Enabel

Evaluation report on the Final Evaluation of the Cooperation program 2019-2024 between Rwanda and Belgium

Rwanda

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The report was drawn up by independent external experts.

The opinions expressed in this document represent the views of the authors and are not necessarily shared by Enabel, the Belgian Cooperation or the authorities of Rwanda.

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Cooperation project/programme sheet

1.1 Identification form of Portfolio

Country	Rwanda
Portfolio code	RWA1900811 SRH-RBF RWA1900911 SRH-Barame project RWA1900511 MDTF RWA1900611 PRISM 1 RWA1900711 PRISM 2 RWA1900411 UrbanDev (UEDI 1) RWA1901111 UEDI 2 RWA1900311 PFM-MDF Basket Study Fund
Partner institution	Overall: Ministry of Finance and Economic Planning (MINECOFIN) Health: Ministry of Health; Rwanda Biomedical Centre (RBC) Agriculture: Ministry of Agriculture and Animal Resources (MINAGRI); Rwanda Agriculture and Animal Resources Development Board Urban Development: Ministry of infrastructure; Local Administrative Entities Development Agency (LODA); Rubavu, Musanze and Rwamagana districts
Total budget	120 million €
Portfolio period	2019 - 2024
Start and end date of the Specific Agreement.	01/07/2019 – 30/06/2024
Start date and end date of Portfolio implementation	01/07/2019 – 30/06/2024
Impact[1]	Health: Delivery of Sexual & Reproductive Health services including family planning services as well as access of Households to Health Care increase Agriculture: Revenues for farmers' households and other private actors in the targeted agricultural value chains increases in a sustainable manner

1 Impact regards the general objective; outcomes regard the specific objective; output regards the expected result

	Urban Development: The urban infrastructure for inclusive and sustainable economic development is functional and expands further PFM: Support Rwanda's socio-economic transformation through effective and accountable transformation
Health	Specific Objective 1: To ensure that all women, new-born, children, adolescents and men have universal access to quality integrated RMNCAH (Reproductive, Maternal, New-born, Child and Adolescent Health) and/or family planning/ASRH (Family Planning & Adolescent Sexual Reproductive Health) services Result Based Financing (RBF) / RWA1900811 / Budget: 24.697.196 €
	To ensure accessible, evidence-based, improved and innovative health services (with a special attention to sexual and reproductive health services) with increased citizens participation and engagement in development Barame project / RWA1900911 / Budget: 18.000.000 €
Agriculture	Support through the MDTF the implementation of PSTA4 to promote the commercialization of agricultural value chains Multi Donor Trust Fund – Programme for Results (P4R) / RWA1900511 / Budget: 14.500.000 €
	Develop inclusive and sustainable pig & poultry, and the related animal feed value chains in which all actors run a profitable business PRISM 1 / RWA1900611 / Budget: 7.850.000 €
	Attract private investment to develop a modern value chain to produce high quality products to substitute import as well as to export PRISM 2 / RWA1900711 / Budget 7.650.000 €
Urban Development	Sustainable and resilient urban development is enhanced in the districts of Rubavu, Musanze and Rwamagana UEDI 1 / RWA1900411 / Rubavu, Musanze and Rwamagana / Budget: 19.840.200 €
	Inclusive economic development is enhanced, especially in the Made in Rwanda (MiR) construction sector UEDI 2 / RWA1901111 / Rubavu, Musanze and Rwamagana / Budget: 8.159.800 €
PFM	Increase the effectiveness and sustainability of Public Finance Management systems at central and local government level PFM – Basket / RWA1900311 / Budget: 5.500.000 €
Management and expertise	8.440.000 €
Study Fund	3.060.000 €
Period covered by the Review	01/07/2019 – 30/06/2024

Evaluation team

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Acronyms

AFD	Agence Française de Development
AJCC	Annual Joint Consultive Committee
ANC	Antenatal care
ARES	Académie de Recherche et de l'Enseignement Supérieur
ASRH	Adolescent Sexual Reproductive Health
Barame	Enabel Health Project
BDS	Business Development Services
BPN	Business Professional Network
BRD	Banque Rwandaise de Développement (Rwandan Development Bank)
CHW(s)	Community Health Worker(s)
CHUB	Centre Hospitalier Universitaire de Butare
CHUK	Centre Hospitalier Universitaire de Kigali
CICA	Center for Agricultural Information and Communication
COMBIO	Reducing vulnerability to climate change through enhanced community-based biodiversity conservation in the Eastern Province of Rwanda
Covid-19/COVID	SARS-CoV-2
CPAP	Continuous positive airway pressure
CPR	Contraceptive Prevalence Rate
DAC	OECD's Development Assistance Committee
DHMT	District Health Management Team
DJAF	District Joint Development Action Forum
DRC	Democratic Republic of Congo
€	Euro
ECAM	Entreprise Commerciale des Artisans de Musanze
EQ	Evaluation Question
Enabel	Belgian Development Agency
ETR	End-Term Review
EU	European Union
FAO	Food and Agriculture Organisation of the United Nations
FDA	Food and Drug Authority
FCDO	Foreign, Commonwealth Development Office (UK)
FP	Family Planning
FY	Fiscal Year
GBV	Gender-Based Violence
GCF	Green Climate Fund
GDP	Gross Domestic Product
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Cooperation Agency)
GMO	Gender Monitoring Office
GoR	Government of Rwanda
GRIPP	Getting research into practice and policy

GTA	Gender transformative approach
HCs	Health Centre(s)
HPA/RODI	Health Poverty in Action/Rwanda Organisation
ICS	Improved Cooking Stoves
ICPC	Integrated Craft Production Centre
ICT	Information and Communications Technology
IFAD	International Fund for Agricultural Development
IFMIS	Integrated Financial Management Information System
IMF	International Monetary Fund
IOSC	Isange One Stop Centres
IPPS	Integrated Personnel and Payroll Information System
IPSAS	International Public Sector Accounting Standards
IUNC	International Union for Conservation of Nature
JICA	Japan International Cooperation Agency
JHPIEGO	John Hopkins Program for International Education in Gynecology and Obstetrics
JSBLR	Joint Sector Backward Looking Reviews
JSFLR	Joint Sector Forward Looking Reviews
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
LFFS	Livestock Farmer Field School
LODA	Local Administrative Entities Development Agency
MAV+	Manufacturing and access to vaccines, medicines and health technologies
MCCH	Maternal, Child and Community Health
M&E	Monitoring and Evaluation
M€	Million euros
MDTF	Multi Donor Trust Fund
MINAGRI	Ministry of Agriculture and Animal Resources
MINECOFIN	Ministry of Finance and Economic Planning
MININFRA	Ministry of Infrastructure
MiR	Made in Rwanda
MNCAH	Maternal, newborn, child and adolescent health
MSME	Micro, Small and Medium enterprises
MTI	Medical Technology and Infrastructure
MTR	Mid-Term Review
NIRDA	National Industrial Research and Development Agency
NST1	National Strategy for Transformation 2017-2024
OECD	Organisation for Economic Cooperation and Development
O&M	Operations and Maintenance
OSC	Out-grower Services Company
PAR	Participatory Action Research
PFM	Public Finance Management
PFM SSP	Public Finance Management Sector Strategic Plan
PforR	Programme for Results

PPFP	Postpartum Family Planning
PPP	Public Private Partnerships
PRISM	Project for Inclusive Small Livestock Markets
PSD	Private Sector Development
PSTA4	Strategic Plan for Agriculture Transformation, phase 4, 2018-2024
RAB	Rwanda Agriculture and Animal Resources Development Board
RBC	Rwanda Biomedical Centre
RBF	Results Based Financing
RCVD	Rwandan Council of Veterinary Doctor
ResiCODi	Resilience to Covid-19 through Digitalization Project
RH	Reproductive Health
RMNCAH	Reproductive, Maternal, Neonatal, Child & Adolescent Health
RPFA	Rwandan Pig Farmers' Association
RPIA	Rwandan Poultry Industry Association
RWF	Rwandan Franc
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender-Based Violence
SIDA	Swedish International Development Agency
SMEs	Small and Medium-sized enterprises
SPIU	Single Project Implementation Unit
SRH	Sexual Reproductive Health
STEM	Science, technology, engineering, and mathematics
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
TREPA	Transforming Eastern Province through Adaptation Project
TVET	Technical and Vocational Educational Training
TWG	Thematic Working Group
UEDI	Urban Economic Development Initiative
ULB	Université Libre de Bruxelles
UK	United Kingdom
UNDP	United Nations Development Program
USAID	United States Agency for International Development
VC	Value chain
VSF	Vétérinaires Sans Frontières / Veterinaries without borders
WB	The World Bank
WPL	Workplace Learning (TVET)
YC	Youth Corners
YFC	Youth Friendly Centre

2 Background and context

Rwanda's development strategy is built around its Vision 2050 which has overarching goals of promoting Economic Growth and Prosperity and High Quality of Life for Rwandans and is anchored around five pillars:

- Human development: Reaping the economic benefits from its demographic growth through investing in human capital development and economic reforms so that the country has a healthy, well educated, and highly skilled labor force.
- Competitiveness and integration: Enhance the country's competitiveness at various levels, including in particular its economic competitiveness underpinned by modern technology, innovation, research, quality infrastructure, favourable cost of doing business and micro factors such as increased firm and labour productivity.
- Agriculture for wealth creation: seeking to support agriculture's role both in economic growth and poverty reduction taking into account agriculture's implications for food security, nutrition, exports, as well as backward and forward linkages to both industry and services sectors. In Rwanda, agriculture remains the backbone for sustained economic growth, contributing around 27% to the Rwandan Gross Domestic Product (GDP) and employing about 70% of the workforce, particularly women. Going into 2050, agriculture is expected to be totally transformed with professional farmers, agroprocessing and commercialized value chains.
- Urbanization and agglomeration: creating synergies between the critical elements of urbanization that create agglomeration and enhance the socioeconomic benefits of urbanization, through increased access to markets, skills and employment among others.
- Accountable and capable state institutions: To fulfil the Vision 2050 aspirations, Rwanda needs effective institutions which in turn facilitate economic growth and development. Institutions and governance must modernize and become innovative, accountable to citizens, and rooted in the rule of law.

The 2019-2024 Belgian–Rwanda bilateral portfolio implemented by Enabel responds to the aspirations of Vision 2050. It has developed its action around corresponding sectors of interventions: Health, Agriculture, Urbanisation, and governance through Public Finance Management, perceived as a cross-cutting sector.

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Figure 1: Enabel's 2019-2024 portfolio in Rwanda

Cross cutting study fund (3,06 million euros – M€) + Management and expertise (8,44M€)

The portfolio includes two performance-based financing modalities – representing 35 % of the portfolio budget -, the Result Based Financing (RBF) in the health sector and the Program for Results (PforR) through the Multi Donor Trust Fund (MDTF). An additional multi-donor support – representing 4 % of the portfolio budget – is provided through the Public Finance Management Reforms Basket Fund, where Belgium supports the implementation of the PFM Sector Strategic Plan led by the Ministry of Finance and Economic Planning (MINECOFIN) together with Germany's Kreditanstalt für Wiederaufbau – KfW[2]. 52 % of the portfolio is implemented through more classical project modalities, but the use of national country systems is maintained through direct grants to Rwandan public institutions.

Health sector interventions seek to contribute to Rwanda's aspiration to offer universal access to high quality health care as part of its human development pillar. The program accompanies Vision 2050 which underpins the economic benefits of the "demographic dividend" through an emphasis on fertility decline, investments in human capital development, universal access to quality health care, and a healthy and highly skilled labour force. In particular, it will sustain Rwanda's already significant achievements already made in maternal and child health care[3], seeking to significantly reduce (70-90% reduction) maternal, neonatal, infant and under-5 mortality rates, in line with the SDGs. Results Based Financing (RBF) provided national on-budget support while Barame ran in project mode for seven districts; however, the goals of both interventions were the same.

2 The German Development Bank
3 Rwanda was one of the few countries that achieved all maternal and child-related Millennium Development Goals (MDGs).

The Agricultural sector interventions seek to contribute to economic growth, private sector development and economic diversification through support to the pig and poultry value chain. It also aims to increase the country's food sovereignty and tackle the lack of certain amino acids found in animal products and which has led to high levels of stunting within the Rwandan population.

The poultry value chain is the fastest growing subsector in Rwanda and has significant potential for growth and with it the opportunity to (i) improve the livelihoods of thousands of poor farmers in the rural areas by connecting them to those adding value and to final markets; (ii) contribute to addressing the malnutrition and stunting challenge; (iii) raise income for those involved; (iv) reduce imports while expanding exports of poultry products. In 2023, the poultry value chain (layer and broiler) numbered 6,047,215 birds and produced 17,344 metric tons of eggs[4]. The pork value chain though growing at a lesser speed has similar characteristics. In 2023, it counted 1,123,075 pigs[5].

The support seeks to create added value by developing a modern industrialised value chain to produce high quality meat products and eggs to substitute imports as well as for export purposes. This will contribute to reducing the proportion of the population dependent on agriculture (currently 69%).

Such developments will contribute to increasing Rwanda's urban population. In support of Rwandan authorities, Enabel rises to the challenges this raises through its urbanization activities by supporting urbanization in a satellite city Rwamagana and two secondary cities, Musanze and Rubavu, as well as the emergence of competitive manufacturing anchored to regional logistics hubs. This is achieved through providing socioeconomic infrastructure, urban planning systems and tools (master planning, use of equipment and tools, procurement, O&M…) as well as capacity-building, and fostering the growth of Made in Rwanda (MiR) construction value chains nationwide. The urbanization support thus contributes to local economic development through urban development, private sector development, decent and productive employment.

The PFM basket fund support contributes to the implementation of the Public Finance Management Sector Strategic Plan (PFM SSP) 2018-2024, one of the 16 sector strategies that implement Rwanda's NST-1. The basket fund is concerned with how the Government of Rwanda (GoR) collects, spends, and manages public resources to impact the economy and society, and adopts a cross-cutting approach with a view to achieving sound economic management, reliable public services and government accountability. The program builds on a strong PFM framework (laws, regulations, institutions…) and nearly 2 decades of successful PFM reforms. Like the NST-1, the PFM SSP seeks to lay the necessary foundation for a paradigm shift from vision 2020 to a more transformative vision 2050.

Capacity building components articulated to each sector of activity (health, agriculture, and urbanization) contribute to the Vision 2050's ambition to transform its workforce from surplus labour in agriculture to other economic sectors of service and industry for higher productivity.

4 Ministry of Agriculture and Animal Resources. 2023. Annual Report Fiscal Year 2022/2023.
5 Ministry of Agriculture and Animal Resources. 2023. Annual Report Fiscal Year 2022/2023.

The overall programme management is placed under the coordination of the MINECOFIN which delegates the responsibility of managing the individual programmes to each relevant line ministry. The Ministry of Health has delegated implementation to the Rwanda Biomedical Centre (RBC). The Ministry of Agriculture and Animal Resources (MINAGRI) has delegated implementation of the agriculture interventions to the Rwanda Agriculture and Animal Resources Development Board (RAB), whereas the Ministry of infrastructure has delegated the management of urbanization interventions to the Local Administrative Entities Development Agency (LODA), as well as to Rubavu, Musanze and Rwamagana district municipalities. Moreover, additional support to beneficiaries is provided by other implementing partners, such as the Rwandan 13rbanizatio institution tasked to facilitate this 13rbanization13tion, the National Industrial Research and Development Agency (NIRDA), which supports beneficiaries in accessing new technology, and the Banque Rwandaise de Développement (BRD), which supports beneficiaries in accessing finance.

An Annual Joint Consultive Committee (AJCC) is mandated to follow up on the overall implementation of the country programme, to analyse possible constraints and to support solutions to assure optimal implementation. For each individual intervention, a Steering Committee is mandated to assure overall strategic follow-up of the intervention and to validate changes which do not affect the general or specific objective, the impact of outcome indicators and the total budget of the intervention. Other changes to the country program are discussed within the AJCC, which can propose reorientations and budget reallocations between interventions and between sectors (though this implies an exchange of letters between the governments of Belgium and Rwanda).

The mutualisation of administrative resources has been concentrated at the level of the representation through the “en régie” management modality which implies direct management by Enabel rather than co-management.

The macroeconomic situation has remained stable through most of the period of implementation and, despite the Covid 19 crisis and the conflict in Ukraine, has not critically impacted the implementation of most of the public policies supported by the portfolio. The objectives initially targeted in the portfolio document still correspond to the needs and expectations of the beneficiaries and to the priorities and policies of the partner country and of Belgium.

3 Objectives and methodology

This Final Evaluation seeks to assess the implementation of Enabel's bilateral Rwanda country portfolio over the period 2019-2024, and the extent to which the results (output, outcomes) of its interventions have been reached. The analysis will cover the global portfolio level based on the performance of the 4 sectors of intervention (Health, Agriculture, Urban Development and Public Finance Management -PFM), cross-cutting issues (gender and private sector development – PSD), and cross-cutting activities (analytical work, policy dialogue).

It focused mainly on a set of 7 evaluation questions (EQ) outlined in the Terms of Reference (ToR):

1. To what extent has the cooperation program effectively contributed to the development goals and priorities of Rwanda ?
2. How effectively does the Rwanda-Belgium partnership promote mutual accountability and enhance the quality of dialogue about the cooperation program, ultimately contributing to the effectiveness of their collaborative efforts? To what degree has the institutional strengthening at the district level demonstrated effectiveness in fostering systemic changes and contributing to measurable development results within the target area?
3. How does the complementary funding received by Enabel, including development partnerships like the Team Europe approach and Team European Initiatives, contribute and enhance the impact of Belgium's bilateral cooperation objectives, particularly in terms of synergies, and strategic leverage that positively influence Rwanda's development within the thematic areas targeted by the cooperation program?
4. How have unexpected effects (positive and negative) of Enabel's actions (management, funding, etc.) affected the objectives, Rwanda's policy, institutional and societal level and the sustainability of the cooperation program?
5. How has the strengthening of value chains in agriculture and urbanization contributed to job creation and job consolidation? What are the main factors of success and remaining barriers/challenges?
6. How is action research influencing health policy in the context of Rwandan health sector? Why does it work or doesn't work? What are the factors of success and remaining barriers/challenges?
7. How was gender integration operationalized within the sexual and reproductive health program? What were the observed effects of gender integration? Were the successes integrated within national/local relevant policies?

EQ 5, EQ 6 and EQ 7 will each be the object of an in-depth case study. EQ1 will cover Organisation for Economic Cooperation and Development – OECD's Development Assistance Committee (DAC) evaluation criteria (relevance, coherence, efficiency, effectiveness, impact, and sustainability) but put stronger weight on the effectiveness, impact, and sustainability of both the overall program and specific interventions. The main cross-cutting issues included in the analysis are gender and private sector development (PSD).

The analysis does not directly concern the additional interventions managed by Enabel in Rwanda over the 2018-2024 period[6]. However, these interventions are taken into account when assessing the global coherence of the portfolio, particularly in relation to EQ3.

In terms of methodology, the evaluation informs the evaluation questions through a sectoral and portfolio level of analysis though the limited number of projects implies that the line between project and portfolio level analysis is not always clearly defined. The analysis is based on semi-structured interviews with actors in Rwanda, field observations and a documentary review. An evaluation matrix[7] serves as a guide and check list of the sub-evaluation questions, analytical elements and indicators upon which the analysis is based.

The first 4 evaluation questions (macro evaluation questions) are under the responsibility of the team leader whereas the 3 case studies (EQ 5, 6 and 7) are covered by Rwandan experts under the team leader's coordination. The work was divided in 3 phases: i) preparation, ii) data collection (including a 19-day mission in Rwanda), and iii) analysis, restitution and report drafting (Figure 2). The data collection phase included visits to a wide set of project and portfolio stakeholders (Enabel staff, project actors, Rwandan authorities, development partners)[8]. The in-country data collection mission involved visits to Bugesera, Gakenke, Gicumbi, Gisagara, Karongi, Musanze, Ngoma, Nyarugenge, Rubavu, Rwamagana along with Kigali.

