One Stop Centre* approach in Rwanda
6. Promoting Access to Justice, Human and Peace Consolidation in Rwanda
7. Support to development and implementation of value Chains Programme in Rwanda
8. Improving Knowledge, enforcement and co-ordination in counter-trafficking

9. Deepening Democracy Through Strengthening Citizen Participation and Accountable Governance programme
10. Buy From women joint project

2. BACKGROUND OF THE EVALUATION

The Rwanda CPE was commissioned by the UN Women Rwanda Country Office as a primarily formative (forward-looking) evaluation to support the country office and national stakeholders' strategic learning and decision-making. The evaluation is expected to have a secondary summative (backwards looking) perspective, to support enhanced accountability for development effectiveness and learning from experience. It is a priority for UN Women that the CPE be gender-responsive.

The CPE uses the UN Women Rwanda Strategic Note 2014 – 2018 as its point of departure for identifying expected outcomes and measuring progress towards achievement of results. The UN Women Evaluation Policy and the UN Women Evaluation Strategic Plan 2014-2017 are the main guiding documents that set forth the principles and organisational framework for evaluation planning, conduct and follow-up in UN Women. These principles are aligned with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System and the United Nations Evaluation Group (UNEG) Ethical Guidelines.

The CPE Objectives

There are seven core UN Women Rwanda CPE objectives; in addition the CPE applies the four Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) evaluation criteria (relevance, effectiveness (including the normative and co-ordination mandates of UN Women), efficiency, and sustainability) and addresses Human Rights and Gender Equality as an additional criterion.

The seven core CPE objectives

1. To assess the relevance of UN Women's contribution to the intervention at national levels and alignment with international agreements and conventions on gender equality and women's empowerment.
2. To assess effectiveness and organisational efficiency in progressing towards the achievement of gender equality and women's empowerment results as defined in the Strategic Note.
3. To support the UN Women Rwanda CO to improve its strategic positioning to better support the achievement of sustained gender equality and women's empowerment.
4. To analyse how a human rights approach and gender equality principles are integrated in the design and implementation of the Strategic Note.
5. To identify and validate lessons learned, good practices and examples of innovation that supports gender equality and human rights.
6. To provide insights into the extent to which the UN Women Rwanda CO has realised synergies between its three mandates (normative, co-ordination and programme).
7. To provide actionable recommendations with respect to the development of new programmes/the next UN Women Rwanda CO Strategic Note.

Evaluation Questions

1. Table three below sets out the list of priority evaluation questions structured according to six UNW criteria, as well as to the OECD-DAC evaluation criteria and gender equality and women's human rights perspectives. All evaluation questions and the evaluation matrix were discussed and finalised at the inception workshop, held in Kigali on 19th January

2018. The data collected were analysed using a thematic cluster approach and by the application of contribution analysis methodology.

See Annex 5 for the UNW Rwanda CPE Evaluation Matrix.

The scope of the CPE

The CPE process included a detailed desk review and two levels of analysis: organisational aspects and actual development results (actual results and also the extent to which UNW is delivering through e.g. staff capacity, internal results based management, communications). The CPE was guided at all times by the 2014 - 2018 SN and its DRF and OEEF, the two frameworks setting out intended process, indicators and results to outcome level, as well as the UNW annual work plans and reports.

Thus the CPE focuses on understanding changes at country level in the areas of GEWE during the lifetime to date of the current Strategic Note. UN Women globally has a triple mandate (its three work pillars: normative, programmatic and co-ordination), while each Country Office has the remit to tailor its relative focus on each of the three pillars according to the context and requirements in each country. In the context of UN Women Rwanda, the three pillars have often been intertwined and mutually reinforcing; therefore, the three pillars are evaluated and the contributions of UN Women Rwanda assessed as separate entities where relevant, while crosscutting contributions are also addressed.

1. Normative - conventions, policies, national legislation. The CPE examines the changes in the policy arena that can be discerned and the extent to which UN Women's comparative advantage and skills set contributed to progress.

2. Co-ordination - this is a relatively new pillar for UN Women and came about through the consolidation of the UN agencies working on gender into UN Women in 2011. This mandate is unique within the UN system. UN Women is expected to play a facilitating role in co-ordinating and consolidating all other UN agencies' work in the fields of preventing/mitigating Violence Against Women and Girls (VAWG), gender (including budgeting and mainstreaming), women's economic empowerment and other related activities. UNW is the lead agency on gender within the One UN system. One core responsibility is that UN Women seeks to limit duplication and overlap, through the provision of common purpose and processes. The CPE reviews the extent to which UN Women does or does not manage such work within the UN system.

3. Programmatic - programmes/projects on the ground, with their own results frameworks, reports, etc.

The CPE uses cluster analysis to group similar interventions, choosing a small sub-set of each to evaluate in more detail. A Case Study approach is also used to review two programme interventions as part of the cluster analysis, thereby enabling beneficiaries' voices to be heard and to examine in greater depth the contributions made by UNW Rwanda and its implementing partners to directly improving the lives of Rwandan women.

As is discussed in detail in section 4 (Technical Design of the Strategic Note) the UN Women Rwanda 2014 - 2018 SN does not include an explicit Theory of Change (ToC). The CPE team developed an evaluation-specific rapid ToC, also presented in this evaluation report.

3. CONTEXT OF GENDER EQUALITY AND WOMEN'S HUMAN RIGHTS

This section of the evaluation report provides a brief overview of the situation pertaining to gender equality and women's human rights, tailored to the UN Women Rwanda portfolio.

Situation analysis of the Rwanda socio-economic context specific to the progress of women

Following the 1994 Genocide, Rwanda embarked on a recovery process that required participation of all citizens in all spheres of social and economic development. The Government of Rwanda (GoR) developed strategies to ensure women's participation and contribution to national development was at par with that of men. This led to strong political will to mainstream gender into government programmes, underpinned by institutional and policy frameworks that have been key to Rwanda's progress in addressing gender inequality. Subsequently, over the past two decades socio-economic outcomes have improved significantly and the country has emerged as a regional and global leader in advancing gender equality.

The Mo Ibrahim Index 2016 ranks Rwanda number one in terms of absence of gender discrimination in Africa, with a score of 90.3%. The 2016 Global Gender Gap Report notes that the World Economic Forum (the WEF) ranks Rwanda number five in the world and again number one in Africa; Rwanda is also recognised by the WEF as the first country in the world in terms of labour force participation, wage equality, primary and secondary school enrolment and women's representation in parliament. The UN 2015 Gender Development Index ranks Rwanda 2nd globally with the lowest level of gender inequality, as measured by the Gender Inequality Index (GII) in sub-Saharan Africa. This global recognition and achievement resulted in the gender champion award to the President of Rwanda during the 2016 African Union (AU) Summit.

Among key contributors to the advancement of gender equality and women's human rights in Rwanda have been an enabling legal framework and a strong institutional framework, most notably the dedicated national gender machinery comprised of the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC) and the Rwanda Women Parliamentary Forum (FFRP). The provision of gender-disaggregated data through national tools such as the National Gender Statistics Report has enhanced measurement and tracking of key performance indicators.

In 2003 the GoR initiated gender budgeting initiatives as a mechanism to mainstream gender. However, this was not effectively implemented until 2008 within the framework of the EDPRS I. The process is overseen by GMO and MIGEPROF, but overall led by the Ministry of Finance and Economic Planning (MINECOFIN).

To strengthen its commitment to gender equality and empowerment of women, the GoR has committed itself to adherence and implementation of at least thirteen regional and global conventions and protocols on gender equality and women's empowerment. These include the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), Beijing +20, United Nations Security Council Resolutions, and many others.

Affirmative action measures have been put in place to ensure female representation in all levels of government and public administration. Such work speaks directly to the global UN Women and UN Women Rwanda **Development Result 1**.

The 2003 Constitution (revised in 2015) re-affirms the country's adherence to CEDAW. It states quotas for women to fill at least 30% of key decision-making positions. This has resulted in Rwanda having the highest global percentage (64%) of women in parliament; in addition, 43% of

Supreme Court judges are female and female membership of district advisory councils is between 43 and 52%.

Despite these advances there continues to be gender imbalance, especially at lower levels of government, with e.g. only 16% of mayors being female. This indicates a potential policy-practice gap in terms of women's participation in decision-making at local government level.

Vulnerable groups in Rwanda

Here we provide a brief and incomplete overview of vulnerability in the Rwandan context; the discussion here does not reflect all Rwandans challenged by vulnerability; it highlights those groups UN Women targets. Support to reduction of vulnerabilities represents key aspects of work to prevent gender inequality and human rights violations.

Women and girls

It is of course important to point out that not all women and girls in Rwanda can be deemed to be permanently vulnerable; many will experience significant gender equality and opportunity, in a life free from gender-based violence (GBV) and VAWG and discrimination based on gender. Nonetheless, even the most privileged and equal of women and girls may become vulnerable to actions based on attitudes and behaviours deriving from gender unequal social norms.

Despite significant advances, Rwanda continues to be a country experiencing GBV. The Rwanda Demographic and Health Survey 2014 - 2015 provides the following statistics: among ever-married women 34% have experienced sexual violence perpetrated by their spouse/partner (i.e. intimate partner violence - IPV); 40% of women and 20% of men aged 15-49 report having experienced emotional, physical or sexual violence from a spouse or partner; 48% of women and 45% of men have sought [unspecified] assistance to halt such violence. 54% of women who are divorced, separated, or widowed and 39% of currently married women have experienced physical violence since age 15, as compared with 22% of never-married women. (RDHS 2014-15).

The links between IPV and women's economic dependence represent an area of negative socially normative behaviour that is receiving increasing attention. The 2014 study by Mannell and Jackson indicates that barriers in Rwanda to responding to IPV, e.g. through reporting to the police or through seeking medical or psychosocial care, include women's financial dependence on their male partners.

Other factors of economic vulnerability are that despite the statutory reforms that have strengthened women's rights to land and property through marriage, inheritance, or on death of a spouse, their actual ownership and rights to land in particular are more symbolic in nature and less strictly enforced under customary law and practice. Many women rely on informal sources of borrowing, due to collateral requirements. There are indications that women tend to shun formal financial institutions because of the costs involved in opening and maintain bank accounts.

People Living with HIV and AIDS and people at risk of HIV infection

In Rwanda, women and girls are disproportionately affected by HIV. Among women aged 15 - 49, there is 3.8% prevalence; the equivalent percentage for men in that age group is 2.3%. UNAIDS 2016 data for Rwanda state that HIV prevalence among female sex workers (FSW) is 45.8%. No data are reported as available on the extent to which FSW might not use services due to fear of stigma and discrimination.

As the UN Women 2014 - 2018 SN notes: 'the risk of HIV infection among women is still high due to the continuous incidence of violence against women'. UN Women, in collaboration with

UNAIDS and the health sector, addresses the vulnerabilities of people living with HIV & AIDS and those at risk of being infected through a range of activities, a number of which are monitored through **Development Result 5**, e.g. through Outcome indicator 3: Gender-responsive national HIV/AIDS strategies, plans and budgets adopted and implemented. Thus as an example the UN Women 2015 Annual Report discusses how support was provided to women living with HIV to empower them to participate in work towards the domestication of the Sustainable Development Goals (SDGs).

A further, significant example is UN Women's support to Isange One Stop Centres (IOSC). This has been consistent since the establishment of the first IOSC; by 2016 UN Women had supported scale-up to 23 such centres nationally. As part of a suite of sexual and reproductive health services, IOSCs provide preventive and medical care to women and girls vulnerable to HIV infection and those living with HIV.

Refugees and migrants

UN Women's engagement in the provision of support to refugees, to female participation in the security sector and to those in potential need of humanitarian assistance is addressed under **Development Result 4**.

Women represent 52% of the refugee population in Rwanda. Close to one third of the refugees are hosted in the Mahama camp for Burundian refugees, while the rest are scattered in five camps hosting Congolese refugees: Gihembe, Kigeme, Kiziba, Mugombwa and Nyabiheke.

In 2015-2016, UN Women worked with UNHCR and other partners to conduct an inter-agency gender assessment of the six refugee camps in Rwanda. The objective was to provide a sound gender baseline that will inform gender equality programming in policy and operational decisions of MIDIMAR, UNHCR, UN agencies, governmental institutions and civil society partners. A comprehensive report was launched in March 2017, followed by a gender action plan for refugees in February 2018. Both highlighted the need further to address issues of female participation in camp management, SGBV prevention and economic empowerment opportunities.

Changes in the national policy context since 2014

The current UN Women Rwanda Strategic Note was implemented starting in July 2014; its mandate runs until the end of June 2018. Since the introduction of the UN Women Strategic Note 2014 - 2018, Rwanda has continued and amplified its efforts to ensure gender equality and women's human rights.

UN Women Rwanda has contributed to those achievements, e.g. through its support provided in work towards achievement of its **Development Result 1**, e.g. activities to strengthen the database on women's levels of participation, through the GMO Election Monitoring work, as set out in the 2016 Annual Report.

Another example is provided by progress reported against **Development Result 1, Impact 1** Output indicator *1.1.3: National and decentralized institutions have improved access to knowledge products and tools to formulate and implement gender responsive policies*. The 2016 Annual Report states that 'Overall, the technical support and capacity building provided [by UN Women] to the four entities forming the NGM in Rwanda contributed to improving the gender responsiveness of laws and policies: a specific example is the reform of the Maternity Law'.

Further policies and legal instruments linked to gender equality and women's empowerment have been issued since 2014. These include:

The law 27/2016 governing matrimonial regimes, donations granted or received within a family and successions was amended to ensure equal inheritance rights are protected. This complemented the 2013 amendment of the law governing land management that guarantees equal rights on land access, ownership and utilisation to both men and women.

Gender gaps in wages and earnings remain present in monthly wages, reflecting both direct and indirect discrimination. In the 2017 Global Gender Gap report, Rwanda ranks 1st in Africa and 4th Globally for wage equality, but slips to 6th with respect to estimated earned income and 7th for economic participation and opportunity. This indicates that women are under-represented in the non-farm wage sector but over-represented in independent agriculture. In particular, they are often involved in lower-valued subsistence agriculture, while men are more involved in cash crop production and marketing.

In this context the support provided by UN Women to the 'Buy From Women' campaign, in partnership with the GoR and the World Food Programme (WFP), is apposite.

Progress on UN Women contributions through its **Development Result 2** is tracked through e.g. Outcome RWA_D_2.2 *Financing barriers removed and women's capacity to invest in climate-resilient agriculture increased*.

In addition to protecting and advancing women's rights, reforms have indirectly contributed to WEE through increasing access to collateral property. Despite these positive advances, the GoR recognises the barriers limiting women's uptake of formal financial services and with its partners has instituted various programmes and strategies to address gaps.

As already discussed above, **Violence against Women and Girls** continues to be a major problem in Rwanda. The ongoing requirement to address this situation is reflected in UN Women's global and the Rwanda UN Women **Development Result 3**. This is despite progress made towards gender equality in the political and economic spheres; working to change socio-cultural norms that perpetuate unequal gender roles and relations is recognised as requiring continuing focus.

To address some of the associated challenges, Rwanda has numerous national and international laws that regulate GBV, e.g. the Constitution, CEDAW, The Convention on Rights of Child, Penal Code 2012, Art. 190, and the 2013 Code of Criminal Procedure law relating to GBV. From 2001 the GoR put in place various mechanisms to fight GBV; it was at that time the Child Protection Law against Violence was passed and a National Committee on GBV created. The Rwanda National Police (RNP) established the Child and Family Protection Unit in 2002 to support the implementation of the Child Protection against Violence Law. In 2005, a Gender Desk was established at the RNP to strengthen the capacity of the Police in its role in GBV prevention and to improve the response to survivors of GBV. In 2006, the GoR established a specialized unit to prosecute gender-based crimes at the national prosecution office. Research on child defilement has also been undertaken, including a survey on GBV with focus on defilement by NCHR in 2016.

One of the most significant interventions in the fight against GBV in Rwanda so far has been the 2009 establishment of the **Isange One Stop Centre (IOSC)** model, providing comprehensive response to survivors of GBV, including medical, psycho-social, forensic, legal and judicial services. The first facility was established at the Police Hospital in Kigali. The Rwanda National Police (the RNP), in partnership with UNFPA, UNICEF and UN Women, established the first free of charge pilot IOSC as a 24-hour service safe haven for victims and survivors of VAWG. To date there are

44 IOSCs (23 of which were established with support from UNW), with at least one in each district. The GBV reporting rate has increased to more than 50%.

Work towards achievement of **Development Result 5** has included UN Women support to e.g. Outcome Indicator SP_D_5.2A, through technical and financial assistance in support for GMO to assess Rwanda's compliance with global gender normative frameworks and other key gender instruments.

The Law on State Finances and Property, enacted in 2013, institutionalised gender budgeting as part of the government's budgeting framework, including accountability measures for gender-sensitive resource allocation across sectors, programmes and projects through mandatory Gender Budget Statements. Overall gender budgeting in Rwanda has enabled targeted efforts to address almost all aspects of gender ensuring emphasis on their visibility in planning and execution processes.

Changes in the global donor environment

Both the One UN and the 2014 - 2017 UN Women Resource Mobilisation Strategies were designed based on an optimistic scenario that donors would continue to finance implementation of the UNDAF through the One Fund. However, since 2013 - 2014 there has been a shift in the funding strategies of a number of bilateral donors, with development assistance increasingly being channelled through government using the direct budget support modality, sector budget support or via bilateral funding to specific UN agencies. UNW funds are channelled through the One Fund.

4. TECHNICAL DESIGN OF THE STRATEGIC NOTE

The UN Women Rwanda Strategic Note 2014 - 2018 is the main planning tool for UN Women's support to normative, co-ordination and operational work. The SN is aligned to the Government of Rwanda Economic Development and Poverty Reduction Strategy II (the EDPRS II), other national development plans as well as to the UN Development Assistance Plan (UNDAP). The SN is aligned to the UN Women Global Strategic Plan 2014 - 2017, in that its 5 Development Results are coherent with the global Strategic Plan Impacts 1-5. Global Impact 6 (*a comprehensive set of global norms, policies and standards on gender equality and women's empowerment is in place that is dynamic, responds to new and emerging issues, challenges and opportunities and is applied through action by Governments and other stakeholders at all levels*) is implicit in the entirety of the UN Women Rwanda Development Results 1-5, as work towards achievement of those will contribute to the global Impact 6.

As a result of the Mid Term Review (MTR) of the UN Women Rwanda SN in August-September 2016, the decision was taken to focus UNW's work for the remainder of the SN primarily on Development Results 1-3, i.e. to reduce focus somewhat on 4 and 5. In addition, there was attention to the potential for merging DRs 1 and 5 and DRs 3 and 4.

This CPE covers all five Development Results, as UNW Rwanda has worked to ensure action on each of the five during the current SN.

Development Results Framework Outcomes and the UN Women Rwanda Results Based Management approach

The UN Women Rwanda Development Results Framework and its outcomes

The evaluation used both the DRF and OEEF to assess overall portfolio performance. The inception phase was used to review UN Women and other documentation, while the fieldwork phase of the CPE gathered data to triangulate findings through qualitative, quantitative and participatory methods, applied with a GEWE lens.

The DRF addresses the three core pillars of UN Women support: normative, co-ordination and programme work. Priority areas for each of the three pillars and outcomes are set out in Table 3 below. **Please note that the Table provides a snapshot - it is not an exhaustive overview.**

In addition, because UNW Rwanda provides support through its implementing partners to an extensive range of programmes and projects, the columns in Table 3 that address this pillar will only indicate a few of the large number of interventions, some through joint programme activities. Note also that the August-September 2016 SN Mid-term Review recommended scaling back DRs 4 and 5, so this has had an impact on overall activity levels in the past year plus.

Table 3: DRF Pillar Priorities and Outcomes

Normative work	Outcomes	Co-ordination	Outcomes	Programmes	Outcomes
<p>1. Strengthen capacities at national and local levels to implement the Constitution, legal instruments, policies promoting GEWE, adhering to global standards</p> <p>2. CEDAW support</p> <p>3. SDG localisation & monitoring support</p> <p>4. Implementation of UNSCR 1325 in humanitarian contexts</p>	<p>1. Support given to NGM, e.g. for local govt. gender mainstreaming, resulting in enhanced capacity at national and local levels</p> <p>2. CEDAW report submitted 2014 in fulfilment of obligations to apply global standards</p> <p>3a. UNW participated in SDG Task Force/1 UN to provide technical expertise on engendering SDGs</p> <p>3b. UNW supported women living with HIV to develop SDG priorities from their unique perspectives</p> <p>3c. SDG5 info pamphlet developed with UNW inputs</p> <p>4. In 2016 UNW gave GoR support to develop new UNSCR 1325 NAP</p>	<p>1. UNW co-ordination of One UN Accountable Governance JP</p> <p>2. Initiate gender score card for GE performance indicator implementation</p> <p>3. Provide support to UNDAP I and II processes</p> <p>4. Support & co-ordinate civil society GEWE engagement</p>	<p>1. UNW chairing DRG2 (Accountable Governance) led to the aligning of the UNDAP results framework and has resulted in greater focus on GEWE issues</p> <p>2. UNW ensured GE interventions within UNDAP RF costed; as of 2016 AR only UNDP applying gender markers</p> <p>3. UNW co-chairs DRG2; 2016 AR states 60% of programme docs show clear UNDAP results chain</p> <p>4. UNW supporting CS Advisory Group (CSAG) re. Gender Budgeting accountability and greater engagement in VAWG survivor support</p>	<p>DR1. JP on Advancing & sustaining GE gains</p> <p>DR2. Women's economic empowerment in partnership with Chamber of Women Entrepreneurs</p> <p>DR3. IOSC and many related activities targeting EAW</p> <p>DR4. Tech support to NAP 1325 formulation</p> <p>DR5. UNW support to GBS & <i>Imihigo</i> accountability performance contracts</p>	<p>1. Support to 2016 local election monitoring in partnership with CSOs - civil society capacity developed, enhanced engagement CSOs and NGM</p> <p>2. Mapping & gap analysis of women in business will support targeted programming</p> <p>3. E.g. Comms materials developed; more IOSCs inaugurated during UNW leadership of the IOSC JP; success of IOSC model has resulted in World Bank ongoing scale-up support</p> <p>4. NAP 1325 not adopted as of UNW AR 2016</p> <p>5. As of 2016 AR, GBS operational in central/local govt budget entities (M&E requires strengthening); <i>Imihigo</i> work in progress</p>

Strategic Note 2014 - 2018 results and its result chain

The UN Women Rwanda SN is based on a results-based programming approach, in that the DRF uses a clear approach whereby the allocation of resources and description of planned activities link into measurable intended results, certainly at output level. Outcome and output statements demonstrate short and medium term results anticipated by UNW to contribute to each of the 5 DR. Performance indicators have been provided for each of the output and outcome statements.

The UN Women Rwanda Results Based Management approach addresses the expected cause-effect relationships among inputs, outputs and outcomes. Thus the 2014 - 2018 SN discusses RBM in its OEEF *Output Cluster 2: To institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation.*

The challenges involved in achieving clear results chains and tracking of progress towards outcomes are reported under RWA_O_2.1A (*UN Women country programme has a clear results chain showing use of common UNDG RBM principles*): the 2016 AR states that *All the 5 UN Women country programme pillars have a clear results chain showing use of common UNDG RBM principles. However, if we consider other Joint Programmes [these other JPs are unspecified in the UNW Annual Report] where UN Women is participating RBM compliance can be estimated at 60%.*

The 2016 AR also reports against the OEEF output indicator RWA_O_2_1B (*Availability of baselines and targets for all programme indicators*) that *Only 20% of the results framework have clear baseline and targets. The reporting year's baseline and target has been set at 20% because there [were] no expectations during the reporting year of revising the programme indicators, baselines and targets, since this will be done soon as we embark on a new Strategic Note formulation.*

Another aspect of the SN 2014 - 2018 is that its DRF does not cover all areas where UNW has provided inputs. This has resulted in activities and outcomes not always receiving proper attention or adequate reporting. One such example of the lack of indicators to cover all UNW's work under the current SN is that the stated intention has been to establish UNW as a 'recognised hub of knowledge on achieving gender equality and women's empowerment' at country level. However, there are no indicators specific to knowledge management in the 2014 - 2018 SN. Absence of indicators has made it difficult to define concise expectations and targets for the Country Office knowledge management system.

It is the case that UNW developed and expanded focus into unexpected areas during the five years of the current SN (see section 7 for further discussion); there should be opportunity to review indicators to ensure that these cover all areas of UNW activity. Otherwise the breadth and depth of UNW engagement and support might not be fully reported - and as a result, not fully acknowledged.

The next SN RBM needs to ensure that all indicators are **SMART**: Specific, Measurable, Attainable, Relevant and Time-bound. Ideally these should also reflect the indicators in the NST and the SDGs. A number of indicators in the SN 2014 - 2018 SN are not SMART: these include 1.1.3, 1.3.2, 2.3.1 and 2.3.2. There are additionally indicators without baseline data: these include 2.2, 2.3.2 (no baseline and not SMART), 4.1.2a and 5.3. In addition, while most indicators where applicable are gender responsive (sex-disaggregated), a few of them are not well formulated, leaving room for ambiguity or gaps in their ability to measure progress towards intended results. For example, the indicator 1.3.2: *Strengthened dialogue mechanisms and enhanced policy space to enable gender equality advocates and civil society to promote political participation* is monitored by the indicator

1.3.2 *number of events organised*. Only three out of the 31 indicators in the DRF have baseline and targets.

The next SN will need to ensure that all baseline data are available; if not gathered by UNW IPs, proxy data should be used from e.g. the DHS and other national surveys.

In addition, a case can be made for the SN indicators to include attention to empowerment, always and everywhere to be attentive to disaggregation and relevant diversity and to be communicable. Thus there is a need to consider the inclusion of qualitative methods of data collection and analysis in the next SN.

