

# OPERATION EVALUATION

Rwanda, Common Country Programme, 200539,  
mid-term evaluation (2013-2016)

## Evaluation Report

June, 2017

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Commissioned by the WFP Office of Evaluation

Report number: OEV/2016/008

## **Acknowledgements**

The Evaluation Team would like to express its thanks to all persons consulted during this evaluation for their support and input. The evaluation team extends a particular recognition to decentralized government officers and staff, WFP cooperating partners, as well as WFP Rwanda staff at different levels for their assistance in the organization of the field work which made it possible to obtain the perspectives of beneficiaries and other stakeholders. Finally the evaluation team would like to thank all partners who provided comments on the report, as well as IRAM for its technical oversight and logistical support to the evaluation.

## **Disclaimer**

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## **Evaluation Commissioning**

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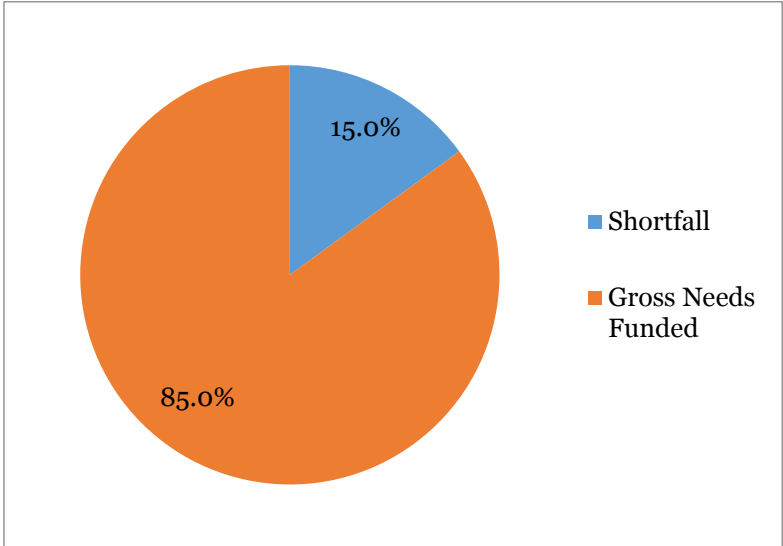
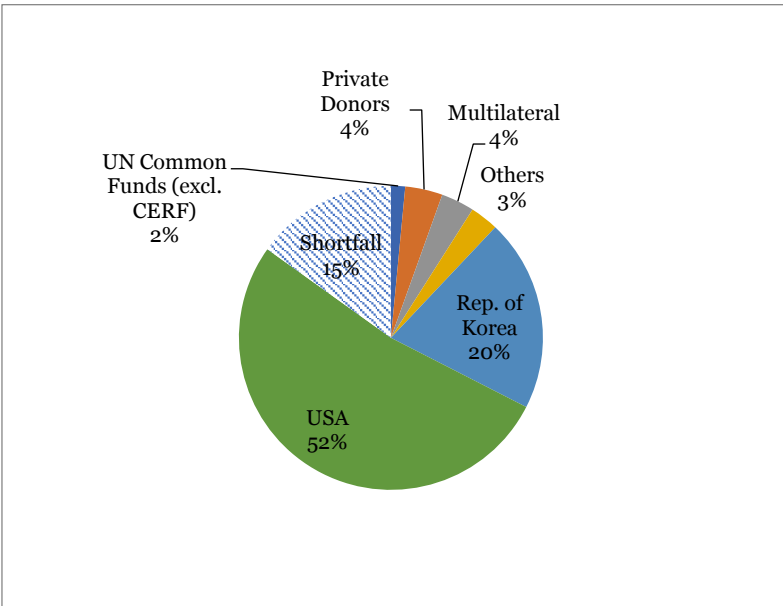
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## Operational Fact Sheet