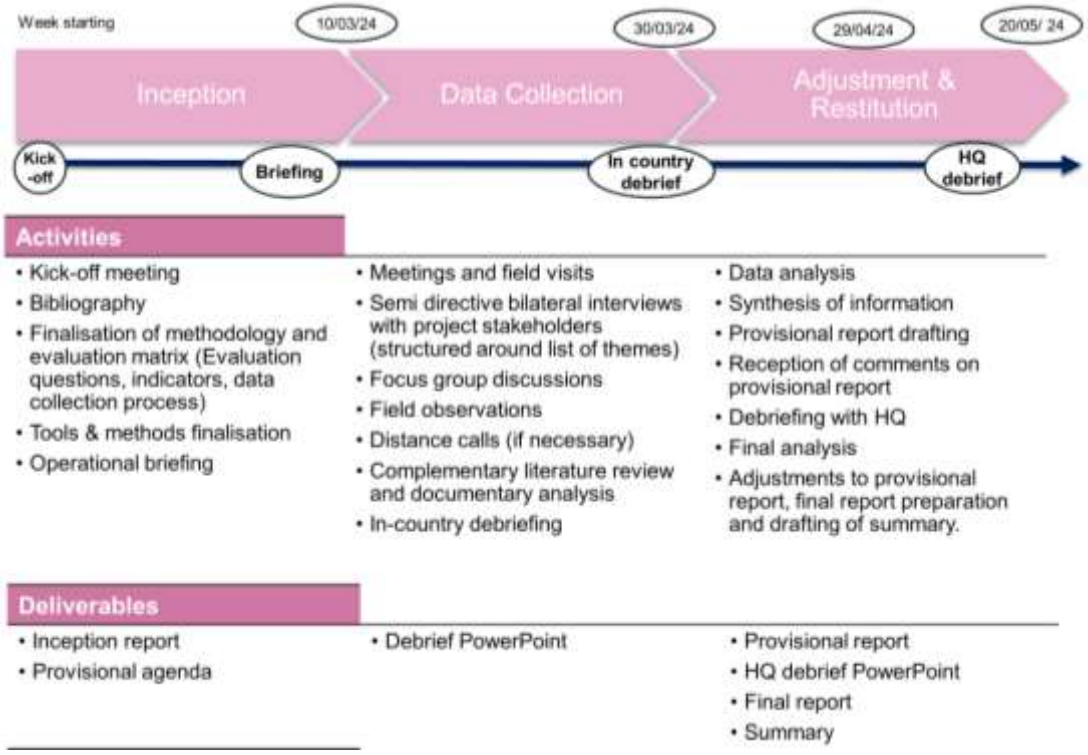


Figure 2: Review process

The main limitations relate to the fact that the evaluation team was consolidated late in the evaluation process, once the data collection mission had already started, as well as to the limited

6 These include interventions carried over from the previous portfolio, activities related to the thematic portfolio on Social Protection in Central Africa, or projects managed for third party donors such as the European Union - EU, LuxDev. IUCN or the Swedish International Development Agency - SIDA

7 The evaluation matrix is available in Annex 4.

8 Please consult Annex 6 for a full list of stakeholders interviewed.

availability of stakeholders and of quantitative data during the data collection mission. However, distance calls were held after the end of the in-country mission and various studies, pending at the time of data collection, were subsequently passed on to the evaluation team, albeit in a draft form. As a result, the amount of available data is satisfactory and has enabled a significant amount of triangulation which lends credibility to the findings. A further issue concerns the fact that stakeholder (Project team, Rwandan Authorities, Enabel country management and Enabel headquarters) expectations are not perfectly aligned; Rwandan-based actors tend to seek more of a detailed analysis at the level of each intervention rather than the strategic analysis at the level of the portfolio expected by country management and Brussels headquarters. This can force evaluators to reframe questions repeatedly which can be time consuming.

4 Analysis and findings

4.1 EQ1: To what extent has the cooperation program effectively contributed to the development goals and priorities of Rwanda?

4.1.1 Portfolio performance

In terms of the portfolio performance, the relevance of the interventions is very satisfactory. The programs correspond to Rwanda's priorities and policies as well as to its strategic options. Furthermore, the portfolio is aligned with Belgium's current thematic priorities. The emphasis which Enabel puts on participation has ensured the interventions respond to the needs of the beneficiaries. Besides, Enabel support is valued for its flexibility and adaptability, helping to fill in thematical and geographical gaps and/or intervening where it can offer specific skills, experience and added value.

The overall approach of the various interventions and related sectors is coherent. The interactions with other actors working on similar issues are satisfactory and no duplication of efforts is observed. At sectoral level, the intervention logic is coherent and integrates relevant factors of risk. Furthermore, the resources mobilised to undertake the interventions are realistic. Enabel interventions are valued for their holistic approach to issues and the fact that Enabel combines actions at national and local level. Nonetheless, some socio-economic aspects relating to health and agriculture could be better addressed and there is a tendency to develop a one size fits all approach. Moreover, globally, there are few links between sectors and almost no additional results at portfolio level.

Effectiveness and impact are satisfactory. The interventions have globally achieved significant results in all of the health, agriculture, urbanization and public finance management sectors. However, the quantification of results is limited, particularly at outcome level, and attribution of results remains an issue.

Efficiency is satisfactory. The resources within the portfolio have been economically converted into results within the fixed deadline. Enabel is considered a pragmatic and flexible institution with good adaptation capacity and a good capacity to interact and dialogue with stakeholders at all levels whether in the field or regarding policy dialogue. Working through local partners has proved efficient. The mutualisation of administrative resources at the level of the representation enables a rational, cost-effective and efficient use of resources. Budget execution was 95% at the time of the ETR with all remaining funds expected to be disbursed before June of 2024. Despite an initial slow start and the Covid crisis, Enabel has caught up most of the initial delays. The few weaker aspects linked to efficiency regard the fact that procurement and grant preparation processes are presented as very cumbersome and time consuming, the lack of coincidence between Rwandan and Enabel budget cycles, slow team set up and a high level of subsidy for some activities, which could have covered a higher number of beneficiaries.

Although sustainability requires more attention, the global assessment is that it remains satisfactory, with significant results in health, agriculture, urbanization, and public finance management sectors. Tangible outcomes include infrastructure provision and capacity building, achieved through Enabel's pragmatic and flexible approach, effective stakeholder engagement, and efficient resource use. Collaboration with local partners and Rwandan institutions has ensured alignment with local needs and priorities, with direct grants through national structures proving effective. However, challenges

in quantifying and attributing results, high staff turnover, insufficient staffing, and inadequate maintenance planning persist. While innovative Public-Private Partnerships (PPPs) and capacity-building efforts show potential for long-term impact, adjustments and a deeper understanding of value chains are needed. The next portfolio will address these issues, focusing on socio-organizational aspects, though reliance on extended support is not ideal.

In terms of cross-cutting aspects, although a gender specialist was contracted in 2023 to develop a more formalised transformative approach and prospects are looking good for the next portfolio, gender cannot be considered to have been addressed in a satisfactory way through the 2019-2024 portfolio, which focused on quotas of beneficiaries and sensitization. Environmental issues, as well as inclusiveness, have been the object of varied attention according to the sector. On the other hand, private sector development has been given substantial attention through a dedicated TA and has achieved tangible results. Accountability was also addressed satisfactorily.

The global evaluation of the main evaluation criteria is summarized below:

Relevance:	**A : Very satisfactory**
Coherence:	**B : Satisfactory**
Effectiveness and impact:	**B : Satisfactory**
Efficiency:	**B : Satisfactory**
Sustainability:	**B : Satisfactory**

4.1.2 In-depth analysis

4.1.2.1 Relevance

The relevance of the interventions is very satisfactory. The programmes correspond to Rwanda's priorities and policies as well as to its strategic options. Furthermore, the portfolio is aligned with Belgium's current thematic priorities. In addition, the participative process of formulation and implementation, in close collaboration with the national authorities and agencies in charge of the actual implementation has also ensured the continued relevance of the portfolio to Rwandan national as well as more local priorities.

The portfolio remains very relevant in the Rwandan and Belgian context since the design was anchored on national strategies of both the governments of Rwanda and Belgium. The national strategies have remained unaltered and relevant since the beginning of the portfolio. Changes in the context did not lead to major changes questioning the chosen strategies. The need to mitigate both the public health and socio-economic consequences of the Covid-19 pandemic rendered the choices made in the portfolio only more relevant.

Enabel's strategic focus is relevant because it recognizes the limitations linked to the size of its cooperation, seeks to deal with priority issues and/or fill gaps (thematical or geographical), working where its presence has added value and displays complementarities with other actions and development dynamics.

The health program aspires to support Rwanda in leveraging its demographic dividend, by supporting the health sector in improving universal access to high quality Reproductive, Maternal, Neonatal, Child

& Adolescent Health (RMNCAH) services both to manage future population growth and contribute to healthier populations (human capital).

The comprehensiveness and the continuum of care of the Enabel Health project – Barame is designed to address challenges related to maternal and perinatal morbidity and mortality, teenage pregnancies, substance abuse by youth, Gender Based Violence (GBV), including Sexual Gender Based Violence (SGBV), modern contraceptive prevalence rate (CPR) and unmet need for modern family planning, both being associated with a high total fertility rate. In addition, improved family planning uptake will have a major impact on maternal, perinatal, child and adolescent health outcomes.

The program feeds into the national policy dialogue and leverages evidence to guide strategic and operational planning including implementation of new national initiatives (e.g., Polyvalent community health model; providing ultrasound to the health centres and training of nurses on their use to ensure improved ante-natal care follow up).

The agriculture sector contributes to economic development through developing local production, creating added value, raising incomes and creating jobs. This in turn contributes to improved livelihoods and at a macro economical level, to improving the country's commercial balance by limiting imports and raising exports. The programme also contributes to better balancing Rwandan diets thus limiting malnutrition, responding to the country's stunting challenge and improving the country's health environment in a cross-cutting way. In a context of recurring world crisis (Covid-19, war in Ukraine), the programme's contribution to Rwandan food sovereignty also appears particularly relevant.

Beyond urbanization per se, the sectoral component of the programme targets public socioeconomic amenities and revenue-generating facilities in the selected districts, which supports economic activity and multiplier effects on private sector employment. Economic development is further increased by the support to improving the affordability, quantity, quality and standards of MiR construction materials.

Moreover, the effect of the interventions is maximized by the strategic location of the 3 supported cities: 2 important market border towns and one town located at a moderate distance from Kigali.

In PFM, the three results areas (Integrated Financial Management Information System – IFMIS and PFM Information and Communications Technology (ICT) systems, PFM Systems and Subnational resource mobilization) remain critical for a strong and effective PFM system and Rwanda's NST-1.

4.1.2.2 Coherence

The overall approach of the various interventions and related sectors is coherent. The actions fit well into the legislative and regulatory context. The interactions with other actors working on similar issues are satisfactory and no duplication of efforts is observed. At sectoral level, the intervention logic is coherent and integrates relevant factors of risk. Furthermore, the resources mobilised to undertake the interventions are realistic. Enabel interventions are valued for their holistic approach to issues and the fact that Enabel combines actions at national and local level.

Projects display complementarities although they are most often part of a single effort. The 2 projects for Inclusive Small Livestock Markets (PRISM) were only divided for administrative reasons, the 2 Urban Economic Development Initiative (UEDI) projects have been conceived as components of the

same urbanization dynamics. The Barame and RBF are also strongly complementary. At sectoral level, only MDTF – PforR 2 and PRISM display limited synergies despite being part of the same sector.

Projects interact and coordinate with other actors working on similar issues through national Thematic Working Groups (TWGs) and district level working groups or authorities (District authorities, District Health Management Teams (DHMT), District Joint Development Action Forum -DJAF).

Despite the globally satisfactory opinion of the coherence of Enabel's projects, some socio-economic aspects relating to health and agriculture could be better addressed. Indeed, a set of weaknesses can be identified:

- Enabel's value chain support appears to be largely one-size-fits-all whereas it is likely that depending on the size of a producer or SME and the exact context within which he/it evolves, a more varied set of processes, strategies and approaches could be implemented to adjust to specific conditions. In this sense, to better adjust the support provided, there is a lack of differentiation by the project of the varied types of producers and SME: small, medium, large, as well as of their market orientation (Democratic Republic of Congo – DRC, Kigali…) or their varied strategies. This issue has partly been tackled by the fact that PRISM-IFAD has been assigned the task of dealing with smallholder farmers with resilience based-logics with PRISM-Enabel focusing on commercial farmers. However, even with commercial farmers, size and access to production factors matters and differences call for more varied approaches complementing each other to maximise impact.
- In the agriculture sector, the rationale behind increasing the affordability of animal feed appears flawed. On the one hand maize and soya production costs are higher in Rwanda than in neighbouring countries (Zambia, Uganda); on the other, the effect of an increase in Rwandan maize production is wiped out by the strong demand for maize for human consumption. In addition, few producers are willing to produce soya which has similar cropping characteristics as bean but a longer production cycle and is less present in human consumption habits.
- In the health sector, synergy and coordination between partners funded by Enabel can be strengthened. Possibilities of linkages to ensure a continuum of quality care in mentorship interventions at the hospital (Rwanda Professional Associations) and health centre/community health worker level (John Hopkins Program for International Education in Gynecology and Obstetrics – JHPIEGO), remain despite efforts made in relation to coordination of mentorship activities, the M&E framework, and common indicator definition. The synergy and coordination between Health Poverty in Action/Rwanda Organisation (HPA/RODI) with Isange One Stop Centres (IOSC) vary per district, and is to be strengthened, as well as peer learning between districts and partners.

At the portfolio level, the three main cross-sectoral complementarities are related to:

i) The PSD approach developed in both the agriculture and the urbanization sectors.
ii) PFM support which contributed to simplifying administrative processes for local government authority partners and therefore increased the efficiency of local authority support for all 3 other sectors of intervention. IFMIS support is underlined by local authorities. It has benefited all 30 districts, 416 administrative sectors, all 43 hospitals and 508 health centres.
iii) A more specific synergy at the level of the Musanze Youth centre which has had a positive impact on the accessibility and use of health, sexual, and reproductive services among young

people. Indeed, previously, accessing the health clinic involved a single-entry point, leading to reluctance among youth to seek contraceptives or information. However, the establishment of a service hub within the complex made its access more anonymous and reduced social barriers to accessing these services. As a result, youth find it easier to drop-in for assistance.

However, globally, there are few links between sectors and more synergies could have been sought across sectoral interventions. There are almost no additional results at portfolio level (i.e. beyond the project level) resulting from a portfolio approach. Conscious of this situation, developing stronger links between sectors has been taken up in the design of the next portfolio with increased synergies between, for instance, health and urbanization relating to hospitals, agriculture and urbanization on urban agriculture and smart cities, agriculture and health regarding stunting. In addition, decent work has been mainstreamed in the next bilateral portfolio, particularly within the urbanization and agriculture sectors in relation to PSD and job creation.

However, this situation raises the question of how far coherence should be sought at the level of a development partner's portfolio. Indeed, it appears preferable and more in accordance with alignment principles to seek coherence beyond Enabel's own portfolio taking a global view of national development efforts and of the way Enabel supports national strategy implementation, integrating national efforts and those of development partners rather than reasoning at the level of a single donor. From this point of view, Enabel support is valued for its flexibility and adaptability, helping to fill in thematical and geographical gaps and/or intervening where it can offer specific skills, experience and added value.

Indeed, Enabel's portfolio in Rwanda largely chose to develop interventions around issues unattended by national authorities and other partners. As such, as previously noted, in the agricultural sector, Enabel supported the pig and poultry value chain at the level of entrepreneurial actors whilst IFAD supported the same value chains at the level of smallholders. In the health sector, it was decided that Enabel would work in the 7 districts which were unattended by other interventions. The result is a portfolio with sectors working in different geographical areas without many direct synergies and complementarities. Enabel's added value and complementarity should be reasoned at the level of the entire development initiatives within a sector and more globally at the level of the National Strategy for Transformation 2017-2024 (NST1) which all its sectors of intervention contribute to operationalise.

The issue of selectivity is therefore key. How far, with its limited budget, Enabel should spread itself out over 4 sectors, albeit totally in line with Rwanda's vision 2050, is to be considered carefully. There is an added value in a development partner acquiring a global view of development challenges at the level of a partner country by covering several sectors. However, this should not be counterbalanced by too light a presence in corresponding sectors and related budgets should remain significant. This is the case for Enabel's portfolio and Enabel's protagonism and influence in all 4 sectors is recognised.

Finally, one can wonder how far Enabel should invest in infrastructure (roads, markets) and whether its added value is not more in processes than in budget-consuming hardware. Indeed, although infrastructure is a key element of development processes, feeds softer aspects of development work, contributing to steer local development, and cannot be set aside, investing in roads and markets such as Enabel has done consumes a large part of its budget. Infrastructure must be maintained as part of the global set up, and if needed funded by Enabel to maintain an adequate balance between hard and soft components. However, when possible, collaborations and complementarities with other DPs

should be sought to allow Enabel to concentrate on the areas where its added value is strongest (and which from the mission's point of view concern process -infrastructure management, strategic positioning of infrastructure with respect to other activities, and to a certain extent infrastructure design- rather than hardware). The fact that Rwanda is a Middle-Income Country (MIC) reinforces this point.

4.1.2.3 Effectiveness and impact

The interventions have globally achieved significant results in all of the health, agriculture, urbanization and public finance management sectors. Effectiveness and impact are satisfactory. Tangible results exist in all sectors. Infrastructure and equipment have been provided or subsidised in the agriculture, health and urbanization sectors. Significant amounts of capacity building have been undertaken in all sectors and private actors have emerged in the agriculture and urbanization sectors supported by Business Development services (BDS) such as input provision, microfinance and advisory services. This has helped create employment opportunities.

According to interviews and the narrative of progress reports, most of the program's outcomes show positive progress. However, quantification of results is limited[9] (productivity, income generation, jobs created, increased value of assets…) and tends to be concentrated towards the end of the interventions (preventing review as the implementation evolves, in a way that could support project steering and result maximisation). Some indicators, most notably at impact level, are not available/produced for the report period, and projects are either undertaking different impact assessments to capture missing information or expecting assessments to be undertaken in 2025/26[10]. Besides, the attribution of some outcomes is unclear, as various outcome indicators may have limited relation to workstreams. Indeed, indicators such as "Rural households living below poverty line", "Share of Agriculture land under sustainable land management", "Population living in urban areas with access to basic urban infrastructure services", "Industry sector's value-added contribution to GDP" are shaped by factors which go well beyond the scope of Enabel's interventions.

More specifically**, the health sector has been strengthened,** focusing on health infrastructure, equipment, and staff capacity building. Most of the outcomes and output indicators selected for the Barame project have improved in all focus districts although progress varies between districts. In relation to RBF, all outcome 1 targets were surpassed with maternal and child health indicators improving and all family planning indicator targets exceeded. Under outcome 2, quality of data was improved and with 25 ongoing or completed studies, new information has been generated for improved evidence-based health decision-making. Under outcome 3, the quality of standard health care and the management of obstetrical and neonatal complications was very noticeably improved, including ante-natal care, post-natal care, and family planning coverage. Under outcome 4, the decentralisation of GBV services to health centres and community level centres contributed to a significant increase in the use of the GBV health services provided, as well as to improvements in the access to Adolescent Sexual and Reproductive Health (ASRH) services. Under outcome 5, populations were informed and sensitised about key topics on maternal, newborn, child and reproductive health, and services such as antenatal care, delivery services, and postnatal care in health facilities (although

9 This issue should be taken up in the next portfolio through supporting RAB and MINAGRI in developing data management systems per value chain (to favour a direct approach and ownership of national authorities of data collection).
10 The indicators selected by the programme to measure health impact are not available on an annual basis.

the practices score implies that there are existing barriers and obstacles that prevent respondents from using these services).

In Agriculture, interventions contributed to the improvement of livelihoods, including for smallholder farmers, created employment opportunities particularly for youth and women, and contributed to poverty reduction, fighting against malnutrition, and reduction of stunting (although, with 33% children under the age of 5 showing stunted growth (2020)[11], additional efforts are still necessary).

According to the latest Country Portfolio Annual Report (2022-2023), pig and poultry (egg and broiler) value chain productivity and profitability[12] have increased, as well as pig and poultry populations. This was achieved through a variety of complementary actions such as technical assistance to farmers and capacity building in business development and market requirements to value chain stakeholders, but also support to a set of productive services such as artificial insemination and 60 local proximity private veterinarians[13]. This has multiplied by over 15 the number of farmers with regular access to veterinary services (564 to 8774) with a consequent increase in number of animals treated[14] and a decrease of animal mortality[15].

Private investment in the value chain is not tracked comprehensively, meaning that the level of investment remains unclear but investments are noticed at all levels of the pig and poultry value chain (production, inputs[16], transformation and marketing). Value chain actors have been supported in their investments through two mechanisms supporting access to technology (equipment) and access to finance.

Despite increases in maize yields and production, animal feed prices have continued to rise, and affordability of feed has not been improved. Support to the emergence of alternative feeds (insect protein…) have not been conclusive either. At an institutional point of view, the Rwandan Poultry Industry Association (RPIA) and the Rwandan Pig Farmers Association (RPFA) have been supported in the elaboration of their strategic plans but still appear weak, incapable of delivering significant services, unrepresentative of their value chain[17], and dependent on external support. Rwanda council of Veterinary Doctors (RCVD) also appears weak. Considering the relatively limited time over which these organisations have been supported, the fact that they still need support should not come as a surprise. However, the limited support they appear to receive from grass roots is an issue of preoccupation. There is a need for them to reach down to grass roots, strengthen their membership base and develop a set of services around which to build the institutions' purpose and sustainability.

In urbanization, the project's overarching objective of **establishing functional and inclusive urban infrastructure** for sustainable economic development in Musanze, Rubavu and Rwamagana has shown positive developments. The project has built roads, drainages and 2 markets; it has supported 3 handicraft centres, a youth centre, and improved public spaces and amenities in secondary cities. All these works are completed (with the exception of the two markets of Musanze and Rwamagana

11 Source: Vision 2050, Republic of Rwanda
12 By 25% increase (Country Portfolio Annual Report, 2022-2023)
13 14 women, 46 men.
14 The number of treated animals raised from 23,759 to 285,128 - 52,307 pigs and 232,823 chicken.
15 Animal mortality shrunk from 7.5 to 5.8% in pigs and from 9.4 to 7.4% in chicken.
16 Feed, veterinary services and artificial insemination.
17 RPFA represents 100 members and RPIA counts 150 members despite the fact that the PRISM project LFFS groups alone number 12,300 poultry producers and 5,700 pig producers and the value chains are recorded to number 582,000 poultry producers, and 625,500 pig raising households (National Institute of Statistics of Rwanda. (December 2021). Agricultural Household Survey 2020 Report.).

which are under completion) and have or are expected to demonstrate significant economic impact. The local economic activity generated through the support has enabled to create temporary off-farm jobs in Musanze, Rubavu and Rwamagana. According to the Tracer survey (2024), 856 of the 1044 students having benefited from vocational training found a stable job and 2455 jobs were created by the 75 SMEs having benefited from support to develop Made in Rwanda products. These off-farm jobs encompass a range of activities, including infrastructure construction, stone processing, and quarry operations. Moreover, they promote local production and reduce reliance on imports.