UN Women Rwanda and Gender-responsive Results-based Management

As described by the UN Development Group (UNDG) in its Results Based Management (RBM) Handbook, evaluation is an essential step in the RBM cycle, to be used as a management tool to assist organisations to achieve better results through strategic planning. Because the UNW Rwanda Country Office is bound by the RBM parameters set by the UN DG, there is apparently limited room for manoeuvre by UNW Rwanda when developing its RBM for the next SN. **All comments made below and elsewhere in this report are guided by those parameters set by the UNDG.**

The Annual Work Plans and Reports do not explicitly describe gender-responsive results-based management and indicators; again, if deemed acceptable within the UNDG parameters, this should be developed as an integral part of the SN 2018 - 2023. If not within the UNDG parameters, then the inclusion of such indicators represents yet another pertinent argument for the development of a robust, explicit ToC to guide the next SN.

See e.g. the 2014 *Guidance on the development of gender equality and the empowerment of women policies*, published by the UN Women Co-ordination Division, which sets out principles and procedures for developing results-based GEWE policies and strategies: 'The linkages between gender mainstreaming and improved GEWE results [have] not been adequately tested, but to make convincing arguments for increased investment in mainstreaming policies could in future focus more on causal linkages' [e.g. through ToC and/or results chain approaches]. The literature on gender-transformative social norm change (e.g. Hillenbrand *et al* for Care USA 2015) discusses the need to balance indicators tracking such external changes as experienced by rights holders with those that address the institution's (here obviously UNW) specific internal and partnership actions to achieve such change. Moreover, the 2014 *UNW Guidance Note on Gender Mainstreaming in Development Programming* provides relevant pointers on how to monitor and evaluate such activities.

UN Women's Partnerships

Tables in Annex 8 of this evaluation report provide an overview of a number of UNW Rwanda's key partnerships for each of the three global pillars as localised in Rwanda. See also sections 4 and 5, which respectively address portfolio analysis and stakeholder mapping, as these provide further information on UNW's activities, partnerships and effectiveness.

The CPE Theory of Change and UN Women Rwanda

Please see Annex 8 for discussion of the Theory of Change developed specifically for this CPE and for details of how it was used by the CPE evaluators and also by the ERG to review progress or otherwise towards achievement of SN 2014 - 2018 outcomes.

The Rationale for the development and use of a Theory of Change

There is increasing consensus that Theories of Change represent useful, flexible approaches to develop and guide complex programmes and portfolios.

The rationale behind the use of Theory of Change to guide programmes and portfolios

(adapted from Vogel 2012)

A Theory of Change can support

1. An understanding of the context when designing, implementing and evaluating a programme or portfolio of interventions and support
2. Bringing critical thinking to unpacking assumptions underpinning a programme
3. Making the inner workings of a programme more transparent to all stakeholders, e.g. by inclusive development of the Theory of Change, articulation of different perspectives and identification of opportunities for ongoing dialogue and review
4. The Theory of Change provides a coherent framework from which to design interventions, implement and evaluate progress towards outcomes [and eventually also impacts]
5. The Theory of Change also provides a unifying framework for strategic planning, decision-making, communication, reporting and lesson learning
6. Promotion of greater partnership and also accountability can be assisted by joint development and shared use of a Theory of Change.

A widely accepted way of looking at the relationship between the RBM/logical framework and ToC approaches to defining, presenting and tracking progress towards results is that a ToC is in fact a results chain, but presented in a less linear way and with the addition of context, hypotheses, causal pathways, as well as incorporating discussion of assumptions and risks.

In addition, because the development of a Theory of Change is a participatory exercise, and one ideally re-visited annually for review and any necessary adaptation as circumstances, actors and contexts may change, its existence represents further opportunity for enhanced ownership than is the case when only one approach for M&E is in use, i.e. the RBM.

The existence of an implicit ToC for the SN 2014 - 2018

UN Women Rwanda has not applied an explicit Theory of Change (ToC) to support and guide its SN 2014-2018 programme of support. The implicit ToC governing the development of UN Women Rwanda's SN 2014 - 2-18 was that *if women lived in an enabling environment where their rights were protected through progressive laws and policies, and if they could lead and participate in processes affecting their lives, be economically empowered and free from violence, then significant progress on GEWE would be achieved*. This is a valid, if general and not Rwanda specific ToC; however, it does not allow detailed attention to the following key issues:

1. Progress towards outcomes.
2. Contextualisation or attention to risks, assumptions (and thereby accountability mechanisms),
3. Attention to barriers and also causal pathways beyond the superficial.

Further information received during the CPE fieldwork is that the development of the SN followed global UNW guidelines and ensured contextualisation to Rwanda of the UNW Global Strategy Development Results; the SN was also aligned to UNDAP and the EDPRSII - all such activities would have been informed by the implicit ToC.

A number of joint programmes led by UNW include both ToC and logframes which describe how the SN and UNW programmes will lead to results. There is additionally inclusion of a number of assumptions and risks in those ToC.

Furthermore, the joint programme *Advancing and Sustaining Gender Gains in Rwanda*, led by

UNW, has sought retroactively to plan and report on outcomes using an approach including elements of results chain assessment and ToC application. This exercise led to training in outcome mapping for UNW and IPs.

Such experiences will no doubt stand UNW in good stead as it develops its 2018 - 2023 SN.

Implications of the lack of an explicit ToC for use during implementation of the SN 2014 - 2018

It is acknowledged by UNW Rwanda that communication of the ToC to partners in 2014 was incomplete.

As mentioned in the Position Paper developed to inform the 2016 Mid-Term Review of the Strategic Note: 'No clear Theory of Change has been articulated to underpin the country programme, but the programme mainly aims to consolidate and advance the Gender Equality and Women's Empowerment gains in Rwanda' (p2).

It can be stated that the lack of an explicit Theory of Change for the UN Women SN 2014 - 2018 *may* have added complexity in terms of clearly defining and measuring the results chain (it is of course impossible to state where any such gaps might have emerged, given the existence solely of an implicit ToC, vis-à-vis what might had been the case had both the RBM/logframe and explicit ToC instruments for tracking progress towards outcomes been in use, given that no counterfactual situation exists).

The OEEF Goals and Focus

The Evaluation Matrix (see Annex 5) has been fully informed by review of the OEEF Clusters and outputs; careful consideration has been given to how to link these output level activities to the overall outcome level review and analysis.

The UNW 2014 - 2018 SN does not discuss OEEF goals or Output and indicator implementation process in any detail. Detailed planning and summative review are found in UNW 2014 - 2017 annual Work Plans and 2014 - 2016 Reports, respectively.

The SN 2014 - 2018 sets out the following four OEE Output Clusters:

1. *To drive more effective and efficient UN system co-ordination and strategic partnerships on gender equality and women's empowerment.* Output Cluster 1 covers two Outputs, encompassing five indicators.
2. *To institutionalise a strong culture of results-based management, reporting, knowledge management and evaluation,* three Outputs and seven indicators spanning those Outputs.
3. *To enhance organizational effectiveness, with a focus on robust capacity and efficiency at country and regional levels.* This Output Cluster covers three Outputs, with a total of nine indicators.
4. *To leverage and manage resources.* Output Cluster 4 addresses 3 Outputs and five indicators.

See section 7, finding 6, for detailed discussion of the OEEF.

5. STAKEHOLDER MAPPING

The involvement of stakeholders has been under the three mandates of the UNW (normative, co-ordination and programme).

The normative work has involved mainly central government institutions engaged mainly in policy formulation and regulation. These have included institutions such as the Parliament, Ministry of Justice (MINIJUST), Ministry of Gender and Family Promotion (MIGEPROF), Ministry of Finance and Economic planning (MINECOFIN), Ministry of Health, Ministry of Agriculture and Animal Resources (MINAGRI), Ministry of Trade and East African Community Affairs (MINEACOM) Ministry of Disaster Management and Refugee Affairs (MIDIMAR) and Ministry of Local Government (MINALOC). In addition to these central government agencies, the Gender Monitoring office, continued to play a key role in the normative work at both national and local levels.

The UNW Country Office in close collaboration with the UN Resident Co-ordinator's Office (RCO) and the UN Country Team (UNCT) has overseen most of the co-ordination work. Many interventions have been implemented through joint programmes that have seen the active engagement of UN agencies working under their respective results areas. This has resulted in the co-ordination work being undertaken by steering and technical committees comprised of agencies such as UNDP, FAO, WFP, UNICEF, UNFPA, UNHCR, ILO and other.

The programme work has involved a mix of both duty bearers and rights holders as some public institutions have been involved directly in implementation of certain projects and programmes. Many NGOs and CSOs have also been involved at the programme work level of implementation. Some of the institutions involved under the different results areas have included the Local Government Rwanda National Police (RNP), National Women's Council (NWC), National Electoral Commission (NEC), National Platform for political Organisations (NFPO), Rwanda women's parliamentary forum (FFRP) and other public entities. CSOs have included Pro-Femmes Twese Hamwe (PFTH), Imbutu Foundation, Plan International, Rwanda Women's Network (RWN), the Association of Rwanda Women Living with HIV (FRSL), New Faces New Voices (NFNV) and the Rwanda Development Organisation (RDO). Meanwhile, rights holders have mostly been women's organisations such as co-operatives of traders and farmers, young girls in education institutions and other vulnerable groups, e.g. women in rural areas and survivors of GBV.

The tables below present a summary of stakeholders engaged during the SN 2014 – 2018 under each of the three UNW mandates and aligned to the different results framework areas, based on information provided in annual reports from the period under review and from data collection in Rwanda. Please note that none of the tables presents an exhaustive list: each is a snapshot, an overview.

Annex 8 additionally includes detailed discussion of boundary partners, with targets and expected outcomes outlined for each partner.

Table 4: Main Stakeholders engaged to date during the SN 2014 - 2018

Results		Normative Work	Co-ordination Work	Programme work
Impact 1	Women lead and participate in decision making at all levels			
Outcome 1.1	Legal frameworks, and policies to advance women's right to participate in decision making at national and local levels are fully	Parliament MINIJUST	UNW CO RCO	UNDP, Sida, GMO, FFRP, NWC, MIGEPROF, NISR, MINAGRI, NEC, PFTH,

Results		Normative Work	Co-ordination Work	Programme work
	implemented.			Local Governments
Outcome 1.2	Gender responsive measures (mechanisms, processes and services) promote women's and youth leadership and participation in politics/decision making	MIGEPROF GMO	UNW CO RCO	NFPO, Political Parties, Mentors, Mentees, NWC. New Faces, New Voices
Outcome 1.3	Gender equality advocates influence constitutions, legal frameworks and policies to increase women's leadership and political participation	MIGEPROF GMO	UNW CO RCO	FFRP, GMO, RWN, Dialogue participants
Impact 2	Women, especially the poorest and most excluded, are economically empowered and benefit from development			
Outcome 2.1	National plans, legislation, policies, strategies, budgets and justice mechanisms adopted and implemented to strengthen women's economic empowerment	GMO MINECOFIN	UNW CO RCO UNHCR	MINALOC, LODA, UNHCR, NISR, SWGs,
Outcome 2.2	Financing barriers removed and women's capacity to invest in climate-resilient agriculture increased	MINEACOM	UNW CO RCO	Imbuto Foundation, NAEB, Business development advisors, Weavers' cooperatives, Horticulture cooperatives, Cross-border traders cooperatives, customs officials, PSF - Chamber of Women Entrepreneurs
Outcome 2.3	Opportunities for women farmers to move up the value chain promoted	MINAGRI MIGEPROF	UNW CO RCO WFP FAO	MINAGRI, Women led cooperatives, Green house recipients, Cattle recipients, Women street vendor cooperatives, "Buy from women" members
Impact 3	Women and girls live a life free from violence			
Outcome 3.1	Laws, policies and strategies adopted and implemented in line with international standards and informed by voices of women survivors of violence to prevent and respond to violence against women and girls	MIGEPROF MINIJUST GMO	UNW CO RCO UNDP	RNP
Outcome 3.2	Women and girls use existing multi-sectoral, quality VAW services, which are survivor focused Indicator: Percentage of survivors of VAW accessing quality services at the One Stop Center (OSCs)	MIGEPROF MIDIMAR GMO	UNW CO RCO UNCT	IOSC staff, UNHCR, UNDP, UNFPA, RNP, GBV survivors,
Impact 4	Peace and security and humanitarian action are shaped by women leadership and			

Results		Normative Work	Co-ordination Work	Programme work
	participation			
Outcome 4.1	Women, Peace and Security commitments and accountability frameworks adopted and implemented in conflict and post-conflict situations	MIGEPROF GMO	UNW CO RCO UNCT	RNP
Impact 5	Governance and national planning fully reflect accountability for gender equality commitments and priorities			
Outcome 5.1	National Development Strategies and other national sectoral plans with specific commitments to advance gender equality and women's empowerment adopted and implemented	MINECOFIN GMO	UNW CO RCO	Local Governments
Outcome 5.2	Mechanisms are in place to increase accountability of national government towards gender equality and to monitor implementation of gender equality commitments.	MIGEPROF GMO	UNW CO RCO	MIGEPROF,
Outcome 5.3	Gender-responsive national HIV/AIDS strategies, plans and budgets adopted and implement	MoH	UNW CO RCO UNCT	UNAIDS, WHO, PAPWC

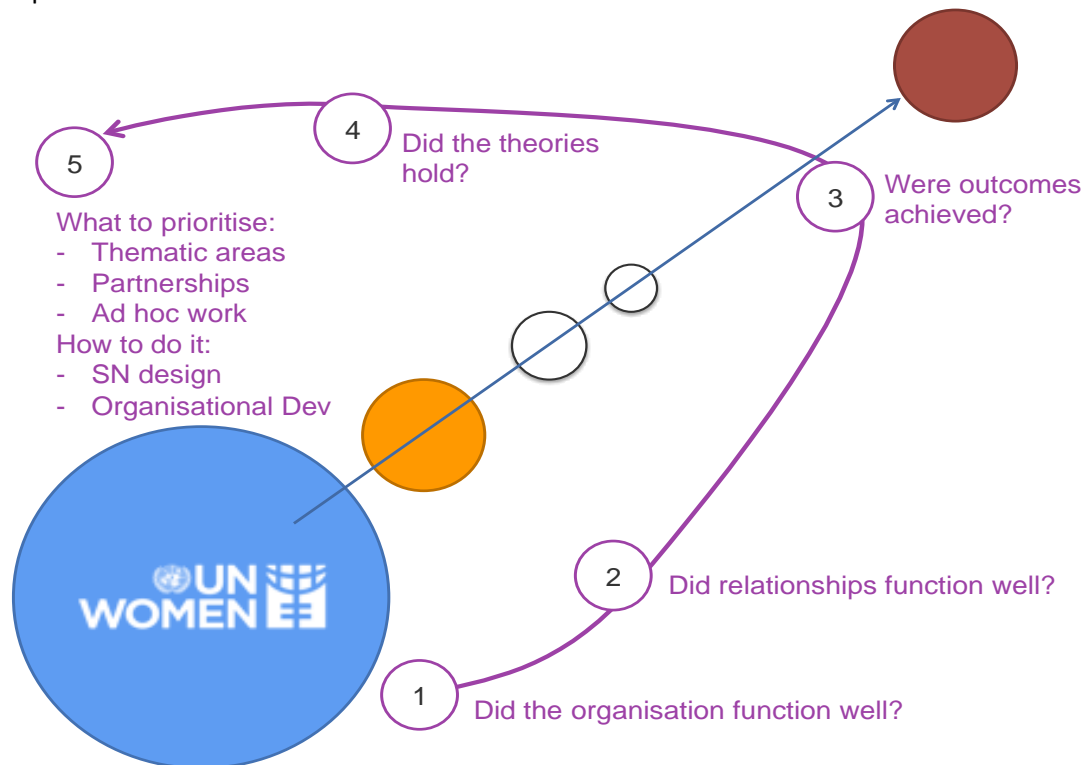
Table 5: Stakeholders and their roles in supporting the 3 UNW pillars

Rwanda	Normative work	Co-ordination work	Programme work
	National government institutions responsible for policy/law formulation and implementation National Gender Machinery: Ministry of Gender and Family Promotion [MIGEPROF]; Gender Monitoring Office [GMO]; National Women's Council [NWC]; Rwanda Women Parliamentary Forum [FFRP]	Resident Co-ordinator Office (RCO); United Nations Country Team (UNCT); development partners	Programme beneficiaries; implementing partners; Government of Rwanda (GoR); donors; Multi-Donor Trust Fund donors
Duty Bearers	Ministries; parliamentarians; local govt. representatives; national gender machinery; NGOs and CSOs working on gender and women's rights issues	RCO; UNCT	Civil servants; local govt. representatives; justice sector; community leaders; financial institutions; private sector entrepreneurs; women's co-operatives; rural women; youth
Rights holders	NGOs and CSOs; citizens of Rwanda; women and girls	UN agencies; development partners; Government of Rwanda	NGOs and CSOs working on gender equality; survivors of GBV; women leaders; women; girls

6. EVALUATION METHODS

6.1 EVALUATION DESIGN

This diagram is taken from the undated document *Country Portfolio Evaluations (CPEs): Key concepts, approaches and requirements*. It provides a useful schematic representation of the (ideal, full) instruments (e.g. Theory of Change), steps and processes involved in achieving an in-depth CPE.



6.2 DATA COLLECTION AND ANALYSIS

Data collection methods: an overview

The CPE evaluators applied the following data collection methods: desk review to develop the inception report; key informant interviews with UNW staff members, GoR, civil society and donor partner representatives; focus group discussions with duty bearers (local government officials) and rights holders (members of a farming co-operative). The KII and FGD used semi-structured interview guides for consistency and clarity: the guides can be found in Annex 10. The inception report largely addresses the desk review findings.

The data analysis process applied a number of methodologies to ensure effective assessment. These included contribution and cluster analysis and the development of evidence tables.

The **contribution analysis** approach was applied to assessment of the progress towards the outcomes for Development Results 1-5 as set out in the 2014-2018 UN Women Rwanda Strategic Note. The decision to apply contribution analysis was informed by the experience of the evaluators in assessing overall performance and outcome level achievements; it was also based on the ToR, on discussion with UN Women Rwanda staff members and the Regional Evaluation Specialist, and refers in addition to the points made in the 2016 UNW Independent Evaluation Office document *Guidance on CPEs in UN Women*.

Just to clarify what contribution analysis is: it is an approach for assessing causal questions and inferring causality in evaluations. It offers a step-by-step approach designed to arrive at

conclusions about the contributions UN Women Rwanda has made to achievement of outcome level indicators. The essential value of contribution analysis is that it offers an approach designed to reduce uncertainty about the contribution UN Women as a whole and its three core mandate areas (normative work, co-ordination and operations/programmes) are making to outcomes; it achieves this through an understanding of why the observed outcomes have been achieved (or not) and the roles played by the intervention and other internal and external factors.

See annex 7 for a detailed contribution analysis table, which highlights a small number of interventions and plots the relative degree of contribution by UNW.

The CPE process further used **cluster analysis** to review a small number of interventions in greater depth, in accordance with the requirement to address UNW contributions to outcome level (i.e., not to address impact and attribution). Interventions from each of the five SN Development Results were assessed in this way, , with a small sample being analysed in depth.

Cluster Analysis	
Development Result 1	GMO, NEC and Pro Femme advocacy and monitoring linked to the 2016 local elections
Development Result 2	Buy from Women and New Faces, New Voices
Development Result 3	Isange One-Stop Centres
Development Result 4	The gender needs assessment in the refugee camps
Development Result 5	Farmers' co-operatives and Gender Budget Statements at District level

Both the contribution and cluster analyses have informed findings, conclusions and recommendations; because this is a performance evaluation to output level, this report does not provide in-depth documentation of these analyses. This approach is in accordance with the requirements of the UNW Rwanda CPE Terms of Reference.

The evaluation team ensured that gender equality and human rights perspectives were mainstreamed into the entirety of the evaluation process, that the CPE was gender-responsive at all stages. In essence this means that specific to reported results, the CPE needed to examine and determine the extent to which and how interventions have or have not challenged and changed inequalities and structural causes of the denial of women's human rights and persistence of gender inequality; and whether these changes are likely to lead to the desired results of improved enjoyment of human rights and gender equality. It was possible to dig down into details in a small selected cluster of interventions.

One major method to ensure focus on GEWE was to apply the Longwe (women's empowerment) Framework; this represented another critical lens through which to analyse all data collected for the CPE. Such focus enabled consideration of the relative contribution made by UNW's inputs to genuine advances in women's empowerment, e.g. as voters, as elected officials, as members of farming co-operatives and as members of the NGM whose capacities have been developed.

On balance the overall conclusion through applying the Longwe Framework is that the normative landscape has been strengthened considerably, UNW's co-ordination activities have raised gender mainstreaming and its practical application far higher up the UNCT agenda and a number of interventions (sole and joint programmes) have supported genuine, positive change in a number of women's lives, their agency and opportunities. The next step is to address social norm change more coherently and consistently as a core thematic and mainstreamed area within the SN 2018 - 2023.

A final component of the analysis was to develop an evidence table (see annex 6): this sets out detailed discussion of each of the evaluation questions, set out in a matrix (see annex 5).

A mixed method approach to data collection

The CPE team applied a mixed method approach to the evaluation: this systematically integrates different research methodologies throughout the process and triangulates data and analysis with desk review and, where appropriate, participant observation. One major reason why mixed method evaluations have become more frequent is that it has been recognised that no one single methodology can effectively address the complexities of an evaluation landscape, its stakeholders and different interest groups and its development interventions.

The rationale for applying a mixed method approach to the CPE acknowledges that in order to address the following points there has to be flexibility of data collection methods.

1. The Rwanda Country Programme operates in a complex, challenging socio-cultural, political and moral economy environment, where progress towards intervention outcomes may be affected by many and often inter-connected factors, e.g. gender relations, historical realities, ethnic affiliations, the degree of active participation of duty bearers and the extent to which economic empowerment access might be enjoyed by rights holders.
2. The activities and interventions which UN Women is funding and supporting will achieve many different outcomes (within the over-arching strategic goal of the organisation and the Rwanda Country Office). Those outcomes are likely to require different methods for most effective assessment; thus some would best be served by semi-structured key informant interview or focus group discussion. Close participatory approaches might be most appropriate when discussing with rights holders to develop a case study. This is intended to illustrate in individuals' own words (anonymised) key success or challenges experienced when receiving UNW support through implementing partners. The CPE team members sought wherever possible to ensure the most in-depth participation of a wide range of rights holders, as well as duty bearers and all partners.
3. The work undertaken by UN Women Rwanda and its partners, duty bearers and rights holders involves some of the most disadvantaged and vulnerable groups in society, whose voices are seldom heard. A flexible, gender-responsive and human rights focused mixed method approach to the CPE was used to facilitate effective, respectful review that engages with respondents as partners and ensures confidentiality and anonymity where required and/or requested.

6.3 SAMPLING FRAME

A **purposive sample** frame was applied; this means that respondents were selected based on the objectives of the CPE and also with due consideration of the characteristics of a population.

As per the UNW Rwanda CPE ToR, the purposive sample is defined and delimited so as to achieve a realistic overview of UNW Rwanda activities in country. Through appropriate sampling the CPE covered:

1. One or two projects per thematic cluster of operational work;
2. The most strategically important thematic interventions to the CO;
3. The richest learning opportunities (opportunities for scaling-up as well as knowledge gaps and unintended consequences).

Full details of all those interviewed for the purposes of the CPE are provided in Annex 3.

6.4 QUALITY ASSURANCE

The key aspect of external quality assurance was through the Evaluation Reference Group (the ERG), as well as through feedback from respondents, especially rights holders.

The principles that apply to the CPE are (i) that the CPE must be relevant and responsive to the expressed requirements of those commissioning the work; (ii) all deliverables must be of high quality with clear developmental and practical value; (iii) the CPE must be undertaken to a sufficiently high standard that the findings and recommendations can be reliably used for their intended purpose; (iv) it must also reflect lessons learned, so as to inform forward planning and (v) it must be transparent and satisfy all UN Women's requirements for accountability.

A participatory approach to facilitate optimal engagement of stakeholders

This was an intrinsic part in conducting the entire CPE. This was done to ensure maximum discussion and accountability from the perspective of the evaluation team, so that all stakeholders (partners - Government of Rwanda (GoR) ministries, UN agencies, donors), duty bearers and rights holders would have the greatest possible opportunity to engage, discuss, quality assure and review. The **Evaluation Reference Group** was a core partner in this regard.

The ERG represents an intrinsic component of the CPE participatory process, ensuring strict attention and adherence to accountability and transparency. ERG members participated at critical stages of the CPE process, acting as reviewers and commentators on the inception report, top line findings and at a validation meeting on 21st February, at which there was discussion of interim findings, conclusions and recommendations. The CPE team has throughout taken note of ERG members' comments and recommendations and has addressed those according to the terms of their ToR and the scope of the CPE, as well as based on internal team evaluation expertise.

One key input by the ERG was to review and expand the CPE-specific Theory of Change. Due to time pressures, the CPE team took on the task of drafting a light touch, evaluation-specific, Theory of Change. Members of the Evaluation Reference Group had opportunity to review and validate the ToC at the inception workshop on 19th January.

At the topline debrief meeting on 31st January, ERG members were asked to work in groups to review a shortlist of top line findings and to look forward to the development of the next SN (those findings were not based on data analysis, for which the CPE team had not had time at that point, having just completed data collection). Participants were again provided again with the CPE ToC, to facilitate their group work.

The ERG validation meeting to review the draft CPE evaluation report and to look forward to the development of the next SN was held on 19th February. Group work focused on reviewing a shortlist of key findings (grouped under the four OECD-DAC criteria of relevance, effectiveness, efficiency and sustainability, plus the UNW criterion of GEWE and human rights) and discussing their relative validity, using the traffic light method.