**Table 1 - Operational Fact Sheet**

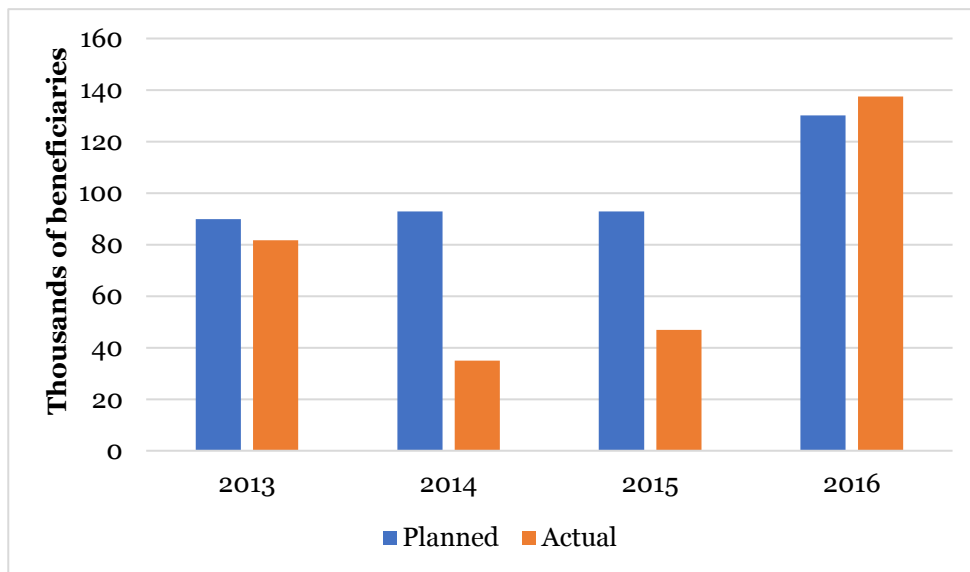
OPERATION		
<b>Type/Number/Title</b>	Common Country Programme (CCP) 200539. “Enhancing the Rwandan government capacity to design and manage nationally owned hunger solutions and on modeling innovations”.	
<b>Approval</b>	The operation was approved by the WFP Executive Board in June 2013.	
<b>Amendments</b>	<p>There have been five budget revisions (BR) to the initial project document, the first three being minor amendments to the budget in the course of 2015.</p> <p>BR 4 (2016) was an exhaustive budget revision which accommodated many changes of project plan including additional funding and the extension geographically of activities in new zones. It covered the following:</p> <ul style="list-style-type: none"> <li>• Absorb a multi-year contribution from the McGovern-Dole Food for Education Fund for the Home Grown School Feeding (HGSF) activity;</li> <li>• Absorb a multi-year contribution from KOICA for the Food Assistance For Assets (FFA) activity;</li> <li>• Increase the number of beneficiaries under the prevention of chronic malnutrition programme;</li> <li>• Replace Super Cereal with Super Cereal Plus for the ECD;</li> <li>• Increase the land transport, storage and handling (LTSH) rate by 23.5 percent.</li> </ul> <p>It also increased the number of beneficiaries under cash-based transfers translating into a total transfer value of USD 730,170 and 4,711 mt in food commodities. This revision increased the total budget of the Country Programme by USD 21,100,044.</p> <p>The BR 5 (2016) was a more minor adjustment and took place mainly to adjust LTSH and food commodity rate per Mt for External Transport (sea transport).</p>	
<b>Duration</b>	<u>Initial</u> : 1 July 2013 – 30 June 2018	<u>Revised</u> : n/a
<b>Planned beneficiaries</b>	<u>Initial</u> : 167,250	<u>Revised (BR#5)</u> : 197,450
<b>Planned food requirements</b>	<u>Initial</u> : In-kind: 10,331 mt of food commodities Cash Based Transfers (CBT): US\$ 4,293,000	<u>Revised (BR#5)</u> : In-kind: 15,042 mt of food commodities CBT: US\$ 5,023,170
<b>US\$ requirements</b>	<u>Initial</u> : US\$ 31,034,213	<u>Revised (BR#5)</u> : US\$ 51,852,984
OBJECTIVES AND ACTIVITIES		
	<b>Strategic Objectives (SO) Links with WFP</b>	<b>Operation specific objectives</b>
		<b>Activities</b>