The development of urban roads has had very concrete effects for those already having a business on the site of the construction (eg: groceries, bakers, butchers, hairdressers, ...). According to the Urbanisation infrastructure impact evaluation (2024), shopkeepers have seen their turnover doubled due to a better accessibility, attractivity and security of their shops[18] and improved setting[19].

In addition, the urbanization sector infrastructure impact assessment (2024) reports increased value of assets linked to infrastructure construction (roads, youth centre, markets…) with 10% to 43% increases in house prices. This escalation in the value of property extends beyond the core site of the infrastructure, especially in the case of urban roads, with an increase in plot value perceived up to five plots beyond the road. Consequently, there has been a notable enhancement in the quality of housing along these roads, including the addition of extra floors, extensions, and renovation projects.

The infrastructure has also attracted new economic activity (see EQ5). Besides, the infrastructure impact assessment also found that improved transport facilities have made uploading/downloading of goods and parking easier, which decreased the cost of some of the goods by half due to decreased maintenance cost for transport companies which were reflected in the prices.

In addition, the improved urban road infrastructure contributed to an increase in tax collection. In 2020, Rubavu district collected 2.2 billion RWF which reached 3.8 billion RWF in 2024, due in part to the increase of commerce and shops facilitated by the road infrastructure[20]. Support to craft and youth centres has led to a surge of registered craftsmen which also resulted in increased taxes collected by District authorities. In 2019, Musanze district collected around 1 million FRW from craftsmen, this increased to 2 million RWF in 2023, due to the increased number of registered users.

Finally, it must be noted that a similar road construction project financed by the World Bank (WB) in Rubavu decided to replicate Enabel's approach, suggesting future multiplier effects.

Despite this positive assessment, the bamboo and agricultural by-product value chains have not been developed in addition to the stone and clay value chains, as was initially contemplated[21]. Besides, the surge in property value associated to infrastructure building in the urbanization sector has also brought about an **increase in rents**[22], both for commercial and residential properties within the vicinity. Consequently, the Urbanization infrastructure impact evaluation (2024) indicates that

18 Easier access leads to more clients daily, extended working hours from 19h to 22/24 h in Rubavu.
19 With large sidewalks, less dust and mud, and lighting at night.
20 Enabel. Forthcoming 2024. Urbanization Infrastructure Impact Evaluation.
21 Following the Technical Audit undertaken at the beginning of the project, the GoR proposed to focus on the stone and clay value chains to maximise impact. The agricultural by product value chain was not kept at all because of the excessive competition for such products by other agricultural sector actors. Bamboo, an emerging value chain in Rwanda, was only supported in the last 18 months of the project and will be taken over to the next phase, due to its promising initial results.
22 This rise in rent corresponds to the rise in commercial exchanges according to the Urbanisation infrastructure impact evaluation (2024).

individuals from poor backgrounds have encountered challenges in affording accommodation in these areas unless they owned the property. Some have been compelled to **relocate** to more affordable neighbourhoods.

Public Finance Management (PFM) support has significantly improved administrative and financial processes both in quality and coverage, improving planning and reducing paperwork at national and district level through introducing IFMIS and other digitalised ICT systems (medical records, PFM processes, e-procurement, e-Tax system, e-banking, enhanced Integrated Personnel and Payroll Information System (IPPS)…). Fully integrating these systems with other PFM systems has increased the efficiency, effectiveness, and accountability of the use of public resources from local to national level, including a fully automated national treasury[23]. All Enabel's PFM results areas and annual targets remained on track. All sectors, district hospitals and health facilities were using IFMIS for financial reporting, only schools still needed to improve (as 33% still don't use IFMIS). Compliance with PFM systems has improved - 68% of public entities received unqualified audits in the most recent financial year, up from a baseline of 32% and close to the NST-1 target of 70%. Also, OAG Audit expenditure coverage has reached 95% (FY2021/22) from the 85% baseline. The draft ODI Evaluative Review: Public Financial Management Sector Strategic Plan (PFM SSP) 2018-2024 also indicates substantial progress in Improved accounting and audit practices and in local revenue collection and improvements in audit compliance. Digital PFM reforms have also made certain local services more easily accessible. Furthermore, a new PFM legal framework was introduced in May 2022 with Enabel support. The strengthening of joint planning structures, bottom-up planning processes and accountability should also be underlined.

Moreover, basket funds have contributed to improved sector governance and coordination, strengthening the global institutional framework in the agriculture and health sectors. More generally, they provide predictability on resources and accountability, and also support policy dialogue as well as dialogue between development partners. In the case of the PFM and PforR basket funds, whereas most actors met consider that dialogue has been effective, there is a question as to how much more effective it could have been considering that, in agriculture, the WB as the main player in the PforR MDTF basket fund held little consultation with other partners; and that, in PFM, other DPs don't seem to consider the basket fund necessary for sector dialogue, "given strong ownership by MINECOFIN".

Despite this very positive assessment, one may note that delays in implementing some of the milestones included in the 6-year IPSAS implementation blueprint (2018-2024) have however been noticed.

4.1.2.4 Efficiency

Efficiency is satisfactory. The resources within the portfolio have been economically converted into results within the fixed deadline.

Enabel is considered a pragmatic and flexible institution with good adaptation capacity and a good capacity to interact and dialogue with stakeholders at all levels whether in the field or regarding policy work. Working through local partners -with the possible exception of NIRDA- is proving efficient although grants can be quite burdensome to manage, particularly when partners, despite initial

23 Rwamagana district staff indicate that payment and procurement procedures which used to take 2-3 days are now completed in an hour, and that an added advantage is that the transactions are tracked more effectively.

organisational assessments, , have not had their capacities sufficiently built with respect to Enabel's administrative and financial procedures. Nonetheless, the budget and technical staff are sufficient to produce the expected results, and technical assistance costs are lower than expected. The mutualisation of administrative resources at the level of the representation enables a rational, cost-effective and efficient use of resources.

Activities are advancing and the level of financial execution is satisfactory: 95% of the budget (114 M€ out of 120 M€), at the time of the End-Term Review (ETR), with all remaining funds expected to be disbursed before June of 2024. Despite the Covid crisis, by the end of the programme, mid 2024, almost all activities are expected to be implemented. Only two activities in the urbanization sector are foreseen to be finished in the months following closure (but will be disbursed before).

In the agriculture sector, the Interest Reduction Subsidy (IRS) facility has attracted 5,6 Rwandan Francs in terms of loans for every 1 Rwandan franc of subsidy. This is a very satisfactory leverage effect.

Basket funds complement more classic projects effectively and are also considered to be implemented efficiently. By working through and supporting government systems, they reduce transaction cost due to working through third parties, and the creation of parallel systems.

Despite an initial slow start and the Covid crisis, Enabel has caught up most of the initial delays. When confronted with challenges, Enabel has shown its capacity to adapt its action:

i) Conscious of the flaws in its efforts to reduce animal feed prices, the PRISM project has reoriented the resources which had been allocated to it towards a strategic animal feed reserve enabling to source maize and soya from the world market when prices are low.
ii) Destruction caused by floods has brought Enable to support reconstruction effort through redirecting a limited budget from the Urbanization program without any significant impact on the project. This redirection of funds was very efficient as it built on Enable's experience in Tanzania with stone arch bridges which have proven both cheaper to build as well as labour intensive, meaning that they also provided jobs for the local populations affected by floods, besides restoring transport capacity.
iii) The reallocation of five hundred thousand euros (€500,000) from the expertise budget to Rwamagana Market construction was also relevant.
iv) In 2023, the PFM basket fund grant was increased (€587,000) to continue implementing sector priorities, reallocating resources from the Study Fund and regie budget lines for external reviews and audits.
v) Some of the expertise budget was reallocated to studies to support a timely operationalisation of the new program (see the Agricultural value chain assessment in bee keeping).

Despite these positive findings, it must be noted that procurement and grant preparation processes are presented as very cumbersome and time consuming, with consequences on the time left to implement activities. Indeed, despite Enabel attempting to use country systems and streamline processes as much as possible, it remains bound to operating within the framework of Belgium and European Law and procedures that require time. In addition, some activities and interventions were initially slow in putting their teams together.

In addition, the level of subsidies associated with the mechanisms developed to support access to finance and, even more so, access to technology (50% grant and 50% concessional loan) appears much too high. Less generous conditions would have remained attractive and enabled to cover a higher

number of beneficiaries. Indeed, access to technology has only supported a few large companies with large subsidies which could also have benefited a much larger number of smaller actors. Access to finance has supported more smaller companies but could also have been spread out over more actors.

4.1.2.5 Sustainability

SAlthough sustainability requires more attention, the global assessment is that it remains satisfactory.

The level of participation and ownership, consolidated through close collaboration with local partners and Rwandan institutions is satisfactory. By involving stakeholders in the decision-making process, actively engaging with country systems and Rwandan institutions and putting Rwanda in the driving seat, the portfolio ensures that the benefits generated are aligned with local needs and priorities. Channelling direct grants through national structures and systems, such as was done with IFMIS or in the health sector with RBF has been particularly effective. In the Health sector, country systems have been created at central, District and hospital level. Moreover, capacity building has been significant in all sectors. In the urbanization sector, beyond capacity building, the planning tools and the masterplans developed ensure district capacity to manage cities in the future; even more as citizens have been closely involved in planning and indicate satisfaction with their participation in decision making at Local Government levels. Work on standards of building material ensures quality and also contributes to sustainability. The craft centre in Musanze is already at full capacity with 720 craftsmen (around 400 carpenters, 15 welders, 36 blacksmiths, tailors, shoemakers, 108 wood traders, 14 other small traders, 5 transporters with their own vehicle) and an extension is already planned on its adjacent plot.

The increase in tax collection resulting from the improved urban road infrastructure is a further element of sustainability. On the longer run, it is hoped that support to the Rwanda revenue authority through PFM will also lead to increased local government revenue. In the health sector, the fact that government investments are increasing by 2% per year is a further contextual factor that contributes to sustainability, even though it can only very remotely be attributed to Enabel's action. In the PFM sector, several elements such as the integration of IFMIS with other national PFM ICT systems, the appointment of Chief digital officers in all Government structures to ensure implementation of national digital policy, the recruitment of additional staff and measures in the new PFM SSP Strategy (2024-2029) are conducive to sustainability.

However, irrespective of the fact that the issue corresponds to a broader structural problem of Rwandan institutions and goes beyond Enabel's control, human resources still need considerable strengthening. Moreover, quite a high staff turnover at district level and insufficient staffing in some sectors (health) limits sustainability. More generally, issues related to organisation, infrastructure and equipment management and maintenance, financial sustainability and institutional strengthening are not addressed thoroughly enough. Even though it must be underlined that, in the health sector, hospitals are budgeting (ordinary budget) maintenance related costs for the equipment provided, in general, across sectors, costs of maintenance are not estimated and planned for rigorously although business capacities are built. Some national actors (such as producer organisations like RPIA and RPFA, or such as RCVD) remain weak, unrepresentative, generating no services, and dependent on external support. In some instances, such as the management of the handicraft centres, the markets or the youth centres, innovative Public Private Partnerships (PPP) have been devised and implemented; they clearly represent potential pathways towards sustainability but there is still limited hindsight to judge whether they are sustainable in their current form. Future adjustments to the model are likely to be

needed[24]. In the case of the Youth center, the contribution of economic activities to the operation and maintenance costs of the center still has to be better estimated before it will be possible to know how far the district's contribution to the centers budget can be reduced, and ho autonomous the center can expect to be. The infrastructure impact assessment considers that the model is promising but still needs to be strengthened.

In terms of Private Sector Development, profitability of activities is not analysed in depth, particularly that of building material value chains and, in the agriculture sector, the added value created by the pig and poultry value chains according to the size of production units[25]. Despite the BDO study, the implications of the rise in animal feed prices in terms of profitability thresholds has not been determined sufficiently precisely, calculating income generated taking into account all intermediary consumptions, the time spent on a production unit and the revenue from a specific batch of chicken or pigs. A similar issue is observed for construction VC. Indeed, to steer support to the various value chains, it is necessary to achieve a more granular understanding of the added value created at each segment of a value chain and how it is distributed between the different stakeholders, including the possible different types of actors according to their size and access to production factors. This implies a detailed knowledge of gross revenue but also of intermediary costs and the way they evolve with the size of production, transformation or marketing units and economies of scale.

The 68 SMEs which were supported over 3 years with BDS developed (or already had) business plans but other project beneficiaries such as the pig and poultry producers, veterinaries or TVET trainees in self-employment are not registered as having done so. Moreover, Technical and Vocational Educational Training (TVET) trainees receive no accompaniment beyond their training period (incubation, coaching…) although this has become standard practice in TVET programmes. In relation to pig and poultry breeding, a one-size-fits-all support package is proposed which does not take sufficiently into account the varying access to production factors of different types of producers. If production is to further intensify, biosecurity issues need to be further strengthened and disseminated amongst producers, particularly within the poultry value chain.

Moreover, high levels of subsidies in relation to a series of value chain support activities[26] imply that they will not be pursued with the same level of intensity after project closure, thus affecting the rate of development dynamics in the concerned value chains. In addition to this, the high level of subsidy lessens guarantees in terms of the financial viability of supported projects and the strength of the motivation of the beneficiary. A lower level of subsidy would have offered greater guarantees in terms of sustainability and offered the possibility of spreading the support over a higher number of

24 The fact that 3 study tours have been organized by LODA for the districts of Bugesera, Rwamagana and Muhindo to learn from Musanze handicraft centre experience bodes well for the dissemination of this model if its success is confirmed. Similarly, the youth centre in Musanze was visited by the Ministry of Youth and 3 other districts (Kayonza, Rusizi , Nyamesheye).

25 Currently, profitability has been assessed by plotting feed cost evolution against meat/egg cost evolution. This does not provide a sufficiently detailed indicator of profitability. Many more intermediary costs need to be considered: all cost beyond feed (chicks/piglets, phytosanitary products, veterinary services, investments, paid and family labour…) and a more granular knowledge of profits is also needed: meat, eggs, manure…; as well as yields, mortality, production time… One should understand where economies of scale are and ask questions like i) how much can a producer with 500 chicken expect to earn as compared to one with 3000 or one with 10.000 birds? ii) What is the difference in profitability of a layer and a broiler? iii) What is the difference in profitability of a pig breeder, a pig fattener, a breeder-fattener… ? iv) How does an improved pig compare to a local one?
A good level of knowledge that enables an informed decision as to the best possible pig value chain and poultry value strategy according to clear objectives (meat production, food security, job creation, etc.) would link added value figures per pig (or poultry), per unit of labour, per capital invested, with or without use of improved animal feed, to all the different breeding systems enabling to compare the relevance of each system for each type of producer according to the production factors at his disposal. Thresholds of profitability against capacity to reproduce a farming system (generate enough capital to live and reinvest in it) and against cost of opportunity offered by other activities could be determined to assess the sustainability of an action.

26 Input and equipment distribution is free for veterinaries. Access to finance is subsidised taking 8 points off interest rates. Access to technology is supported through a 50% grant and a 50% interest subsidised loan). Vaccination is free.

beneficiaries. The levels of subsidies could also have been modulated against the type of producer: a large producer such as Abusol could, in the interest of inclusiveness have benefited from less subsidy[27].

Many of these issues are planned to be addressed or consolidated as part of the next portfolio, particularly socio-organizational aspects of the interventions. However, an exit strategy based on the extension of support cannot be considered satisfactory.

4.1.2.6 Cross-cutting aspects

In terms of cross-cutting aspects, within the 2019-2024 portfolio, gender issues have not been dealt with satisfactorily. They have mainly been approached through quotas of beneficiaries and sensitisation sessions. A gender specialist based in the Gender Monitoring Office (GMO) was contracted in 2023 to develop a more formalised transformative approach based on structural factors linked to the perception of men and women's role in Rwandan society and attempt to go beyond reaching and benefiting women and girls and move to challenging negative social norms, values and power structures that lie at the heart of gender injustice. This expert will be supported by a Belgian expert from Enabel's headquarters. However, such an approach will not be effective before the next portfolio.

On the other hand, private sector development has been given substantial attention through a dedicated TA. This is one of the only aspects that tangibly cuts across two sectors, agriculture and urbanization.

Finally, accountability is also addressed satisfactorily. National systems have been used and a public finance advisor contracted, enabling a degree of national system strengthening and favouring greater transparency. Nonetheless, monitoring and evaluation - M&E (and reporting) could still be reinforced, particularly at portfolio level and related higher-level results.

Environmental issues have been the object of varied attention according to the sector. The urbanization sector has shown a strong will to promote as much as possible green principles such as: the use of local building materials (volcanic stones, use of bamboo for ex.), natural lighting & ventilation, water harvesting, waste management facilities, easy access, and parking to encourage soft mobility (bikes…), and green cities. It supported the development of Made in Rwanda products with an emphasis on the circular economy. Contracted private companies were trained on ecological and architectural techniques to build capacities in construction techniques. These initiatives, though they still need to mature, will have positive environmental effects.

However, in the craft centres supported by the urbanization sector, craftsmen working mostly on the finishing tasks, use a number a very polluting products such as paints, varnish, solvents, oils which may be washed out during cleaning or mixed with waste. These products pollute the environment (soil, water) and may also be harmful for human health, though the evaluation agrees that solving this issue is not straightforward. In the agricultural sector, interventions do not appear to have paid much attention to the issue of effluent management. The health sector has limited environmental impact. The PFM sector is largely environmental neutral although one could argue that the digitalisation of processes has a positive environmental effect through reducing paperwork.

27 Indeed, interviews indicate that Abusol would have invested in the equipment purchased with PRISM support had the access to technology mechanism been available or not. In this case, the added value of the support is therefore questionable.

The attention given to inclusiveness has also depended on the sector. In the urbanization sector, social objectives and inclusivity were integral to the design, construction, and management of most infrastructures, emphasizing accessibility—both physical and economic—and inclusivity throughout the process. Paved roads are considered to improve the inclusion of more vulnerable population due to the increased accessibility and sense of security due to lighting, benefitting women and children consequentially. Moreover, the infrastructures served as a catalyst for broader social objectives, fostering interaction, social cohesion, and promoting innovative and collaborative approaches. In the health sector, the expansion to rural populations has contributed to inclusiveness. In agriculture, however, Enabel's focus is more on medium to large producers with smallholders being supported by IFAD. Besides, the PSD support focuses on economic development and profitability rather than food security and resilience; this puts the emphasis on maximizing profits rather than reducing risks on production and therefore corresponds more to strategies developed by better off farmers than more vulnerable ones. It is not conducive to inclusiveness. However, it is in line with the government's policy of reducing the proportion of the population dependent on agriculture for its livelihood.

4.2 EQ2: How effectively does the Rwanda-Belgium partnership promote mutual accountability and enhance the quality of dialogue about the cooperation program, ultimately contributing to the effectiveness of their collaborative efforts? To what degree has the institutional strengthening at the district level demonstrated effectiveness in fostering systemic changes and contributing to measurable development results within the target area?

4.2.1 The quality of the Enabel – Rwanda partnership

The Rwanda – Belgium partnership in development cooperation is based on close collaboration and trust. It is characterised by participative planning, strong alignment to Rwandan policy, embedment in national structures and direct funding of GoR entities. Beyond supporting effective cooperation, this puts Rwandan entities in the driving seat and ensures mutual accountability.

Enabel's flexibility, pragmatism and capacity of adaptation are underlined and valued by all its counterparts which perceive it as a constructive, efficient, and innovative institution. In particular, the way Enabel focuses on finding solutions together with its local partners is underlined, along with the fact that this helps partners analyse and better understand their challenges and, consequently, move forward.

Enabel gives itself the time to analyse issues, establish an adequate institutional set-up to deal with them, and generally takes the needed time to ensure its projects are mature and fit for purpose. This sets the basis for a dialogue on the project's implementation throughout the project cycle.

Besides, its willingness and capacity to work at both national and local level is appreciated and allows it to acquire a comprehensive and holistic knowledge of the country's context and challenges, enhancing the performance of its action.

It should however be recognized, also as a tribute to the current Enabel team in Rwanda, that although the above-mentioned characteristics are associated with Enabel institutionally, it is also underlined that the quality of the relationship depends on people as well. An additional factor is the continuity of human resources which in the case of the Enabel Rwanda team has been good over the cooperation program period.