Please see Annex 8 for the CPE ToC and for further discussion of ERG inputs.

6.5 ETHICAL PRINCIPLES FOR THE CPE

The CPE team applied the following principles at all times:

1. Respect for the dignity and diversity of all stakeholders, with equal voice being given to all;
2. A full understanding and acceptance of all stakeholders' right to self-determination, to express views and opinions freely;

3. Fair representation, i.e. an appropriate and representative sample was chosen, all of whose views and recommendations were equally taken into account;
4. There was compliance with codes for engaging with vulnerable groups and, should the latter arise, also with children.
5. Opportunities for redress were provided to all interviewees.
6. Confidentiality was assured and ensured at all times.
7. There was avoidance of harm throughout the CPE process - this essential point encapsulates all of points 1-6 as well as addressing the paramount need to ensure that nobody experiences adverse effects, whether physical, in terms of employment, or social in terms of community response.

ENSURING GENDER-RESPONSIVE AND HUMAN RIGHTS FOCUSED EVALUATION

The CPE evaluators applied a two-fold approach to ensure the CPE process was gender-sensitive and gender responsive.

1. All stages of the CPE process were based on thorough attention to gender dynamics, social norms, inequalities and power relations in the context of assessing the contributions UN Women support and interventions might have made to strengthening gender equality and women's empowerment in Rwanda. A gender analytical approach will also be applied throughout.
2. All engagement with stakeholders, whether these are partners (e.g. donor representatives), duty bearers or rights holders, were grounded in an approach that was inclusive, respectful, sensitive to gender and power dynamics, accountable and transparent.

6.6 CPE LIMITATIONS

A number of limitations had impact on the CPE. These included: delays in receiving documentation for desk review, particularly those relating to joint programmes; time pressures limiting opportunities for discussion with the ERG; instances of lack of clarity regarding UNW processes and procedures (e.g. the scope and remit of the UNW RBM system).

7. FINDINGS

Refer also to Annex 6, the Evidence Table, which provides further detail on findings.

7.1 RELEVANCE

Finding 1: UNW has achieved and sustained strategic positioning on normative work, especially at national level, throughout the period of this SN. UNW's technical expertise and comparative advantage in the area of normative work are acknowledged across the GoR, UNCT partners, donor partners and to a lesser extent civil society.

The National Gender Machinery overall (NGM) and its constituent parts the Gender Monitoring Office (GMO), MIGEPROF, the National Women's Council (NWC) and the Rwanda Women's Parliamentary Forum (FFRP) have received considerable support in terms of normative focus, in large part through the UN Joint Programme led by UNW and entitled *Advancing and Sustaining Gender Equality Gains in Rwanda*.

With UNW's support, the NGM capacities have been strengthened: MIGEPROF's co-ordination and oversight capacities; GMO work towards mainstreaming gender into sectoral policies and strengthened accountability mechanisms, NWC operationalisation of national policies to decentralised levels and parliamentarians have had their capacity for gender analysis enhanced.

Policies and legal instruments linked to gender equality and women's empowerment have been issued since 2014, with UNW contributions. These include: the 2016 law governing matrimonial regimes, donations granted or received within a family and successions were amended to ensure equal inheritance rights are protected; this complemented the 2013 amendment of the law governing land management that guarantees equal rights on land access, ownership and utilisation to both men and women.

To provide one detailed example: as stated in the UNW Annual Report for 2016, progress reported against **Development Result 1**, Output indicator 1.1.3 (*National and decentralized institutions have improved access to knowledge products and tools to formulate and implement gender responsive policies*); 'Overall, the technical support and capacity building provided [by UN Women] to the four entities forming the NGM in Rwanda contributed to improving the gender responsiveness of laws and policies: a specific example is the reform of the Maternity Law'.

In addition to protecting and advancing women's rights, reforms have indirectly contributed to WEE through increasing access to collateral property. Subsequently, financial inclusion for women has increased from 68% in 2012 to 87% in 2016. Despite these positive advances, the GoR recognises the barriers limiting women's uptake of formal financial services and with its partners has instituted various programmes and strategies to address gaps. UNW is actively working in this area, e.g. supporting the early stages of the *New Faces, New Voices*' programme which seeks to develop women's financial management skills, increase access to financial assets and support female entrepreneurship.

Finding 2: UNW co-ordination has been relevant and effective within the One UN and in UNCT engagement with the GoR. UN Women has the unique mandate to provide coherence to efficacy of gender support, as well as avoidance of duplication and overlap, based on its comparative advantage of gender expertise. Therefore, UN Women has opportunity to shape UN system work in Rwanda on gender. UNW has been demonstrably relevant in its engagement within the UNCT fora and committees in terms of focus on GEWE, EAW and gender mainstreaming. In addition, the GoR has strong and committed focus on gender equality and its institutions will hold UNW to

account. UNW's added value is co-ordination combined with technical expertise and holding other institutions to account on action on GEWE.

UNW in Rwanda co-chairs the Accountable Governance Development Result Group with UNDP and participates in the other three results areas mainly providing opportunity for effective implementation and co-ordination of the gender equality dimensions.

UN Women was able to influence the entire UN system in Rwanda to mainstream Gender Equality and the Empowerment of Women (GEWE) in all results areas of the Rwanda UNDAF 2013 - 2018. UNDAF has prioritised GEWE under the thematic area of Accountable Governance.

UNW has trained other UN agencies; financial resource gaps constrained the extent of those activities. However, it is clear from the data collection that UNW should not become, or be seen as, primarily a training facility on gender for other UN agencies; that is not its mandate or in any way the best use of its comparative advantage.

In addition, UNW achieved a stand alone gender outcome in the new UNDAF (the new UNDAF and UNDAF were not available to the CPE team, as these were not yet finalised at the time of data collection). At the time of data collection (late January 2018) the UNDAF results framework had been agreed, while co-ordination mechanisms were still work in progress and discussion continues on how to operationalise the results framework.

Information is also that no UN agency can undertake joint or single agency programmes that include a GEWE component without the engagement and inputs of UNW.

UNW has a place on the UN Programmes, Policy and Operations Committee, which is the forum to co-ordinate work on joint programmes; here too it is well placed to ensure and maintain focus on gender equality.

Finding 3: The overall UNW Rwanda country portfolio is closely and clearly aligned to key Government of Rwanda GEWE policies, standards and performance contracts at national and sub-national levels and supports the GoR's adherence to international commitments and conventions such as CEDAW. The GoR has been provided with technical support and capacity development by UNW during this SN, which has facilitated strategic positioning on normative work. In addition, UNW's country and global mandates require alignment with national, regional and global GEWE strategies; UNW is making contributions to the finalisation of the *National Strategy for Transformation*, ensuring that gender equality is mainstreamed across its three core pillars.

To address challenges associated with GEWE, Rwanda has enacted numerous national, ground breaking laws and is also signatory to international laws that regulate GBV, e.g. the Rwanda Constitution, the Penal Code 2012, Art. 190, and the 2013 Code of Criminal Procedure law relating to GBV; internationally the GoR adheres to global standards such as CEDAW and The Convention on the Rights of Child.

UNW has supported the enhancement of capacity at national and local levels to implement and expand legal instruments and frameworks to strengthen gender equality and human rights. The Gender Thematic report from the 2012 Population and Housing Census and the National Gender Statistics report have been used in national planning, budgeting and reporting under the period of this UNW SN. In addition, the third Strategic Plan for the Transformation of Agriculture Results Framework was elaborated in 2014 with the inclusion of gender sensitive indicators and targets.

Finding 4: UNW Rwanda Country Office has provided support to the mainstreaming of gender. UNW has continued during 2014 - 2018 to play a lead role in ensuring the UNCT operates within the global gender framework requirements, mainly by ensuring gender is mainstreamed in all One UN policies, programmes and planning activities.

An extensive review of UN agency annual reports indicates that all programmatic results areas reported on under the UNDAP elaborate how gender has been mainstreamed in UNCT programming. Nonetheless, as identified by the 2017 Gender Scorecard of the UNCT-SWAP, none of the One UN's 5 Business Operations Strategy (BOS) pillars (human resources, ICT, procurement, finance, common premises), of which UNW is a member, mainstreams gender equality. Although gender mainstreaming in the BOS is not UNW's core mandate, the SN output 1.1 is intended to lead promotion of accountability for the implementation of gender equality commitments across the UN system in Rwanda, of which the BOS is a core component.

The gap in gender mainstreaming in operations is partly attributable to the difficulty in engendering the indicators in the broader UNDAP operations results framework and overall UNDAP. Overall UNW has been a pro-active participant in the UNCT DaO, e.g. through co-chairing the DRG 2. Approaches such as the unified BOS appear to have contributed to enhancing effectiveness and coherence of operations across the UN agencies in Rwanda. Nonetheless, implementation of gender commitments across the UN co-ordination systems in Rwanda remains to be fully addressed.

During this current SN, UNW has to a notable extent created partnerships with civil society and the private sector, mainly under its programmatic work. Examples include work with the Chamber of Women Entrepreneurs, the *HeforShe* campaign for the private sector and engagement with *New Faces, New Voices*. This latter initiative is addressing gaps in women's access to information in the financial sector; another activity is work with the Private Sector Federation on the gender seal programme.

Most of this programmatic work is still at an early stage and realisation of outcomes against this partnership output of the OEEF is yet to be evidenced. Nonetheless, UNW has maintained or further developed partnerships with CSOs such as RWAMREC, the Rwanda Women's Network, PROFEMME and the Legal Aid Forum. In terms of UNW's work with the Civil Society Advisory Group (CSAG) and other CSOs, most of the outcomes realised have been through work supported through implementing partners, mainly in the area of RWEE and capacity building in GRB.

However, overall there has been limited engagement of CSOs by UNW, as most of the work has been normative. Therefore, the majority of partnerships that have realised substantial progress against outcomes have been with relevant government entities, especially the NGM.

In addition, although substantial capacity has been enhanced at national level, there is limited evidence of knowledge transfer from UNW to local government, CSOs and the private sector.

An additional area for enhanced attention during the SN 2018 - 2023 is that while gender equality interventions can be evidenced to be gradually achieving intended goals, there is limited evidence of engaging men and boys in most GEWE interventions. This gap potentially poses risks to the sustaining of gender gains and should be rectified by targeted, tailored civil society interventions supported by UNW.

Finding 5: UNW's programmatic work has been relevant and supportive of interventions supporting the poor and vulnerable in Rwandan society - a number of people's lives have been demonstrably improved, potentially transformed in the longer term. and UNW has contributed to that achievement, in partnership with duty bearer implementing partners.

Much of the information provided in this finding is cross-cutting with Finding 14. Both findings address gender equality and human rights in the context of ERAW and economic empowerments, Finding 5 more from a relevance perspective and Finding 14 more from a viewpoint of overall gender equality and human rights.

An example of this UNW contribution is the farmers' co-operatives supported under the *Advancing and Sustaining Gender Equality Gains in Rwanda* Joint Programme (under DR5).

Case Study 1

A farmers' group (121 women and 9 men) was set up in southern Rwanda in 2013, with approximately 10 ha of land on which to work. Members plant Irish potatoes, beans and maize and there are three exotic [Friesian] cows. The co-operative has been loaned RWA F 2M, and it is required to repay the capital to the National Women's Council; to date it has repaid RWA F 900,000. Members have shares each worth RWA F 2,000 and there is a savings scheme. Their group became a co-operative in July 2016 and they are deemed by the NWC to be among the best performers. The co-operative saves seed potatoes, etc, as well as selling surplus produce. There is a democratic structure and female and male members described how their confidence in public speaking has grown.

Many people wish to join the co-operative, as they see the benefits to individuals and households. However, membership is currently capped.

Individual members described how they had borrowed money from the co-operative and achieved significant household change.

'I have paid my two children's secondary school fees; this makes me really happy and proud, as now they will definitely have an education'

'I have paid my family's health insurance, which makes us all feel much more secure'

The intention is definitely to continue the co-operative once the loan has been repaid and regular support from the NWC, the local agronomists and others ceases.

In addition to the programmatic work of UNW having direct impact on rights holders, in this instance in rural areas, there is evidence of both impact and continued relevance of the work of UNW in the area of gender responsive budgeting, especially at the decentralised level. The relevance of gender responsive budgeting (GRB) is demonstrated in case study 2.

Case Study 2

In 2003 the GoR initiated gender budgeting initiatives as a mechanism to comprehensively mainstream gender in sectors and districts policies, plans and programs. However, this was not effectively adopted until 2008 within the framework of the EDPRS. Gender budgeting involves analysing budgets from a gender perspectives to create a deeper understanding of the extent gender is mainstreamed in resource allocations and subsequently reflects in policy and project implementation outcomes. The process is overseen by GMO and MIGEPROF, but overall led by

MINECOFIN. An organic Law on State Finances and Property, enacted in 2013, institutionalized gender budgeting as part of the government's budgeting framework, including accountability measures for gender-sensitive resource allocation across sectors, programs and projects through mandatory "Gender Budget Statements" for all public budget entities including districts.

Nyamagabe District, sampled during CPE fieldwork, was one of the two pioneer districts of the GRB exercise where piloting was conducted in agriculture, education, infrastructure and health sectors plans for the districts. Following this pilot exercise the success of the GRB intervention has since been rolled out to all 30 districts and all sectors within the districts have an aligned GBS to address operationalisation of interventions that focus primarily on mainstreaming gender issues in socio-economic development agenda.

District authorities elaborated how the GRB process that has been substantially supported by mostly development partners through NGOs and UNW has not only increased local authorities consciousness of the need to include sex-disaggregated data in their planning and reporting but also in their district development plans and budgets.

Some key instances of how gender considerations are made during planning and budgeting in Nyamagabe have included for example when planning for distribution of lime among farming households to address the area's high soil acidity in order to enhance agricultural production. The district now allocates more funds to purchase and supply of the agro-inputs to female-headed households as opposed to planning with no consideration of the gender of the recipients of such subsidies that play a key role in determining the areas economic development attributed to agricultural productivity. Also in planning of public works for the poorest Ubudehe categories, mechanisms are now in place to ensure there is a balance in numbers of women and men that participate in this government social protection program, which has ensured women are not left behind by such interventions that target to lift citizenry out of poverty.

Subsequently Nyamagabe district's budgetary allocation of its gender budget statement has risen from 12.7 to 16% between 2010 - 2016, and the last GBS (2016/17) was executed at 84%, indicating significant progress in addressing gender equality at the decentralised level.

However, challenges still exist in the technical capacity across the different departments at district level to fully integrate gender issues in their domains and sectors, for example in environment, infrastructure development and others. **This provides space for the continued importance and relevance of development actors such as UNW to embed GBS principles and practices still further at sectoral level.**

Another aspect of UNW's engagement with the poor and vulnerable in Rwanda is technical support provided to people living with HIV & AIDS. Thus capacity building has been given to the network of People Living with HIV & AIDS, in terms of supporting positive women to join organisations and become involved in decision making. Such participation is said to have contributed to the reduction in the number of reported cases of stigma and discrimination at community level. UNW additionally provided inputs to the development of a Strategic Plan for the Pan-African Positive Women's Coalition (PAPWC), specific to increasing advocacy and networking opportunities.

UNW has further made inputs to the development of gender-responsive national HIV/AIDS strategies, plans and budgets and their adoption and implementation. The UN Women 2015 Annual Report discusses how support was provided to women living with HIV to empower them to participate in work towards the domestication of the Sustainable Development Goals (SDGs).

Gender gaps in wages and earnings continue to exist in Rwanda, reflecting both direct and indirect discrimination. In the 2017 Global Gender Gap report, Rwanda ranks 1st in Africa and 4th Globally for wage equality, but slips to 6th with respect to estimated earned income and 7th for economic participation and opportunity.. This indicates that women are under-represented in the non-farm wage sector but over-represented in independent agriculture. In particular, they are often involved in lower-valued subsistence agriculture, while men are more involved in cash crop production and marketing.

In this context the support provided by UN Women to the *Buy from Women* campaign, in partnership with the GoR and the World Food Programme (WFP), is apposite.

According to the Labor Force Survey carried out in February 2017 by the National Institute of Statistics of Rwanda (NISR), the gender pay gap in Rwanda stands at 11% meaning women are paid around 11% lower than the monthly salary of men. However the results for hourly earnings show that there is no gender pay gap in hourly earning. Therefore, the difference in the monthly earning may indicate the monthly working time of men is higher than the one of females as there is no significant gender pay gap in hourly earnings if there is control of variables which may be source of wage gap between males and females for example level of education, length of work experience, occupation and others.

7.2 EFFECTIVENESS

Finding 6: UNW's work across its three core areas during the implementation of the 2014 - 2018 SN has achieved a number of unexpected outcomes that have enhanced the effectiveness of its overall support. One significant, unexpected outcome has been the very considerable momentum generated through the *HeforShe* campaign. Another unexpected but on balance logical outcome has been that through UNW's support to the NGM, local government staff members' understanding and ownership of gender equality principles has significantly developed. That support was given primarily but not exclusively through the joint programme *Advancing and Sustaining Gender Equality Gains in Rwanda*.

Gender-responsive procurement and work on women's financial inclusion that goes beyond rural women and female farmers - these too are expansions of SN focus that might not have been originally planned and as such can be seen as unexpected outcomes.

A further unexpected outcome came about as a result of UNW global Headquarters introducing its *Flagship Programme* initiative in 2015-2016, under which each Country Office is obliged to implement a programme from a specified list. UNW Rwanda chose to focus on thematic priority 7: *More rural women gain access to productive resources and engage in sustainable agriculture (output 10)*. UNW's engagement took the form of supporting the UN joint RWEE programme and its *Buy from Women* activity.

In conclusion, an unexpected (or perhaps more precisely unplanned) outcome is that despite funding shortfalls during the period of the current SN, UNW has managed to continue its support to gender mainstreaming within the One UN and also to Rural Women's Economic Empowerment activities - the latter even when there was no funding at all for one year.

Finding 7: there are implications linked to the absence of an explicit Theory of Change in the 2014 - 2018 Strategic Note; these may have had impacts on overall effectiveness. The absence of an explicit Theory of Change represents a limitation in terms of opportunity for UNW (and also the

CPE evaluators) to track progress towards outcomes while having clarity as to causal pathways, assumptions and risks, all of which should ideally have been explicitly defined at the time of the development of the 2014 -2018 SN.

It should be borne in mind that it is not possible to evaluate what might have been the situation in terms of monitoring and evaluation and also opportunity for review and re-configuring in terms of assumptions, risks, causal pathways, etc, had a Theory of Change been developed in 2013 vis-à-vis the situation as has existed for the past nearly 5 years - that counterfactual situation does not, and cannot, pertain.

As has been stated elsewhere in this report, UNW Rwanda did not have occasion to develop an explicit Theory of Change to guide the 2014 - 2018 SN. Its over-arching, implicit, Theory of Change was: *if women lived in an enabling environment where their rights were protected through progressive laws and policies, and if they could lead and participate in processes affecting their lives, be economically empowered and free from violence, then significant progress on GEWE would be achieved.* This is valid; however, it does not allow for contextualisation or attention to risks, assumptions (and thereby accountability mechanisms), to barriers or to causal pathways beyond the superficial.

Finding 8: The UNW Rwanda Country Office has motivated and competent staff with capacity to deliver across its three mandates. However, resource constraints have limited the team's full effectiveness, which is further hindered by capacity constraints among implementing partners and early stage partnerships that have yet to demonstrate full results. The UNW Rwanda Country Office organogram has 17 positions with one key vacancy, that of Country Representative. The existing Country Office team exhibits commendable motivation, extensive competence and capacity to deliver against their roles and responsibilities. The current Country Office leadership is identified both internally and externally as a key contributor to the effective fulfilment of UNW's mandate in Rwanda. Partners' comments, especially in the public sector, demonstrate how the UNW Country Team possesses technical capacities to provide most of required support, especially under normative and programmatic work. However, the effectiveness of the technically competent Country Office team has been noticeably affected by human resource constraints. These have hampered Country Office capacity to deliver effectively on a number of planned results. Gaps in delivery of planned results can at times be attributed to capacity gaps within IPs. These capacity gaps exist in technical expertise and staffing and can also be due to high IP staff turnover.

The realities of implementation of the SN have been such that country priorities and interventions have evolved over the past 5 years. For instance, there has been more focus on youth and women's employment, broader economic transformation, climate resilient agricultural production and value chain utilisation. These areas require dextrous technical support that exceeds current UNW Country Office staff capacity. To some extent this situation has contributed to limited realisation of some programmatic results, as observed under DR3, e.g. its Output 3.1.2 *National and local authorities and partners have access to international evidence-based practices to prevent and respond to violence against women and girls in private and public spaces, including practices related to working with men and boys.*

Considering the situation regarding gender equality and women's empowerment as it existed in 2014, this closer collaboration with national structures might not so much be assessed as a gap within UNW engagement, but rather a contextual reality that has increasingly called for more attention to normative work at national policy level. Moving forward, enhanced collaboration

with CSOs and the private sector is expected to be prioritised in order to move from policy to practice.

Overall, financial management of the UNW operations and programmes has been transparent as demonstrated by unqualified audits throughout the SN. The most significant challenge has been in the capacity of the Country Office and the One UN in Rwanda as a whole to mobilise resources required to execute all intended actions under the OEEF. The OEEF experienced a budget cut of close to 49% but UNW has successfully manage to disburse at least 67% of its available budget as of the end of 2017. The CPE is not able to assess expenditures across the 4 clusters of the OEEF, because all financial expenditures for the SN period are reported under cluster 3 of the OEEF.

7.3 EFFICIENCY

Finding 9: there are efficiency challenges linked to UNW Rwanda mobilisation, leveraging and management of resources. The relative effectiveness of UNW Rwanda's mobilisation, leveraging and management of resources has had impacts on the implementation of the SN 2014 - 2018 as originally envisaged. Factors such as donor moves to direct budget support, the changes to donor division of labour and the absence of some of the key gender donor partners (beyond Sida with its active engagement with UNW) have all had an impact on resource mobilisation.

Resource mobilisation is challenging and unpredictable for UNW (and not solely for this UN agency). There is no-one at the Country Office whose job description prioritises resource mobilisation. One over-arching issue for UNW Rwanda to address as it designs its SN 2018 - 2023 is how best to balance uncertain non-core funding ceilings with optimising normative, co-ordination and programmatic inputs where most effective interventions can be achieved and results/outcomes can be tracked and evidenced.

While UNW has contributed notably to Joint Programmes and is supporting small-scale interventions at an early stage of development, e.g. with *New Faces, New Voices*, the Country Office needs to assess where its resources should most relevantly and effectively be allocated.

In addition, the relevance or otherwise of the absence of a Gender Theme Group/gender cluster group specific to resource mobilisation is an issue for further consideration. From the donor partner perspective the view was expressed during the course of the CPE that the absence of such a group limited opportunities for discussion of key GEWE issues emerging and developing by the widest possible range of actors (UNW, GoR, other UNCT, donor partners, etc). This is considered possibly to have also limited opportunities for resource mobilisation. The UNW viewpoint is that the absence of a Gender Theme Group rather denotes the level of commitment across the GoR to GEWE, which has rendered the existence of a GTG/gender cluster less imperative.

There appears to be room for discussion during development of the UNW SN 2018 - 2023 regarding the relative value of a gender cluster/GTG specific to having a forum where resource mobilisation (and also, incidentally, review of ToC and other instruments) might efficiently and effectively be addressed.

Finding 10: the relative efficiency and fitness for purpose of the Results Based Management System should be addressed when the 2018 - 2023 SN is developed. An efficient and, thereby, effective, Results Based Management system is largely dependent on the capacity of implementing partners to deliver quality reports and UNW Rwanda having sufficient staff capacity to manage and quality assure each of the five Development Results, their indicators and progress towards outcomes. Both are susceptible to resource constraints and shortfalls, which UNW has experienced considerably under the current SN.

RBM has been implemented, mainly through compliance to reporting against the DRF and less in the OEEF, but causal pathways to work from 'if' statements towards achievements (or otherwise) of solid outcomes that can be evidenced, primarily through IP quarterly reports, has been limited.

The CPE analysis concludes that there is some evidence of implementing partners improving in terms of reporting during the period of this SN; a core indicator of this is financial disbursements, which are dependent on adequate reporting. However, there are indications that IPs will require further support to report on progress towards outcomes: while there is overall adequate reporting on achievement or otherwise of outputs (e.g. x number of women farmers trained), reporting on milestones and outcome level evidence will need to be strengthened.

Finding 11: there is need for UNW to expand and strengthen its Knowledge Management System. The knowledge management (KM) system is covered in the OEEF by *Output Cluster 2: To institutionalize a strong culture of results-based management, reporting, knowledge management and evaluation*. Output 2.2. states: *UN Women is a recognised hub of knowledge on achieving gender equality and women's empowerment at country level*.

The stated intention was to establish UNW as a 'recognised hub of knowledge on achieving gender equality and women's empowerment' at country level. There are no indicators specific to knowledge management in the 2014 - 2018 SN. This has made it difficult to define concise expectations and targets for the CO knowledge management system.

There are challenges for UNW Rwanda specific to effective KM, due at least during the first half of the current SN to capacity shortfalls. Overall there is no clearly documented KM strategy at the UNW Rwanda Country Office and only limited evidence of knowledge sharing across the region or globally other than through *ad hoc* staff trainings, mainly based on arising capacity and information needs.

While GEWE knowledge and capacity are high within the UNW Country Office, there is limited evidence of a systematic mechanism of KM, especially knowledge sharing and evidence of use of new knowledge and lessons learned.

The 2016 Discussion Papers prepared by UNW in advance of the Mid-term Review consultation that was held in August-September 2016 state the following: 'The Country Office recognises that knowledge management is critical for increased visibility and credibility of its programmes. Commendable achievements in the programme often remain undocumented and the use of external knowledge resources is limited. Knowledge Management capacity for all staff needs to be improved for increased advocacy and resource mobilisation.'