Millennium Development Goals/ UNDAF UNDAF priorities 2 and 3	SO #3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs	<u>Outcome SO3.1:</u> Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households	Technical Support to Government (areas: vulnerability analysis and research, disaster risk reduction and management, enhancing market access for smallholder farmers, management of food security) and FFA (through CBT)	
		<u>Outcome SO3.2:</u> Risk reduction capacity of countries, communities and institutions strengthened	Technical Support to Government (areas: vulnerability analysis and research, disaster risk reduction and management, enhancing market access for smallholder farmers, management of food security)	
	SO #4: Reduce under-nutrition and break the intergenerational cycle of hunger	<u>Outcome SO4.1</u> Increased equitable access to and utilization of education	<b>Home Grown School Feeding (SF)</b>	
		<u>Outcome SO4.2</u> Ownership and capacity strengthened to reduce under-nutrition and increase access to education at regional, national and community levels	<b>Technical Support to Government</b> (areas: nutrition and SF)	
		<u>Outcome SO4.3</u> Reduced under-nutrition, including micronutrient deficiencies	Nutrition – preventive supplementary feeding for 6-23month and for PLW Early Childhood Development	
	Cross-cutting results	<u>Gender:</u> Gender equality and empowerment improved		
		<u>Protection and accountability to affected populations:</u> WFP assistance delivered and utilized in safe, accountable and dignified conditions		
		<u>Partnership:</u> food assistance interventions coordinated and partnerships developed and maintained		
	<b>PARTNERS</b>			
	<b>Government and parastatals</b>	Ministry of Agriculture and Animal Resources (MINAGRI), Ministry of Disaster Management and Refugee Affairs (MIDIMAR), Ministry of Education (MINEDUC), Ministry of Health (MoH), Ministry of Local Government (MINALOC)  Local governments (leaders and senior management staff at district and sector level in charge of agriculture, education, nutrition, gender, social protection and economic affairs)  Rwanda Cooperative Agency (RCA), Rwanda Agriculture Board (RAB); Rwanda Standards Board (RSB)		
<b>United Nations</b>	United Nations Children’s Fund (UNICEF), World Health Organisation (WHO), Food and Agriculture Organization (FAO), International Fund for Agriculture Development (IFAD), UN Women, United Nations Development Programme (UNDP)			
<b>Non-Governmental Organizations (NGO)</b>	Good Neighbors Rwanda (GRI), Unity Club, World Vision, Adventist Development and Relief Agency (ADRA); Turkish Red Crescent			