To be totally comprehensive, it should be mentioned that some actors had the feeling of having been left out of the next portfolio's planning process, pointing to the fact that participative planning had been mostly reserved to higher level authorities within the GoR. It is hard however to estimate how far this feeling is legitimate as involving all concerned actors in portfolio planning would represent a long, cumbersome and complex process. In practice, the main actors appear to have been included in the design of the new portfolio. Besides, mobilising participants within the planning process is as much, if not more, the responsibility of MINECOFIN, as it is Enabel's; and some gaps in consultation reflect internal government consultation deficits.

In addition, isolated comments, related to only one of the 4 sectors, have pointed to the lack of participation linked to the "régie" management and to a desire to be more involved in the selection of Enabel's personnel. Whereas intrinsically management "en régie" is less participative than joint management of funds, the MTR concluded that the efficiency gains of this management modality justified its theoretically reduced degree of participation, as long as it was implemented in a spirit of

joint management. The ETR subscribes to this conclusion, even more so as complaints about “en régie” management have been scarce. Indeed, Rwandan partners often ask to keep at least part of the activities under “régie” to increase flexibility in the implementation. Besides, although they are managed directly by Enabel, most funds are integrated within the Rwandan budget, even though they do not constitute budget support.

Concerning the selection of personnel, the grievances are hard to understand as all recruitment is jointly managed with the National stakeholders/partners for technical positions both international and national. The Enabel team also points out that there were also inconsistencies in requests for national staff within the partner organisations. Moreover, the ETR considers that, although it is obvious that Enabel should be receptive to any grievances concerning its personnel, it is normal that it plays an important role in selecting its personnel. The possibility of submitting a selection of different profiles to a counterpart authority could be envisaged but appears likely to render staff recruitment more complex, making it cumbersome and time-consuming when it should be more agile to ensure timeliness of staff hiring and reduce personnel gaps.

4.2.2 The quality of dialogue around the cooperation program

The quality of the relationship between Enabel and its national partners underlies a good quality dialogue around the cooperation program and development dynamics in general.

A set of factors conducive to the quality of the dialogue can be traced to Enabel’s institutional identity. Some of these are like those that underscore the good relationship between Enabel and its partners, particularly its participatory mode of action and the fact that it is embedded in national structures (which obviously favours exchange). In particular, although they are not a condition for policy dialogue to occur, basket funds such as RBF or the Strategic Plan for Agriculture Transformation, phase 4, 2018-2024 (PSTA4) support, respectively in the health and agriculture sectors, are recognized as significant vehicles for policy dialogue. For instance, the PFM basket fund is recognized as having been catalytic in initiating a sector wide approach to policy dialogue.

Beyond proximity and alignment, Enabel’s capacity to interact and dialogue with stakeholders at all levels (national and local), both around practical and technical field issues and more strategic policy issues is greatly valued as it supports problem solving in a holistic way. Enabel’s perceived pragmatism is also valued for the way it supports partner reflection in a way which prioritises concrete proposals and moving forward, with a focus on jointly finding solutions.

Besides, Enabel’s openness to considering various points of view and the fact that it is perceived as not having hidden agendas also contributes to a trustful relationship conducive to open dialogue beyond the technical level and touching upon more strategic issues.

These positive attributes have further benefited from the establishment of a structured and regular dialogue framework enabling regular meetings at various levels of discussion. Indeed, though Enabel has directly been implicated in more technical dialogue, it has nevertheless contributed to a more strategic level of discussion through regular exchanges and coordination with the Belgian Embassy which takes part in higher level exchanges.

In the PFM sector, by co-chairing the TWG, which meets quarterly under the chairmanship of the accountant general, Enabel has played a particularly appreciated role in smoothening differences in visions and priorities, and thus reigniting the dialogue between Rwandan authorities and Development Partners. Indeed, such a dialogue had been affected by differing opinions between

development partners and Rwanda, ultimately leading to partners such as the EU and the United Kingdom (UK) Foreign, Commonwealth Development Office (FCDO) moving out of the PFM basket Fund. Enabel is widely recognized as having succeeded in putting everyone round the table again, allowing constructive discussion on PFM policy and coordination of the support of both basket fund contributors and PFM development partners outside the basket fund mechanisms (EU, FCDO, the German Cooperation Agency GIZ, International Monetary Fund - IMF, United Nations Development Program - UNDP and WB). The fact that Enabel's diplomacy and interpersonal skills also succeeded in the TWG assuming an all-encompassing view beyond strict PFM, integrating the economy at large has also been seen as a success, greatly improving PFM sector coordination and dialogue.

Beyond the PFM TWG discussions, the high-level PFM Coordination Forum (PFM-CF) that meets twice a year through the "Joint Sector Forward Looking Reviews (JSFLRs)" and the "Joint Sector Backward Looking Reviews (JSBLRs) has also played a key role in moving dialogue forward." Enabel and the Belgian Embassy have been key actors in these instances. Similarly, the Single Project Implementation Unit (SPIU) in MINECOFIN supports coordination and reporting around all PFM initiatives and stakeholders– while different government institutions are responsible for the execution of the PFM strategy. Under Enabel's co-chairmanship, the PFM strategy M&E improved with a joint sector Annual Work Plan (AWPs) approved for the first time within the GoR budget cycle; and the sector funding made more accountable whether inside the PFM basket fund or not. This has contributed to improve absorption rates.

More generally, in relation to PFM, the draft ODI Evaluative Review of the PFM SSP 2018-2024 concludes that "The quality of dialogue with development partners is also widely recognised as being much improved", and credits Enabel with a significant responsibility for this improvement.

In other sectors, Enabel has been less in a leading role but has nonetheless developed significant dialogue channels. In the health sector, the emphasis put on action research with the development of 25 investigative actions has supported dialogue around sectoral policy. Enabel health sector staff was also actively involved in preparing joint sector reviews, following up and monitoring the resulting recommendations. As part of the core team, Enabel was also extensively involved in the development of NST2 and HSSP V.

Similarly, Enabel's action in relation to MiR materials and associated quality criteria, norms and standards, as well as its support to the elaboration of a circular economy policy[28] have all been part of policy dialogue efforts. In the agricultural sector, the discussions around making animal feed more affordable and supporting a strategic feed reserve have also been closely linked to Rwandan agricultural policy. The issue is understood by Rwandan authorities as key to the development of the pig, poultry and aquaculture value chains and discussions coupled to analytical work are engaged around the issue.

Underlining Enabel's successes in pushing forward a constructive dialogue in PFM should not however, blind us to the fact that there is still room for improvement. In various instances, there is still a lack of data to support dialogue. For instance, project M&E is not enough proactively geared towards understanding issues of concern to sectoral policy (competitiveness of value chains, available markets…) both at project level and beyond. Moreover, M&E is not sufficiently prioritised at early

28 National Circular Guidelines in the Built Environment.

stages of a project in the sense that M&E systems should be established earlier to generate more robust information of project effects along the project cycle and rely less on one-off surveys at the end of the project. This would not only allow a stronger contribution to project steering but also allow stronger capitalisation and dissemination of experience.

The articulation between analytical studies and policy dialogue is too weak and does not feed and support it sufficiently. Studies and analytical work have mostly been limited to project identification and implementation support without a strategic ambition. Although some studies do have a strategic ambition (health, mining, geological maps, population census…) they tend to be very heterogeneous without a clear link to the rest of Enabel's programme. The fact that the study fund is jointly managed by Enabel and MINECOFIN may to some extent explain why it can be more complicated for Enabel to develop a more structured use of the study fund, but there is no reason why policy dialogue could not lead to joint decisions around information gaps that the study fund could help fill-in (such as market studies in support of value chain development).

In addition to the issues linked to information management, policy dialogue is most often undertaken at a sectoral level around technical issues. In various instances, it could be framed at a wider level including more cross-sectoral issues. For instance, PSD has been approached mainly from the point of view of the pork, poultry, clay and stone value chains when wider issues related to the conducive environment for SME development could have been discussed in relation to the tools chosen to support these VCs (access to finance, access to technology, BDS…) and their sustainability as PSD instruments. The support to the agricultural sector could have integrated wider strategic issues such as the role of agriculture with respect to economic development, food sovereignty and poverty reduction, and the consequent implications this should have in terms of beneficiary selection and types of farming system supported (size of farms…). In particular, the implications of the governments vision 2050 which seeks to reduce the proportion of the population living off agricultural activities from the current 70% to 9% should be analysed and discussed in terms of the types of farms to support, and the need to generate urban economic development. With national authorities largely acknowledging a food sovereignty dimension of agriculture, implications in terms of market protection and public support to value chains could also have been discussed with a view to increasing services and ensuring their sustainability.

Such issues could be addressed through the sector working group policy dialogue structures that Enabel and the Belgian Embassy participate in.

4.2.3 Effects of institutional strengthening at the district level

Institutional strengthening has been undertaken at district level in various sectors. The Urbanization sector has contributed to building district level capacity of local authorities and SMEs through building capacity in project management (new management models at level of crafts centres and youth centre, fund raising by private sector…); administrative and financial management (local tenders, transparent procurement…); and participative urban/territorial planning (City Master plans, urban planning tools…).

The health sector has built district-level health services through capacity-building, including health infrastructure, and equipment provision. The provision of ultrasounds machines and the delivery of training to nurses strengthened local Health Centers, with positive contributions to the improvement

of Antenatal Care and increase in MCNH and FP/ASRH coverage[29]. The PFM sector has indirectly supported district capacity by simplifying administrative and financial processes for district authorities, increasing their service delivery efficiency through reducing paperwork and speeding processes up, in addition to strengthening planning capacity.

Although the level of assimilation of knowledge is unclear and could have been monitored more thoroughly, interviews indicate that these district level capacity building efforts have directly improved administrative and financial processes. This represents systemic change in the sense that:

i) It promotes new management models such as those promoted in the Musanze Youth centre, combining services with small scale PPP which lease out infrastructure and equipment to private operators to raise funds for public service (infrastructure and equipment) operation and maintenance.
ii) It promotes private sector autonomisation through the support to handicraft centres, the strengthening of private shareholders and their organisation (involving welder's cooperative, wood sellers, carpenters…) has contributed to them raising funds to operate, maintain and develop their centres (200 million RWF -over 144.000 €- have been raised by Entreprise Commerciale des Artisans de Musanze (ECAM) Ltd and its 67 shareholders in Musanze).
iii) The introduction of the IFMIS architecture at district level (and the ability to process digital payments) is serving as the backbone for making government services more easily accessible online (including family services, land services, identification, immigration etc), which has wider implications for the quality of state-society relations and trust in government. There will have been considerable reductions in administrative costs through changes to the payment process. People and businesses are spending less time in queues in banks and receiving funds directly to their accounts.
iv) The growth of trained accountants and digital experts in the Rwandan economy is also making Rwanda a more attractive destination to set up business and supporting Rwanda's ambitions as a knowledge economy.

In addition, interviews indicate that beneficiaries are satisfied with their level of participation in district planning.

Nonetheless, infrastructure management models are still in the process of being consolidated. Lessons must still be learnt from experiences in Musanze and Rwamagana before upscaling them in further districts.

In the agricultural sector, institutional strengthening at district level is not a focus of attention. However, supporting intermediary producer organisations at the level of districts could potentially develop service provision to producers and contribute to strengthen the link between grassroot producers and national level producer organisations (RPFA and RPIA).

Although institutional strengthening at district level has had significant effects as detailed above, the resulting development results have not been monitored effectively and are difficult to measure.

[29] Annual Reporting on Country Portfolio Implementation. Period covered June 2022-July 2023. Enabel

4.3 EQ3: How does the complementary funding received by Enabel, including development partnerships like the Team Europe approach and Team European Initiatives, contribute and enhance the impact of Belgium's bilateral cooperation objectives, particularly in terms of synergies, and strategic leverage that positively influence Rwanda's development within the thematic areas targeted by the cooperation program?

Over the second half of the period under review, Enabel has succeeded in capturing a significant amount of complementary funding from various other donors. The funding concerned, at over 54 M€, represents almost half of the portfolio budget spread over 7 projects financed by 5 different donors (Belgian regional portfolio, EU, IUCN, LuxDevelopment, SIDA) in the areas of i) Social protection, ii) Health, iii) Health and education, iv) Agriculture, and v) Forestry and environment.

4.3.1 Synergies with third-party projects

Although the level of complementarity with Enabel's bilateral portfolio varies with the different projects, they all display a certain level of complementarity and contribute to Belgium's bilateral cooperation objectives in Rwanda.

The regional thematic portfolio on social protection in Central Africa has created stronger awareness concerning decent jobs and the quality of the jobs created by Enabel's support to value chains. In practice, the concept was introduced to the portfolio late in its implementation cycle making it difficult to take into account. Besides, a social protection and decent jobs approach is only partly aligned to Rwandan priorities which puts the emphasis on economic development and job creation per se rather than the quality of the jobs and the degree to which they are associated to social protection measures. As a result, Enabel's implementation of the Regional thematic programme on social protection has had little impact on Belgium's bilateral cooperation objectives within the current programme. Nonetheless, it has prompted Enabel to integrate this dimension of job creation more thoroughly in the next country cooperation programme, 2024-2029, particularly within the urbanization and agriculture sectors.

In relation to health, the Resilience to Covid-19 through Digitalization (ResiCODi) Project seeks to mitigate the impact of the COVID-19 pandemic by improving digital solutions to foster quality and continuation of education services; by improving digital solutions to foster quality and continuation of TVET and education services; and by strengthening digital solutions to foster quality and efficiency of health services. Funded by the EU and implemented by Enabel's Brussels office (through a Rwandan based team) over 2 years, it has complemented Enabel's work in relation to supporting the health institutional framework and improving services at a district level, as well as, the TVET trainings provided through the portfolio, and, to a certain extent, the PFM work related to digitalisation.

The Kwigira project, initiated in 2022 and funded by the EU, builds on the actions funded by Belgium and partnerships with ARES (Académie de Recherche et de l'Enseignement Supérieur) via ULB (Université Libre de Bruxelles). Its main objective is to enhance business environment and attractiveness of Rwanda for pharmaceutical investments and to improve access to quality vaccines, medicines and health technologies in Africa. As such the project is complementary to the health portfolio interventions by improving access to medicine. Moreover, it replies to the significant gaps exposed by the COVID19 pandemic in Africa and builds on existing portfolio partnerships with the

Ministry of Health and other Rwandan partners, such as the University of Rwanda, but also Team Belgium actors such as the Institute of Tropical Medicine and Belgian Universities.

In the agricultural sector, the Kwihaza Project as launched in March 2023. This 4-year program (2023-2026) will develop the value chains in the aquaculture, fisheries, and horticulture sectors. It is funded by the EU and Luxembourg for 10 M€ and 7.5 M€ respectively. In the footsteps of the PRISM project, the Kwihaza project aims to promote the consumption of healthy and sustainably produced local food and increasing households' income and contribute to sustainable food systems in Rwanda. The project is complementary with the bilateral agriculture program (PRISM), with which it shares approaches, objectives and results (e.g. increase producers income, access to animal feed, regulatory capacities, value chain development and access to finance). The program amplifies the impact and results that exist in the agriculture intervention and future portfolio.

Enabel is also implementing 3 interlinked projects **in the area of forestry and agroforestry**, aiming at transforming the Eastern Province through adaptation to climate change and evidence-based programming.

The Transforming Eastern Province through Adaptation (TREPA) Project, initiated in 2020, is funded by the Green Climate Fund funded and implemented in partnership with the Ministry of Environment, the Rwanda Forestry Authority (RFA), the International Union for Conservation of Nature (IUCN), ICRAF, World Vision Rwanda and Cordaid. Its overall objective is to increase the pace and scale of agroforestry-based restoration of degraded agricultural land and sustainable use of biomass energy, with associated improvements of land health, livelihoods and poverty reduction. It can be considered to complement agricultural sector activities in that it is expected that forest and landscape restoration activities will positively affect the agriculture interventions through regulation of the hydrological cycle and increased groundwater resource availability. Although, this is only marginally related to the pig and poultry value chains, a clear link between TREPA and COMBIO (see below) exists, as well as with support to the Beekeeping value chain under PRISM II.

The Reducing vulnerability to climate change through enhanced community-based biodiversity conservation in the Eastern Province of Rwanda (COMBIO Project) is a SIDA funded project, initiated in December 2021, aiming at climate change mitigation and adaptation of ecosystems and population in the Eastern Province of Rwanda through enhanced community-based biodiversity restoration and conservation of protected and productive landscapes, while contributing to the green economy development. The project is being implemented in partnership with the Ministry of Environment, Rwanda Forestry Authority and IUCN. It is considered that this project complements Enabel's value chain support and work creation objectives through Biodiversity Conservation-Based Local Value Chains Development as well as future agriculture value chain interventions in beekeeping.

The improving resilience of farmers' livelihoods to climate change through innovative, research proven climate-smart agroforestry and efficient use of tree resources in the Eastern Province and peri-urban areas of Kigali city (DeSIRA Agroforestry Research Project), initiated in 2020 for 5 years, is funded by the EU and implemented in partnership with the Ministry of Environment, IUCN and ICRAF. With similar aims as the TREPA project, it is designed to increase the pace and scale of agroforestry-based restoration of degraded agricultural land and sustainable use of biomass energy, with associated improvements of land health, livelihoods and poverty reduction. Under this project, Enabel has also funded the design of 2 prototypes of Improved Cooking Stoves (ICS) with high efficiency and very low Greenhouse Gas Emissions. This contributes to Health outcomes by reducing

indoor air pollution. The target is to disseminate ICS to 100,000 rural poor households in the eastern Province of Rwanda by 2027.

4.3.2 Synergies within additional development partnerships

A set of additional collaborations with development partners, though not corresponding to additional funding managed by Enabel, also deserve a mention as they contribute to strengthen the overall effects of Enabel's action.

In Health, a set of development partnerships have been initiated to enhance effectiveness and efficiency of Enabel's programmes:

- The Barame project collaborated with GIZ to increase the community knowledge on GBV and to improve the services provided to GBV victims while applying the human centred approach.
- Barame also collaborated with the Rwanda heart foundation to integrate the early detection of congenital heart disease in its mentorship program.
- The Kwigira Program is collaborating with GIZ to support Rwanda FDA's digital transformation and to enhance laboratory infrastructures for teaching practical skills in the Master of Science in Biotechnology.
- To improve the number of people trained by the EU funded MAV+ intervention and to increase their knowledge and/or skills (disaggregated by sex and age) a twinning action was undertaken with Kwigira.
- Kwigira also collaborated with the Belgian francophone university cooperation, Académie de Recherche et de l'Enseignement Supérieur (ARES), via Université Libre de Bruxelles (ULB) to develop the curriculum and implement its Master of Science and PhD programs in Biotechnology.
- Kwigira partnered with SCIENSANO to train and build competencies of Rwanda FDA staff in quality assurance techniques for vaccines and for pharmaceuticals.

The Kwigira project work is also an example of Team Europe Initiatives, with other EU Member States (Germany, France, Sweden, Denmark) and companies (Biontech) and United States Agency for International Development (USAID) actively working in the support to the health sector. Moreover, the M&E team partnered with Global Fund, World Bank (nutrition), WHO (Robson tool), CHAI (data audits), USAID (MCH week analysis), Palladium (Data dashboards) and many others on a daily basis.

In the urbanization sector, a new complementary grant to LODA under the urbanization program is under preparation with funding from the Brussel Région Capital to be implemented in Musanze. The grant will have a budget of 1,4M€ to implement climate resilient infrastructures. In addition, a Wehubit grant[30] to the Ministry of Infrastructure (MININFRA), funded by Belgium and partly the EU, and implemented by the Enabel Brussels office, supported the upgrading of decision rooms and developing an Urban Dynamic Map (UDM) in 5 cities: Muhanga, Bugesera, Rwamagana, Musanze, and Rubavu. JICA has supported a FabLab within the Musanze Youth Centre.

In the agriculture sector, the Kwihaza project aims to collaborate with other development partners intending to support the aquaculture sector, particularly USAID and its Feed the Future initiatives (Orora Wihaze and Kungahara Wagura Amasoko), as well as Koica, Gatsby UK, and the Food and

30 Under the "Decentralised decision room - Planning decision support system" component.

Agriculture Organisation of the United Nations (FAO). Moreover, a Memorandum of Understanding has been signed between Enabel and the Hungarian University of Agriculture and Life Sciences, including support to the feed, seed segments, technical training and introduction of climate-smart technologies.

In relation to digitalisation support, which has links to the PFM, health and urbanization sectors, the WeHubit program is funding smart centres and equipping ICT and Science, technology, engineering, and mathematics (STEM) teachers from secondary schools with coding software competences. Moreover, Wehubit is also working with the University of Rwanda to establish mini mobile multimedia systems and related infrastructure. 90 academic staff teaching in STEM programs should be capacitated in instructional design and online pedagogy to create e-learning material. 600 students selected from STEM Programs will be trained on EdTech solutions and sensitised on the availability of interactive digital contents for their modules. Finally, a Wehubit 1.0 closing workshop took place in Kigali in September 2023 for all grantees and projects and included a half-day session to create synergies with Rwandan digital partners. All these initiatives have deepened the impact of Enabel's support to digitalisation.

In addition, several additional complementary interventions appear likely. In particular:

- For the urbanization sector, a potential 10 M€ complementary funding from the EU is in the process of finalisation, which is expected to be implemented jointly with the bilateral urbanization programme.
- The Agence Française de Development (AFD) considers potentially joining the proposed result-based financing modality in the health sector.
- Exploratory discussions are ongoing with FAO and the Rwandan line ministries for a potential joint development of a new Green Climate Fund (GCF) proposal.