To support the realisation of KM indicators under Output 2, UNW established two intern positions within the organisation to work on the production and dissemination of information packages relating to all of UNW's work. The two positions have since graduated to short-term employees. As part of the KM expansion a shared UNW intranet (in other words, an organisational knowledge repository) has been created. However, these efforts to achieve OEEF Output 2 have only been introduced in the last two years, so only limited evidence of the use of the new system has been generated.

Despite such challenges UNW Rwanda has sought to support KM deliverables. These include work undertaken by the seconded UNW staff member to the NISR, e.g. gender profiles for agriculture, ICT, etc. These profiles have both informed policy formulation and programme development and

have informed the work of the GMO. Another concrete example of KM inputs by UNW Rwanda is that in 2016 an end line evaluation for the *Isange One Stop Centre* model was carried out; before the evaluation was completed UNW began pro-actively to consider one of the gaps emerging from the evaluation. This was the need to strengthen civil society involvement in the project and legal aid for VAW survivors. To this end a workshop was organised in collaboration with the Ministries of Justice, MIGEPROF and the Legal Aid Forum, with a view to enhance the capacity of judges and the Bar Association to handle cases of GBV.

The overall KM situation will need to be rectified under the SN 2018 - 2023.

7.4 SUSTAINABILITY

Finding 12: civil society represents a constituency for future deepened engagement in the next SN period; CSOs represent a potential future resource for sustainability of interventions. The major engagement between UNW and civil society under the current SN appears to have been its work with and capacity development of the National Women's Council under the UNW-led DR5 *Advancing and Sustaining Gender Equality Gains in Rwanda* joint programme. One of the outcomes of that JP and additional support from UNW and other partners is that the NWC now has branches in most all villages across the country.

The potential for effectiveness and sustainability in expansion of working with civil society is exemplified by one strand of UNW's engagement under the current SN. The *Accelerating progress towards the economic empowerment of rural women in Rwanda (RWEE)* Joint Programme (led by WFP and with FAO, IFAD, UNW involvement) works with implementing partners including Imbuto Foundation, MINAGRI, INADES Formation Rwanda, district and sector agricultural officers. RWEE is 5-year programme, 2014 to mid 2018. The number of districts was reduced to 3 due to funding shortfalls.

The number of beneficiaries from the start of this JP are impressive: those who have received direct inputs total 17,363 people (9,625 women and 7,738 men); those whose support has been more indirect number 83,342 people (43,338 women and 40,004 men). Direct support provided by the programme has included distribution of farm inputs (hoes, bean seeds, etc), repair of greenhouses, training on establishment and maintenance of kitchen gardens, climate resilient agriculture training and GALS - Gender Action Learning methods. GALS supports women's leadership and also action on IPV and GBV.

Finding 13: UNW should provide inputs to further expansion and institutionalisation of gender-disaggregated and responsive data collection and analysis. UNW has for at least five years provided considerable support through a seconded staff member to the National Institute of Statistics, Rwanda (the NISR), to strengthen capacity in terms of gender responsive data collection, analysis and dissemination of findings. One contribution made in part by UNW is that the 2015 Demographic and Health Survey captured IPV data for the first time. The NISR and the GMO have much engagement and overall national capacity to collect and analyse gender responsive data has been improved. The GMO makes use of the statistics generated by the UNW seconded staff member.

Further instances of important inputs provided or supported by the UNW staff member seconded to NISR include: gender related indicators/targets being provided to the NISR, for consideration during the Joint Sector Working Groups' reviews and development of sector strategic plans; support to the production of the 2016 National Gender Statistics Report and to development of

eight gender statistics reports; and contributions to data collection, analysis and reporting capacity strengthening of 147 key GoR staff members at national and district levels.

Another example of how UNW has programmatically made inputs to work on data collection, analysis and use is in support to the Law on State Finances and Property, enacted in 2013. This institutionalised gender budgeting as part of the government's budgeting framework, including accountability measures for gender-sensitive resource allocation across sectors, programmes and projects through mandatory Gender Budget Statements. As discussed under Finding 5, UNW has dedicated significant human and financial resources to support GBS, under the *Advancing and Sustaining Gender Equality Gains in Rwanda* Joint Programme.

To date gender budgeting in Rwanda has enabled targeted efforts to address almost all aspects of gender ensuring emphasis on their visibility in planning and execution processes. However, limited capacity within the GoR has compromised the quality of results, especially at local government level, to develop and track critical analysis budgets from a gender perspective. The 2016 Annual Report sets out UN Women's plans to support civil society to track gender budgeting; this represents a potentially significant advance in terms of embedding and expanding accountability mechanisms as well as using GBS as a tool to tackle social norm change.

While considerable work has been done at national level, one major future challenge is for districts and lower levels to be more widely capacitated to collect, analyse and apply disaggregated data and then to track results. Such district focus could also be expanded into support for district accountability mechanisms, which might help to facilitate local ownership of data. Thus while gender accountability and oversight mechanism have been put in place, challenges still exist in the analytical utilisation of the information generated by these mechanisms and evidence of evaluation of the impacts of these is patchy. These issues should be considered for interventions under the next SN.

7.5 HUMAN RIGHTS AND GENDER EQUALITY

Finding 14: the SN 2018 - 2023 needs to address social norm change for GEWE. UNW has contributed to the expansion of a gender mainstreamed normative environment in Rwanda. Literature review and interviews for the CPE indicate that women's empowerment and increasing women's participation in leadership and decision-making have been a priority during the current SN period. National accountability and transparency in addressing gender equality have been accentuated by the mandatory introduction of GBS and increasing availability of gender disaggregated data used in planning and monitoring is bringing to light areas of social exclusion.

CPE desk review and interviews with implementing partners validate the observation that vital legal reforms such as the land law and inheritance regimes have created space for advancing the gender equality agenda, as has UNW's sterling work in support of promoting gender equality and human rights and highlighting the work still required. However, underlying unequal social norms continue profoundly to limit sustained prevention of violence against women and girls and women's enhanced economic empowerment, as well as advancement of people's human rights.

The challenge going forward is to support interventions that promote social norm change at household, community and district levels. For instance, while the land law now gives women and men equal ownership, is this reflected at rural community level? The GoR addresses intimate partner violence and other form of sexual and gender-based violence, yet Rwanda continues to

experience high rates of IPV (the DHS 2015 states that IPV is at 26%). In addition, trafficking in persons is monitored by the GMO and this presents worrying trends.

Male engagement will be crucial to support sustained social norm change, as while women and girls are often socialised in Rwanda and elsewhere to accept their gender roles and will require long term engagement to realise potential for change, male acceptance of social norm change is essential. Social norm change invariably requires men and boys to accept, internalise and act upon changes in their roles, responsibilities and status; these changes can be difficult, challenging and fiercely resisted. UNW will need to address male engagement in greater depth than has been the case during the SN 2014 - 2018 period.

An indication both of the work undertaken by UNW and the continuing scale of the problem is exemplified by the *Isange One-Stop Centre* (IOSC) Joint Programme, led by UNW and Funded by the Royal Netherlands Embassy. Thus under the IOSC Outcome 1 (*All GBV and Child Abuse victims/survivors in Rwanda, including refugees, have access to holistic and timely services through the IOSC model*) between July 2014 and August 2017, thousands of women, men and children have benefited from the services provided by IOSCs and accompanying initiatives. While 17 new IOSCs were set up in District Health Hospitals or in Military Hospitals, an additional six IOSCs were strengthened. All 23 IOSCs were fully equipped with qualified staff, medical and forensic equipment and other resources to provide high-quality assistance to victims of GBV and Child Abuse. In addition to supporting host communities, four IOSCs also provide support to the population of nearby refugee camps. As such, a total of 12,289 victims of GBV or Child Abuse were assisted in 23 IOSCs throughout the duration of the IOSC programme.

One further example of how UNW has facilitated not solely national and sub-national work on ERAW but regionally too is a second so-called *Command Post Exercise: 'African Security Organs' Synergy to End Violence against Women and Girls*, which was conducted in 2015 for African security institutions, in partnership with the Rwanda National Police and Africa UNiTE Campaign.

A view expressed several times by various rights bearers is that UNW and its partners should capitalise and leverage on the *HeForShe* campaign momentum, to set out in public key social norm changes that need to occur and how UNW can support programmes that prioritise such change and can be genuinely transformative.

The over-arching, explicit ToC for the 2018 - 2023 SN must set out key risks, assumptions, barriers and potential causal pathways for social norm change.

8. CONCLUSIONS

These conclusions were developed (as were the findings and indeed the recommendations) based on thorough review and triangulation of all data collected through desk review and key informant interviews and focus group discussions with duty bearers and rights holders in Rwanda.

Conclusion 1: UNW's strategic positioning across its entire portfolio is currently relevant and effective. UN Women's normative, co-ordination and programmatic work and its closely developed partnerships have enhanced its relevance and its strategic positioning as the UN agency with expertise and authority to speak and support on gender equality, women's economic empowerment, EAW and human rights. It is a respected partner.

UNW's support to normative work has reaped dividends in the course of the current SN and has spoken to its comparative advantage - next steps might include supporting the NGM to implement policy and ensure adherence with practice.

A view expressed within and outwith UNW is that the current SN does not fully reflect the range of **co-ordination** activities actually undertaken and supported by UNW. This should be rectified in the next SN, to ensure that outputs and outcomes linked to co-ordination are fully measured and results acknowledged.

In the context of optimising programmatic relevance and effectiveness, engagement with **civil society organisations** should be expanded and strengthened. In terms of WEE, there should continue to be expansion of engagement with the **private sector and women's entrepreneurship training**. ICT and STEM engagement represent further potential points of programmatic collaboration.

Conclusion 2: UN Women needs to ensure that its strategic positioning in Rwanda and the lead UN agency on gender equality, economic empowerment, EAW and human rights retains clarity and coherence throughout the next SN. While UNW currently maintains its position as the lead UN agency co-ordinating gender focus, it needs to ensure in the next SN cycle that its core values and comparative advantage continue to lead programmatically as well, that other UN agencies see UNW as the essential partner for gender expertise and inputs.

The SN 2018 - 2023 will clearly need to ensure that it is appropriately and effectively aligned with the new UNDP, making best use of its comparative advantage, e.g. through effective results-based tracking of UNCT GEWE components across programmes.

UNW should also consider one or more indicators for the next SN to enable proper M&E of its One UN co-ordination efforts and achievements.

If UNW is to continue to lead large and complex Joint Programmes (such as previously the IOSC), it would benefit from more efficient engagement with the One UN financial management structures and also deeper understanding of implementing partners' structures, especially if these are GoR institutions with their own complex financial mechanisms.

Transaction costs for programmatic support can be significant. Much normative work has been achieved and UNW needs here too to prioritise where it most relevantly provides support.

Conclusion 3: the next step - towards social norm change. Attention to interventions (co-ordination and programmatic) that actively **promote and support social norm change for GEWE and EAW** will need to be central to the SN 2018 - 2023 - and its ToC. The next step is the hard

work of engendering policies and getting them into action [the policy-practice gap] to effect social norm change at district and community levels, as well as individual household. Interventions that address social norms can support transformative change for greater gender equality and human rights.

While UNW has a catalytic function in Rwanda and elsewhere, and its normative mandate cannot address in depth the root causes of GEWE, the foundations are solid for the next phase of work, for UNW to support duty bearers to work on social norm change. This next step is acknowledged by duty bearers in government, the UNCT, civil society and donor partners as an important and necessary next phase, to consolidate and sustain the policy gains. One such focus under the next SN should be expansion of work with men, e.g. to address intimate partner violence.

Imihigo Performance Contracts are binding agreements between government agencies and the President of the Republic. The former are to reach certain targets on socio-economic development indicators. Each year performance contracts are signed between the president and local government institutions and line ministries. The contracts have evolved to cut across all strata of government and can also be found at community and individual household levels. They are emerging as a potential key mechanism by which social norm change can be addressed and stakeholders can all be held accountable specific to gender equality. UNW might have comparative advantage in this context, not least in terms of the proposed expansion of focus on social norm change during the next SN.

UNW should explore future small-scale, pilot interventions that focus on transformative gender action in conjunction with social norm change, in partnership with implementers that can report effectively against results and provide evidence of work towards achievement of outcomes.

Moreover, if UNW decides to focus more on social norm change and linked to that working with men, closer engagement with a wider range of civil society networks and individual CSOs (so long as these are proven to have adequate implementation and M&E capacity) in advance of any agreement for joint working). For instance, a number of Rwandan CSOs have experience of working on IPV and GBV. If UNW were to work more widely across civil society, there might be relevance in re-invigorating the UNW Civil Society Advisory Group, which has been somewhat quiescent in recent years.

Conclusion 4: There are implications in terms of effectiveness of UNW Rwanda not having an explicit Theory of Change to guide its implementation of the 2014 - 2018 SN. The implicit ToC as applied by UNW during this SN holds entirely true and has served UNW and its partners well since 2014. However, the absence of a contextualised, focused ToC is unfortunate - in other words one that set out assumptions, risks, barriers and, crucially, causal pathways to work from 'if' statements towards achievements (or otherwise) of solid outcomes that can be evidenced. As is well known also, a ToC provides structure, enables clear statements about intended results and through assumptions and risks in particular provides opportunity for up and downwards accountability. Therefore, the presence solely of an implicit ToC for the SN 2014 - 2018 may have limited opportunities for UNW to track causal pathways in detail, to identify and validate gaps and to build the evidence base on the extent to which complex change processes have been achieved. All such activities would have been in partnership, where UNW would contribute its comparative advantage.

Conclusion 5: UNW has been efficient in delivery of its outputs, especially against the DRF, and continues to be seen as the point of reference for most gender mainstreaming related issues within the UNCT and between the One Un and GoR collaboration. The overall observation under

the OEEF is that other than notable resource constraints that hindered full realisation of most of the targeted outputs of the OEEF, the UNW CO has been very efficient in delivery of its commitments during the SN. UNW continues to be seen as the gender focal point within the UNCT, successfully leading the execution of the only gender scorecard in 2017 following the one that had been conducted in 2012. This has contributed to development of an action plan for ensuring gender is mainstreamed within the UN in Rwanda operations, processes and programming in the next UNDAP cycle.

In addition, initial steps for creation of a systematic model for knowledge management have been developed within UNW. The next step is to execute systematic mechanisms that ensure the knowledge captured is disseminated efficiently and utilised effectively and there is a system in place to capture the changes realised from use of the knowledge management system. The UNW has a dedicated and competent team but human resource gaps within the CO staffing and organisation structure are affecting UNW's capacity to deliver efficiently on all its three areas of work.

Conclusion 6: UNW's activities under the 2014 - 2018 SN have supported local ownership and enhanced local capacity to address gender equality and human rights. This is an over-arching conclusion, which while primarily addressing the UNW criterion of gender equality and human rights, could not have been achieved without UNW efficacy of partnership building and sustaining in a transparent and accountable manner. Thus the National Gender Machinery actors are quick to acknowledge the support of UNW and the genuine partnerships built and sustainable into the future.

The remit of the NGM extends beyond the capital and the educated, because for example the National Women's Council has developed its structure to have chapters in almost every community; the 64% of female parliamentarians engage with their individual constituencies. Therefore, while the role of UNW may well not be known to those community groups and individuals benefiting from e.g. advocacy to vote in local elections or to register an interest to join a Buy From Women co-operative, the ramifications of grass roots engagement in activities that promote gender equality and human rights are wide reaching.

Implementing partners' capacities specific to gender equality and human rights have been enhanced, e.g. districts' development of Gender Budget Statements and members of the police and judiciary involved in the Isange One Stop Centre programme.

Conclusion 7: UNW Rwanda needs to review its organisational structure to ensure optimal human resource allocations. A parallel exercise should be undertaken with the development of the next SN, so as to ensure the most effective delivery of both the DRF and the OEEF. A comprehensive organisational capacity assessment needs to be done, to establish (i) technical capacity needs and (ii) human resource gaps that should ideally be filled so as to enable the CO to deliver on its three core mandate areas (normative, co-ordination and programmatic) and all new SN outputs and outcomes. This exercise should lead to a human resource strategy, to guide how best UNW Rwanda can match skills and competencies with SN delivery requirements.

In addition, UNW should undertake a detailed stakeholder mapping exercise, to ascertain potential IPs' capacities to deliver against milestones and outcomes as will be set out in the SN 2018 - 2023.

9. RECOMMENDATIONS

The recommendations were developed at the end of the process of data analysis, review and writing. All are based on findings and conclusions. A validation meeting was convened with the CPE Evaluation Reference Group on 21st February, at which findings, conclusions and recommendations were discussed; points put forward have been considered by the CPE team.

<p>Recommendation 1: <i>in the next SN period, UNW should prioritise achieving the best fit between its scarce resources and the most relevant and effective interventions where its comparative advantage is best utilised and its relevance enhanced</i></p>	<p>Urgency: High Impact: High Difficulty: Medium</p>	<p>Responsibility UNW Rwanda Country Office and its partners - GoR, civil society, UNCT and donor partners</p>
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Based on the CPE findings, it is important that UNW Rwanda allocate time during the development of the SN 2018 - 2023 to undertake an analysis of which Development Results and individual interventions have proved most effective in terms of contribution to achieve UNW's core mandate.

It is fully acknowledged that non-core and earmarked funding are not within the sole control of UNW and that these amounts may change during the lifetime of an SN; such changes have had an impact on the work undertaken by UNW since 2014, e.g. the early closure of the IOSC joint programme. It is also noted that the nature of an SN requires dynamic, positive forward planning that by its nature will be ambitious.

Nonetheless, the development of the SN 2018 - 2023 represents an ideal opportunity to fine tune and optimise human and (potential) financial resource application and management.

Points to consider might include: should UNW scale back its normative support to a few core activities, e.g. the embedding of Gender Budget Statements at district level where results are now monitored and evaluated? Should programmatic support be focused on a shortlist of Joint Programmes, where UNW's comparative advantage in GEWE technical expertise can best achieve projected outcomes? How can UNW best balance its thriving relationship with duty bearers, e.g. the NGM, with global UNW thematic areas may not speak to UNW Rwanda's core advantage - the case of Buy from Women exemplifies a potentially less than optimal fit between primarily external requirements and national requirements.

Thus questions of potential relevance for the development of the next SN might include:

1. Maintaining a primarily watching brief on normative work, with flexibility to swing into action should this be required, e.g. support to district level;
2. Supporting interventions where implementing partners have demonstrable capacity to deliver outputs and outcome and provide evidence of these;
3. Continuing to explore innovate partnerships, e.g. with the private sector and to expand engagement with civil society - both its networks such as Pro Femme and individual civil society organisations.

<p>Recommendation 2: <i>for greater effectiveness and efficiency, UNW Rwanda should closely review how best it might tailor the RBM system, within the parameters of the UNDG criteria, to the</i></p>	<p>Urgency: High Impact: High Difficulty: Low</p>	<p>Responsibility UNW Rwanda Country Office -</p>
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Because the UNW Rwanda Country Office is bound by the RBM parameters set by the UN DG, there is apparently limited room for manoeuvre by UNW Rwanda when developing its RBM for the next SN. **Recommendations described here seek to be guided by those parameters set by the UNDG.**

The next SN will need greater precision and more robust baseline and targets so as to provide an evidence base for RBM processes and achievements - presumably this is acceptable within the parameters set by the UNDG?

1. The next SN RBM must be complete, with all baseline data provided, clear indicators and targets that are appropriate.
2. The next SN RBM needs to ensure that all indicators are SMART: Specific, Measurable, Attainable, Relevant and Time-bound. In addition, a case can be made for the SN indicators to include attention to empowerment, always and everywhere to be attentive to disaggregation and relevant diversity and to be communicable. Thus there is a need to consider the inclusion of qualitative methods of data collection and analysis in the next SN.
3. Reporting against results, i.e. to outcome level, needs to be strengthened across the board, i.e. by UNW and implementing partners alike - for joint programmes and others. There must be greater clarity as to measurement of results chains, so that these can be validated.
4. While IPs obviously undertake activities as planned, they often do not have the right data to back up their results. Output indicator data on e.g. numbers trained are relatively easy to collect - it is outcome data that are challenging.
5. Financial management and (timely) reporting of expenditures by IPs would benefit from further capacity strengthening.

In addition: **not only does the evidence base need to be more robust, so too does overall knowledge management** - across the SN and for individual interventions, e.g. needs assessments should be conducted in advance of any decision to allocate often scarce resources to programmatic interventions.

One point of importance here is that unexpected outcomes are not monitored and evaluated; therefore, their importance may be lost or not sufficiently reported against the UNW RBM. If possible, UNW Rwanda should explore options for identifying, tracking and annually reporting on unexpected outcomes.

Recommendation 3: <i>the next SN should prioritise work across its triple mandate and its Development Results on social norm change to support gender equality and human rights</i>	Urgency: High Impact: High Difficulty: Medium	Responsibility UN Rwanda Office and its partners - GoR, civil society, UNCT and donor partners
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As is well recognised by UNW and its partners, work to address social norm change will require precise and coherent focus on how best to address the higher value afforded by Rwandan society to men and boys (however undoubtedly and genuinely laudable the policy environment is); gender roles, relations and entitlements will have to be challenged, as will the *status quo ante* and attitudes and behaviours surrounding VAWG. Tackling the policy-practice gap specific to social

norm change represents another significant challenge - in Rwanda there is an enabling environment with clear legal proscriptions, yet at community and household levels such strictures may hold little sway.

Therefore, a number of potential approaches might be considered by UNW:

1. Work with men, to find innovative ways to consider why unequal social norms might have negative impacts on the prospects of all members of society;
2. Work with couples;
3. Work with various media to address what can be entrenched and lazy representations of people's lives in ways that perpetuate unequal and demeaning social norms.

Recommendation 4: <i>UNW should develop an explicit Theory of Change for the SN 2014 - 2018, for effective RBM and knowledge management and to assist work towards achieving social norm change to address GE & HR challenges</i>	Urgency: High Impact: High Difficulty: Low	Responsibility UNW Rwanda Country Office
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The process of development of the SN 2018 - 2023 needs to include participatory development of an explicit UNW Rwanda Theory of Change - and indeed allow for the possibility of development of more tightly focused ToCs, e.g. for each Development Result, for individual interventions.

Just one reason why it will be imperative to develop a ToC for the SN 2018 - 2023 is that if UNW decides to drill down in social norm change support for GEWE, then a ToC enables space for qualitative data gathering and analysis, where rights holders' voices might have more opportunity to be heard.

Recommendation 5: <i>Following development of the SN 2018-2022 UNW should develop human resources strategy that realistically meets its human resources capacity needs to deliver on all its intended results.</i>	Urgency: High Impact: High Difficulty: Medium	Responsibility UNW Rwanda Country Office
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UNW needs to conduct three key activities to ensure it has the right human resource capacity to deliver on both its OEEF and DRF. The first activity should be a comprehensive functional analysis of the Country Office, to establish both the technical capacity needs and human resource gaps that need to be filled in order to deliver effectively against all its three core mandate areas and new SN results areas.

This exercise should be followed by development of a human resource strategy. Given growing resource constraint realities, UNW should prioritise identification of skills and competencies within other specialised UN agencies so as to be able to leverage these to address emerging priorities in the next SN where UNW does not have appropriate capacity.

The third recommended step in the design of the most effective and efficient mechanism of delivery for the next SN should be a comprehensive stakeholder mapping exercise. This would first involve identification of relevant stakeholders in the public, private and civil society. Based on analysis of their roles and strategic positioning in Rwanda, with respect to SN priorities, a detailed analysis of organisations' and networks' potential contribution to realisation of intended results should follow the identification exercise.

Thereafter a list of implementing partners for the SN 2018 - 2023 should be developed. Prior to engaging any IP, a comprehensive organisational capacity assessment should be conducted, to establish potential partners' capacities to deliver against areas of collaboration. Where technical, staffing and other resource gaps exist, plans of action to address these gaps should be developed and agreed upon, between the UNW Country Office and each IP. All formal collaboration with IPs should be established through clearly documented partnership agreements/memoranda of understanding with articulated key performance indicators and milestones for all partners and UNW; in addition, individual, tailored ToC might also be developed.

Recommendation 6: <i>In order partly to address the growing resource constraints in international development, UNW should venture into non-traditional forms of resource mobilisation</i>	Urgency: High Impact: High Difficulty: High	Responsibility UNW
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The CPE notes limitations in the current funding situation in which donors traditionally funding gender equality and women's empowerment lack substantial physical presence in Rwanda's donor environment. Furthermore, the introduction of the concept and practice of the division of labour has to an unsubstantiated extent affected the potential of resource mobilisation for gender equality promotion in Rwanda. Nonetheless, engagement during the CPE, especially with bilateral donors, indicates that gender is still considered a cross-cutting issues across all sector working groups. Hitherto there has been limited tapping into available resources by actors in the sphere of gender equality, partly attributable to the absence of a vibrant Gender Cluster Working Group.

Therefore, under the new SN an important step will be for UNW to take the lead in advocating for re-activation of the Gender Cluster Working Group in Rwanda, development of a strategy for the Cluster Group and for the UNW CO to mobilise and tap into resources available in all sectors as will be defined by the division of labour under the new National Strategy for Transformation (the NST).

Recommendation 7: <i>UNW to lead the development of a systematic mechanism of screening all joint programmes for alignment to GEWE programming principles</i>	Urgency: Medium Impact: High Difficulty: Medium	Responsibility UNW and (potential) IPs
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The 2017 Gender Scorecard established that even though the One UN in Rwanda Joint Programmes meet minimum standards, those Joint Programmes that do not have GEWE as their main goal do not have a systematic way to screen their alignment with GEWE programming principles.

This finding provides opportunity for UNW to leverage SDG 5: *Achieve gender equality and empower all women and girls*, and to address the *Leave no one behind* UNDAP programming principle, among others, to lead in the development and implementation of a mechanism of screening and applying a gender lens to all UNCT joint programmes in the next UNDAP.