<p><b>Donors</b></p>	<p>UN CERF, United States of America (USA) USDA, Israel, Republic of Korea (KOICA), SDC (Swiss Development Cooperation), Private donors</p>																
<p><b>RESOURCES (INPUTS)</b></p>																	
<p><b>Contribution received (as of 23 May 2017):</b> US\$ 44,183,403</p> <p><b>% against appeal: 85.0%</b></p> <p><b>Top 5 donors:</b></p> <ul style="list-style-type: none"> <li>• USA</li> <li>• Rep. of Korea</li> <li>• Private Donors</li> <li>• Multilateral</li> </ul> <p>UN Common Funds and agencies (excl. CERF)</p>	<p><b>Figure 1 – CCP funding secured as a percentage of the total requirements</b> Source: Resource situation report 23 May 2017</p>  <table border="1"> <caption>Data for Figure 1</caption> <thead> <tr> <th>Category</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Gross Needs Funded</td> <td>85.0%</td> </tr> <tr> <td>Shortfall</td> <td>15.0%</td> </tr> </tbody> </table>	Category	Percentage	Gross Needs Funded	85.0%	Shortfall	15.0%										
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	<p><b>Figure 2 – CCP funding by donor</b> Source: Resource situation report 23 May 2017</p>  <table border="1"> <caption>Data for Figure 2</caption> <thead> <tr> <th>Donor</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>USA</td> <td>52%</td> </tr> <tr> <td>Rep. of Korea</td> <td>20%</td> </tr> <tr> <td>Shortfall</td> <td>15%</td> </tr> <tr> <td>Private Donors</td> <td>4%</td> </tr> <tr> <td>Multilateral</td> <td>4%</td> </tr> <tr> <td>UN Common Funds (excl. CERF)</td> <td>2%</td> </tr> <tr> <td>Others</td> <td>3%</td> </tr> </tbody> </table>	Donor	Percentage	USA	52%	Rep. of Korea	20%	Shortfall	15%	Private Donors	4%	Multilateral	4%	UN Common Funds (excl. CERF)	2%	Others	3%
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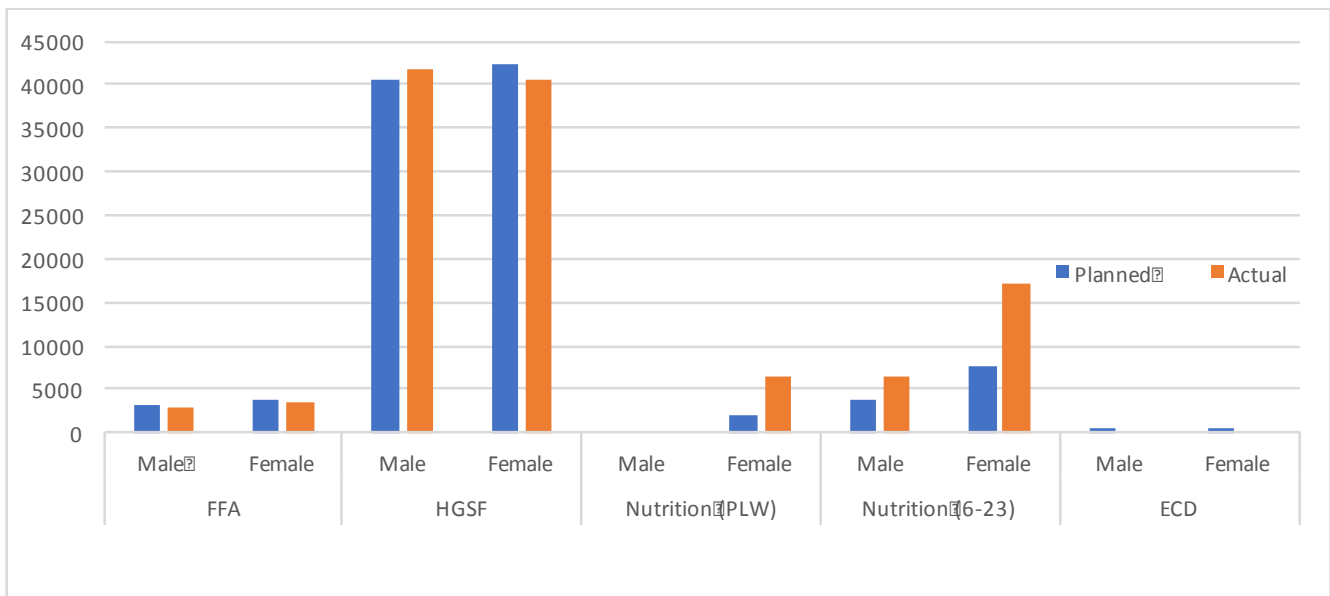
**Figure 3 - Planned and actual number of beneficiaries by year (2013-2016)**

Source: SPR 2013, 2014, 2015, 2016



**Figure 4 - Planned and actual male and female beneficiaries by activity in 2016**

Source: SPR 2016



**Table 2 - Overview of outputs against targets (2016 SPR)**

	Target	SPR 2016
<b>Component 1 – Enhance Capacity Development</b>		
SO 3: Capacity Development – Emergency Preparedness		
Number of disaster preparedness and risk management tools incorporated in government core functions and budget	1	1
SO 3: Capacity Development – Strengthening National Capacities		
Number of bulletins, gap analysis, 3Ws, maps and other information products compiles and shared	30	30
Number of food security monitoring systems in place	2	2
SO 3: Capacity Development – Strengthening National Capacities and Local Purchases		
Number of farmer organizations trained in market access and post-harvest handling skills	70	66
Number of smallholder farmers supported by WFP	27049	22612
SO 4: School feeding (on-site)		
Number of government staff trained by WFP in nutrition programme design, implementation and other matters	50	50
Number of primary schools assisted by WFP	104	104
Number of technical assistance activities provided	3	3
Quantity of fuel efficient stoves distributed	110	42
<b>Component 2 – Model Innovations in Food Asst.</b>		
SO 3: Food Assistance for Assets		
Hectares of degraded hillsides and marginal areas rehabilitated	448	144
Km of feeder roads built and maintained	17	15
Number of goats and sheep distributed in each household	7,200	535
Number of people trained	547	974
SO 4: Nutrition: Prevention of stunting		
Number of health care centres/sites assisted	40	40
Number of instances in which nutrition and health messages were provided	40	40
Number of nutrition information products distributed	1800	1800