4.3.3 Contribution to the impact and strategic leverage of Belgium's bilateral cooperation

Considering the perceived synergies between Enabel's bilateral program and the complementary funding it manages for other donors, it can be concluded that complementary funding widens the scope of Enabel reflexion and outreach within its sectors of activity. Indeed, value chain support covers a wider set of value chains; job creation is supported in integrating a decent job and social protection dimension; an agroforestry and soil management dimension is attached to agricultural development; a private sector development dimension is added to health support.

Similar conclusions can be made concerning the various partnerships which Enabel has developed with a selection of development partners.

Enabel's greater outreach brings greater experience and reinforces Enabel's, much appreciated, holistic approach to development. Moreover, it generates greater clout in relation to policy dialogue, directly through involving Enabel in a wider set of activities and indirectly through catalysing exchanges with other donors which may build on Enabel's experience to generate their own policy dialogue or coordinate with Enabel in conducting exchanges with Rwandan authorities.

Nonetheless, the impact of third-party funding and development partnerships on Enabel and Belgium's objectives and Rwanda's development within the related thematic areas remains, to this day, limited. Although it may be expected as part of the next portfolio, no significant decent job dimension has been added to job creation within the current bilateral portfolio. Value chain level synergies are limited as support to additional value chains under complementary funding has only

begun. If any, the impact is on the interventions funded by other donors which benefit from Enabel's experience with pig, poultry, construction material and animal feed value chains, but does not concern the bilateral portfolio at this stage.

The logic behind the potential impact of support to forestry and agroforestry (and soil management) is extremely long term. Moreover, with Enabel's bilateral portfolio supporting animal husbandry, the impact of improved soil conservation on the bilateral portfolio will be indirect at best in the future and is currently non-existent.

Similarly, impact on the health sector of the Kwigira project will only be tangible in the long run. However, though it has not been measured clearly, the impact of the digitalisation support provided under the ResiCODi project, initiated over 3,5 years ago, is likely to already be a reality. The additional effects of Barame partnerships mentioned in part 4.3.2 have also already materialised.

Considering that most third-party funding was initiated only two years ago, their current limited impact on the bilateral portfolio results is considered normal.

4.3.4 A missing global framework for complementary funding and additional partnerships

Although tangible additional effects related to third party projects and/or other development partnerships are limited in terms of Enabel's bilateral portfolio, effects appear likely to materialise in the longer run and will have to be tracked during the next bilateral programme.

Nonetheless, although Enabel has strict criteria and a control process involving HQ and the Enabel Embassy for the selection of third-party support opportunities31, identifying and developing external synergies is currently limited by the absence of a clear strategy associated to the development of partnerships or the choice of third-party projects to be implemented by Enabel. Partnerships and third-party projects are largely established on an ad-hoc basis according to the opportunities that arise. Although it is difficult to predict the initiatives that will be taken by other development partners and an opportunistic attitude is to some extent unavoidable, the absence of clearer principles, objectives and/or selection criteria underlying the implementation of third-party projects or the development of partnerships limits the articulation of additional development initiatives with the bilateral programme, as well as the impact they have on it.

In this respect, the absence of portfolio-level objectives and, consequently, of a portfolio-level theory of change, as a reference for the integration of additional activities, projects and partnerships by Enabel is a further limitation to the global coherence of these additional activities in relation to the bilateral portfolio.

Complementary funding and partnership identification lack structure. Indeed, areas of potential synergies are not sufficiently defined. For instance, the issue of green cities which has both links to urbanization and agriculture is not sufficiently investigated as a potential area for synergy enhancement, complementary action and partnership building. A similar case could be made in relation to smart cities with their links to digitalisation and which are areas of interest of both GIZ and

31 including most notably synergies and complementarities with the portfolio(s)

the EU. The current initiatives around fresh produce markets, particularly those supported by the Netherlands and the EU would also fit in well with Enabel's support to agriculture value chains but appear untapped. Indeed, there is a close and agreed link between Kwihaza and the Kigali Wholesale Market for Fresh Produce Market (KWMFP) but there is limited budget to develop this link.

Moreover, in relation to Team Europe, the understanding of other partners, including the EU, of Enabel's Team Europe potential remains limited. Besides, Enabel has not taken a proactive and leading role in setting up Team Europe initiatives leaving the leadership to the EU. A strategic concertation mechanism and more structured coordination with other development partners, facilitating more systematic and regular consultations around planning future joint actions or strengthening the external coherence of Enabel's activities, is missing. In turn, this limits Enabel's contribution to strategic dialogue.

Besides, as with other partnerships, team Belgium initiatives are ad-hoc. Although there are synergies with initiatives from other Belgium actors[32] and quite a number of collaborations (Vétérinaires Sans Frontières (VSF) - Belgium, Belgian artist Koen VanMechelen, Belgian regional funding for stone arch bridges, Vision on Technology for a Better World – VITO, Entrepreneurs for Entrepreneurs – OVO, Antwerp Institute of Tropical Medicine, Museum of Tervuren, Belgian design school…), there is no structured approach behind these initiatives and some key actors are left out although they could clearly contribute to some aspects of the portfolio. The potential of several relevant Belgian actors remains untapped. Kampani could contribute to increasing access to finance for a number of value chain actors supported by Enabel. Rikolto could provide Food Smart Cities experience (to a much greater extent). Belgian universities with whom collaboration is currently incipient (limited to isolated actions with 2 or 3 universities) could be much more involved in action research.

Moreover, in relation to decent work, there exists no clear concerted pathway as to how a decent work dimension may be developed within the bilateral portfolio, although it is claimed that internalising and integrating elements of the Decent Work agenda in the different interventions will be undertaken, as recommended by the Special Evaluation of Decent Work on Value Chains.

Beyond projects, and despite many initiatives, regular meetings of EU heads of cooperation, TEI coordination meetings or Belgian DP meetings at the level of the embassy, there are limited joint peer exchange and learning outputs in terms of policy making, or strategic and operational planning. A much-appreciated workshop has been organised by Enabel and GIZ in 2023 to allow their teams to present each other's work and identify possible areas of collaboration; such events appear promising and would probably be worth institutionalizing further but must be given time to produce concrete results.

Beyond these points, responsibility for a framework within which complementarities should be sought and developed is also to be offered by national authorities, as part of their more global strategic framework. Ultimately, the GoR, as much as development partners, is responsible for maximizing potential synergies.

32 A grant to LODA under the Urbanization program is under preparation with funding from the Brussel Région Capital to be implemented in Musanze. The grant will have a budget of 1,4M€ to implement climate resilient infrastructures.

4.4 EQ4: How have unexpected effects (positive and negative) of Enabel's actions (management, funding, etc.) affected the objectives, Rwanda's policy, institutional and societal level and the sustainability of the cooperation program?

Relatively few unexpected effects are recorded, making the response to this evaluation question limited. Most recorded unexpected effects are positive:

- The building of stone Arch bridges following the strong rains which affected northwestern Rwanda, resulting in flooding and landslides. Indeed, such bridges were part of the reconstruction efforts and much appreciated for representing a cheap[33], nature-based solution, coherent with MiR stone building material, minimizing cement use (therefore environmentally friendly) and conducive to providing jobs to local crisis affected populations. The construction of stoned arch bridges by the community enabled to build capacities for local workers in such techniques, decreasing the cost due to the use of local materials and increased the rapidity of the construction.
- The roads built as part of the urbanization support created more economic development than anticipated. They induce electricity connections, building rehabilitation and appreciation, new shops, new restaurants, jobs.
- An unanticipated collaboration with University of Rwanda developed within the urbanization portfolio in relation to community-based processes and participation.
- In the Health sector, another unexpected collaboration developed with the University of Rwanda to increase their research capacity as part of an Action Research project with RBC and MoH
- The CHUB experience entailed the rapid development of a culture of locally driven research both in the hospital and in the MCCH department.
- Youth centres have induced many parallel activities, including strengthened socialization (benches, gardens, trees…), an increase in socio-economic activity (shops, waste management…), increased reproductive health centre attendance, and a more dynamic nightlife.
- Enabel took active action in response to the Covid 19 crisis. In particular, the Nyarugenge new hospital became the main Covid centre in the country. The fact that, in reaction to the Covid crisis, PRISM at the request of Rwandan authorities, participated in an egg purchase scheme to buy eggs from livestock farmers with limited market access, and support malnourished children in early childhood centres, can be considered a further unexpected but positive effect.
- As a consequence of the MiR construction sector Strategy, that identified the Green and Circular Economy as a main element of the development of the sector, Enabel took the

33 A first cost analysis of the construction of stone arch bridges indicated a drastic cost reduction: a stone arch bridges construction made of local materials was priced at 12 000 € whereas a similar bridge built classically with cement cost over 4 times more, 50 000 € (see infrastructure impact study). Interviews indicate stone arch bridge costs are even 5 times lower.

decision to develop a Green and Circular Economy workstream, but this had not been planned in the portfolio. It has quite validly complemented the rest of Enabel's work in support to construction material value chains.

However, with the exception of the Green and Circular Economy workstream which has significant future potential, although it is still in its early stages, these unexpected effects remain relatively marginal with respect to the program's global objectives. Being unexpected, they have not been followed in detail and their extent remains unclear. They have not had a transformative effect on the programme and its objectives.

Significant unexpected negative effects have not been recorded.

4.5 EQ5/in-depth analysis: How has the strengthening of value chains in agriculture and urbanization contributed to job creation and job consolidation? What are the main factors of success and remaining barriers/challenges?

The Cooperation program 2019-2024 between Rwanda and Belgium developed a cross cutting private sector development strategy that sought to stimulate job creation through value chain support in the sectors of agriculture and urbanisation. The main supported value chains were initially:

- Pig, poultry (layers and broilers) and animal feed value chains for the agriculture sector. The program intends to increase the production of poultry, piggery and animal feeds value chains which will ultimately result in job creation as value chain actors multiply and/or employ full-time and temporary personnel to support their activity.
- Construction material value chains in stone; clay, bamboo, and agricultural by-products for the urbanization sector. The underlying logic seeks to promote access to reasonably priced and locally made (MiR) construction material, with a circular and green economy dimension.

In practice, the urbanisation sector concentrated on the clay and stone value chains. The agricultural by-product value chain (compressed straw…) was considered as having limited potential due to competition for by-products which can also be used as animal feed or organic fertilizer, and was dropped. The bamboo value chain was initially not considered mature enough and has only been supported in the last 18 months, through the ongoing establishment, in Huye, of a Centre of excellence within NIRDA (linked to ENDSI – Industrial design). However, this is still in work in progress and has not been considered in the analysis.

4.5.1 Nature of value chain support

The pig, poultry, animal feed, stone and clay value chains have been supported through various activities:

- **Technical capacity building and extension services to value chain actors**
  - Pig and poultry farmers in Livestock Farmer Field School (LFFS) groups, on increasing production and biosafety
  - 60 veterinaries and to launch or develop their services
  - Maize and soybean farmers (members of the Ngoma Out-grower Services Company -OSC) to access extension services, increase their productivity and decrease animal feed price.
  - *National Circular Guidelines in the Built Environment* were drafted to support actors in the building material value chains
- **Improved veterinary services to value chain actors**
  - The above mentioned 60 veterinaries also received equipment : fridge, motorbike, veterinary products to develop their activity.
  - Pig farmers were facilitated access to improved pork genetic potential through support to artificial insemination services.
- **Facilitating access to finance by the value chain actors (219 businesses)**
  - Value chain actors (pig and poultry farmers, processors and building material SMEs…) have been facilitated access to finance through a subsidized loan (-8%)

- At time of mission, 525 agriculture clients had had their loan approved and 203 (39%) had been disbursed. In the urbanisation sector, 26 had been approved and 16 (62%) disbursed.

- **Facilitating access to technology by value chains actors (26 businesses concerned, 16 of which had received their equipment at the time of the review)**

  - Value chain actors have been facilitated to access technology through a subsidised loan mechanism that covers 50% of the cost of the equipment through a grant and provides a subsidized loan for the other 50%.

    - 2 pig [34], 4 poultry and 4 animal feed value chain actors have acquired an array of equipment and vehicles (refrigerators, hatchery equipment (incubators), egg-graders, animal feed production equipment, refrigerated vehicles for transport, trucks, slaughter machines, packing machines…)

    - 3 stone and 3 clay value chain actors have received machinery and vehicles.

- **BDS support and SME incubation (127 SME concerned)**
  - **Capacity building in** business management, business plan establishment, procurement, record keeping, tax registration… and accompaniment.
  - 75 enterprises were accompanied by the project: 68 have developed business plans/models, officially set up and registered for tax purposes (the other 7 dropped out).
  - 10 construction companies were coached on shifting their business model from a linear to a more circular and green business model, facilitating technical and technological know-how and peer exchange and actively supporting the 'Made in Rwanda' value chain.

4.5.2 Non-VC related activities with job creation impact

Beyond these value chains, a further set of activities were also directed towards local economic development and off-farm job creation in the urbanisation sector, with often only indirect links to the above-mentioned value chains. The activities concerned are:

- Construction of local economic infrastructure[35] which created both temporary jobs over the construction period itself, and long-term jobs induced by the infrastructure.
- Support to craft centres in Musanze, Rubavu and Rwamagana.
- Support to the youth centre in Musanze.
- Workplace learning (TVET) for youth. To contribute to bridging the Rwandan skills gap and promote business development, Workplace Learning (WPL) in masonry, plumbing, welding, electricity, and carpentry was conducted for a period of 6 months divided into 3 months at school to acquire relevant theoretical and basic practical skills, and 3 months in companies to build work-related practical skills and attitudes.

34 Brackets indicate the number of beneficiary actors.

35 These infrastructure investments should be (i) sustainable, being designed and managed in a way to maintain a balance between the social, economic and environmental spheres throughout their lifetime, while the process for their realisation is conceived to remain in place and expand beyond the intervention duration; (ii) inclusive, ensuring citizen and private sector engagement and participation and favouring the integration of the poorest into the economic development process; and, (iii) promoting urban resilience, as an enabling environment adapted to the climate changes.

4.5.3 Results

Although many existing figures can only be considered as very rough estimates[36], various studies have been undertaken (tracer survey, infrastructure impact assessment, end-term evaluation for BDS…) and increases in production, added value creation and job creation have been recorded in most of the main value chains supported: pig, poultry, clay and stone. Only the animal feed value chain displays limited results in terms of job creation, largely because support has not been effective in reducing the price of raw material for animal feed.

The total number of direct value chain beneficiaries of the PRISM projects are estimated at 25692 (12300 poultry producers[37], 5700 pig producers[38], 300 extension agents (205 in poultry, 95 in piggery farming)[39]; 60 veterinaries[40], 365 artificial insemination agents[41], 127 BDS recipient SMEs, 6,840 OSC farmers[42]).

4.5.3.1 Agricultural value chains

Chicken and pig producers have increased their profits by more than 25%[43], despite animal feed prices increasing at a higher rate than food prices[44]. They have also expanded their business and hired additional staff. As a result, 1,270 new jobs (841 in chicken and 429 in pig) were created among farmers from the LFFS groups[45][46]. These jobs were occupied by both family members and permanent labour[47].

Although it can be debated how far support to agriculture SMEs through the access to finance and access to technology funds, or through BDS, creates jobs additional to those created through the LFFS, the PRISM project indicates that support to agriculture SMEs through the BDS and access to finance, created 266 jobs. Besides, under this component 203 agricultural beneficiaries received loans ranging on average from 500.000 RWF to 100 million RWF, implying that, on average, a loan taker created 1.3 additional job.

In addition to this, the 60 local proximity private veterinaries supported by PRISM were all running a stable profitable business[48]. This has enabled them to expand their business and as a result, they have hired vet technicians to support them. A total of 184 new jobs have been created by the established private vets in 2023 (23 permanent - pharmacy assistants and 161 casual workers)[49].

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36 Particularly as no proper baseline was prepared in relation to jobs.
37 Outreach Development Solutions. April 2023. Livestock Farmer Field School Socio-Economic Study. Final Report.
38 idem
39 Enabel – RWA2019-2024 Programme Team. (2023). Annual Reporting on Country Portfolio Implementation Rwanda – Period covered June 2022-July 2023.
40 idem
41 idem
42 idem
43 idem
44 Over the 2015 – 2022 period, feed prices increased by 77% for broilers, 66 % for layers and 94% for pigs, whereas product prices only rose 40% for eggs, 54% for chicken meat and 27% for pork meat (BRD, 2023).
45 Enabel – RWA2019-2024 Programme Team. (2023). Annual Reporting on Country Portfolio Implementation Rwanda – Period covered June 2022-July 2023
46 The 2023 Livestock Farmer Field School Socio – Economic Study indicates that these jobs were created by 435 poultry farmers and 228 pig farmers only. This means that, on average, LFFS group support has induced the creation of 1,93 jobs for each chicken producer and 1,88 jobs for each pig producer. Whereas this appears possible, it is incoherent with the increase in poultry population over the project period. Indeed, extended to the 12,300 poultry producers and 5,700 pig producers supported by the project through LFFS groups, this would represent over 23,700 jobs in poultry production and 10,700 in pig production. However, RAB statistics indicates that the poultry population increased from 5,31 million birds in 2019 to 6,05 in 2023, corresponding to an increase of 740,000 chickens. As interviews indicate that no more than 3 workers are needed to take care of 1000 chickens and that staff numbers diminish (per 1000 chicken) with growing numbers of birds in a farm, it is unlikely that poultry production has created more than 2000 jobs at the level of the whole value chain (at a national level). The number of 841 jobs created at the level of the PRISM LFFS groups has therefore been considered as the total number of jobs created by PRISM. Similarly, for pigs, as national statistics indicate a reduction of the pig population over the project period (from 1,39 million in 2019 to 1,12 million in 2023) we have considered that the figure of 429 jobs created concerns all pig producers supported by PRISM.
47 idem
48 with an estimated increase of gross monthly income ranging from 350,000 to 1,444,992 RWF
49 Enabel – RWA2019-2024 Programme Team. (2023). Annual Reporting on Country Portfolio Implementation Rwanda – Period covered June 2022-July 2023.

Furthermore, 365 artificial insemination technicians have been trained and are operational. These were not active before the support and are considered as jobs created. However, the 300 extension agents were present before the project; they have contributed to strengthening the value chains and have an effect on the jobs created at production level (and indirectly on the rest of the value chain), but they are not considered as jobs created.

Besides, according to "the Consumer survey on the outcome and impact assessment of CICA-MINAGRI's behaviour change communication (BCC) efforts on pork and chicken products in Rwanda[50]" 9,828 new jobs (4,855 for youth and 4,973 for women) have been created at national level in the pork and chicken value chains (producers, eggs sellers, slaughterhouses, bars and restaurants between 2020 and 2023. Although these jobs cannot be considered to have been created by PRISM, the ratios of various types of jobs created presented by the study, allow to estimate indirect job creation as a percent of farm jobs created. Indeed, poultry farms represent 70.9% of the BCC induced jobs, pig farms 14.3%, egg selling 7%, pork butcheries 2.5%, hotels, bars and restaurants 2.4%, and pork grilling 1.6%. Based on these figures,the 1,270 jobs created at the level of pig and poultry farms through LFFS support may be estimated to have induced 104[51] jobs in the egg trade, 37[52] in pork butcheries, 36[53] in hotels, bars and restaurants, and 24[54] in pork grilling.

The evaluation has considered that support to maize and soya production through the OSC has not created additional jobs as the producers were already active before the support and the additional maize and soya production has not resulted in animal feed value chain development. Indeed, despite 4 animal feed companies having benefited from the access to technology fund, there is no indication that this has enabled them to create additional jobs. No job has been considered as having been created in the animal feed value chain.

4.5.3.2 Construction material value chains

The evaluation of jobs created in the urbanisation sector by MiR construction material, stone processing, and quarry operations through the BDS programme, access to finance and access to technology support is complicated by the fact that the covid 19 crisis destroyed a significant amount of jobs during the UEDI implementation period. However, the BDS end-term concluded, in March 2024, on a significant increase in jobs from 2,455 to 4,313 within the 68 companies active within the programme (7 dropped out). This represents the creation of 1,858 new jobs (of which 1,496 are actually jobs restored by the programme following the Covid 19 crisis).

4.5.3.3 Non-VC related activities with job creation impact

4.5.3.3.1 Infrastructure (roads and markets)[55]

The infrastructure impact evaluation indicates that the development of urban roads has had very concrete effects for those already having a business on the site of the construction (eg: groceries, bakers, butchers, hairdressers, ...), including for women, youth as well as people living with disabilities[56], working in the informal trade. Shopkeepers have seen their turnover doubled due to a

50 Centre for Agriculture Information (CICA) – Enabel. (June 2023). The Consumer Survey on the Outcome and Impact Assessment of CICA-MINAGRI's Behavior Change Communications Efforts on Pork and Chicken Products in Rwanda.
51 The estimate is the result of the following calculation: 1,270 / (70,9 + 14,3) * 7 = 104.
52 The estimate is the result of the following calculation: 1,270 / (70,9 + 14,3) * 2,5 = 37.
53 The estimate is the result of the following calculation: 1,270 / (70,9 + 14,3) * 2,4 = 36.
54 The estimate is the result of the following calculation: 1,270 / (70,9 + 14,3) * 1,6 = 24.
55 Unless otherwise indicated figures in this section are extracted from the Enabel. Forthcoming 2024. Urbanization Infrastructure Impact Evaluation.
56 In the case of Rubavu, it must be noted that large cargo bikes driven by people with reduced mobility do not pay the custom fees and have a 'privileged' right of passage at the Petite Barriere Custom. The ease of the tarmac roads and the bike lane has positively affected the facility and accessibility of trade for this group.

better accessibility, attractivity and security of their shops (easier access leading to more clients daily, extended working hours from 19h to 22/24h in Rubavu) and improved setting (large sidewalks, less dust and mud, lighting at night). The added competition seems to be compensated by the increase in business for all shopkeepers and does not cause prejudices to those already settled there before the works. As a result, a consequent increase in the number of shops, potentially doubling their previous count, has occurred along urban roads, alongside a significant conversion of residential properties into commercial establishments.