ANNEXES

Annex 1: The Rwanda UNW CPE Terms of Reference

Annex 2: Evaluators' Profiles

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ANNEX 1: THE RWANDA UNW CPE TERMS OF REFERENCE

The Terms of Reference are available from the UN Women Rwanda Country Office. Please e-mail Sandra Hollinger, Programme Analyst, on sandra.hollinger@unwomen.org

ANNEX 2: EVALUATORS' PROFILES

Dr. Janet Gruber: international consultant

Dr. Janet Gruber has more than 25 years' consultancy experience of evaluation, policy development and social development work throughout sub-Saharan Africa. Her first degree and Ph.D are from the University of Cambridge; other degrees are from Oxford and the School of Oriental and African Studies, London.

Janet has worked extensively on programme design, implementation and evaluation for the Department for International Development (UK Aid), most recently on access to justice for VAWG survivors in South Sudan. Her client portfolio includes UN agencies, USAID, Sida, Danida, Gavi (Janet was a member of Gavi's Independent Review Committee 2011-2014, its first ever designated gender and equity specialist) and the Bill and Melinda Gates Foundation.

Janet's most recent publication is: Bradley T and J Gruber 2018: 'VAWG Mainstreaming in Development: a Framework for Action'. *Development in Practice*. 28:1; pp. 16-32.

Arthur Byabagambi: national consultant

Arthur is a research, project management, development and evaluation expert based in Rwanda with close to 13 years' work experience, mainly in Rwanda and the East African Region. He has a Master's Degree in assessment and evaluation from the University of Melbourne Australia, a postgraduate diploma in Project Planning, Monitoring and Evaluation and a Bachelor's degree in agriculture from Makerere University, Kampala, Uganda

In working on gender equality and women's empowerment issues, Arthur has undertaken several assignments such as the desk-based risk and resilience contextual analysis for the Sida project *Enhancing Women's Rights, Protection, Qualitative Participation and Freedom from Violence in Rwanda* (2017-2019), the Country Context Assessment for the One UN in Rwanda in which he conducted an analysis of all sectors in Rwanda in regards to their contributions, status and gaps with respect to the UNDAP planning programming principle of "Human rights, gender equality and women's empowerment". Arthur has also worked as an evaluation consultant in Melbourne, Australia for a women's refugee support programme: *Our community, our rights*, <http://whwest.org.au/health-promotion/wellbeing/rights/> which has provided him with broader understanding of issues pertaining to overall women's rights and gender equality.

ANNEX 3: PERSONS INTERVIEWED AND SITES VISITED

Although their names are not listed here (in line with the ethical principles of the CPE), the CPE team wishes to express its profound gratitude to the members of the farmers' co-operative who gave their time on 29th January 2018 to discuss their experiences and what the intervention supported under the *Advancing and Sustaining Gender Equality Gains in Rwanda* Joint Programme led by UN Women has meant for them and their households. The team wishes also to express its sincere thanks to the members of the National Women's Council who facilitated the field trip.

Name	Title	Institution
Fatou Lo	Country Representative a.i.	UN Women Rwanda
Rose Rwabuhiri	Chief Gender Monitor	Gender Monitoring Office
Allen Cyizabye	Executive Secretary	Gender Monitoring Office
Ghafa Elfatih	Gender Advisor	UNHCR
Martina Pomeroy	Protection Officer	UNHCR
Gerard Bisine Handika	Operations Manager	UN Women Rwanda
Rwibasira Eugene	Executive Secretary	Rwanda Development Organisation
Muchochori K Dominique	Gender Statistics Consultant	UN Women Rwanda
Schadrack Dusabe	Programme Specialist	UN Women Rwanda
Dr. Monique Nsanabaganwa	Chairperson	New Faces New Voices
Murekatete Rugege	Project Coordinator	New Faces New Voices
Stephen Rodriques	Country Representative	UNDP
Aliya Hirji	Consultant	IOM
Mark Bryan Schreiner	Country Representative	UNFPA
Daniel Alemu	Deputy Country Representative	UNFPA
Sandra Hollinger	Programme Analyst	UN Women Rwanda
Emma Marie Bugingo	Executive Secretary	Pro-Femmes/Twese Hamwe
Ernest Bucyayungura	Programme Manager	Pro-Femmes/Twese Hamwe
Sandrine Umutoni	Director General	Imbutu Foundation
Felicien Ngiruwonsanga	Project officer	Imbutu Foundation
Felix Hagenimana	M&E Specialist	Imbutu Foundation
Claudette Irere	Director General	Ministry of ICT
Anitha Mutesi	Chairperson	FFRP
Specioze Nyiraneza	Programme Co-ordinator	FFRP
Jackline Kamanzi Masabo	Executive Secretary	National Women's Council
Marie Gladys Archange	Country Director	Plan International
Innocent Mutabaruka	Project Manager	Plan international
Judith Kaitesi Katarwa	Programme Co-ordinator	UN Women Rwanda
Damascene Gatere	Asst. Commissioner	Rwanda National Police
Linda Nkuranga	Director Anti-GBV Directorate	Rwanda National Police
Rose Muhisoni	Deputy Commissioner	Rwanda National Police
Prisca Uwamahoro	Deputy Mayor – Social Affairs	Nyamagabe District
Emmanuel Twayituriki	Executive Secretary	Nyamagabe District
Jean De Diew Karemera	PM&E officer	Nyamagabe District
Nyirazana Chantal	Gender and Family officer	Nyamagabe District
George Otoo	RCO Co-ordinator	UN Resident Co-ordinator's Office
Donna Kamashazi	Consultant	Ethos
Emma Carine Uwantege,	Programme Co-ordinator	UN Women
Judith Kaitesi Katarwa	Programme Co-ordinator	UN Women
Tess Kazuba	Executive Associate	UN Women
Germaine Gahuranyi	Finance Associate	UN Women
Fabiola Kanobayire	Administrative Associate	UN Women
Novella Nikwigize	Communication and Programme Consultant	UN Women
Tumaini Ochieng	Communication Consultant	UN Women
Janviere Mukantwali	Programme Officer	UN Women

Agnes Mukabsetsa	Programme Associate	UN Women
Josepha Mukamana		Food and Agriculture Organisation
Nadine Umutoni Gatsinzi	Permanent Secretary	MIGEPROF
Bosco Murangira	Director, Women's Economic Empowerment	MIGEPROF
Mikael Boström	Counsellor/Head of Development Co-operation	Swedish Embassy
Clement Kirenga	Programme Manager	Swedish Embassy
Frédérique de Man	Ambassador	Embassy of the Netherlands
Pieter Dorst	Head of Development Co-operation	Embassy of the Netherlands
Hongwei Rao	Ambassador	Embassy of the People's Republic of China
Mr. Yusu Shen	Ambassador's Secretary	Embassy of the People's Republic of China

ANNEX 4: EVALUATION REFERENCE GROUP

No	Name	Title	Institution
1	Fatou Lo	Country Representative ad interim	UN Women Rwanda
2	Shadrack Dusabe	Programme Specialist	UN Women Rwanda
3	Sandra Hollinger	Programme Analyst	UN Women Rwanda
4	Lineal Boström	Intern	UN Women Rwanda
5	Gayong Chung	Programme Support Officer	UN Women Rwanda
6	Janviere Mukantwari	Programme Manager	UN Women Rwanda
7	Judith Katarwa	Programme Manager	UN Women Rwanda
8	Emma Carine Uwantege	Programme Manager	UN Women Rwanda
9	Muchochilo K Dominique	TA Gender Statistician	UN Women Rwanda
10	Uwase Rachel	Intern	UN Women Rwanda
11	Dieudonne Raturwa	Programme Officer	UNAIDS
12	Theopista Kanzayire		UNDP
13	Batete Redempta	Gender Specialist	UNICEF
14	Robert Banamwana	M&E Specialist	UNFPA
16	Doreen Nyangesi	Gender Analyst	WFP
17	Aliya Hirji	Consultant	IOM
18	Ghala Elfator	Gender Advisor	UNHCR
19	Murekatete Rugege	Project Coordinator	New Faces New Voices
20	Umulisa Grace	Project Officer	Pro-Femmes/Twese Hamwe
21	Ingrid Karangeyire	Project Officer	Imbuto Foundation
22	Asiimwe Rebecca	Director MGMA	Gender Monitoring Office
23	Specioze Nyiraneza	Program Co-ordinator	Rwanda Women Parliamentary Forum (FFRP)
24	Alice Ababo	Project Manager	National Women's Council
25	Jean Marie Vianney Munyaneza	Project Manager	Plan International
26	Anette Mukiga	Director of Programmes	Rwanda Women's Network
27	Sifa Uwera	Consultant	Rwanda Initiative for Sustainable Development
28	Clement Kirenga	Programme Manager	Swedish Embassy
29	Cyurinyana Philomene	Legal Representative	FRSL/RWV
30	Iris de Groot	Justice and Governance	Embassy of the Kingdom of the Netherlands
31	Anne-Pierre Mingelbier	Deputy Resident Representative	Embassy of Belgium / Enabel
32	Mukashema Adelphine	Manager	WAM/NIC
33	Byukusenge M Grace	Project Manager	RDO
34	Caritas Kayilisa	Gender Advisor	MINAGRI
35	JMV Munyaneza	Project Manager	Plan International
36	Theophole Murwanyashaka	Director PME Unit	MIGEPROF
37	Niyonkuru Aline	M&E Specialist	MoH
38	Mary Balikungeri	Director	RWN
39	Dr. Nyiringabo Jean Marie	Country Director	Imiden Formation
40	Ingabire Egidie (Bibio)	Chairperson	ARFEM
41	Olivia Kabatesi Promise	M&E Specialist	RGB
42	Zacharie Ndayishimiye	Programme Officer	Legal Aid Forum

ANNEX 5: EVALUATION MATRIX

Evaluation Questions	Stakeholders to be interviewed	Data Collection Tools	Indicators
Cluster 1: Strategic Alignment of the UNW Rwanda Portfolio			
EQ 1.1. Is the portfolio aligned with national policies? RELEVANCE Potential sub-questions Is the portfolio aligned with global GEWE & HR policies and standards? If there is non-alignment at national/global level, why might that be?	UNW NGM GMO Other GoR Donors As for EQ 1.1	Desk Review KII Desk Review KII	Evidence of alignment Documented evidence of any alignment gaps
EQ 1.2. Is the portfolio addressing the root causes of gender inequality? RELEVANCE Potential sub-question [How] have gender equality principles and approaches been included in design, delivery and M&E of UNW-supported interventions	UNW & UNCT NGM, GMO & other GoR Donors UNW & UNCT GoR (all) Donors IPs	Desk Review KII/FGD Case Study KII	Evidence of intervention design, implementation & M&E being based on gender responsive situation analyses/baselines & reporting Evidence of links between expressed beneficiary needs & reported outcomes Documented evidence in UNW & IP reports
EQ 1.3. Has the portfolio been implemented according to human rights and development effectiveness principles: a. Participation/empowerment b. Inclusion/non-discrimination c. National accountability/transparency GENDER EQUALITY AND HUMAN RIGHTS	UNW & UNCT NGM & other GoR Donor partners IPs	Desk review KII & FGD	Evidence of intervention design, implementation & M&E being based on gender responsive situation analyses/baselines & reporting
Cluster 2: Management of the Strategic Note			
EQ 2.1. Does UNW Rwanda have access to the necessary skills, knowledge and capacities needed to deliver the portfolio? EFFECTIVENESS Potential sub-question If gaps exist, how might these have had an impact on delivery of the SN?	UNW & UNCT	Desk Review KII	Skills/capacity analysis Gap assessment
EQ 2.2. To what extent does the UN Women CO management structure support efficiency for implementation?	UNW	Desk Review KII	As 2.1.
EQ 2.3. Has a Results Based Management system been established and implemented? EFFICIENCY	UNW	Desk Review KII	Evidence of RBM use & reporting; OEEF analysis

Evaluation Questions	Stakeholders to be interviewed	Data Collection Tools	Indicators
Cluster 3: Achievements of the Strategic Note			
EQ 3.1. Are interventions contributing to the expected outcomes? For whom? EFFECTIVENESS Potential sub-questions To what extent have planned outcomes been achieved, and how many on time? Have any interventions closed early? If yes, why?	UNW & UNCT IPs Donors UNW IPs Donors UNW	Desk Review KII Desk Review KII Desk Review KII	For the whole of EQ3: tracking through use of CPE ToC - risks, assumptions, barriers and causal pathways Evidence of contribution to outcome level & RBM requirements as set out in the SN; JP/IP reports # of programmes that report on time against indicators as per agreements with UNW End of project reports; UNW ARs; normative policies, etc.
EQ 3.2. What unexpected outcomes (positive and negative) have been achieved? For whom? EFFECTIVENESS	UNW & UNCT GoR IPs Donors Rights Holders	Desk Review KII FGD Case Study	Evidence of such outcomes, in reports, through Case Studies
EQ 3.3. What has UN Women's contribution been to the progress of the achievement of outcomes? EFFECTIVENESS	UNW & UNCT NGM IPs Donors Duty bearers (e.g. UN system for JPs)	Desk Review KII	Evidence of contribution to outcome level & RBM requirements as set out in the SN NGM & IP reports; normative policies, etc.
EQ 3.4. What are the main enabling and hindering factors to achieving planned outcomes? EFFECTIVENESS	UNW & UNCT GoR IPs Donors	Desk Review KII FGD/Case Study	Attention to ToC risks, assumptions, barriers, causal pathways
Cluster 4: Co-ordination and Comparative Advantage			
EQ 4.1. Are the balance and coherence between programming-operational, co-ordination and policy-normative work optimal? EFFICIENCY	UNW	Desk Review KII	Reports regarding balance Funding streams
EQ 4.2. What is UN Women's comparative advantage compared with other UN entities and key partners? EFFICIENCY	UNW UNCT NGM Donors	KII	Evidence of UNW-specific inputs, e.g. meeting minutes, reports Reported impacts of UNW-specific skills, approaches, knowledge
EQ 4.3. What contribution is UN Women making to UN co-ordination on GEWE? Which roles is UN Women playing in this	UNW UNCT	Desk Review KII	Evidence of UNW contributions & impacts, e.g. DRG 2

Evaluation Questions	Stakeholders to be interviewed	Data Collection Tools	Indicators
field? RELEVANCE Potential sub-question What demonstrable contribution is UNW making to JPs?	UNW Relevant agencies IPs Donors	UN Desk Review KII	minutes/action plans Evidence of UNW inputs to UNDAF GEWE & HR mainstreaming 2014 - to date JP reports IP reports Case Study (e.g. female farmers?)
Cluster 5: Sustainability			
EQ 5.1. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits? SUSTAINABILITY	UNW & UNCT NGM & other GoR Donors IPs [Other Civil Society - if relevant?]	Desk Review KII FGD with non-IP CSOs?	Training reports # of people trained Evidence of improved service delivery?
EQ 5.2. What local accountability and oversight systems have been established to support the continuation of activities? SUSTAINABILITY	UNW NGM & other GoR Donors IPs [Other Civil Society - if relevant?]	Desk Review KII	Evidence of such systems being set up & sustained
EQ 5.3. Is there national ownership and are there national champions for different parts of the portfolio? SUSTAINABILITY	UNW & UNCT NGM & other GoR Donors IPs [Other Civil Society - if relevant?]	Desk Review KII Case Study?	Documented evidence of champions in action
Cluster 6: Design of the Portfolio			
EQ 6.1. How can the workload across mandates be prioritised most effectively? EFFICIENCY Potential sub-question What changes would you make to the design of the next SN, so as to optimise UNW's capacities, comparative advantage & engagement with Rwandan counterparts, based on lessons learned and best practices emerging from the SN 2014 -2018?	UNW UNW	Desk Review KII KII	Skills/capacity analysis Gap assessment

ANNEX 6: EVIDENCE TABLE - ADDRESSING THE CPE EVALUATION QUESTIONS

Evaluation Questions	A. Portfolio Analysis	B. Country Visits interviews and observations	Overall finding (on balance of evidence)
1. Is the portfolio aligned with national policies?	The SN was aligned to the UNDAP which was developed in line with the national development strategy (EDPRSII)	Interviews with especially national stakeholders confirm the alignment of the UNW work in Rwanda to their sector strategic plans which form part of the EDPRS II	Review of the UNDAP 2013 – 2018 and EDPRS II document confirms alignment of SN DRF to UNDAP Development results areas and EDPRS thematic areas.
2. Is the portfolio addressing the root causes of gender inequality?	Partially; most of the work of UNW has focused on the normative mandate which has addressed mainly gaps at national policy levels that are in their initial stages of addressing gender equality issues at the grassroots levels	Interviews with implementing partners validate the observation that vital legal reforms such as the land law and inheritance regimes have created space for advancing the gender equality agenda. But underlying issues such as social norms and patriarchal beliefs still limit full realisation of ultimate goals such as women’s economic empowerment through increase access to natural and other economic resources.	Substantial progress has been realised in addressing the underlying causes of gender inequality but various factors such as social norms still limit the move from policy to practice.
3. Has the portfolio been implemented according to human rights and development effectiveness principles: a. Participation/empowerment b. Inclusion/non-discrimination c. National accountability/transparency	Yes, the portfolio was implemented in line with UNDAP programming principles and approaches which holistically encompass human rights and gender principles in their design and implementation	Literature and interviews indicates women’s empowerment and increasing women’s participation in leadership and decision-making have been a priority during the current SN period. National accountability and transparency in addressing gender equality have been accentuated by the mandatory introduction of GBS and increasing availability of gender disaggregated data used in planning and monitoring is bringing to light areas of exclusion as well as inclusion.	Gender equality promotion interventions are gradually achieving intended goals; however. there is limited evidence of engaging men and boys in most of the GEWE interventions which potentially poses risks to sustaining of gender gains.
4. Does the organisation have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?	Partially; the CO has a committed and skilled team that has managed to deliver substantially on the UNW mandate. But resource constraints have limited the ability of the organisation to recruit sufficient staff to meet all demands	Interviews with stakeholders indicate a notable amount of appreciation for the UNW Rwanda Country Office team’s leadership, competencies and commitment to delivery. However most external stakeholders lament how there is limited capacity within the CO to provide the multi-faceted support required by the dynamic GEWE. Also internally, there	Knowledge and capacity is high within the UNW CO, but limited evidence of a systematic mechanism of knowledge management, especially knowledge sharing and evidence of use of new knowledge

	adequately.	is only limited evidence of the CO to tap into its international and regional resources to support in areas where expertise is limited within the existing organisation structure.	
5. Has a Results Based Management system been established and implemented?	Partially; principles have been applied mainly in reporting and captivity planning but the absence of an explicit TOC from the inception of the SN has resulted in repercussions that have limited UNW from fully utilising and RBM approach to programming	Desktop review reveals no explicit ToC for the SN; interviews with UNW programme staff indicate that an over-arching Theory of Change has been implicit throughout the implementation of the SN. There is also evidence of ToCs in mainly Joint programme documents but none at CO level. Quality of reporting has improved over the last four years with greater reporting against results as opposed to earlier activity-based reporting.	RBM has been implemented, mainly through compliance to reporting against the DRF and less in the OEEF, but causal pathways to work from 'if' statements towards achievements (or otherwise) of solid outcomes that can be evidenced has been limited.
6. Are interventions contributing to the expected outcomes? For whom?	Yes, results in all for 5 DRF results areas have been against the target groups as planned from inception.	Interviews with external stakeholders indicate that all interventions supported by UNW have focused on specific target groups including parliamentarians, local leaders, victims of violence, refugees, and vulnerable women in cooperatives and women in law enforcement. For all these categories, intended outcomes ranging from participation in decision-making forums, protection, capacity building to economic empowerment, results have been achieved, though to varying extents for each category.	There is evidence of changes in the lives and wellbeing of women who have been fully or partly engaged in UNW supported interventions. However, there is limited engagement of men in most of these interventions, leaving a critical gap in achieving and sustaining outcomes.
7. What has UN Women's contribution been to the progress of the achievement of outcomes?	UNW has contributed mainly through financial and technical support to the achievement of most of the outcomes.	Interviews with stakeholders under the different results areas indicate that in results areas concerned with capacity building, UNW has mainly been involved in provision of technical support through training and development of strategic tools. While most of the empowerment activities have provision of funding as support to interventions.	UNW has been an important contributor to the achievement of outcomes; resource constraints within the organisation have limited the extent to which results have been achieved.
8. Are the balance and coherence between programming-operational, co-ordination and policy-normative work optimal?	Partially, although there has been substantial progress in all areas of work of UNW, there is evidently most progress and resource	Interviews and observation reveal most of the progress and support from the UNW to normative work in Rwanda, which has in-turn made direct and indirect contributions to both program and	The normative landscape has been strengthened considerably, UNW's co-ordination activities have raised gender

	allocation to the normative work.	coordination work. From the budgetary allocation stand point there is still more allocations to normative related work	mainstreaming and its practical application far higher up the UNCT agenda and a number of interventions (sole and joint programmes) have supported genuine, positive change in a number of women's lives, their agency and opportunities.
9. What is UN Women's comparative advantage compared with other UN entities and key partners?	Yes, UNW currently maintains its position as the lead UN agency co-ordinating gender focus in Rwanda.	UNW leads DRG II of the UNDP and most of the gender related work in the UNCT. However interviews within the UNCT indicate that from the programmatic stand point there is still room for improvement to have UNW play a leading / strategic role in coordinating gender mainstreaming and all GEWE interventions within the UNCT programmes	UNW maintains the convening role, technical expertise and access to non-core resources for addressing GEWE within the UNCT, but its internal coordination role has not realised its full potential.
10. What contribution is UN Women making to UN co-ordination on GEWE? Which roles is UN Women playing in this field?	Yes, UNW currently maintains its position as the lead UN agency co-ordinating gender focus in Rwanda when dealing with external stakeholders.	Interviews with UNCT members indicate the key role UNW plays as a broker between the One UN in Rwanda and the GoR on all matters "gender". This is attributed to mainly its leading role in coordination and support of the National gender machinery.	UNW is the lead UN agency co-ordinating the gender mainstreaming interventions between One UN and GoR
11. To what extent was capacity of partners developed in order to ensure sustainability of efforts and benefits?	Yes, extensive capacity building has been realised in mostly national institutions involved in GEWE	UNW has been involved in several capacity building endeavours in the NGM partners and other public institutions. Most of this capacity has been enhanced in ensuring gender-responsiveness of tools and processes used in planning and decision-making.	Although substantial capacity has been enhanced at national level, there is limited evidence of sufficient knowledge transfer to local government, CSO and private sector.
12. What local accountability and oversight systems have been established to support the continuation of activities?	Potentially the most significant contribution of UNW has been in the institutionalisation of the GBS	GBS will continue to be supportive in ensuring accountability gender equality is addressed in all sectors of development. Also generation of gender disaggregated data will ensure transparency is maintained in planning and implementation.	Gender accountability and oversight mechanism have been put in place, however challenges still exist in the analytical utilisation of the information generated by these mechanisms.

ANNEX 7: CONTRIBUTION ANALYSIS TABLE

This table sets out a number of key areas of contribution made by UNW Rwanda during the lifetime of its current Strategic Note, which ends in June 2018. Desk reviewed data and data collected as part of the CPE have been analysed and triangulated. Briefly to summarise the process of contribution analysis: it is an approach for assessing causal questions and inferring causality in evaluations. It offers a step-by-step approach designed to arrive at conclusions about the contributions UN Women Rwanda has made to achievement of Outcome level indicators. The essential value of contribution analysis is that it offers an approach designed to reduce uncertainty about the contribution UN Women as a whole and its three core mandate areas (normative work, co-ordination and operations/programmes) are making to outcomes; it achieves this through an understanding of why the observed outcomes have been achieved (or not) and the roles played by the intervention and other internal and external factors.