The infrastructure impact evaluation indicates that the paved roads built by Enabel increased roadside business by 43.5%, two thirds of which were new businesses whereas the other third just relocated close to the road.

Moreover, district statistics reveal that Rubavu experienced a rise from 6,700 to 10,900 shops between 2022 and 2024, largely attributed to ongoing urban road construction projects. Out of the 21% of survey respondents who did not have a business on the road or adjacent to the infrastructure before 2020, 52% relocated mainly due to the improved accessibility for their clients. Moreover, urban roads also contributed to improve the reputation and image of the town leading to new business developers coming to the city, for instance in the tourism sector, where many new small hotels and restaurants have appeared.

Additional infrastructure related job effects were obtained from training entrepreneurs in stone arch bridge building. This contributed to economic activity and strengthened the jobs of the beneficiary entrepreneurs.

Moreover, during the construction phase of the infrastructure, employment opportunities were generated. As an illustration, for the extension of the Handicraft center in Rwamagana, 73 people were employed, and the modern market construction employed 180 people (41% female). The ongoing construction of the market extension employed 347 workers (54% women). Finally, following completion, daily road cleaning is undertaken by local women cooperatives. This work is compensated by local authorities and increases more stable employment prospects.

The infrastructure impact evaluation has estimated the number of jobs generated by the new infrastructure financed by the UEDI projects (roads and markets) at 948 permanent jobs. In addition, the construction phase generated 3,775 temporary jobs.

4.5.3.3.2 Craft centres

The infrastructure impact study has estimated the number of jobs generated by the integrated craft centres at 706 in total, 96% of which are permanent. Craft centres, which centralise equipment and craftsmen (carpenters, welders…) offer improved opportunities and revenues for business owners and sellers. In Musanze, this has resulted in a significant increase of the number of users from 408 to 720 (12% women). In Rubavu, interviews indicate that the number of craftsmen in the centre increased from 170 to 231. In Rwamagana, the number of registered craftsmen has almost tripled, rising from 110 to 310 (including 70 women). Moreover, as with roads, craft centres have attracted new side businesses such as transport companies, wood sellers, restaurants, ironmongers and small equipment shops, telephone companies, which set up just off site. New (circular) business opportunities have also arisen in craft centres, with the resale of the saw dust and wood chips sold to poultry businesses and restaurants, bringing additional revenues to the craftsmen. However, in the case of the Musanze crafts centre a majority of additional activity was due to relocation and only 29% of jobs were new.

4.5.3.3.3 Youth centre

In Musanze, the extension of the youth centre and the enhancement of access to a wider range of services, including employment services, computers and the innovation lab (Fab lab) has contributed to employment. Through its 'one site-multiple services' strategy, the youth centre provides a comprehensive network of services, spanning from employment assistance to support for entrepreneurship, which positively impacts the youth community's job prospects and entrepreneurial initiatives. This integrated ecosystem facilitates collaboration among young people, enabling them to initiate and establish new businesses together. Moreover, this centralized service hub effectively connects recreational youth participants, such as those engaged in the basketball academy, with opportunities for job development. Finally, the PPP model which is in process of being established for the centre may further enable new business opportunities (cafeteria, restaurant, conference room for rent, expo room for rent) and should increase the revenue of the centre, contributing to its operation and maintenance costs.

Unfortunately, it has not been possible to quantify these jobs yet. Considering the relatively recent completion of UEDI activities in the centre and the fact that the business opportunities offered by the centre through its PPP model are not operational yet, jobs created are currently still limited.

4.5.3.3.4 TVET - Workplace learning

According to the Tracer study on TVET – Workplace learning support[57], 86.1% of graduates successfully secured employment 6 months after graduation[58]. This represents 794 new jobs[59], 39% of which are held by women[60]. Among the employed graduates, the majority were in paid employment[61] accounting for 85.7% while 14.3% were in self-employment. However, only 30,4% of graduates in paid employment worked full time.

Moreover, almost 44% of self-employed graduates have become employers, with an average of 3 persons employed per graduate. This not only demonstrates the potential of these graduates to create jobs but also highlights the program's indirect role in job creation, thereby amplifying its impact. Concretely, 33 self-employed graduates have employed an average of 3 persons per graduate. This represents an additional 99 jobs. The total number of jobs emanating from TVET supported by Enabel is therefore estimated at 893.The tracer survey also indicates that the majority of self-employed graduates (76,5%) started their businesses by using their personal savings. A smaller portion, 9.9%, received help from parents or relatives. Another 9.9% utilized credits and loans, highlighting the limited yet existent role of formal financial institutions in supporting new ventures.

4.5.3.3.5 Decent work

In terms of decent work in job creation, data from the survey suggest a slight increase from 11% to 16% of business staff with contracts after the infrastructure development. However, it is notable that 84% of business still employ staff without any contract.

Besides, working conditions for craftsmen and for youth centres users have improved due to improved physical settings, with concrete floors, natural light, increased space and natural ventilation,

57 IRONA Consutants Limited. April 2024. Tracer Survey for Short Dual Training Graduates Supported by Enabel.
58 79.1% secured employment within 3 months after graduation.
59 1044 trainees undertook TVET through the dual WPL modality supported by Enabel; 105 were already employed before undertaking the course
60 However, only 14% of these jobs are qualified as permanent.
61 Close to 91% of employed graduates were working in Rwandan owned enterprises. Over 87% worked for a private company. A little over a third (33.8%) of graduates under paid employment were in Micro, Small and Medium enterprises (MSME). Masonry stands out as the trade with the biggest job creation potential and accounts for 48.2% of the jobs created.

compared to the cramped and dark infrastructure of the older craft centre. Nonetheless, this must be nuanced in Musanze as the Centre is at full capacity and working conditions needs to be better controlled to prevent accidents or hazards in such dense space.

4.5.3.4 Employment potential of various activities

The strengthening of value chains in agriculture and urbanisation has contributed to job creation and job consolidation mostly at the level of livestock production farms. In the urbanisation sector, more jobs have been created through infrastructure building, temporary construction jobs as well as permanent economic activity around infrastructure, and through handicrafts centres or even TVET, rather than through supporting the clay and stone value chains.

The previous sections indicate that, in total, in the agriculture sector, 2286 additional permanent jobs were created across the pig and poultry value chains; whereas in the urbanisation sector, 3,823 permanent jobs were created in the clay and stone VC but also in a set of other sectors.

The urbanisation infrastructure impact assessment study also found that the income of the respondents increased[62]. In the agriculture sector, profitability also increased (over 25%). This implies that beyond job creation, the quality of the jobs is also improving.

Job creation in the agricultural sector is estimated significantly lower than in the urbanisation sector. At 2,286 jobs, it represents less than a quarter of all jobs created. However, all jobs created in the agricultural sector may be considered as permanent, whereas over half of those created in the urbanisation sector are qualified as temporary. For a summary of the estimated jobs created per activity, please refer to table 1 below.

Source of Jobs	Baseline	2023 (Agri) or 2024 (Urb.)	Total jobs	%	Permanent jobs	%
Agricultural value chain (Pig and poultry) interventions			2,286	21,9	2,286	37,4
LFFS groups in agriculture: Poultry	-		841	8	841	13,8
LFFS groups in agriculture: Pig	-		429	4,1	429	7
Veterinary pharmacy assistants	-		23	0,2	23	0,4
Veterinary assistants (casual labour)	-		161	1,5	161	2,6
SME support (BDS, access to finance)	-		266	2,5	266	4,4
Artificial insemination technicians	-		365	3,5	365	6
Egg trade	-		104	1	104	1,7
Pork butchers	-		37	0,3	37	0,6
Hotels, bars and restaurants	-		36	0,3	36	0,6
Pork grilling	-		24	0,2	24	0,4
Urbanisation sector interventions			8,180	78,1	3,823	62,6
Construction jobs (temporary)	-	3,775*	3775	36	0	0

[62] 22% to 29% for respondents in the 50 000- 100 000 RWF range and from 9.7% to 17% for respondents in the range 100 000 - 200 000 RWF.

Workplace Learning graduates	105	899**	794	7,6	241	3,9
Employed by WPL graduates	-	99	99	0,9	99	1,6
BDS (BPN)/ Access to finance & technologies	2,455	4313	1,858	17,7	1858	30,4
Agakiriro/ Integrated Craft Production Centre (ICPC)	768	1474	706***	6,7	677	11,1
Business around Infrastructure [63]	1781	2729	948	9,1	948	15,5
Total	**6605**	**13190**	**10,475**	**100**	**6,109**	

*: 2580 male and 1195 female; **: 770 temporary, 512 male and 387 female; ***: 29 temporary, 666 male and 40 female

Table 1: Job creation in the agriculture and urbanisation sectors

Moreover, the direct support to value chain actors in the urbanization sector has created less than a third of the jobs created in urbanization. Even though many jobs are temporary, WPL, handicraft centre support and businesses originating around infrastructure represent, in total, over twice the jobs created by direct support to the stone and clay value chains through BDS support and SME incubation, improved access to finance and support to accessing new technologies. Besides (and rather surprisingly as no clear explanation is offered), only a limited proportion of the jobs created in the construction material value chains are qualified as permanent.

4.5.4 Factors of success and challenges

The above findings suggest that a job creation strategy should go beyond agricultural value chains and encompass off-farm and non-agricultural activities, integrating a combination of activities including TVET and building a conducive business environment (infrastructure, regulations, institutions, access to finance…). It should recognise that job creation effects vary with the type of producer that one supports implying that the variety of production systems should be taken into account when defining priorities (job creation, export, resilience and food sovereignty).

Indeed, based on the number of jobs created by each of the different job creation activities as well as on the cost associated to the creation of each jobs, it becomes apparent that job creation support should integrate a variety of different activities and go beyond value chain support, considering non-agricultural activities and integrating TVET as well as the building of a conducive environment for private sector development. This implies infrastructure building, structuring inter-professional organisations (such as was done in the crafts centres) and access to finance, as well as BDS support.

It is also noteworthy that self-employment can have significant knock-on employment effects with self-employed graduates creating SMEs which subsequently hire salaried staff as they develop.

Besides, an understanding of value addition creation (against production factors), cost-benefit and economies of scale is needed to target beneficiaries adequately.

More specifically, dual Training, with a good practical-theoretical balance, maximises relevance to the job market, fostering entrepreneurship, building capacity in use of equipment, and providing hands-on experience of up-to-date industry practices.

63 The number of existing businesses staff on paved roads increased over 53% (from 2020 until the beginning of 2024) according to NISR/National establishment census 2020. Newly established business on paved roads represented 43.5% of the increase in permanent jobs.

At a more strategic level, these findings tend to question the relevance of focusing on agricultural value chain support for job creation. Indeed, historically, in most countries, agricultural intensification has had a tendency to push people out of the countryside into cities. This has not been associated with rural job creation. On the contrary, it has contributed to industrialization and service development in urban areas. Although developing poultry and pig value chains is a key element of food sovereignty, particularly if urbanisation intensifies, a job creation strategy should go well beyond agricultural value chains and encompass off-farm and non-agricultural activities in equal if not greater measure.

Besides, agricultural value chain development should also be analysed through Rwanda's vision 2050 of a decrease of the current 69% of households depending on agriculture to 9% by 2050, accompanied by a strong level of urbanisation.

Moreover, it is important to recognise the different effect of job creation based on the type of producer that one supports. A 200-500 poultry farm is estimated by RIM to necessitate 2 workers, up to 1,000 chickens may need 3 meaning smaller farms will occupy 1 person for 350 chickens. As farms grow in size, economies of scale are established and less workers are needed for a given number of chickens. Despite the fact that it covers both production and marketing, Abusol has 124 permanent staff for 130.000 birds (with a further 30 people employed on a temporary basis) which is equivalent to a little less than 1 person for 1000 chickens. Small poultry farms create 3 times as many jobs as large ones.

4.6 EQ6 /in-depth analysis: How is action research influencing health policy in the context of Rwandan health sector? Why does it work or doesn't work? What are the factors of success and remaining barriers/challenges?

Enabel's involvement in the Rwandan health sector, through its Results-Based Financing (RBF) program and the Barame project, aims to address key healthcare challenges and advance Rwanda's healthcare goals, with a specific emphasis on maternal, neonatal, child, adolescent, sexual, and reproductive health.

To ensures that interventions are tailored to the specific needs of the population and are likely to have a meaningful impact on health outcomes, Enabel's interventions through the RBF program and the Barame project were guided by evidence-based action research.

Action research, also known as Participatory Action Research (PAR), community-based study, cooperative inquiry, action science, and action learning, is a widely utilized approach for improving conditions and practices in various healthcare environments[64]. It involves healthcare practitioners conducting systematic enquiries to help them improve their own practices, which in turn can enhance their working environment and the working environments of those who are part of it – clients, patients, and users.

Action research in healthcare is typically conducted in collaborative teams, involving members from various healthcare settings such as general practices, hospital wards, medical schools, and healthcare clinics. Users of healthcare services are often included as active participants rather than subjects of research, and multidisciplinary teams may collaborate on action research, such as medical workers partnering with social work teams.

The Barame project conducted action research aimed at addressing existing challenges in health service delivery. The Project has embraced action research as a pillar of its operational plan and strategy development. This dynamic process has empowered the Barame Project to plan and execute targeted activities, identify gaps, and adjust its strategies based directly on real-time data. These efforts have significantly enhanced the impact and relevance of Barame Project interventions.

The project adopted a life course approach, targeting various stages of life, from maternal and neonatal health to adolescent sexual and reproductive health services. This strategic approach underscored Enabel's commitment to addressing the evolving healthcare landscape in Rwanda, ensuring that interventions were evidence-based, accessible, and responsive to the needs of the population.

In practice, Enabel conducted action research projects in collaboration with the Rwandan Biomedical Centre (RBC), CHUB, and health facilities in the seven districts supported by the Barame project.

4.6.1 Result based approach

The conception of Barame project recognizes evidence generation as a cornerstone to building performing health system and had a specific objective to ''ensure accessible, evidence based,

64 (Whitehead, D. (2003). Health promotion and health education viewed as symbiotic paradigms: bridging the theory and practice gap between them. Journal of clinical nursing, 12(6), 796-805, & Lingard, L., Albert, M., & Levinson, W. (2008). Grounded theory, mixed methods, and action research. Bmj, 337)

improved and innovative health services with a special attention to sexual and reproductive health services and with increased citizens participation and engagement"[65].

4.6.1.1 Action Research conducted by Enabel through the Barame-project

Barame Project interventions were grounded in solid evidence to ensure that each plan is informed by evidence-based strategies. This approach includes locally based action research, particularly in the catchment area of Enabel project. This dynamic process has enabled the Barame Project to plan and execute targeted activities, identify gaps, and adjust directly informed by real-time data.

At the beginning of the Barame-project, twenty-five action research projects were identified in collaboration with the Rwanda Biomedical Centre (RBC) and the seven districts where the project was to be implemented. Twenty-four (24) action research projects were implemented when this report was written.

A summary of key action research undertaken under the Barame project is available in Annex 9.

4.6.1.2 Action Research conducted by Enabel through RBF Program

CHUB responded to the Ministry of Health's concern about high neonatal mortality rates by initiating evidence-based research with Enabel's support. The evidence-based research project engaged different expertise from both institutions and identified 25 proposed research topics to be conducted utilizing available hospital data. All action research projects were undertaken during the writing of this assessment

The implementation of project action research followed the below theory of change.

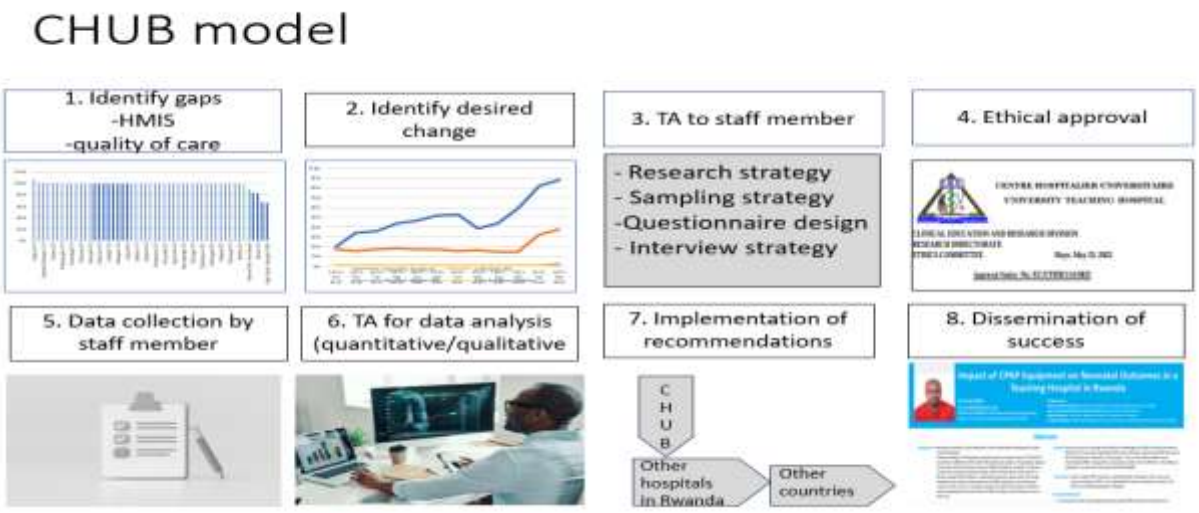


Figure 3: CHUB Modelling of conducting action research

The key action research conducted by CHUB with the support of Enabel RBF-Program is summarised below.

[65] Enabel. (2019). Country Programme for the Belgo-Rwandan cooperation 2019 – 2024.Part II Health

4.6.1.2.1 Addressing Neonatal Mortality with Evidence-Based Approaches

After 2020, neonatal mortality began to increase. The HMIS indicated that the CHUB neonatal mortality was high. In 2022, when CHUB started to collaborate with Enable, neonatal mortality was 21 percent (21%). Enabel supported CHUB in the assessment and analysis of the available data with a view to understand how to decrease the neonatal mortality. Before Enabel started to help CHUB to collect data, meetings were organised with the head of department of neonatology and the maternity Matron, and the staff was involved and eager to understand the cause of death in neonatology, and how they could contribute to improve the trend. Among other causes, CHUB assessed its equipment and found damages, such as with the CPAP machine, that were both man- and industrial-made. CHUB wanted to understand which of the two types it should request the Rwandan Biomedical Centre (RBC) to purchase. Upon conducting action research, CHUB found that using industrial CPAP machines reduced neonatal deaths significantly. The mortality rate decreased from 21% in 2022 to 5% by December 2023, indicating remarkable progress.

Outcome: CHUB emphasized the potential impact of CPAP on reducing neonatal mortality and underscored the importance of ensuring that all hospitals have CPAP machines for newborns.

4.6.1.2.2 Increase of PPFP coverage

In 2017, Postpartum Family Planning (PPFP) was introduced, marking its inclusion in the Health Management Information System (HMIS). Initial data from two teaching hospitals, CHUB and CHUK, revealed a disparity in PPFP uptake. CHUB attributed this problem to cultural factors, the Hospital observed a significant gap in PPFP coverage, particularly among women returning for their second delivery within a short timeframe. Prior to the intervention, PPFP coverage stood at forty-three percent (43%), indicating a pressing need for improvement, after the intervention the coverage increases at 83%.

Recognizing the need for targeted intervention, CHUB partnered with ENABEL to conduct an action research initiative aimed at identifying barriers to PPFP uptake. Through this collaborative effort, CHUB investigated the underlying reasons for the stagnant PPFP coverage. One of the primary findings was the inadequate presence of skilled health professionals within the maternity unit, with only one midwife available to administer PPFP interventions.

Outcome: The action research initiative facilitated a deeper understanding of the challenges impeding PPFP uptake at CHUB. By identifying the scarcity of skilled health professionals as a key barrier, the initiative paved the way for targeted interventions to address this issue.

As a method used to increase PPFP, CHUB looked at hospitals with a high coverage rate of PPFP and inquired to understand the strategy used to support CHUB in increasing the coverage. The recommendations from this action research will then be implemented across all health facilities.

4.6.1.2.3 Treatment of Diarrhoea and Pneumonia in the community

A significant policy change occurred through collaboration with the Ministry of Health and MCCH program/ RBC to remove fees for treating diarrhoea and pneumonia in the community. Action research revealed disparities in treatment coverage, leading to interviews with community health workers and subsequent policy revisions, resulting in improved healthcare access.

Enabel, M&E experts conducted action research in the community related to the treatment of diarrhoea and pneumonia. Specifically, the aim was to understand why children with diarrhoea and pneumonia were not being treated by Community Health Workers (CHWs) compared to the treated cases for malaria. The coverage rate for children treated for malaria was 60%, whereas for diarrhoea, it was less than 20%, indicating that 80% were going to Health Centres for treatment.

Upon conducting action research, it was found that mothers were not bringing their children to be treated by CHWs because they were not aware that CHWs treated diarrhoea and pneumonia; they believed that CHWs only treated malaria. Additionally, the 200 RWF user fee for the treatment of diarrhoea and pneumonia, which went to the cooperative of CHWs, acted as a barrier. This fee was not applicable to malaria treatment.

Consequently, the results were shared with the Minister of Health, who issued a letter to all districts providing guidance to remove the user fee for the treatment of diarrhoea and pneumonia in the community.

The methodology of this action research was qualitative, involving interviews with CHWs and mothers with children under-five to understand why they did not bring their offspring for treatment of diarrhoea and pneumonia by CHWs, while seeking prompt treatment for malaria. Specifically, CHWs were asked why they were not treating children under-five with diarrhoea and pneumonia.

Outcome: The Policy was revised to remove user fees and treatment of Diarrhoea cases increased with CHWs and there was a notable increase in the treatment of diarrhoea cases administered by CHWs.

4.6.2 Effectiveness of using action research to influence health systems and instigate policy adaptations

Action research in the Rwandan Health Sector operates on the foundational principle of evidence-based decision-making. This approach ensures that interventions are strategically targeted towards specific indicators, optimizing resources for maximum impact. Building on past successes in overcoming significant health challenges, the Ministry of Health can now focus on addressing smaller-scale issues. This necessitates a robust research framework to inform interventions effectively.

A notable challenge within the MoH and RBC is the insufficient evidence base to guide interventions comprehensively. This gap is compounded by a shortage of personnel empowered to conduct action research, which further limits the generation of evidence. Addressing this challenge requires not only bridging the evidence gap but also investing in capacity-building initiatives to nurture a cadre of skilled researchers. Action research serves as a cornerstone in addressing these challenges by providing timely and relevant evidence to inform policy and intervention design, and support policy implementation. By fostering a culture centred around evidence, action research enables the MoH to make informed decisions and implement evidence-based interventions, thus enhancing health outcomes. Effective policy development hinges on the availability of robust evidence. Action research plays a pivotal role in this process by providing the necessary evidence base to support policy changes. Through collaborative efforts with partners like ENABEL, the MoH develops proposals aligned with government priorities, ensuring that research findings directly inform policy decisions and their implementation.

4.6.2.1 Enhancements in the Health Sector through Enabel's Action Research

Enabel's action research, implemented through Barame, has significantly influenced health policy design and implementation in Rwanda by addressing health service delivery challenges with evidence-based research. A key initiative involved improving the utilization of ultrasound in antenatal care (ANC) services by procuring and distributing ultrasound machines to health centers, aiming to enhance ANC attendance and reduce maternal mortality and delivery complications. While the national policy impact remains limited, findings have been shared with stakeholders like the Technical Working Group (TWG) to inform ongoing policy discussions.

Barame's action research has also tackled staffing and equipment challenges in health facilities. Support in developing plans for preventive and curative maintenance and advocating for increased biomedical staff has provided valuable evidence to inform policy decisions. The development of quality improvement plans in health facilities, identifying challenges, and proposing solutions through data-driven approaches has also been significant.

In expanding adolescent health services, training peer educators has resulted in increased utilization of reproductive health services at youth-friendly centers. Despite these successes, challenges remain in translating action research findings into policy action. Continuous training and capacity-building initiatives are needed to address gaps in evidence generation and research expertise. Budgetary constraints also pose barriers to implementing some proposed interventions, highlighting the importance of aligning research findings with available resources and policy priorities. Enabel remains committed to leveraging action research to address gaps in health policy and practice, advocating for evidence-based interventions to improve health outcomes across Rwanda. Through continued collaboration with stakeholders and dissemination of research findings, Enabel aims to contribute to developing comprehensive health policies that address diverse population needs.

4.6.2.2 Effectiveness and Modalities of Action Research in Health Policy Adaptation

Collaborative action research undertaken by the Centre Hospitalier Universitaire de Butare (CHUB), supported by Enabel, exemplifies a structured approach encompassing various stages from planning to disseminating results. Enabel's involvement, particularly in recruiting a biostatistician and Monitoring and Evaluation technical expert, has bolstered CHUB's capacity in sampling strategy, questionnaire design, and data analysis. The ethical execution of data collection, often involving medical students, among others, underscores the collaborative nature of the endeavor.

Subsequent quality analysis and presentation of findings have paved the way for informed decision-making and policy formulation. CHUB's efforts have transcended organizational boundaries, with presentations extending to other hospitals and countries, amplifying the research initiatives' reach and impact. Dissemination strategies tailored to diverse audiences reflect a nuanced approach towards knowledge sharing and capacity building.

The effectiveness of action research in driving policy changes and improving healthcare practices is evident through several tangible outcomes, including the reduction of neonatal mortality following the introduction of CPAP machines and the increase in Postpartum Family Planning uptake. Policy revisions enhancing access to essential healthcare services in the community were also implemented. These achievements reflect CHUB's comprehensive approach, encompassing recommendations ranging from optimizing workforce management to advocating for robust data management systems.

4.6.2.3 Innovative Modalities to Enhance the Impact of Action Research

To amplify the impact of action research on health policy, several alternative modalities can be adopted. Strengthening community engagement and participatory approaches ensures that research findings reflect local needs and priorities, making proposed solutions relevant and effective. Leveraging digital platforms and technology can enhance the sharing and dissemination of research evidence, broadening its reach and accessibility. Establishing dedicated platforms for dialogue among researchers, policymakers, and practitioners facilitates evidence-based decision-making, bridging gaps between theory and practice. Enhancing capacity-building initiatives equips stakeholders with the necessary skills and knowledge to translate research findings into actionable policies and practices. Together, these strategies foster a collaborative and informed approach to health policy development.

Policy exchange programs enable policymakers and officials to engage directly in action research projects, providing firsthand exposure to research methodologies and their policy implications. Organizing policy innovation challenges and workshops promotes creative problem-solving through multidisciplinary teams, enhancing the formulation of actionable policy recommendations. Establishing policy labs and living labs creates experimental spaces for stakeholders to co-design and test policy interventions in real-world environments, fostering iterative learning and rapid prototyping. Implementing community-based participatory research ensures the research process is inclusive, with outcomes reflective of community needs. Conducting policy simulations and scenario planning exercises allows stakeholders to explore potential outcomes and prepare for future challenges, strengthening decision-making with robust, evidence-informed projections. Integrating these diverse approaches can significantly broaden the reach and impact of action research on health policy, encouraging greater collaboration, innovation, and evidence-informed policymaking to address health system complexities.

4.6.3 Lessons Learned

- Leadership is crucial in driving action research to tackle significant health challenges, as evidenced by CHUB's approach to addressing high neonatal mortality rates highlighted by the Ministry of Health. Proactively, CHUB sought expertise in epidemiology, which catalysed the launch of 25 driven research studies focused on understanding and addressing the health issues within the hospital. This initiative underscores the vital role of proactive leadership in leveraging specialized knowledge to improve health outcomes.
- CHUB hospital staff who participated in the action research despite initial hesitance, they discovered that their involvement was not as burdensome as anticipated. Instead, they found satisfaction and pride in their contribution to the action research. Seeing their names associated with the abstract released brought them a sense of accomplishment. Moreover, their involvement in data collection provided an opportunity for personal growth and learning. Many reported gaining valuable knowledge in research methods and data interpretation, thereby increasing their interest and confidence in conducting research in the future.
- In action research projects, the biostatistician played a vital role in guiding various aspects of the research process, including the development of sampling strategies, questionnaire design, and the selection of appropriate interview methodologies, whether qualitative or quantitative. This underscores the significance of interdisciplinary collaboration and specialized skills in ensuring the methodological rigor and accuracy of research outcomes.

- CHUB's experience significant increase in budget allocation to the Directorate of Research due to the implementation of action research projects, despite the initial absence of dedicated funding. This rise in funding reflects stakeholders' growing recognition of the value derived from evidence generated through such research endeavours. It emphasizes the critical importance of evidence-based decision-making in resource allocation and strategic planning processes.
- Action research is highly informative and can bridge the gap with evidence, while also addressing gaps in training and the number of researchers, thereby motivating them to continue their work. This fosters a culture centred around evidence, crucial for designing interventions. Action research plays a pivotal role in shaping a culture of evidence-based decision-making and intervention design, ultimately benefiting the health sector and the communities it serves.

4.6.4 Challenges

The following challenges were observed:

- Gaps in the recording of data on patient interventions reduces the accuracy and completeness of healthcare records, undermining the beneficial contributions of action research on decision-making and policy implementation.
- The classifications of causes of death in HMIS is not fully integrated in the International Classification of Diseases (ICD-11), with an impact on the accuracy and reliability of mortality data.
- Health facilities staff is not sufficiently empowered to conduct action research.

To address these issues, there is a need to expand support for action research initiatives across various health programs, ensuring comprehensive coverage and impact. Additionally, the engagement of medical students and junior health professionals in research activities can serve as a valuable capacity-building mechanism, enriching their skills and knowledge in evidence-based practice.

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4.7 EQ7/in-depth analysis: How was gender integration operationalized within the sexual and reproductive health program? What were the observed effects of gender integration? Were the successes integrated within national/local relevant policies?

The Government of Rwanda and partners acknowledge the need to work towards achieving gender equality and equity ensuring sustainable transformation in all sectors. For that purpose, many laws have been put in place, national policies and strategies developed. However, the implementation of gender mainstreaming strategies remains limited in many sectors.

The health sector in Rwanda has done tremendous progress in meeting the health needs of the population, especially the most in need such as women and children[66]. Gender-integrated health programs have emphasized on the equitable participation of women through the program designing and implementation. Such programs have demonstrated the creation of an environment that is conducive to making and sustaining positive health outcomes.

Enabel as many other partners in the health sectors implemented the Barame framework for the last 5 years. This project executed interventions in areas of Reproductive Health (RH), SGBV, Adolescent Sexual Reproductive Health (ASRH) and drug abuse. Implemented in seven districts of Rwanda, the designed interventions conducted gender sensitive activities and the project endline evaluation has documented great achievement in the areas of interventions.

The current evaluation is a strategic evaluation of the Barame framework that focuses on gender integration within the sexual and reproductive health program. It has been designed to appraise the level and effect of gender integration in the implemented interventions and determine whether the positive outcomes have been integrated into local and national policies. Additionally, this evaluation aims to identify opportunities for further enrichments in the subsequent phase. The assessment was conducted through KIIs and FGD, engaging actors in the areas of Gender related interventions at the central, district and sector levels (the list of interviewees is attached to the report).

4.7.1 How was gender integration operationalized within the sexual and reproductive health program?

The findings from the KIIs and FGD revealed a limited knowledge of on the concept of gender integration among actors at all levels, which directly had implication on the lack of the planning of gender mainstreaming approaches at the initial formulation stage of the Barame framework. It was also found that the interviewed stakeholders were not familiar with the existing national gender policies and strategies.

The assessment also found that the concept of gender mainstreaming was not clearly portrayed in the interventions of Barame project, mainly due to the lack of evidence on the current gap of gender integration in the health sector, especially the Reproductive Health. The Barame project designed and implemented the SGBV interventions as stand-alone intervention in collaboration with GIZ. The SGBV

[66] Gender Monitoring Office. (October 2018). Gender Profile in the Health Sector.

intervention encountered many achievements including the enhanced user base by community members as well its positive contribution to the Universal Health coverage in Rwanda[67].

Although gender integration in RH was not at the core-implementation of the designed interventions of Barame framework, this assessment revealed other impactful gender sensitive activities that were conducted through some interventions. Among others, the ASRH intervention that purposively targeted to recruit and achieved at least 50% of female peer educators to enhance female representation in the intervention. This strategic engagement of female peer educators also increased the interest and ownership of the intervention by their female counterparts, which was demonstrated by the increased number of girls seeking ASRH services at the Youth corner and YFC[68]. Another good example was the MNCAH intervention that has equipped HCs with Ultrasound machines and enhanced the capacity of health workers to improve the quality of services offered to pregnant women in the communities[69]. This strategic action has led to the increased number of women attending the ANC visits and also improved the indicator of women attending the first ANC visits during the first trimestral age of the pregnancy. The conducted KIIs also revealed that the MNCAH emphasized on male involvement in ANC and companionship by choice at delivery point, which are believed to contribute to the positive health outcome of the pregnant woman and the unborn child.

4.7.2 Observed effects of gender integration

While this assessment did not find a strategic initial gender integration approach at the designing of the project, there were impactful initiatives that led to the improvement of gender sensitive indicators across different interventions. Among others, the following were identified:

- Increased number of girls seeking care at the Youth Friendly Centres (YFCs) and youth corners for ASRH services. This intervention engaged two peer educators per cell to conduct community-based awareness campaigns and 50% of the peer educators were females, intentionally selected for the purpose of gender inclusion in ASRH. This strategic action played a paramount role in increasing the interest among girls in the community to seek the services at the YFC and YC. It is also important to note that the trainings of health care providers and renovation of YFCs led to the quality improvement of ASRH service and positively influenced seeking care behaviour among the youth of both genders.
- Increased number of women attending ANC visits. One of the principals of implementing gender integration through a transformative approach is taking into consideration the root causes of problematic issues that hinder a specific gender, in this case preventing women to experience equity in terms of health services. Evidence have shown that inaccessibility, poor quality of services, social cultural norms prevent women to seek ANC services. Enabel in collaboration with Jhpiego implemented the MNACH intervention, through which maternity services were improved via the capacity building of health workers and the provision of Ultrasound machines at Health centre level. The conducted interviews also revealed that during community mobilization, men were encouraged to accompany and support their wives for the ANC visits. These strategic actions have led not only to the increased number of women seeking ANC services but also the number

[67] Aide à la Décision Economique. (May 2022). Report of the Mid-term review of the Rwanda-Belgium Programme 2019-2024. & Enabel - BARAME project RWA1900911 Project team. (2022) Annual Report July 2021 – June 2022. Rwanda.
[68] Cooperating partners reported this instance during the interviews conducted.
[69] Enabel - BARAME project RWA1900911 Project team. (2021) Annual Report July 2020 – September 2021. Rwanda.

of women attending the first ANC visit during their first term of pregnancy. It is certain that this change contributed to the improvement of the mothers, babies and family health outcomes.

- Increased number of the use of SGBV services. This is another achievement that resulted in several strategic actions conducted through the Barame framework. The SGBV intervention was conducted in collaboration with GIZ. The decentralization of SGBV services offered in IOSC at the level of Health Centres increased the accessibility of these services to community members, as they no longer had to travel to the district hospitals to seek for these services. The findings from the KIIs also revealed that the collaboration of stakeholders with different expertise was very key for the success of this intervention, considering the crosscutting nature of SGBV issues. During the FGD in Karongi, participants highlighted that the capacity building of health workers who provided quality services, the support provided to the victims contributed enormously on the increased service seeking behaviour among the victims.
- During this assessment, there was no official data on client satisfaction found regarding the implemented intervention and gender mainstreaming. However, it is important to note that the improved gender indicators could partially validate the client satisfaction of the offered health service and intervention[70].
- The community outreach campaigns and activities were highly inclusive to all genders. The Social Behaviour Communication interventions[71] were done through local media channels, integrated community-based events like umugoroba w umuryango, ensuring the information reaches all and none is left behind in the community.

4.7.3 Coordination among stakeholders in GBV

The coordination of the stakeholders implementing SGBV interventions was assured by the government institutions at all levels. The current assessment documented the presence of several key channels and platforms of coordination among SGBV stakeholders.

At the central level, the Ministry of gender and family promotion (MIGEPROF) is the leading ministry of all interventions relating to GBV, and it operates through the Gender Monitoring Office (GMO). There is an established technical working group for gender subject and a sub technical working group of SGBV where specifically health aspects of SGBV are discussed. These technical working groups (TWG) bring together high-level stakeholders that work in the area of SGBV in the country. Enabel as one of the key stakeholders in the area of SGBV was represented through the Barame framework in these platforms. These TWGs organize quarterly and annual meetings to discuss mainly GBV issues at national policy and strategic levels.

At the decentralized level, the districts administration has put in place a GBV Alliance that bring together technical actors who intervene in the area of GBV. The feedback from the Key Informants Interviews have confirmed that this GBV Alliance has ensured a better coordination of the interventions implemented in the districts. Quarterly and annual reports are submitted to the district by each stakeholders documenting the progress, challenges and opportunities encountered during

70 Aide à la Décision Economique. (May 2022). Report of the Mid-term review of the Rwanda-Belgium Programme 2019-2024.
71 From July 2021 to June 2023 the ASRH project team executed a series of impactful community outreach initiatives, featuring peer education programs alongside special promotional events and targeted mass media campaigns. The team engaged communities through Interpersonal Communication (IPC), door-to-door campaigns, and community dialogues conducted via established channels such as Umuganda, village council meetings, and Parents' evenings.

the implementation of the specific intervention. Therefore, this Alliance creates opportunities for stakeholders to learn from each other, create synergy among SGBV actors within the same district.

The SGBV intervention implemented through the Barame framework was designed based on the findings from the baseline assessment conducted. This assessment targeted key SGBV actors including administrative officials, health providers, NGO representatives and community services. It is very important to recognize the engagement of all key stakeholders at the initial stage for this intervention, which ensured that the designed intervention was evidence based and has addressed the needs that are not supported by other partners.

Another good example of collaboration and coordination in the framework of SGBV interventions concerns the GIZ and Enabel cooperation in the area. Considering that SGBV response require a crosscutting approach to be effective, Enabel engaged its expertise in the health sector including the capacity building of health workers, quality improvement, community mobilization while GIZ provided funds for social development, including support to the victims of SGBV and victims' reintegration in the community. The collaboration of Enabel and GIZ is an exceptional example of where institutions brought together their diverse expertise to deliver a comprehensive package that benefit the victims.

However, it should be recognised that the program worked on alleviating the effects of SGBV, not on the causes of SGBV which are partly the result of the perception of the roles of men and women in Rwandan society, and therefore directly linked to gender.

4.7.4 The gender transformative approach (GTA) in the implementation of RH/ASRH/FP/SGBV interventions of Barame framework

The World Health Organization defines a gender-transformative approach (GTA) as one that address the root causes of gender-based health inequities through interventions that challenge and redress harmful and unequal gender norms, roles, and unequal power relations that privilege men over women'[72]. It is not a prescriptive set of actions, but rather a way of conceptualizing how the problem of gender inequality in our society is identified and addressed.

GTA aims to integrate gender issues into all aspects of programme and policy design, development, implementation, and evaluation. It also aims to go beyond solely addressing visible challenges in gender inequality by tackling its underlying issues. To achieve this, a GTA must be based on evidence of existing gaps in gender integration for a specific subject.

The present assessment did not find any assessment or In-depth analysis of root causes of gender inequalities in Sexual and Reproductive Health (SRH) in Rwanda that would lead the use of a GTA and design interventions to address the identified root causes instead of filling the consequential gaps. The conducted baseline assessment documented existing challenges in terms of SGBV as a stand-alone component but not the challenges in areas of gender integration in SRH interventions in Rwanda.

RBC/MCCH/Partners must ensure the future policies/strategies and interventions take into consideration the multisectoral approach to address the SGBV issues at all levels.

72 Ruane-McAteer E, *et al*. (2020) Gender-transformative programming with men and boys to improve sexual and reproductive health and rights: a systematic review of intervention studies. BMJ Global Health 2020: 5.

4.7.5 Lessons/Were the successes integrated within national/local relevant policies

This assessment did not find any recorded policy change in terms of gender integration in SRH The gap of a systematic approach for gender integration in the implemented interventions of Barame framework is obvious; however, this assessment has identified effective practices that should inform national strategies and policies, these include:

- The needs assessments were conducted and informed the focus of the interventions; it is very important to conduct in-depth analysis of the gaps in gender integration in RH/ASRH/SGBV in Rwanda to inform programs regarding gender integration.
- The decentralization of health services like SGBV/IOSC and provision of Ultrasound in Health Centres enhanced the service accessibility and usage; this practice is very crucial to enhance the Universal Health Coverage. The decentralization of gender sensitive services improves the health seeking behaviour, its application to other interventions would also enhance the health outcomes of the targeted communities.
- Strategic collaboration with other stakeholders that ensured the delivery of a comprehensive package to the beneficiaries like it was observed in the collaboration of Enabel and GIZ. It is very important for the stakeholders to start address issues of public health in a broader way that involves other stakeholders with social and health related expertise. Examples of projects that tackle women health should also involve actors in areas of women economic empowerment. Through a multisectoral approach, many barriers can be addressed to confront women's disempowerment and the complex factors that lead to poor reproductive health.
- Creation of conducive environments for girls enhanced their attendance at YFC and HCs. The ASRH intervention tackled some of the gender sensitive challenges that limited girls to seek RH services like ensuring privacy, safe spaces at Youth friendly centres or Youth corners as well as equipping service providers with the capacity to provide gender sensitive services/Reproductive health services. Ensuring conducive environments for men and women for each intervention is very crucial for the ownership of the intervention by the community members.