Changes analysed by the evaluation	Links to UN Women	Other contributory factors	Plausible contribution by UN Women	Evidence of change	Gender Equality and Human Rights implications
Legal reforms that aim to advance women's rights including: the 2016 law governing matrimonial regimes, donations granted or received within a family and successions, the 2013 amendment of the law governing land management that guarantees equal rights on land access, ownership and utilization to both men and women.	UNW supported the Women's parliamentary forum (FFRP) and the induction capacity building activities for new parliamentarians	Political will demonstrated by national leadership to accept the proposed changes to the laws and enforce actions to ensure realisation of indented goals .	UNW support to the FFRP has include support to the entity's engagement with citizenry to enhance understanding of pertinent gender issues that can be addressed through legislation. UNW has supported induction training of new legislators that has included analysis of policies through a gender lens, which has contributed to the observed reforms.	1 years subsequent to the legal reforms, ownership of land by women has increased to 26% compared to 18% of men, and 54% by both spouses. Reforms have indirectly contributed to women's economic empowerment through increasing access to collateral property. Subsequently, financial inclusion for women has increased from 68% in 2012 to 87% in 2016	The legal reforms not only provide opportunity for advancing gender equality, mainly through women's economic empowerment but also contribute to enhancing the recognition of the value of women in society, self-reliance, dignity and ultimately respect and protection of their rights.
Strengthened capacities of electoral commission	UNW has been directly and through Joint	Willingness of women to listen and accept	UNW supported training of at least 512 women from	This has contributed to Rwanda having the	The increased representation of women in political and

Changes analysed by the evaluation	Links to UN Women	Other contributory factors	Plausible contribution by UN Women	Evidence of change	Gender Equality and Human Rights implications
and political parties to promote women's participation in electoral processes both as candidates and voters	Programs such as the A2J and DDAG involved in support to the national electoral commission and national platform for political organisations	challenges of engaging in political and leadership activities. Partners such as the NEC and NFPO that accept to collaborate with UNW	political parties and leaders to enhance their skills in political participation, processes, and building self-esteem. UNW also supported Pre-election civic education programs and capacity building activities targeting political parties, campaigns, voting administration and post-elections management	highest age (64%) of women in parliament in the world, 38% in the senate, 41% in the cabinet, 43% of Supreme Court judges and district advisory councils 43-52%	leadership positions not only creates a balance in gender representation but also opportunity for advancement of women's rights and issues in important platforms.
Scale-up of Isange One-Stop Centres (6 existing refurbished, 23 new) 2014-june 2017	As lead on this UN Joint Programme (JP), UNW provided technical support on GE and EAW to the four GoR implementing partners; it also managed M&E	GoR and implementing partner commitment; Netherlands Govt support; the World Bank has committed to further support and scale up	Considerable	Physical presence of IOSCs; commitments of GoR IOSC implementing partners	Significant: roll out of IOSC to bring services closer to more survivors. Challenge now to sustain scale up in terms of breadth of service delivery at all IOSC, so that survivors of sexual violence continue to receive an integrated service and support
Advancing & Sustaining Gender Equality Gains in Rwanda	As lead UN Agency on this JP, UNW has provided significant support across the 4 programme objectives: e.g. the National Gender Machinery has been strengthened for oversight, as have accountability mechanisms; GE is being mainstreamed in national instruments, e.g. NST; 40	Strong and sustained commitment of GoR; Swedish Govt support;	Considerable		

Changes analysed by the evaluation	Links to UN Women	Other contributory factors	Plausible contribution by UN Women	Evidence of change	Gender Equality and Human Rights implications
	[mainly] women's co-operatives have received support				
<i>Expansion of gender disaggregated evidence base (under UNW DR5)</i> Support to the gender budgeting process	Support to NISR Gender Budget Statements supported by UNW since 2013; much expanded under current SN Much support provided to strengthen parliamentarians' data capacity, plus the GMO 2016 Rwanda DHS: 2 modules gender analysis provided through UNW support			GBS developed and used Data capacity gaps at district level slowing progress; next step is to make GBS 'real', to follow through to results level Next step: UNW should focus on availability of disaggregated data at results level	<i>Significant: gender disaggregated data will support devt. of robust evidence base that enables effective tracking of institutional, knowledge management, social norm change, potential barriers & which can highlight extent to which vulnerable/marginalised group rights holders engaged in processes</i>
Climate resilient agriculture [developed from the global UNW Strategic Plan 2018-2021 TP 7: <i>More rural women secure access to productive resources and engage in sustainable agriculture</i> (Output 10)]	Global UNW required all COs in 2015-16 to choose one of its new 'flagship programmes'; TP 7 is that chosen for Rwanda, to link into other RWEE support. UNW launched the <i>JP Buy from Women</i> from June 2016, linking into the UN FAMA programme	Positive: good working relationship with FAMA and other partners; support to 12 co-ops Negative: delays in full app launch - technical & IT connectivity issues, plus farmers' lack of smart phones, gaps in power	Moderate: support to 12 farmers' co-operatives and to [ongoing] development of BFW platform app Agriculture does not represent a comparative advantage for UNW Rwanda, although the context through which BFW was developed is appreciated	3,200 farmers in 12 co-ops have been trained and supported FAMA programme's gender responsiveness enhanced	Potentially, should digital platform become fully operational - farmers, female and male, will have more engagement across the value chain and theoretically greater opportunity for co-op management of their primary and processed agricultural products

ANNEX 8: BOUNDARY PARTNERS AND USE OF THE TOC IN THE CPE PROCESS

An Overview of UNW's Normative Partnerships					
	Partners	UNW Activities	Target Groups	Target Changes	Links to other Activities
CEDAW and Universal Periodic Review (UPR)	NGM & GoR	support to 2014 CEDAW report process	NGM & GoR > Rwandan women	Continued focus on CEDAW & gender-responsive legal etc. instruments	Law N°003/2016 of 30/3 2016 - maternity leave & benefits
Beijing Platform for Action	NGM, GoR, Districts	Technical & institutional support to NGM reflective of Beijing PFA, e.g. Local Govt. Gender Mainstreaming Strategy, 2016 revision of National Gender Policy	NGM & GoR > Rwandan women	Ongoing focus on effective normative action	Other gender-responsive strategies at national & district levels
UNSCR 1325/1889 1820/1888 1960 2106 2122	GoR, RNP	Support to new NAP for UNSCR 1325	GoR, RNP, refugees, other relevant vulnerable groups	Ongoing attention to UNSC Resolutions	Refugee camps' gender needs assessments (see also Table 5)
SDGs	GoR, NISR	Support to SDG policy gap analysis - gender focus	GoR, NISR & other UN agencies	Localisation of the SDGs	DaO, JP under UNDP Result Area 2

An Overview of UNW's Co-ordination Partnerships					
	Partners	UNW Activities	Target Groups	Target Changes	Links to other activities
Gender Theme Group		No ref to GTG or extended GTG in the 2015 & 2016 UNW Annual Reports or One UN UNDP Report 2016-17			
Extended GTG		See above ^			
UNCT Main-streaming	UN system Rwanda; & e.g. Ministry of Gender - for women, peace, security (WPS) co-ordinated action	Co-chairs DRG 2; Inputs to SDG domestication; catalytic role to support UNCT to meet WPS commitments		Greater operational efficiency & effectiveness across UNCT re GE & HR	To UNDAF; GoR GE & HR main-streaming foci
Joint Programmes 1. Cross Border	1. FAO	1. Training for	1. Female	1. Enhanced	1. To Buy from

Trade		cross border female traders	farmers & traders	business management, greater finance access	Women [?]
2. Counter trafficking	2. GoR, IOM (+ USAID)	2. GBV, GE & HR tech inputs	2. GoR entities, civil society	2. Focus on greater integration of counter trafficking action	2. To One UN focus on HR (& gender) main-streaming; also to GRB activities; to Isange OSC; etc.
UNDAF/ UNPF	1. DRG2 members; UNCT 2. UNDP, UNFPA, WFP, UNICEF	1. DRG2 reviewed UNDAP results framework 2. UNW + those \$ UN agencies developed UNDAP Common Country Programme Document + Resource & Result Frameworks	1 & 2. UNCT	1 & 2. Enhanced co-ordination; enhanced attention to GE & HR	To Joint Programmes - improved division of labour; best use of UNW comparative advantage?

An Overview of UNW's Programme/Operational Partnerships					
	Partners	UNW Activities	Target Groups	Target Changes	Links to other Activities
Leadership	NGM, UNDP, UNFPA, Sida	Advancing & Sustaining GE Gains in Rwanda (Joint Programme)	NGM	NGM capacitated re oversight, co-ordination of GE commitments	GRB, RNP work on GE, etc.
WEE	1. WFP, RDO, MINAGRI	1. The 'Buy from Women' initiative	1. Female farmers	1. Enhanced market engagement	1. Potential scale-up with Min of Ag.
EVAW	1. City of Kigali	1. Safe City Initiative	1. Female street vendors	1. Safe mini markets	?
Peace & Security	1. UNCT 2. RNP	1. Refugee gender needs assessment 2. Anti-GBV Desks	1. Refugees Humanitarian actors 2. Police, GBV survivors	1. Support to gender- responsive protection 2. GBV case reporting increase	1. UNW support for gender-responsive humanitarian response 2. Referral to/ from IOSCs
Governance	NISR	Research Capacity Strengthening	NISR & local govt entities	Enhanced capacity to provide disaggregated data to evidence-based gender-responsive policy formulation	UNDAP (under Result Area 2: Accountable Governance; SDG localisation

The Theory of Change for the UN Women Rwanda Country Portfolio Evaluation 2018 and its use in CPE processes by the team and Evaluation Reference Group members

Background: the Theory of Change in the current SN and UN Women Rwanda

UN Women Rwanda does not apply an explicit Theory of Change to support and guide its SN 2014-2018 programme of support. The implicit ToC governing the development of UN Women Rwanda's SN 2014 - 2-18 was that *if women lived in an enabling environment where their rights were protected through progressive laws and policies, and if they could lead and participate in processes affecting their lives, be economically empowered and free from violence, then significant progress on GEWE would be achieved*. Further information received during the CPE fieldwork is that the development of the SN followed global UNW guidelines and ensured contextualisation to Rwanda of the UNW Global Strategy Development Results; the SN was also aligned to UNDAF and the EDPRSII - all such activities would have been informed by the implicit ToC.

It is acknowledged by the UNW Rwanda Country Office that communication of the ToC to partners in 2014 was incomplete.

As stated in the Position Paper developed to inform the 2016 Mid-Term Review of the Strategic Note: 'No clear Theory of Change has been articulated to underpin the country programme, but the programme mainly aims to consolidate and advance the Gender Equality and Women's Empowerment gains in Rwanda' (p2).

Due to time pressures, the CPE team took on the task of drafting a light touch, evaluation-specific, Theory of Change. Members of the Evaluation Reference Group had opportunity to review and validate the ToC at the inception workshop on 19th January.

As will be seen below, the Theory of Change addresses processes and causal pathways to achievement or otherwise of Outcome Level for Development Results 1-5.

The Theory of Change for the UN Women Rwanda Country Portfolio Evaluation 2018

Development Results	1. Women lead and participate in decision making at all levels	2. Women, esp. the poorest & most excluded, are economically empowered + benefit from development	3. Women and girls live a life free from violence	4. Peace, security and humanitarian action are shaped by women leadership + participation	5. Governance + national planning fully reflect accountability for GE commitments + priorities
Outcomes IF Outputs are achieved, THEN Outcomes may be achievable + sustainable These are over-arching Outcome statements for each of DR 1-5	Through results-based UNW support, targeted women + linked stakeholders demonstrate increased decision-making participation	Through results-based UNW support, targeted women have gained greater access to and control over economic resources during the lifetime of the SN 2014 - 2018	Through results-based UNW support, targeted women and girls have increased agency and autonomy, live free from discrimination & violence, have greater say in life decisions	Through results-based UNW support, targeted women in security sector capacitated + active; women affected by humanitarian crisis see improvements in safety + opportunity	Through results-based UNW support, stakeholders implement + report against enhanced and targeted accountability GE mechanisms
Outputs IF Outputs support norm change THEN ☑ sustainable & evidenced outcomes	UNW supported outputs enable legal frameworks, mechanisms for women's greater participation	UNW supported outputs demonstrate improvements in women's economic opportunities + gains	UNW supported outputs demonstrate positive social norm change ☑ reduction in VAWG	UNW support achieves greater security sector capacity; G. assessments facilitate +ve change	UNW support demonstrates strengthened, targeted accountability mechanisms
Interventions IF interventions supported by UNW effectively tracked, THEN input ☑ outcome pathways can be evidenced	UNW supports evidence-based, documented interventions targeting greater female participation in decision-making	UNW supports evidence-based, documented interventions targeting + challenging barriers to women's economic empowerment	UNW supports evidence-based, documented interventions targeting + challenging societal, community, household + individual VAWG norms	UNW supports evidence-based, documented interventions targeting female presence in security mechanisms + gender focus in humanitarian work	UNW supports evidence-based, documented interventions targeting enhanced + gender mainstreamed accountability mechanisms
Key Assumptions Over-arching assumptions common to DR 1-5	1. Enabling normative environment at national/sub-national/global policy level - policies, laws, frameworks implemented and adhered to 2. Social norms change through programmatic interventions and policy ☑ support to women's greater and more equal participation in all spheres of life 3. Favourable implementation environment: adequate, evidence-based UNW capacity & co-ordination, partner capacities, engagement & co-ordination 4. IF UNW supported actions & interventions are evidence-based & M&E'd, as well as of appropriate quality, causal pathways can be evaluated.				
Assumptions specific to DR 1-5	Legal instruments, policy framework, social norms enable greater participation	Economic mechanisms' changes matched by genuine norm change at all levels	Vulnerable groups engaged, active + VAWG changes evidenced	As per DR1 + PSHA actors capacitated + active; vulnerable groups engaged	GE governance mechanisms exist + in use, accountability practised & evidenced
KEY, OVER-ARCHING Risks + Barriers common to Development Results 1-5	Dominant social norms, political and moral economy factors (values, beliefs, attitudes, behaviours, policies and practices) support male dominance, condone and perpetuate unequal power relations between women and men, thereby undermining women and girls' human, social, sexual, political and economic rights and opportunities. Policy-practice gaps persist. UNW funds, capacity development, evidence and results-based approaches inadequate.				

Points to elaborate the Theory of Change: developed by the CPE team and ERG members at the inception workshop on 19th January 2018

1. This is an over-arching Theory of Change (ToC), specifically and solely developed to inform the CPE.
2. The ToC is not, and cannot be, a *post hoc* framing and analytical instrument for the entirety of the Strategic Note 2014 - 2018.
3. The ToC also inevitably reflects the situation as existed in 2014 and as such is somewhat static; because there was only an implicit ToC for UNW Rwanda, no opportunity arose for review, accommodation of changes achieved, etc.
4. Because this is an over-arching ToC, it addresses the different causal pathways leading to outcomes with a general focus, i.e. the ToC does not list or elaborate upon each input and output with which UNW has been engaged since 2014. However, while the ToC does not specify support to e.g. gender budgeting or women farmers, the CPE team will address individual inputs, outputs and outcomes during fieldwork, applying a cluster approach and contribution analysis.

Evaluation Reference Group inputs from 31/1 2018 using the CPE Theory of Change

At the topline debrief meeting on 31st January, Evaluation Reference Group members and other meeting participants were asked to use group work to review a shortlist of preliminary findings and to look forward to the development of the next SN (those findings were not based on data analysis, for which the CPE team had not had time at that point, having just completed data collection). Participants were provided again with the CPE ToC, to facilitate their group work.

The five tables setting out group work on each of the five SN 2014 - 2018 Development Results are set out below. The key points to emerge from group work and plenary discussion are given immediately below.

Key points emerging and relevant to the ToC process

1. Attention to interventions (co-ordination and programmatic) that actively **promote and support social norm change for GEWE and EAW** will need to be central to the SN 2018 - 2023 - and its ToC.
2. **The evidence base needs to be more robust, as does overall knowledge management** - across the SN and for individual interventions, e.g. needs assessments should be conducted in advance of any decision to allocate often scarce resources to programmatic interventions. Comment was made that the UNW RBM needs to be even more effective, with no baseline gaps this time round.
3. **The Imihigo Performance Contract** (which cuts across all strata of government and can also be found at community and individual household levels) emerges as a potentially key mechanism by which all can be held to account specific to gender equality. This is felt to represent an area where UNW might have comparative advantage in terms of expansion of focus during the next SN.
4. **The next step in the hard work on engendering policies and getting them into action [the policy-practice gap] is at district and community levels, as well as individual household.** The view expressed by participants is that delays and gaps are not primarily due to reluctance or resistance to change among local government officials (although that too will play its part) but to capacity shortfalls. This reflects not solely on development of Gender Budget Statements, on District Development Statements, etc. but on using these as instruments to measure and track results.
5. **UNW's support to normative work** has reaped dividends in the course of the current SN and has spoken to its comparative advantage - next steps might include supporting the NGM to implement policy and ensure adherence with practice.
6. Engagement with **civil society organisations** should be expanded and strengthened.

7. In terms of WEE, there should continue to be expansion of engagement with the **private sector and women's entrepreneurship training**.

UNW Development Result 1: Women's Leadership and Participation

	CPE KEY PRELIMINARY FINDINGS	Key Response Actions - Looking Forward to the SN 2018 - 2023
1	At national level, UNW normative support is realising its objectives; the next step is to mainstream, operationalise and provide evidence of normative work outcomes at decentralised GoR levels and in the private sector	1. Sustain the gains and qualitative participation of women in parliament. 2. Develop a strategy to mainstream Gender Equality and Women's Empowerment at local government and the private sector 3. Gender Research, M&E that follow RBM approaches that capture both qualitative and quantitative
2	UNW could further support institutionalisation of policy and practice in duty bearer organisations	1. UN Women to provide technical and financial support to National Gender Machinery to implement policy and enforce practices among duty bearers 2. Engender District Development Strategies (DDS) and Imihigo (District Performance Contract) 3. Increase number of women in leadership positions in local government at all levels
3	Civil society represents a constituency for future deepened engagement on this DR; CSOs represent a potential future resource	4. UN Women develop a strategy on how to partner with CSOs on GE WE for the implementation of the Strategic Note 5. Capacity development of CSOs

UNW Development Result 2: Women's Economic Empowerment

	CPE KEY PRELIMINARY FINDINGS	Key Response Actions - Looking Forward to the SN 2018 -2023
1	Stronger focus required on strategic programme planning, strengthening RBM focus and WEE across the value chain	RBM Theory of change: the expected results and at the project level and country level Baselines: at the country and thematic level (WEE) and M&E - plan ahead of time in order to measure the progress A yearly review on the full picture of what has been achieved. Entrepreneurship capacity building Access to information Access to Finance Technical skill in their fields Conducting needs assessment prior to project design

2	UNW and its partners need strategically to address technical and financial resources, policy-practice gap in WEE in the next SN period	Knowledge on the policies that are in place
		Access to legal aid
		Advocacy for an additional policy in Imihigo regarding the gaps in the knowledge of policies This is in terms of accountability of institutions in different areas; e.g. the ES knowing how many women got loans from SACOs
3	Limited private sector WEE engagement across the UNCT; this provides opportunities for UNW to work in partnership to address issues such as the gender pay gap	Involve more women in the Private Sector Foundation (PSF)
		Advocate for more presence of PSF in all districts targeting especially women
		In terms of pay gaps: we would need documented statistics
4	Potential to expand WEE for refugees – not being fully integrated into the NST provides opportunities for UNW as part of the UNCT to address links between WEE and humanitarian support	Implementers to have targeted interventions that focus immediately to Women in Humanitarian situations
		UNW to ensure that different actors who are responding to humanitarian crisis have targeted interventions for WEE
		Involvement of women in camps in WEE interventions that are focused in their districts / surrounding communities

UNW Development Result 3: Preventing Violence Against Women

	CPE KEY PRELIMINARY FINDINGS	Key Response Actions - Looking Forward to the SN 2018-2023
1	Capitalise on the <i>HeforShe</i> momentum	<ol style="list-style-type: none"> 1. Translate into concrete actions after sign ups to implement the HeforShe commitments 2. Continue to popularise on putting into actions HeforShe commitments (Imihigo); individual responsibilities of fulfilling it (going back and see what changes expected from people who have signed up)
2	UNW to consider opportunities to provide further technical support for the realisation of the IOSC initiative as it continues to scale up nationally	<ol style="list-style-type: none"> 1. Come together as UN family (joint efforts/synergy) to continue supporting IOSC putting more attention to children 2. Link to community initiatives the IOSC SOPs (while providing psychological/socioeconomic response/reintegration of victims) 3. Pay attention to quality and sustainability of services
3	The next SN should prioritise EAW prevention, while continuing to support response mechanisms EAW prevention must include greater male engagement	<ol style="list-style-type: none"> 1. Linkage between the IOSC and the community towards prevention of VAW/GBV 2. Generating evidences (knowledge management, documentation and dissemination) 3. Put in place BCC mechanisms/strategies to address social norms
4	Build on UNW's support expanding EAW evidence base to target social norm change in the next SN – e.g. on IPV	<ol style="list-style-type: none"> 1. See for # 3

UNW Development Result 4: Peace, Security and Humanitarian Action

	CPE KEY PRELIMINARY FINDINGS	Key Response Actions - Looking Forward to the SN 2018 - 2023
1	UNW to strategise on how most effectively to use its GE & HR comparative advantage to support key P, S & HA duty bearers going forward, to ensure continued focus on ERAW and WEE in all relevant programmes	<ol style="list-style-type: none"> 1. Involve CSOs in monitoring/follow up the UNSC Resolution 1325 (S/RES/1325), Peace and security regional framework on peace and security and other frameworks on women in peace and security. 2. Gender mainstreaming in livelihoods activities

UNW Development Result 5: Governance and National Planning Reflective of GE Accountability

	CPE KEY PRELIMINARY FINDINGS	Key Response Actions - Looking Forward to the SN 2018 - 2023
1	Specific to national planning: GRB – address capacity gaps for operationalising and building evidence base on how this instrument support and sustains change	<ol style="list-style-type: none"> 1. Gender Research, M&E that follow RBM approaches that capture both qualitative and quantitative 2. Provide technical and financial support to budget entities to implement GRB at all levels
2	Specific to national planning: support more effective use of gender statistics in implementation and reporting	
3	Consider systematic approach to addressing gender-responsive national HIV strategies, plans and budgets and building the evidence base	<ol style="list-style-type: none"> 1. Develop a strategy on how consistently to engage men in fight against HIV, GBV - and budget for this 2. Support women's economic independence (access to finance, access to productive employment)

ANNEX 9: STATUS OF INTERVENTIONS SUPPORTED BY UNW DURING THE SN 2014 - 2018

Development Results			Key interventions	Status	Year
1	Women lead and participate in decision making at all levels				
Outcome 1.1	Legal frameworks, and policies to advance women’s right to participate in decision making at national and local levels are fully implemented.				
Outputs	1.1.1	Enhanced capacity at national and local levels to implement the constitution, legal frameworks and policies that promote women’s political participation	<ul style="list-style-type: none"> •Produced the Beijing Platform for Action +20 national report review, •Developed the National Women’s Empowerment Strategy. •70 members of the Rwanda Women Parliamentary Forum (FFRP) trained in in gender and leadership. • Technical and advisory support provided to the formulation of NWC (2016-2021) and GMO (2017-2022) strategic plans •64 Managers from NGM and Social protection cluster trained in transformative leadership 	<ul style="list-style-type: none"> •Complete •Complete •Complete •Complete •Complete 	<ul style="list-style-type: none"> 2014 2014 2014 2016
	1.1.2	National and decentralised institutions have improved access to knowledge products and tools to formulate and implement gender responsive policies	<ul style="list-style-type: none"> •Develop 8 sector and district gender profiles. •The Gender Thematic report from the population and housing Census and the National Gender Statistics report published and used in national planning, budgeting and reporting. •The third Strategic Plan for the Transformation of Agriculture (PSTA3) Results framework elaborated with inclusion of gender sensitive indicators and targets. •Support to PSTA4, in collaboration with FAO, UNW convened a policy dialogue on gender at the parliament and advocated for further gender mainstreaming 	<ul style="list-style-type: none"> •Complete •Complete •Complete •Complete 	<ul style="list-style-type: none"> 2014 2014 2014 2017
	1.1.3	Strengthened capacities of electoral commission and political parties to promote women’s participation in electoral processes both as candidates and voters	<ul style="list-style-type: none"> •512 women from political parties and leaders enhanced their skills in political participation, processes, and building self-esteem. •Pre-election civic education programs and capacity building activities targeting political parties, campaigns, voting administration and post-elections management were conducted in collaboration with NEC, Profemme Twese Hamwe and GMO 	<ul style="list-style-type: none"> •Complete •Complete 	<ul style="list-style-type: none"> 2015 2015
Outcome 1.2	Gender responsive measures (mechanisms, processes and services) promote women’s and				

Development Results			Key interventions	Status	Year
youth leadership and participation in politics/decision making					
Outputs	1.2.1	Capacity of gender equality advocates strengthened to promote women's and youth leadership and political participation	<ul style="list-style-type: none"> • 61 Radio messages, 17 TV spots and field visits were conducted in all the 30 Districts that contributed to building accountability and visibility of the NGM. • 2,135 young women and girls from 10 higher learning institutions and 300 from secondary schools benefited from mentorship programmes by women leaders. • Supported National Women Council (NWC) to establish a user-group for identifying, orienting, advocating, mobilizing and follow-up of women's issues across the country. 	<ul style="list-style-type: none"> • Complete • Complete • Complete 	<ul style="list-style-type: none"> 2014 2014 2015
Outcome 1.3	Gender equality advocates influence constitutions, legal frameworks and policies to increase women's leadership and political participation				
Outputs	1.3.1	Strengthened dialogue mechanisms and enhanced policy space to enable gender equality advocates and civil society to promote political participation	<ul style="list-style-type: none"> • 55,000 women, men and youth engaged in dialogue and dissemination of gender equality and women's empowerment messages and more than 20,000 persons signed up for the HeForShe campaign during the dialogues in 2016/17. • Supported GMO and FFRP conduct community and accountability dialogues on ownership of gender commitments by local, district and community leaders and also served to discuss findings of the monitoring of prevention and response mechanisms to GB 	• Ongoing	2016 - 2017
DR 2	Women, especially the poorest and most excluded, are economically empowered and benefit from development				
Outcome 2.1	National plans, legislation, policies, strategies, budgets and justice mechanisms adopted and implemented to strengthen women's economic empowerment				
Outputs	2.1.1	Enhanced capacity of legislators and policy makers in applying international standards, accountability mechanisms and budgetary allocations in national laws, policies, programmes and regulations on women's economic empowerment	<ul style="list-style-type: none"> • Supported national institutions to increase gender equality accountability through social protection programmes. • Gender needs assessment in Mahama refugee camp and demanded accountability from all humanitarian actors for taking into account gender needs and mend gender gaps in the response offered to refugees. • Interagency gender needs assessment conducted in all 6 refugee camps. The gender needs 	<ul style="list-style-type: none"> • Complete • Complete • Complete 	<ul style="list-style-type: none"> 2015 2015 2016