5 Conclusions

Name	Description	EQ/Criteria
CO1	**The programs correspond to Rwanda's priorities, policies and strategic options and the portfolio is aligned with Belgium's current thematic priorities.** The quality of the dialogue it develops with national authorities and the emphasis which Enabel puts on participation has ensured the interventions respond to the needs of the beneficiaries.	**EQ1/Relevance**
CO2	**Enabel is valued for its flexible and adaptable approach to fill in thematic and geographical gaps and/or intervening to bring specific skills, experience and added value.** This strategic focus is all the more relevant because it recognises the limitations linked to the size of Enabel's cooperation.	**EQ1/Relevance**
CO3	**Enabel works in synergy with other cooperative partners, adopts coherent sectoral intervention logics that integrate relevant risk factors, combines actions at national and local level and mobilises sufficient resources.** No duplication of efforts is observed.	**EQ1/Coherence**
CO4	**Enabel tends to adopt a one-size-fits-all approach with limited links across sectors and results at portfolio level.** This may leave some actors out and affect the inclusiveness of the interventions, as well as their sustainability.	**EQ1/Coherence**
CO5	**Monitoring and Evaluation systems do not always allow to understand issues of concern at sectoral and strategic level; and the articulation between analytical studies and policy dialogue is too weak.** The information gathered by the project does not allow it to be steered effectively enough, nor does it feed policy dialogue with national authorities enough.	**EQ1/Effectiveness**
CO6	**Enabels' interventions have achieved significant results in health, agriculture, urbanization and public finance management, despite difficulties in the quantification of results at outcome level.** Attribution of results is also an issue.	**EQ1/Effectiveness and impact**
CO7	**Enabel is considered a pragmatic and flexible institution with good adaptation capacity and a good capacity to interact and dialogue with stakeholders at all levels whether in the field or regarding policy dialogue.** Working through local partners has proved efficient. The mutualisation of administrative resources at the level of the representation enables a rational, cost-effective and efficient use of resources.	**EQ1/Efficiency**
CO8	**Despite a high level of participation and ownership and significant capacity building, more human resource and institutional building are required.** Issues related to organisation, infrastructure and equipment management and maintenance, financial sustainability and	**EQ1/Sustainability**

	institutional strengthening are not addressed thoroughly enough. Besides, profitability of activities has not been sufficiently analysed to guarantee sustainability; and high levels of subsidies raise questions as to the replicability of certain actions.	
CO9	**Enabel addressed cross-cutting issues (environment, gender, private sector development) with different modalities and mixed results.** Although a gender specialist was contracted in 2023 to develop a more formalised transformative approach in the future, gender was not addressed in a satisfactory way in the current portfolio. Environmental issues and inclusiveness were not systematically addressed. Private sector development has been given substantial attention through a dedicated TA and has achieved tangible results.	**EQ1/cross-cutting issues**
CO10	**At local level, project management, administrative and financial management, and participative planning capacity was built among local authorities and SMEs.** The PFM sector has cross-cuttingly supported district capacity by simplifying administrative and financial processes, in addition to strengthening planning capacity. New management models have been promoted, as well as private sector autonomisation. Such evolutions represent significant systemic change.	**EQ2/Effectiveness/ Impact**
CO11	**The relationship between Enabel and its national partners underlies a good quality dialogue around the cooperation program and development dynamics in general. This contributes to its capacity to interact and dialogue with stakeholders at all levels (national and local), both around practical and technical field issues and more strategic policy issues.** These positive attributes have further benefited from the establishment of a structured and regular dialogue framework including the Belgian Embassy, which takes part in higher level exchanges. In particular, by co-chairing the PFM TWG, Enabel has strongly contributed to improving PFM sector coordination and dialogue.	**EQ2**
CO12	**The overall effects of Enabel's action were strengthened by complementary funding from various donors and collaborations with development partners.** Complementary funding and development partnerships widen Enabel's outreach within its sectors of activity. This greater outreach brings greater experience and generates greater clout in relation to policy dialogue, directly through involving Enabel in a wider set of activities and indirectly through catalysing exchanges with other donors which may build on Belgian agency's experience to generate their own policy dialogue or coordinate with Enabel in conducting exchanges with Rwandan authorities.	**EQ3**
CO13	**Collaboration with donors and developmental partners reinforces Enabel's holistic approach.** It allows it to widen the scope of its reflexion and touch upon a set of complementary activities and stakeholders.	**EQ3**
CO14	**The absence of clearer principles, portfolio-level objectives and selection criteria for the development of partnerships and implementation of third-party projects limits the articulation of additional development initiatives with the bilateral portfolio**. In turn, this limits their impact on the bilateral program. Partnerships and third-party projects are largely established on an ad-hoc basis according	**EQ3**

	to the opportunities that arise and areas of potential synergies are not sufficiently defined. This limits the global coherence of the additional activities in relation to the bilateral portfolio. The team Europe and Team Belgium dimensions of the portfolio suffer from similar limitations.	
CO15	**Few unexpected positive effects were recorded.** Most of them are positive but remain marginal with respect to the program's global objectives. They have not had a transformative effect on the program and its objectives.	**EQ4**
CO16	**Value-chain- and non-value-chain related activities in agriculture and urbanization have contributed to the creation of jobs in equivalent manners.** Key aspects of a job creation strategy are Technical and Vocational Educational and Training (TVET) and the creation of a conducive environment for private sector development through infrastructure building, inter-professional organisations structuring and access to finance. Besides, the effects of job creation vary with the type of producers.	**EQ5**
CO17	**By providing a systematic approach to understanding and addressing recurring challenges, action research enables health facilities to collect, analyse, and interpret data systematically, creating solid foundations for evidence-based policymaking.** This allows policymakers to make informed decisions that directly address the needs of the communities they serve. Sustained investment in action research is imperative to foster a culture of evidence-based decision-making within the health sector.	**EQ6**
CO18	**Enabel's localised action research allowed to create policies that are tailored to the specific contexts of individual districts.** Such practices acknowledge the diversity in health challenges across different regions of Rwanda. Through such initiatives, Enabel supported health facilities in enhancing health program management and effectively addressing the evolving healthcare needs of their communities.	**EQ6**
CO19	**During the formulation stage of the Barame framework, gender was not included in the strategic considerations due to the limited knowledge of the concept of gender integration, the lack of evidence and the situational analysis of the gender integration in the health sector.** This led to the non-strategic consideration of the gender concept at the formulation stage of the Barame framework. However, although the action was not gender transformative, some gender sensitive interventions (SGBV, ASRH, MNCAH) were implemented and positively impacted the health outcomes.	**EQ7**
CO20	**The multisectoral approach adopted in the SGBV intervention promotes synergy among actors and enable the delivery of a comprehensive package of interventions for the beneficiary community.** This increases the effectiveness and sustainability of interventions substantially.	**EQ7**

6 Recommendations

On the basis of the previous analysis and of the main conclusions, and with a view to the next program's objective of "supporting Rwanda in its transformation to a well governed, climate resilient and inclusive welfare state" with transversal aspirations related to inclusiveness, a gender transformative approach, efficient and accountable governance, a welfare state and climate resilience, the following 7 recommendations are made:

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R1: Develop a global Theory of Change (ToC), indicating the way Enabel's interventions contribute to implementing the Rwandan government's strategy, the gaps to be filled in by Rwanda and/or other development partners, and identifying areas of partnership, collaboration, and synergy between national and international development partners.	CO 3 CO 4 CO 9 CO 14	Programme Team and Enabel HQ with coordination with Enabel's representation and National Institutional Authorities	1 and 3	Short term	Strategic

The definition of a portfolio level logic will contribute to strengthening the global coherence of the intervention by specifying a framework within which internal and external synergies can be coordinated, partnerships developed, and complementary funding identified in a more structured way based on clearer principles, objectives and/or selection criteria. Such a key reference document should highlight gaps, collaboration needs, and areas of potential synergy enhancement and ensure stronger articulation of other development initiatives with the bilateral program, as well as support strategic dialogue with national and international development partners.

Indeed, it will constitute a tool for more systematic and regular consultation of other development partners[73], joint planning, coordinating activities and building partnerships, including as part of a Team Europe and a Team Belgium approach. Identifying gaps could in turn support the upstream identification of Belgian (Kampani for access to finance, Rikolto for food smart cities, Universities for action research…) and European partners likely to fill them up.

A global ToC would also contribute to Enabel's selectivity, focusing on its added value, helping assess the relevance of spreading itself out over 4 sectors and investing in hardware rather than process[74].

Areas of synergy include (non-exhaustively):

- A food smart city and / or green cities approach linking agricultural and urbanisation within an integrated territorial approach strengthening links between cities and their hinterland.
- Food smart cities and digitalisation
- Current initiatives around fresh produce markets, particularly those supported by Holland and the EU and Enabel's support to agriculture value chains.
- More sustainable mechanisms for supporting access to finance.
- Climate finance, in collaboration with AFD, the IMF and the World Bank which all have related programs[75].

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R2: Devise sustainability mechanisms from the formulation stage and ensure they are in place a year before project closure so as to be in a position to adjust and consolidate them.	CO 8	Programme Team and Enabel HQ with coordination with Enabel's representation and National Institutional Authorities	1 and 3	Short term	Strategic

73 The much-appreciated experience-sharing initiative undertaken with GiZ's teams should be replicated with other DPs.
74 However, this framework should not be a straitjacket and should not be developed at the expense of Enabel's much appreciated flexibility.
75 AFD sponsors a budget support program focused on climate finance. A specific set of reforms have been agreed through the IMF's Resilience and Sustainability Trust. The World Bank's Development Policy Operation has triggers related to climate finance.

- Amongst others, a greater focus should be placed on capacity building, institutional strengthening or infrastructure and equipment management and maintenance rules and regulations.
- These mechanisms should involve mutual accountability agreements with national authorities outlining commitments touchng upon sustainability mechanism, resource allocation, and possibly scaling up of interventions.
- In particular, national authorities should facilitate human resources and institutional building in coordination with Enabel.

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R3: Formalise the implementation of cross-cutting approaches (gender, PSD…) through the definition of country specific contextualised framework documents and the institutionalisation of focal points	CO 9	Programme Team and Enabel HQ with coordination with Enabel's representation and National Institutional Authorities	1 and 3	Medium term[76]	Strategic

In order to tackle cross-cutting issues more rigorously, and focus more on the structural underlying factors, Enabel country teams should establish reference documents (strategy, ToC…) associated to specific objectives and indicators, so as to enable each sector of intervention to position itself with respect to the challenges and expected results that the cross-cutting issue entails, and better integrate them within their interventions.

In particular, for such complex issues, identifying pathways of change with intermediary stages of change and corresponding indicators would enable to make the corresponding processes and results more explicit and help follow the progress expected more operationally.

- In relation to gender mainstreaming, from the intervention formulation stage this will include conducting gender analysis and assessing the key barriers that women face in all sectors, undertaking a gender integration gap analysis to inform each program, building the capacity of national counterparts and Enabel teams in gender

76 As formulation stage now passed.

transformative approaches, ensuring the dissemination of existing policies and strategies at all levels, and putting in place mechanisms to track their implementation.

- The health sector should develop national guidelines for gender integration in the health sector and evaluation tools. While the national policy exists, these are currently lacking at health sector level.
- In relation to environment, from the formulation stage this will integrate more explicitly issues such as pollution, waste waters, farm extrudates… across sectors and include building the capacity of national counterparts and the Enabel teams in environmental issues.
- In relation to PSD, see R5 (below)
- For each cross-cutting sector, a focal point within Enabel should be established to ensure a satisfactory level of implementation of the reference document, coordination between relevant actors and monitoring of the progress.

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R4: Better adapt support to diversity of producers and their access to production factors. Detailed assessments should be conducted to better characterise the diversity of producers and SMEs (small, medium, large…), their contexts (agroecological zones, connection to the market…) and their market orientations (Democratic Republic of Congo - DRC, Kigali…).	CO 4	Project teams/ Enabel's representation in Rwanda	1 and 2	Short term	Operational

- Detailed assessments will support better adjusting interventions to their specific needs by defining more varied and targeted intervention models and strategies, moving away from the current one-size-fits-all tendency.
- Profitability thresholds should be defined for the various types of economic actors and according to production factors (land, water, capital, workforce…). Ideally, they should be associated to business plans. Cost benefit analysis should be conducted for the various support and job creation tools to better understand their relevance, as well as relevant levels of subsidy. In view of the GoR's inclusiveness objectives, this should support the maximisation of the number of beneficiaries and include smaller value chain actors as well as large ones, in both rural and urban settings.

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R5: Define a global job creation strategy. PSD has been approached mainly from the point of view of the pig, poultry, clay and stone value chains when wider issues related to the conducive environment for SME development must also be taken into account. These are related to sound infrastructure provision, access to services (finance, knowledge, insurance…), TVET and professional organisation support.	CO 16	Project teams / Enabel's representation in Rwanda/ National Institutional Authorities	1 and 2	Short term	Strategic

Considering the inclusiveness and welfare dimension of Rwandan policy and of the upcoming bilateral program, the support should integrate wider strategic issues such as the role of agriculture with respect to economic development, food sovereignty and poverty reduction, and the consequent implications this should have in terms of beneficiary selection and types of farming system supported[77] (size of farms…).Similarly, the urbanization sector created many more jobs outside the clay and stone value chains, implying that it should extend its job creation strategy to a wider set of activities. The balance of urban and rural job support should also be analysed considering the national drive to reduce the proportion of families dependent on agriculture and increase the urban population. In addition, although smaller numbers of TVET graduates pursue self-employment, they tend to employ salaried staff once their business is launched (on average 3 according to the tracer survey), meaning they are generating significant knock-on effects. Providing support and incentives for graduates interested in pursuing self-employment therefore appears relevant; this may include access to startup capital, provision of business development resources or incubation services.

The sustainability of the tools chosen to support economic actors (access to finance, access to technology, BDS…) should also be given more consideration.

Institutionally, relations with several actors should be strengthened, including the Ministry of Labour. Besides, TVET curricula as well as the design of employment supporting tools should encourage active participation of employers in the design and implementation of dual training programs, providing inputs on curriculum development and training duration, as well as on post training support. Attention should be given to flexible training models allowing the accommodation of the the diverse needs of students, to increase accessibility of training and participation rates through innovative training modalities and part-time or evening classes.

77 Smaller farms create 3 times as many jobs for similar global levels of production.

As part of the development of this strategy, a clear process for collecting data to be used by all partners in the same way, starting by defining types of jobs (full time, part-time, occasional…) direct and indirect and how they are going to be valued, should be developed (in line with what is proposed in the next recommendation (R6).

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R6: Reinforce M&E and develop a more structured knowledge management and dissemination system. This implies strengthening the M&E system, establishing capitalisation objectives and defining technical and policy dialogue issues articulating them together and supporting them through analytical work, and technical assistance.	CO 5 CO 6	Programme Team and Enabel HQ with coordination with Enabel's representation and National Institutional Authorities	1 and 3	Short term	Strategic

Strengthening the M&E system implies defining a clear baseline and a clear set of indicators covering both expected outputs and outcomes, at the project formulation stage. In particular, a definition of job creation and consolidation needs to be established (time worked per day, per month, per year, wage levels, integration of displaced jobs, replacement effects, consolidated jobs, preserved jobs…) and associated with a methodological approach and tools to record the jobs created. Data collection should be undertaken at, not unrealistically frequent but regular intervals during the project cycle, avoiding the current tendency to rely on one-off surveys at the end of the project. This would not only allow a stronger contribution to project steering but also improved capitalisation and dissemination of experience. In turn, it would facilitate future upscaling of successful Enabel experiences and innovations, and the establishment of business cases.

The M&E system should also be articulated with wider issues related to capitalisation and policy dialogue, allowing to draw lessons more effectively for future projects, understand issues of concern to sectoral policy (competitiveness of value chains, available markets…) both at project level and beyond, and support advocacy work. This can be particularly relevant to Getting research into practice and policy (GRIPP) in the health sector, by supporting action researchers in effectively communicating evidence and implications of their research to influence policy agendas and decision-making processes.

This implies: i) identifying, at the time of portfolio formulation, and as far as possible with Rwandan authorities, issues around which to develop a technical and/or strategic dialogue. These may be associated to capitalisation objectives; and ii) identifying studies and analytical work in relation to these issues (technical studies, market studies,

modelisation tool development and projections to support long-term dynamic estimates and or upstream and downstream activity/job creation, studies on relation between type of production system/SME and job creation levels…), so as to support portfolio implementation in a cross-cutting way, as well as feed the dialogue with national authorities and other development partners. The study fund should support such a process.

Recommendations	Related conclusion	Actors targeted	Level	Priority	Type
R7: Strengthen policy dialogue taking it beyond the sectoral level. The relevance and effectiveness of Enabel's work is conditioned by policy orientations which go well beyond the sectoral level. How far is agriculture orientated towards food sovereignty or exports? Should job creation be coupled to agricultural development or more urbanized industrial or service-based tasks?... It is strategic for Enabel to be able to discuss these issues with Rwandan authorities and feed the dialogue on the basis of its experience.	CO 5 CO 7 CO 11	Enabel representation in Rwanda and Embassy and National Institutional Authorities	2	Medium term	Strategic

Based on the knowledge management system established through the previous recommendation, it seems key to develop policy dialogue around the following issues:

- Urbanisation and job creation in the framework of a shift from 69% of the population with agricultural livelihoods to 9% (and 70% of urban population) as established by Rwanda's vision 2050: implications in terms of policy and scale of change, for agricultural farming systems, urbanization, affordable housing, and job creation.

The desirable level of agricultural consolidation, agricultural competitiveness and export potential, in a context of underlying food sovereignty, inclusive development and welfare state objectives. Such a discussion should be put into perspective considering Rwanda's specific situation with intrinsic challenges as a mountainous, land locked with limited land tenure; and a geographical position between east and southern African agricultural powerhouses and a major market for agricultural products in Congo.

7 Lessons learned

Based on Enabel's experience in the Cooperation programme2019-2024 between Rwanda and Belgium, the following 15 lessons can be drawn:

In relation to **project performance**:

1) A holistic approach to issues and combining actions at a national and local level helps acquire a comprehensive vision of development issues, their context and challenges, enhancing the performance of an action.
2) Remaining pragmatic, flexible, and adaptable to changing circumstances are key elements of efficient work.
3) The mutualisation of administrative resources at the level of the representation and direct management ("Régie") by Enabel supports a rational, cost-effective, and efficient use of resources, but needs to be undertaken in a spirit of joint management.
4) Implementation through direct funding of capable local institutions is effective and efficient since i) it empowers partner institutions, ii) it is conducive to alignment, iii) it boosts fiscal decentralisation, iv) it contributes to capacity building and ownership, v) it enables field deployment with a good knowledge of context at limited cost, and vi) it avoids micromanagement by Enabel.

In relation to the **quality of partnerships**:

5) Close collaboration, participative planning and implementation, alignment, embedment in national structures, direct funding of national entities, putting them in the driving seat, transparency and trust are major elements of good quality partnership.
6) There is an added value in a development partner acquiring a global view of development challenges at the level of a partner country by covering several sectors. However, this should not be counterbalanced by too light a presence in corresponding sectors, and related budgets should remain significant.

In relation to **complementary funding and development partnerships**:

7) Complementary funding and development partnerships widen outreach, increase experience and reinforce influence.
8) The coherence of complementary funding and development partnerships can be supported by the establishment of a global framework (ToC, principles, objectives) which acts as a reference within which the funding and partnerships can insert themselves.

In relation to **PSD, value chain support and job creation**:

9) A job creation strategy should go beyond agricultural value chains and encompass off-farm and non-agricultural activities, integrating a combination of activities including TVET and building a conducive business environment (infrastructure, regulations, institutions, access to finance…). It should recognise that job creation effects vary with the type of producer that one supports implying that the variety of production systems

should be taken into account when defining priorities (job creation, export, resilience and food sovereignty).

10) Self-employment can have significant knock-on employment effects with self-employed graduates creating SMEs which subsequently hire salaried staff as they develop.
11) An understanding of value addition creation (against production factors), cost-benefit and economies of scale is needed to target beneficiaries adequately.
12) Dual Training, with a good practical-theoretical balance, maximises relevance to the job market, fostering entrepreneurship, building capacity in use of equipment, and providing hands-on experience of up-to-date industry practices.

In relation to **action research and policy**:

13) Localised action research facilitates the development of contextually relevant policies ensuring that they are suited to specific local contexts, acknowledging the diversity in health challenges across different regions of Rwanda.

In relation to **SRHR services**:

14) Coupling health, sexual, and reproductive services with other activities at the level of a single center allows for greater anonymity in attending the service and helps overcome social barriers, favouring attendance.

In relation to **policy dialogue**:

15) The weight of combining several donors generates greater influence in policy dialogue and institutional reform.

8 Annexes

Annex 1 - Terms of reference

Annex 2 - Performance evaluation grid

Annex 3 - Finalised inception report

Annex 4 - Evaluation matrix

Annex 5 - List of documents and sources of information consulted

Annex 6 - List of people consulted

Annex 7 - Final mission agenda (actual)

Annex 8 - Summary presentation used for the debriefing

Annex 9 – Key action research undertaken under the Barame project