Development Results			Key interventions	Status	Year
			<p>assessment is about SGBV, leadership and WEE.</p> <ul style="list-style-type: none"> • UNW supported the gender assessment of EDPRS II and the subsequent efforts to inform NST, DDS and DDPs. • Support to city of Kigali in particular the Agaseke programme and the Kimisagara market for women street vendors. 	<ul style="list-style-type: none"> • Complete • Complete 	<p>2016 & 2017</p> <p>2017</p>
	2.1.2	Decision makers have access to nationally-generated and disaggregated data and statistics on women's economic opportunities	<ul style="list-style-type: none"> • Lists of all gender related indicators/targets provided to the National Institute of Statistics of Rwanda for consideration during the Joint Sector Working Groups reviews and development of sector strategic plans. • Production of the National Gender Statistics Report 2016. 	<ul style="list-style-type: none"> • On-going • Complete 	<p>2016</p> <p>2017</p>
Outcome 2.2	Financing barriers removed and women's capacity to invest in climate-resilient agriculture increased				
Outputs	2.2.1	Improved and targeted access to training, peer to peer learning, and skills development	<ul style="list-style-type: none"> • 13 Cooperatives of women weaving supported to improve quality of their products. • 962 participants (50% women) trained as business development advisors. • 12 cooperatives supported with green houses are involved in ongoing training of other farmers in green house production and others farmers are being trained in horticulture production with support from NAEB and Imbuto foundation. • Capacity building for 4 women's cooperatives in cross-border trade and customs officials at border points 	<ul style="list-style-type: none"> • Complete • Complete • On-going • Complete 	<p>2015</p> <p>2015</p> <p>2016</p> <p>2017</p>
Outcome 2.3	Opportunities for women farmers to move up the value chain promoted				
Outputs	2.3.1	Increased capacity of women farmers and cooperatives	<ul style="list-style-type: none"> • Through farmer field schools 14 women led cooperatives were created and given legal status. • Rural women farmers have increased their access to productive resources including land, start-up capital and the resulting income. 51 women groups composed of 502 women received 132 cows. • National campaign engaging 120 female lead farmers conducted in partnership with the MINAGRI to raise awareness of rural women 	<ul style="list-style-type: none"> • Complete • Complete • Complete 	<p>2014</p> <p>2014</p> <p>2014</p>

Development Results			Key interventions	Status	Year
			<ul style="list-style-type: none"> on "Access to finance". Rural women farmers supported with 10 greenhouses to help them cope with the impact of climate change and increase agricultural productivity. 44 cooperatives of former women street vendors supported with start-up capital to start formal businesses. Launched the "buy from women" digital platform that has 3,000 (65% female) farmers registered and 10 pilot cooperatives signed pre-planting contracts with buyers 	<ul style="list-style-type: none"> Complete Complete Complete 	2015 2015 2016
DR 3	Women and girls live a life free from violence				
Outcome 3.1	Laws, policies and strategies adopted and implemented in line with international standards and informed by voices of women survivors of violence to prevent and respond to violence against women and girls				
Outputs	3.1.1	Capacity of national authorities and policy makers to develop and implement strategies, laws and policies to prevent and respond to VAW/G enhanced	<ul style="list-style-type: none"> A second Command Post exercise (CPX) themed: "African Security Organs' Synergy to End Violence against Women and Girls" for all African security organs was conducted in partnership with the Rwanda National Police and Africa UNiTE Campaign. 	<ul style="list-style-type: none"> Complete 	2015
	3.1.2	National and local authorities and partners have access to international evidence-based practices to prevent and respond to violence against women and girls in private and public spaces, including practices related to working with men and boys		Incomplete	
Outcome 3.2	Women and girls use existing multi-sectoral, quality VAW services, which are survivor focused Indicator: Percentage of survivors of VAW accessing quality services at the One Stop Center (OSCs)				
Outputs	3.2.1	Improved availability of quality, survivor focused and multi-sectoral VAW services to support women, girls and children	<ul style="list-style-type: none"> IOSC units increased from 2 to 44 and have provided services to over 15,000 GBV victims over the last 4 years. IOSCs establishment complete but provision of services is continuous 96 dignity kits provided to refugee women survivors of GBV, unaccompanied adolescent girls and disabled women along with multidisciplinary services, including legal, medical and psychological services 	<ul style="list-style-type: none"> Ongoing Complete 	2014 - 2017 2015
	3.2.2	Strengthened capacity of	<ul style="list-style-type: none"> Service providers including police 	<ul style="list-style-type: none"> Ongoing 	2017

Development Results			Key interventions	Status	Year
		multi-sectoral VAW service providers to provide quality, survivor focused support to women and girls	officers, GBV officers, social workers and psychologists trained in application of the Multi-Disciplinary Investigative and Intervention Model. <ul style="list-style-type: none"> •Developed SoPs for IOSCs, the Isange book and video on the functioning and services of the IOSCs •As part of the support to national anti-trafficking initiatives, the RNP was supported with equipment including cameras, audio and video recorders among others •Supported implementation of the safe cities initiative through among others supply and installation of CCTV cameras in public transport facilities, and conducted awareness raising in schools in Kigali city. 	•Complete	2017
				•Complete	2017
				•Complete	2017
	3.2.3	Increased awareness of women and girls of availability of multi-sectoral VAW services	•Conducted the regional women in security organs convention in Kigali and a delegates' walk with over 250 delegates as part of the 16 days campaign to eliminate GBV	•Complete	2016
DR 4	Peace and security and humanitarian action are shaped by women leadership and participation				
Outcome 4.1	Women, Peace and Security commitments and accountability frameworks adopted and implemented in conflict and post-conflict situations				
Outputs	4.1.1	UN Women catalyses the UNCT to meet WPS commitments	In partnership with the Rwanda National Police (RNP), Africa UNiTE Campaign, UNW organised the first and a second Command Post exercise (CPX 1&2), <i>African Security Organs' Synergy to EVAW</i> for African security institutions.	Complete	2015
DR 5	Governance and national planning fully reflect accountability for gender equality commitments and priorities				
Outcome 5.1	National Development Strategies and other national sectoral plans with specific commitments to advance gender equality and women's empowerment adopted and implemented				
Outputs	5.1.1	Key government institutions at national and local levels have knowledge and tools to analyze, formulate and execute gender-responsive plans and budgets	•National budget allocated to all budget agencies based on GBS submission as mandatory criteria.	•Ongoing	2014 - 2017
Outcome 5.2	Mechanisms are in place to increase accountability of national government towards gender equality and to monitor implementation of gender equality commitments.				
Outputs	5.2.1	Capacities of governments, gender equality advocates and women's groups to track	•Capacities of Members of Parliament reinforced in assessing public policies from a gender	•Ongoing	•2015

Development Results			Key interventions	Status	Year
		budget allocations and expenditures strengthened	<p>perspective delivered through the GEPM training</p> <ul style="list-style-type: none"> Supported MIGEPROF to create a critical mass of trained national planners, budget officers and other officials involved in budget analysis or approval 		
Outcome 5.3	Gender-responsive national HIV/AIDS strategies, plans and budgets adopted and implement				
Outputs	5.3.1	Gender-responsive national HIV/AIDS strategies, plans and budgets adopted and implement	<ul style="list-style-type: none"> Established the Rwanda chapter of the Pan-African Positive Women Coalition and the election of the PAPWC Steering Committee to increase advocacy and networking of women living with HIV at country and regional levels Supported formulation of the strategic plan for FRSL, RW-FRSL and RW-PAPWC UNW provided technical support in the mainstreaming of gender in the UNAIDS project proposals, mainly done through preparation of gender-responsive indicators. 	<ul style="list-style-type: none"> Complete Complete Complete 	<p>2014</p> <p>2015</p> <p>2015</p>

ANNEX 10: LIST OF DOCUMENTS CONSULTED

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- UN Women Independent Evaluation Office (UN IEO). N/d: 2016/17. *Looking back to move forward: using evaluation to inform the 2-18 - 2021 Strategic Plan*.
- UN IEO. 2016. *Guidance on Country Portfolio Evaluations in UN Women*.
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ANNEX 11: DATA COLLECTION INSTRUMENTS

KII Guide 1: UN Women, Rwanda

Cluster 1: Strategic Alignment of the UNW Rwanda Portfolio

EQ 1.1. Is the portfolio aligned with national policies?

EQ 1.1 Sub-questions: Is the portfolio aligned with global GEWE & HR policies and standards? If there is non-alignment at national/ global level, why might that be?

EQ 1.2. Is the portfolio addressing the root causes of gender inequality?

EQ 1.2. sub-question: [How] have gender equality principles and approaches been included in design, delivery and M&E of UNW-supported interventions?

EQ 1.3. Has the portfolio been implemented according to human rights and development effectiveness principles:

- a. Participation/empowerment
- b. Inclusion/non-discrimination
- c. National accountability/ transparency

Cluster 2: Management of the Strategic Note

EQ 2.1. Does UNW Rwanda have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?

EQ 2.1 sub-question: If gaps exist, how might these have had an impact on delivery of the SN?

EQ 2.2. To what extent does the UN Women CO management structure support efficiency for implementation?

EQ 2.3. Has a Results Based Management system been established and implemented?

Cluster 3: Achievements of the Strategic Note

EQ 3.1. Are interventions contributing to the expected outcomes? For whom?

EQ 3.1. sub-questions: To what extent have planned outcomes been achieved, and how many on time? Have any interventions closed early? If yes, why?

EQ 3.2. What unexpected outcomes (positive and negative) have been achieved? For whom?

EQ 3.3. What has UN Women's contribution been to the progress of the achievement of outcomes?

EQ 3.4. What are the main enabling and hindering factors to achieving planned outcomes?

Cluster 4: Co-ordination and Comparative Advantage

EQ 4.1. Are the balance and coherence between programming-operational, co-ordination and policy-normative work optimal?

EQ 4.2. What is UN Women's comparative advantage compared with other UN entities and key partners?

EQ 4.3. What contribution is UN Women making to UN co-ordination on GEWE? Which roles is UN Women playing in this field?

EQ 4.3. sub-question: What demonstrable contribution is UNW making to JPs?

Cluster 5: Sustainability

EQ 5.1. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?

EQ 5.2. What local accountability and oversight systems have been established to support the continuation of activities?

EQ 5.3. Is there national ownership and are there national champions for different parts of the portfolio?

Cluster 6: Design of the Portfolio

EQ 6.1. How can the workload across mandates be prioritised most effectively?

EQ 6.1. sub-question: What changes would you make to the design of the next SN, so as to optimise UNW's capacities, comparative advantage & engagement with Rwandan counterparts, based on lessons learned and best practices emerging from the SN 2014 -2018?

KII Guide 2: all Government of Rwanda stakeholders, including the NGM

Cluster 1: Strategic Alignment of the UNW Rwanda Portfolio

EQ 1.1. Is the portfolio aligned with national policies?

EQ 1.1 Sub-questions: Is the portfolio aligned with global GEWE & HR policies and standards? If there is non-alignment at national/ global level, why might that be?

EQ 1.2. Is the portfolio addressing the root causes of gender inequality?

EQ 1.2. sub-question: [How] have gender equality principles and approaches been included in design, delivery and M&E of UNW-supported interventions?

EQ 1.3. Has the portfolio been implemented according to human rights and development effectiveness principles:

- a. Participation/empowerment
- b. Inclusion/non-discrimination
- c. National accountability/ transparency

Cluster 3: Achievements of the Strategic Note

EQ 3.2. What unexpected outcomes (positive and negative) have been achieved? For whom?

EQ 3.3. What has UN Women's contribution been to the progress of the achievement of outcomes?

EQ 3.4. What are the main enabling and hindering factors to achieving planned outcomes?

Cluster 4: Co-ordination and Comparative Advantage

EQ 4.1. Are the balance and coherence between programming-operational, co-ordination and policy-normative work optimal?

EQ 4.2. What is UN Women's comparative advantage compared with other UN entities and key partners?

EQ 4.3. What contribution is UN Women making to UN co-ordination on GEWE? Which roles is UN Women playing in this field?

EQ 4.3. sub-question: What demonstrable contribution is UNW making to JPs?

Cluster 5: Sustainability

EQ 5.1. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?

EQ 5.2. What local accountability and oversight systems have been established to support the continuation of activities?

EQ 5.3. Is there national ownership and are there national champions for different parts of the portfolio?

KII Guide 3: Other UN agencies/UNCT

Cluster 1: Strategic Alignment of the UNW Rwanda Portfolio

EQ 1.1 Sub-questions: Is the portfolio aligned with global GEWE & HR policies and standards? If there is non-alignment at national/ global level, why might that be?

EQ 1.2. Is the portfolio addressing the root causes of gender inequality?

EQ 1.2. sub-question: [How] have gender equality principles and approaches been included in design, delivery and M&E of UNW-supported interventions?

EQ 1.3. Has the portfolio been implemented according to human rights and development effectiveness principles:

- a. Participation/empowerment
- b. Inclusion/non-discrimination
- c. National accountability/ transparency

Cluster 2: Management of the Strategic Note

EQ 2.1. Does UNW Rwanda have access to the necessary skills, knowledge and capacities needed to deliver the portfolio?

EQ 2.1 sub-question: If gaps exist, how might these have had an impact on delivery of the SN?

Cluster 3: Achievements of the Strategic Note

EQ 3.1. Are interventions contributing to the expected outcomes? For whom?

EQ 3.2. What unexpected outcomes (positive and negative) have been achieved? For whom?

EQ 3.3. What has UN Women's contribution been to the progress of the achievement of outcomes?

EQ 3.4. What are the main enabling and hindering factors to achieving planned outcomes?

Cluster 4: Co-ordination and Comparative Advantage

EQ 4.2. What is UN Women's comparative advantage compared with other UN entities and key partners?

EQ 4.3. What contribution is UN Women making to UN co-ordination on GEWE? Which roles is UN Women playing in this field?

EQ 4.3. sub-question: What demonstrable contribution is UNW making to JPs?

Cluster 5: Sustainability

EQ 5.1. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?

EQ 5.3. Is there national ownership and are there national champions for different parts of the portfolio?

KII Guide 4: Implementing Partners

Cluster 1: Strategic Alignment of the UNW Rwanda Portfolio

EQ 1.2. sub-question: [How] have gender equality principles and approaches been included in design, delivery and M&E of UNW-supported interventions?

EQ 1.3. Has the portfolio been implemented according to human rights and development effectiveness principles:

- a. Participation/empowerment
- b. Inclusion/non-discrimination
- c. National accountability/ transparency

Cluster 3: Achievements of the Strategic Note

EQ 3.1. Are interventions contributing to the expected outcomes? For whom?

EQ 3.1. sub-question: To what extent have planned outcomes been achieved, and how many on time?

EQ 3.2. What unexpected outcomes (positive and negative) have been achieved? For whom?

EQ 3.3. What has UN Women's contribution been to the progress of the achievement of outcomes?

EQ 3.4. What are the main enabling and hindering factors to achieving planned outcomes?

Cluster 4: Co-ordination and Comparative Advantage

EQ 4.3. sub-question: What demonstrable contribution is UNW making to JPs?

Cluster 5: Sustainability

EQ 5.1. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?

EQ 5.2. What local accountability and oversight systems have been established to support the continuation of activities?

EQ 5.3. Is there national ownership and are there national champions for different parts of the portfolio?

KII Guide 5: Donor Partners (Sida, etc.)

Cluster 1: Strategic Alignment of the UNW Rwanda Portfolio

EQ 1.1. Is the portfolio aligned with national policies?

EQ 1.1 Sub-questions: Is the portfolio aligned with global GEWE & HR policies and standards? If there is non-alignment at national/ global level, why might that be?

EQ 1.2. Is the portfolio addressing the root causes of gender inequality?

EQ 1.2. sub-question: [How] have gender equality principles and approaches been included in design, delivery and M&E of UNW-supported interventions?

EQ 1.3. Has the portfolio been implemented according to human rights and development effectiveness principles:

- a. Participation/empowerment
- b. Inclusion/non-discrimination
- c. National accountability/ transparency

Cluster 3: Achievements of the Strategic Note

EQ 3.1. Are interventions contributing to the expected outcomes? For whom?

EQ 3.1. sub-questions: To what extent have planned outcomes been achieved, and how many on time? Have any interventions closed early? If yes, why?

EQ 3.2. What unexpected outcomes (positive and negative) have been achieved? For whom?

EQ 3.3. What has UN Women's contribution been to the progress of the achievement of outcomes?

EQ 3.4. What are the main enabling and hindering factors to achieving planned outcomes?

Cluster 4: Co-ordination and Comparative Advantage

EQ 4.2. What is UN Women's comparative advantage compared with other UN entities and key partners?

EQ 4.3. sub-question: What demonstrable contribution is UNW making to JPs?

Cluster 5: Sustainability

EQ 5.1. To what extent has capacity of partners been developed in order to ensure sustainability of efforts and benefits?

EQ 5.2. What local accountability and oversight systems have been established to support the continuation of activities?

EQ 5.3. Is there national ownership and are there national champions for different parts of the portfolio?

ANNEX 12: EVALUATION MISSION AGENDA

Dates	Activities
08.01.18 – 22.01.18	Development of inception report
18.01.18	International Consultant travels to Rwanda
19.01.18	Inception Workshop with ERG
22.01.18 – 02.02.18	Data collection in Rwanda
31.01.18	Preliminary findings workshop with ERG
02.02.18 – 23.02.18	Development of Draft Evaluation Report
21.02.18	Draft Report Validation workshop
23.02.18	Submission of Draft Evaluation Report
26.02.18 – 02.03.18	Collection of comments and observations from stakeholders
02.03.18 – 11.03.18	Incorporation of comments to Draft report
12.03.18	Submission of Final Evaluation Report

ANNEX 13: DEVELOPMENT RESULTS FRAMEWORK

Development Result 1: Women's Leadership and Participation

Impact 1: Women lead and participate in decision making at all levels		Related UN-Women SP Impact Area: 1 Related UNDP/ CCPD priority: Area 2: Accountable Governance Related national development priorities: EDPRS II, Accountable Governance Pillar, National gender policy, national constitution Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]						
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
1.1 Constitutions, legal frameworks, and policies to advance women's right to participate in decision making at national and local levels are fully implemented. Indicator 1.1a: Number of measures/initiatives that specifically promote women's participation in decision making Target: 8 initiatives Baseline: 2 initiatives Source: FFRP reports, MIGEPROF report, media reports.	1.1.1 Enhanced capacity at national and local levels to implement the constitution, legal frameworks and policies that promote women's political participation	1.1.1a Number of national and local institutions which implement constitutional, legal and policy provisions on gender equality Target: 46 (16 ministries and 30 districts) Baseline: TBD Source: Gender Assessment Reports, Gender Audits, Gender Profile Reports	Core 0 Non-core 1,016,251	Core 50,000 Non-core 100,000	Core 35,000 Non-core 150,000	Core 35,000 Non-core 150,000	Core 35,000 Non-core 150,000	Core 155,000 Non-core 1,566,251
	1.1.2 National institutions produce disaggregated data and statistics for gender responsive policy-making and implementation	1.1.2.a Number of sex-disaggregated reports and publications produced by the Electoral Management Body (EMB) in Rwanda	Core 0 Non-core 20,000	Core 10,000 Non-core 0	Core 10,000 Non-core 0	Core 10,000 Non-core 0	Core 10,000 Non-core 0	Core 40,000 Non-core 20,000

Impact 1: Women lead and participate in decision making at all levels		Related UN-Women SP Impact Area: 1 Related UNDP/ CCPD priority: Area 2: Accountable Governance Related national development priorities: EDPRS II, Accountable Governance Pillar, National gender policy , national constitution Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]						
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
	1.1.3 National and decentralized institutions have improved access to knowledge products and tools to formulate and implement gender responsive policies	1.1.3a Number of institutions accessing knowledge products and tools produced by UN Women	Core 0 Non-core 0	Core 15,000 Non-core 0	Core 10,000 Non-core 0	Core 10,000 Non-core 0	Core 10,000 Non-core 0	Core 45,000 Non-core 0
Outcome 1.2 Gender responsive measures (mechanisms, processes and services) promote women’s and youth leadership and participation in politics/decision making Indicator 1.number of women: of Women: in	1.2.1 Strengthened capacities of FFRP to advocate for policies, legislation and procedures that promote gender equality and women’s empowerment	1.2.1a number of measures initiated by parliament to promote gender equality and women’s empowerment Target: 10 measures Baseline: 5 measures	Core 35,000 Non-core 676,200	Core 45,000 Non-core 300,000	Core 30,000 Non-core 100,000	Core 30,000 Non-core 100,000	Core 30,000 Non-core 100,000	Core 170,000 Non-core 1,276,200

Impact 1: Women lead and participate in decision making at all levels		Related UN-Women SP Impact Area: 1						
		Related UNDP/ CCPD priority: Area 2: Accountable Governance						
		Related national development priorities: EDPRS II, Accountable Governance Pillar, National gender policy , national constitution						
		Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]						
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
Electoral commission and political parties Target [as at end plan period] Baseline [as of end 2013] Source: Database	Output 1.2.2 Strengthened capacities of electoral commission and political parties to promote women’s participation in electoral processes both as candidates and voters	1.2.2a Number of political parties with affirmative action	Core 0	Core 35,000	Core 35,000	Core 20,000	Core 20,000	Core 110,000
		Target: 4 additional parties Baseline: 4 parties	Non-core 25,000	Non-core 35,000	Non-core 35,000	Non-core 30,000	Non-core 30,000	Non-core 155,000
1.3 Gender equality advocates influence constitutions, legal frameworks and policies to increase women’s leadership and political participation Indicator 1.3a: Number of national dialogues and policies influenced by gender equality advocates, including youths	1.3.1 Capacity of gender equality advocates strengthened to promote women’s and youth leadership and political participation	1.3.1a Number of position papers produced and acted upon by government.	Core 0	Core 20,000	Core 20,000	Core 20,000	Core 20,000	Core 80,000
		Target: 8 position papers Baseline: 0 1.3.2 number of women leaders at local levels Baseline: 17% Target: 50%	Non-core 0	Non-core 70,000	Non-core 70,000	Non-core 50,000	Non-core 50,000	Non-core 240,000

Impact 1: Women lead and participate in decision making at all levels		Related UN-Women SP Impact Area: 1 Related UNDP/ CCPD priority: Area 2: Accountable Governance Related national development priorities: EDPRS II, Accountable Governance Pillar, National gender policy , national constitution Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]						
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
	1.3.2 Strengthened dialogue mechanisms and enhanced policy space to enable gender equality advocates and civil society to promote political participation	1.3.2. Number of events organized	Core 0 Non-core 0	Core 0 Non-core 55,000	Core 0 Non-core 0	Core 0 Non-core 0	Core 0 Non-core 0	Core 0 Non-core 55,000
TOTAL-DEVELOPMENT RESULT 1			Core 35,000 Non core 1,737,451	Core 175,000 Non core 560,000	Core 140,000 Non core 355,000	Core 125,000 Non core 330,000	Core 125,000 Non core 330,000	Core 600,000 Non core 3,312,451

Development Result 2: Economic Empowerment and Opportunities

			Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]					
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
Outcome 2.1 National plans, legislation, policies, strategies, budgets and justice mechanisms adopted and implemented to strengthen women's economic empowerment Indicator 1.1 Indicator 2.1a: Number of sectors with gender-responsive policy frameworks (including legislation, policies, strategies and budgets) in national, local or sectoral planning documents Baseline: 1 sector	2.1.1 Enhanced capacity of legislators and policy makers in applying international standards, accountability mechanisms and budgetary allocations in national laws, policies, programs and regulations on women's economic empowerment	Indicator 2.1.1 Number of proposed laws, policies and strategies formulated/reviewed to advance women's economic empowerment Baseline [as of end 2013] 2 (Land and Inheritance Laws) 1 strategy (agriculture,) Target [as at end plan period] 2 laws 4 policies/strategies	Core 0	Core 30,000	Core 25,000	Core 25,000	Core 25,000	Core 105,000
			Non-core 150,000	Non-core 60,000	Non-core 45,000	Non-core 45,000	Non-core 45,000	Non-core 345,000

			Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]					
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
Target: 4 sectors	2.1.2 Decision makers have access to nationally-generated and disaggregated data and statistics on women's economic opportunities	Indicator 2.1.2 Number of sectors that produce nationally generated and disaggregated statistics on economic opportunities for women Baseline: 1 sector (Agriculture) Target: 4 sectors	Core 0 Non-core 305,000	Core 30,000 Non-core 60,000	Core 10,000 Non-core 20,000	Core 10,000 Non-core 20,000	Core 10,000 Non-core 20,000	Core 60,000 Non-core 425,000
2.2 Women's sustainable livelihoods enhanced by gender-responsive services, access and control over means of production and resources ¹⁹ Indicator 2.2 % of women satisfied with their access and control over the economic services and means of production Baseline: TBD by a satisfaction survey	2.2.1 Enhanced capacity at national and local levels to develop and implement gender	Indicator 2.2.1 Number of gender-responsive public service frameworks designed and implemented Baseline [as of end 2013]: 1 (Women's guarantee fund) Target [as at end plan period] At least 3 GRS frameworks	Core 0 Non-core 350,000	Core 30,000 Non-core 180,000	Core 25,000 Non-core 90,000	Core 25,000 Non-core 90,000	Core 25,000 Non-core 90,000	Core 105,000 Non-core 800,000

			Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]					
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
Target: TBD	2.2.2 Strengthened skills/ opportunities and enterprise development assistance for women to enhance women empowerment opportunities, employment, and resilience	Indicator 2.2.2. Number of women enterprises that accessed business development assistance and developed bankable business plans Baseline: 0 Target: 25 enterprises	Core 0 Non-core 650,000	Core 90,000 Non-core 270,000	Core 75,000 Non-core 90,000	Core 75,000 Non-core 90,000	Core 75,000 Non-core 90,000	Core 315,000 Non-core 1,190,000
2.3 Gender equality advocates influence economic policies and poverty eradication strategies to promote women's economic empowerment Indicator 2.3 Number of advocacy initiatives undertaken by gender advocates for gender responsive economic policy review/implementation	2.3.1 Enhanced capacity of gender equality advocates to influence poverty eradication policies including through communications and advocacy tools	2.3.1a Number of network campaigns conducted for gender related changes in laws and policies on economic empowerment Baseline: 1 campaign Target: 4 campaigns	Core 0 Non-core 0	Core 30,000 Non-core 90,000	Core 25,000 Non-core 75,000	Core 25,000 Non-core 75,000	Core 25,000 Non-core 75,000	Core 105,000 Non-core 315,000
	Output 2.3.2 Strengthened dialogue mechanisms and enhanced policy space enable gender equality	2.3.2a Number of sectors where consultations are held between government and gender equality	Core 0 Non-core	Core 10,000 Non-core	Core 15,000 Non-core	Core 15,000 Non-core	Core 15,000 Non-core	Core 55,000 Non-core 270,000

			Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]					
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
	advocates to engage at all levels of economic policy and poverty eradication processes	advocates in the framework of EDPRS II implementation Baseline [as of end 2013] 0 (EDPRS just approved) Target [as at end plan period] 4 EDPRS economic sectors	0	90,000	60,000	60,000	60,000	
TOTAL-DEVELOPMENT RESULT 2			Core 0 Non core 1,455,000	Core 220,000 Non core 750,000	Core 175,000 Non core 380,000	Core 175,000 Non core 380,000	Core 175,000 Non core 380,000	Core 745,000 Non core 3,345,000

Development Result 3: Prevention of Violence Against Women and Girls

Impact 3: Women and girls live a life free from violence		Related UN-Women SP Impact Area: DRG 3 Related UNDP/ CCPD priority: Human Development Related national development priorities: EDPRS II						
		Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]						
Outcomes	Outputs	Indicators	2014	2015	2016	2017	2018	Total
3.1 Laws, policies and strategies adopted and implemented in line with international standards and informed by voices of women survivors of violence to prevent and respond to violence against women and girls Indicator: Number of laws revised responding to violence against women and girls. Target: 1 Baseline: 0 (GBV law)	3.1.1 Capacity of national authorities and policy makers to develop and implement strategies, laws and policies to prevent and respond to VAW/G enhanced	Indicator 3.1.1a Number of strategies, laws and policies to prevent and respond to VAW/G developed and implemented	Core 0 Non-core 100,000	Core 0 Non-core 55,000	Core 0 Non-core 60,500	Core 0 Non-core 66,550	Core 0 Non-core 73,205	Core 0 Non-core 355,255
	3.1.2 National and local authorities and partners have access to international evidence-based practices to prevent and respond to violence against women and girls in private and public spaces, including practices related to working with men and boys	3.1.2a Number of national and local authorities and partners with access to international evidence based practices to prevent and respond to violence against women and girls in private and public spaces Baseline: 2 Target: 4	Core 0 Non-core 120,000	Core 0 Non-core 132,000	Core 0 Non-core 145,200	Core 0 Non-core 159,720	Core 0 Non-core 162,000	Core 0 Non-core 718,920
	3.1.3 Strengthened and coordinated UN-system action to prevent and eliminate violence against women and girls, including interagency initiatives such as the Secretary-General's UNiTE to End Violence Against Women campaign and other joint programmes	Indicator: 3.1.3a Number of joint interagency initiatives on VAW in country led by UNW. Baseline: 4 joint initiatives Target: 6 joint initiatives	Core 14,000 Non-core 70,000	Core 0 Non-core 77,000	Core 0 Non-core 84,700	Core 0 Non-core 93,170	Core 0 Non-core 100,000	Core 14,000 Non-core 424,870

Outcome 3.2 3.2 Women and girls use existing multi-sectoral, quality VAW services, which are survivor focused Indicator: Percentage of survivors of VAW accessing quality services at the One Stop Center (OSCs) Baseline: 60% Target: 80%	Output 3.2.1 Improved availability of quality, multi-sectoral VAW services 3.2.2 Strengthened capacity of multi-sectoral VAW service providers to provide quality, survivor focused support to women and girls 3.2.3 Increased awareness of women and girls of availability of multi-sectoral VAW services 3.2.4 consultations on the CSW and post MDG Agenda supported and held at all levels	Indicator 3.2.1a: Number of One Stop Centers (OSCs) supported offering multi-sectoral quality VAW services Baseline: 2 OSC Target: 5 Output 3.2.2 indicator: 70% Number of trained staff at OSCs. Baseline: 50% Target: 70% Output 3.2.3. Indicator: Number of partner organizations supported by UN-Women that provide information to all women on availability of VAW services Baseline: 11 organizations Target: 15 Indicator: 3.2.4a Number consultations undertaken on CSW and Post MDG Target: 4 Baseline: 2	Core 0	Core 0	Core 0	Core 0	Core 0	Core 0
			Non-core 1,230,000	Non-core 188,000	Non-core 146,800	Non-core 156,480	Non-core 163,500	Non-core 1,884,780
			Core 0	Core 0	Core 0	Core 0	Core 0	Core 0
			Non-core 65,000	Non-core 44,000	Non-core 48,400	Non-core 53,240	Non-core 60,000	Non-core 270,640
			Core 0	Core 0	Core 0	Core 0	Core 0	Core 0
			Non-core 0	Non-core 71,500	Non-core 78,650	Non-core 86,515	Non-core 100,000	Non-core 336,665
Total-DEVELOPMENT RESULT 3			Core 14,000	Core 0	Core 0	Core 0	Core 0	Core 14,000
			Non core 	Non core 110,000	Non core 121,000	Non core 133,100	Non core 140,000	Non core 504,100
			1,585,000	677,500	685,250	748,775	798,705	4,495,230

Development Result 4: Peace, Security and Humanitarian Response

Impact 4: Peace and security and humanitarian action are shaped by women leadership and participation			Related UN-Women SP Impact Area: DRG 2, DRG 4 Related UNDP/ CCPD priority: Accountable Governance, Humanitarian Related national development priorities: EDPRS II					
			Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]					
			2014	2015	2016	2017	2018	Total
Outcome 4.1 4.1 Women, Peace and Security commitments and accountability frameworks adopted and implemented in conflict and post-conflict situations Indicator: Number of signed frameworks implemented. Baseline: 0 Target: 1	4.1.1 UN-Women catalyzes the UNCT to meet WPS commitments	4.1.1a Percentage of One UN Fund to support WPS commitments within the frameworks for the SG's 7 Point Action Plan Baseline: 0 % Target: 1 %	Core 0 Non-core 40,000	Core 0 Non-core 86,000	Core 0 Non-core 92,600	Core 0 Non-core 99,860	Core 0 Non-core 100,000	Core 0 Non-core 418,460
	4.1.2a. National institutions are more accountable for WPS commitments.	Indicator: 1325 Action plan has concrete indicators to track WPS progress. Baseline: No Target: Yes	Core 0 Non-core 50,000	Core 0 Non-core 115,500	Core 0 Non-core 127,050	Core 0 Non-core 139,755	Core 0 Non-core 150,000	Core 0 Non-core 582,305
4.2 Gender equality commitments adopted and implemented in humanitarian action response. Indicator: Number of timely response with specific provisions to strengthen targeted action for gender equality and	4.2.1 capacities of women enhanced to participate in peace and security fora	Indicator for 4.2.1. number of women participating in the regional fora on peace and security (ICGLR) Baseline: 2 Target: 10	Core 0 Non-core 220,000	Core 0 Non-core 55,000	Core 0 Non-core 60,500	Core 0 Non-core 66,550	Core 0 Non-core 73,205	Core 0 Non-core 475,255
	4.3.2 Enhanced national capacity of institutions and partners to develop and implement gender-	Indicator for 4.3.2. Number of initiatives developed by local partners, supported by	Core 0 Non-core	Core 0 Non-	Core 0 Non-	Core 0 Non-core	Core 0 Non-core	Core 0 Non-core

women's empowerment in humanitarian action Baseline: 4 Target: 6	responsive policies and measures for humanitarian action	UN-Women to respond to humanitarian disaster, which demonstrate capacity to integrate a gender perspective into policies and measures for humanitarian action Baseline: 1 Target: 5	50,000	core 132,000	core 145,200	159,720	165,000	651,920
	4.3.3 Existing coordination mechanisms are more gender-responsive and better analyze and address the distinct needs of women and girls.	Indicator for 4.3.3: Number of humanitarian appeals and strategies that include a gender analysis. Baseline: 2 Target: 4	Core 0 Non-core 70,000	Core 0 Non-core 143,000	Core 0 Non-core 157,300	Core 0 Non-core 173,030	Core 0 Non-core 180,000	Core 0 Non-core 723,330
TOTAL-DEVELOPMENT RESULT 4			Core 0 Non core 430,000	Core 0 Non core 531,500	Core 0 Non core 582,650	Core 0 Non core 638,915	Core 0 Non core 668,205	Core 0 Non core 2,851,270

Development Result 5: Responsiveness of National Planning and Budgeting to Gender Equality

Impact 5: Governance and national planning fully reflect accountability for gender equality commitments and priorities.		Related UN-Women SP Impact Area: 5 Related UNDAF/ CCPD priority: 2 Related national development priorities: EDPSR-II (Cross-cutting issue 1)						
		Indicative Resources by output (showing core and non-core)[number of years depends on duration of Strategic Note]						
			2014	2015	2016	2017	2018	Total
5.1 National Development Strategies and other national sectoral plans with specific commitments to advance gender equality and women's empowerment adopted and implemented	5.1.1 Key government institutions at national and local levels have knowledge and tools to analyze, formulate and execute gender-responsive plans and budgets	Indicator 5.1.1a	Core	Core	Core	Core	Core	Core
		Number of ministries and districts with GBSs meeting quality control standards	0	100,000	150,000	153,600	100,000	533,600
			Non-core	Non-core	Non-core	Non-core	Non-core	Non-core
		Target: 4 Baseline: 15	665,000	1,097,000	1,323,000	1,178,000	950,000	5,213,000
		Indicator 5.1.1b						
		number of sector ministries and districts Gender Statistics Framework (GSF)						
		Target: 14 Baseline: 5 ministries and 5 districts						

	<p>5.1.2 Adoption and use of gender markers by UN entities that produce comparable data to track the adequacy of resource allocations to gender equality</p>	<p>Indicator 5.1.2a number of UN agencies using UN Gender marker agreed and adopted by the UN Country Team. Target:12 Baseline: 0</p> <p>Indicator 5.1.2b Proportion of Gender marker recommendations implemented Target: 50% Baseline: 0 %</p>	<p>Core 0</p> <p>Non-core 5,000</p>	<p>Core 5,000</p> <p>Non-core 50,000</p>	<p>Core 10,000</p> <p>Non-core 50,000</p>	<p>Core 10,000</p> <p>Non-core 50,000</p>	<p>Core 10,000</p> <p>Non-core 50,000</p>	<p>Core 35,000</p> <p>Non-core 205,000</p>
<p>5.2 Mechanisms are in place to increase accountability of national government towards gender equality and to monitor implementation of gender equality commitments.</p> <p>Indicator 5.2a: Number of systems in place to track and make public allocations for gender equality and women’s empowerment Target: 2 Baseline: 1 GBS</p>	<p>5.2.1 Capacities of governments, gender equality advocates and women’s groups to track budget allocations and expenditures strengthened</p>	<p>Indicator 5.2.1a Number of budget tracking surveys/ assessments conducted by 2018 Target: 3 Baseline: 1</p> <p>Indicator 5.2.1b Number of gender budget statement assessment conducted Target: 4 Baseline: 1</p>	<p>Core 0</p> <p>Non-core 400,000</p>	<p>Core 50,000</p> <p>Non-core 300,000</p>	<p>Core 50,000</p> <p>Non-core 320,000</p>	<p>Core 50,000</p> <p>Non-core 335,000</p>	<p>Core 50,000</p> <p>Non-core 300,000</p>	<p>Core 200,000</p> <p>Non-core 1,655,000</p>

<p>5.3 Gender-responsive national HIV/AIDS strategies, plans and budgets adopted and implemented</p> <p>Indicator 5.3a: Number of sector strategic plans which incorporate HIV/AIDS gender-responsive actions²⁰ with budgets for implementation. Target: 10 sector plans Baseline: TBD</p> <p>Indicator 5.3b: Number of districts development plans which incorporate HIV/AIDS gender-responsive actions²¹ with budgets for implementation. Target: 10, Baseline:0</p>	<p>5.3.1 Key government institutions at national and local levels have the knowledge and tools to analyze, formulate and execute gender-responsive HIV plans and budgets</p>	<p>5.3.1a Number of ministries and districts with GBSs incorporating HIV/AIDS component</p> <p>Target: 10 Ministries and 10 districts</p> <p>Baseline: 0</p>	<p>Core 0</p> <p>Non-core 550,000</p>	<p>Core 10,000</p> <p>Non-core 360,000</p>	<p>Core 10,000</p> <p>Non-core 350,000</p>	<p>Core 10,000</p> <p>Non-core 260,000</p>	<p>Core 10,000</p> <p>Non-core 260,000</p>	<p>Core 54,000</p> <p>Non-core 1,780,000</p>
<p>TOTAL-DEVELOPMENT RESULT 5</p>			<p>Core 0</p> <p>Non core 1,620,000</p>	<p>Core 165,000</p> <p>Non core 1,807,000</p>	<p>Core 220,000</p> <p>Non core 2,043,000</p>	<p>Core 223,600</p> <p>Non core 1,823,000</p>	<p>Core 170,000</p> <p>Non core 1,560,000</p>	<p>Core 822,600</p> <p>Non core 8,853,000</p>
<p>GRAND TOTAL (ALL RESULT AREAS)</p>			<p>Core 49,000</p>	<p>Core 560,000</p>	<p>Core 535,000</p>	<p>Core 523,600</p>	<p>Core 470,000</p>	<p>Core 2,181,600</p>

ANNEX 14: ORGANISATIONAL EFFECTIVENESS AND EFFICIENCY FRAMEWORK

Outputs	Indicators with targets for each year and baselines	Planned activities	Indicative resources per output (showing core and non-core) [number of years depends on duration of Strategic Note]					Total
			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	
OEE Output Cluster 1: To drive more effective and efficient United Nations system coordination and strategic partnerships on gender equality and women's empowerment								
Output 1.1 UN Women effectively leads, coordinates and promotes accountability for the implementation of gender equality commitments across the UN system in Rwanda	Indicator 1.1.1: Number of remedial plans submitted by One UN under the UN SWAP reviewed by UN Women Baseline: 0 Target: 2	1. Review the remedial plans to be submitted to the UN SWAP 2. Conduct advocacy meetings on the use of gender marker by the UNCT to advance gender equality	2,000	30,000	30,000	30,000	30,000	122,000
			1,000	10,000	0	0	0	11,000
	Indicator 1.1.2: Number of agencies that track and report on allocations and expenditure using gender markers validated by a quality assurance process (measured by UNSWAP)[QCPR] Baseline: 0 Target: 8	Use the gender marker to track 3. resource allocations by UNCT	1,000	0	0	0	0	1,000
	Indicator 1.1.3: UN Country Team implements Performance Indicators on Gender	4. Update and implement the gender score card	1,000	10,000	0	0	0	11,000

Equality (Gender)							
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Outputs	Indicators with targets for each year and baselines	Planned activities	Indicative resources per output (showing core and non-core) [number of years depends on duration of Strategic Note]					
			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Total
	Scorecards or similar accountability tools to track the commitments and performance of the UNDAP. Baseline: 0 Target: 1							
Output 1.2 Effective partnerships between UN Women and major stakeholders, including civil society, private sector, Regional and international organizations.	Indicator 1.2.1: Number of instances during which the CSAG influences UN Women's work at country level Baseline: 0 Target: 4 Indicator 1.2.2: Number of private sector partnerships set up Baseline: 3 Target: 5	5. Organize consultations with CSAG on policies and programs	40,000	10,000	20,000	20,000	20,000	110,000
		Organize advocacy meetings with private sector on partnering with UN Women	0	60,000	60,000	60,000	60,000	240,000
TOTAL OUTPUT CLUSTER 1			45,000	120,000	110,000	110,000	110,000	495,000

Outputs	Indicators with targets for each year and baselines	Planned activities	Indicative resources per output (showing core and non-core) [number of years depends on duration of Strategic Note]					Total
			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	
Output 1.2 UN Women practices results-based management	<p>Indicator 2.1.1: Percentage of programmes showing a clear results chain from the UNDAP and showing use of common UNDG RBM principles. [QCPR]</p> <p>Baseline: 40%</p> <p>Target: 80%</p>	<p>1. Organize capacity building sessions for partners and staff in RBM</p> <p>2. Support midterm evaluation of UNDAP and flagships</p>	11,000	147,171	147,171	147,171	147,171	599,684
	<p>Indicator 2.1.2: Percentage of programme funds dedicated to strengthening national capacities [QCPR]</p> <p>Baseline: 60%</p> <p>Target: 75%</p>	<p>3. Organize field visits to assess progress of projects implementation and provide support to partners</p> <p>4. Provide logistical support to program field missions</p>	5,000					5,000

Outputs	Indicators with targets for each year and baselines	Planned activities	Indicative resources per output (showing core and non-core) [number of years depends on duration of Strategic Note]					
			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Total
Output 2.2 UN Women is a recognized hub of knowledge on achieving gender equality and women's empowerment at country level.	Indicator 2.2.1: Number of citations of UN Women's flagship products (progress reports, research reports) Baseline: TBD Target: TBD Indicator 2.2.2: Number of institutions using training programmes developed in collaboration with UN Women. Baseline: 1 Target: 4 Indicator 2.2.3: Number of countries exchanging Gender equality knowledge with Rwanda (including through South-South or Triangular cooperation) Baseline: 6 countries Target: 10 countries	Activity 2.1.7 Support the documentation of best practices and success stories within gender equality initiatives.	10,000	11,000	12,000	15,000	15,000	63,000
		Activity 2.1.8 Support the academic institutions in producing action based research on gender equality and the economic empowerment of women	20,000	20,000	10,000	0	0	50,000
		Activity 2.1.9 Support the academic institutions to conduct gender equality related training in identified areas	30,000	45,000	50,000	55,000	50,000	230,000
		Activity 2.1.10 Provide logistical support to incoming/outgoing south-South or Triangular missions for exchange in gender equality	5,000	20,000	20,000	20,000	20,000	85,000

Outputs	Indicators with targets for each year and baselines	Planned activities	Indicative resources per output (showing core and non-core) <i>[number of years depends on duration of Strategic Note]</i>					
			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Total
Output 2.3 MRF 2.3 A clear evidence base generated from high quality evaluations of SP implementation for learning, decision-making and accountability.	Indicator 2.3.1 Rate of management responses to agreed recommendations Indicator 2.3.2 Percentage of programme budget earmarked for evaluation	<ol style="list-style-type: none"> 1. Develop and implement an M&E plan 2. Undertake a mid term evaluation of the SN 3. Provide support in the midterm evaluation of the UNDAP 4. Undertake a midterm evaluation of safe cities program 5. Provide management response on evaluations 	81,000	156,982	156,982	156,982	156,982	708,928
TOTAL CLUSTER 2			162,000	400,153	396,153	394,153	389,153	1,741,612

OEE Output cluster 3: To enhance organizational effectiveness, with a focus on robust capacity and efficiency at country and regional levels

<p>Output 3.1 Effective leadership and direction to advance the mandate and mission of UN Women in Rwanda</p>	<p>Indicator 3.1.1: Percentage of Strategic Note outputs and outcomes on track Baseline: 75% DRF, 70% MRF Target: 80%</p>	<p>Activity 3.1.1 Conduct regular M&E exercises</p>	10,000	220,000	220,000	220,000	220,000	890,000
								34,000
<p>Output 3.2 UN-Women staff have the capacity and accountability for delivering results in Gender Equality and Women's Empowerment</p>	<p>Indicator 3.2.1: Rates of programme expenditure (core and non-core) Baseline: 98% Core, 70% Non-core Target: Delivery at a minimum of 75% against benchmark (excluding advances)</p>	<p>Activity 3.1.2 Hold monthly programme meetings to track the progress</p>	5,000	6,000	7,000	8,000	8,000	
								500,000
		<p>Activity 3.1.3 Conduct end year evaluation.</p>	100,000	100,000	100,000	100,000	100,000	
			3,000	3,500	4,000	4,500	4,500	19,500
		<p>Activity 3.2.1 Provide capacity building for staff in ATLAS and IPSAS</p>	2,700	3,100	4,200	4,300	4,500	18,800
<p>Activity 3.2.2 Hold regular staff (programme and operation) meetings</p>	1,206,79							
	9.35	1,206,79	1,206,79	1,206,79	1,206,7	6,033,996		
<p>Activity 3.2.3. Hold programme experience sharing sessions</p>		9.35	9.35	9.35	99.35	.75		
<p>Indicator 3.2.2: Average turnover time for the identification of qualified candidates and complete recruitment (initially 4.1.2) Baseline: 12 weeks Target: 8 weeks</p>	<p>Activity 3.2.5: provide staffing costs, coordination, common service and logistics (initially 4.1.5)</p>							
<p>Indicator 3.2.3: Percentage of total core expenditures directed to program expenditure vs. non-core expenditure. [QCPR] Baseline: TBC Target: 30% core Vs 70% non-core (initially 4.1.3)</p>								

Output 3.3 UN Women promotes a culture of risk management, accountability, harmonization of business practices and transparency in its operations	Indicator 3.3.1: ICF implemented Baseline: 50% Target: 90%	Activity 3.3.1 Conduct awareness sessions on ICF	1,000		600		1,000	2,600
	Indicator 3.3.2: Percentage of implementation of external audit recommendations by target completion dates Baseline: 80% Target: 90%	Activity 3.1. 8 Conduct quarterly evaluation on the implementation of external audit recommendations	3,000	1,000	1,000	1,000	1,000	7,000
	Indicator 3.3.3: Percentage of compliance of all UN Women operations with UN Security Management System Baseline: 80% Target: 95%	Activity 3.1. 9 Ensure a safe working environment by providing training staff on security measures, harassment at work places as well as development and implementation of risk management plan	0	20,000	25,000	30,000	30,000	105,000
	Indicator 3.3.4: Simplified and harmonized <i>internal</i> programming process for UN Women Rwanda in place. Baseline: Strategic Notes and AWP adopted Target: Strategic note and AWP implemented in alignment with UNDAP and CCPD Indicator 3.3.5: Common services system on procurement, HR and IT in place. [QCPR] Baseline: Procurement= Yes, HR= No, IT= Yes Target: Procurement= Yes, HR.= Ye, IT=	Activity 3.1. 10 Ensure smooth running of the office and projects by providing logistical support and office set up	0	25,000	30,000	40,000	40,000	135,000

	Yes							
TOTAL CLUSTER 3			1,331,499.35	1,585,339.35	1,598,599.35	1,614,599.35	1,615,799.35	7,745,896.75

OEE output cluster 4: To leverage and manage resources

Outputs	Indicators with targets for each year and baselines	Planned activities	Indicative resources per output (showing core and non-core) <i>[number of years depends on duration of Strategic Note]</i>					
			Year 2014	Year 2015	Year 2016	Year 2017	Year 2018	Total
Output 4.1 Improved stewardship of resources through Budget, Financial and HR management	Indicator 4.1.1: % of donor reports produced at country level meeting quality standards Baseline: TBC base on 2012 Target: 80%	Activity 4.1.1 Conduct training for staff on donor guidance and donor requirements on reporting	1,000	1,500	2,000	2,500	2,500	9,500
		Activity 4.1.2 Review partner reports against quality standards/timeliness to inform donor reporting	2,000	4,000	4,500	5,000	5,000	20,500
		Activity 4.1.3 Prepare donor reports based on the stipulated guidelines.	0	3,000	5,000	5,000	5,000	18,000
		Activity 4.1.4 Prepare a timeline/calendar for the recruitment of personnel and consultants	3,000	3,000	3,000	3,000	3,000	15,000
		Activity 4.1.5 Provide staffing costs, coordination, common service and logistics						

<p>Output 4.2 Resource base is expanded and diversified to meet the demand for UN Women catalytic and technical support and strategic grant-making.</p>	<p>Indicator 4.2.1: Amount of total other Resources (non-core) raised</p> <p>Baseline: 1,6 USD million in 2013 Target: 8 Million USD/year</p> <p>Indicator 4.2.2: Percentage increase of Rwanda's contribution to UN-Women's core resources.</p> <p>Baseline: 10,000 USD in 2011 Target: 10% increase</p>	<p>Activity 4.2.1 Carry out a scan of the donor environment to know priority areas of funding.</p> <p>Activity 4.2.2 Prepare high quality project proposals for fund raising from donors and the One Fund</p> <p>Activity 4.2.3 Carry out lobbying and advocacy with the GoR to make yearly commitments to UNW's core funding.</p>	2,000	6,500	8,000	9,500	10,000	36,000
			20,000	40,000	45,000	50,000	50,000	205,000
			500	10,000	12,000	15,000	15,000	52,500

Output 4.3 UN-Women Communications capacity and systems provide a foundation for effective advocacy of Gender Equality and Empowerment of Women.	Indicator 4.3.1: Percentage increase of country media coverage of UN Women, its priorities and programmatic work Baseline: TBD Target: 10% increase	Activity 4.3.1 Post UN Women's achievements and best practices on UNW, ONE UN and local media websites.	5,000	5,000	5,000	5,000	5,000	25,000
	Indicator 4.3.2: Percentage increase in the number of exchange visits to UN Women Rwanda Baseline: 5 exchange visits in 2013 Target: 8 exchange visits	Activity 4.3.2 Prepare regular briefs for showcasing UNW's work and achievements to visitors and partners.	10,000	50,000	50,000	50,000	50,000	210,000
	Indicator 4.3.3: Number of articles contributed by UN Women Rwanda regional UNW and One UN websites Baseline: 3 Target: 20	Activity 4.3.2 Facilitate communication for enhanced project implementation	0	30,000	50,000	50,000	50,000	180,000
TOTAL OUTPUT CLUSTER 4			43,500	153,000	184,500	195,000	,195,500	771,500
GRAND TOTAL			1,581,999.35	2,258,552.35	2,289,252.35	2,313,752.35	2,310,452.35	10,754,008.75