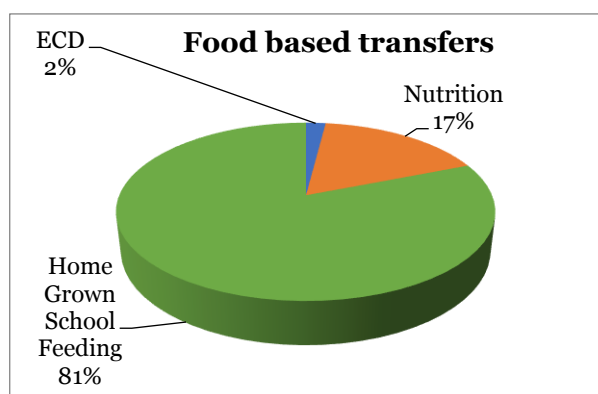
**Table 3 - Comparison of progress across like indicators in SPR 2014 and SPR 2016 (outputs)**

	Target 2014	SPR 2014	Target 2016	SPR 2016
<b>Component 1 – Enhance Capacity Development</b>				
SO 3: Capacity development: Strengthening national capacities				
No. of government counterparts receiving technical assistance/training	80	80	30	35
So 3: Local purchases				
Number of farmer organizations trained	61	57	70	66
Number of smallholder farmers supported by WFP	40000	40000	27049	22612
Number of primary schools assisted by WFP	79	24	104	104
So 4: School feeding				
Quantity of kitchen utensils distributed	81222	81222	3524	3524
<b>Component 2 – Model Innovations in Food Assistance</b>				
SO 3: FFA				
Km of feeder roads constructed	7	7	17	15
SO 4: Nutrition: Prevention of Stunting				
Number of health centers assisted	16	16	40	40

**Food distribution**

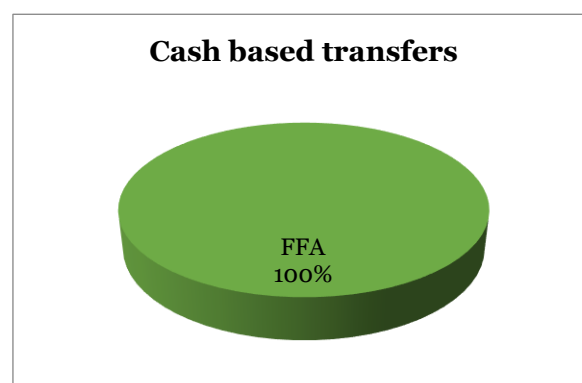
**Figure 5 – Percentage of planned MT of food distributions by activity**

Source: SPR 2016



**Figure 6 – Planned CBT as a percentage of FFA**

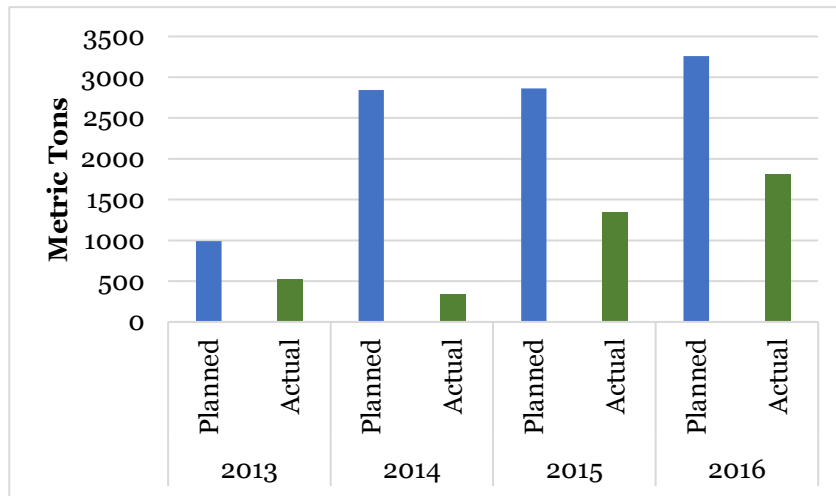
Source: SPR 2016



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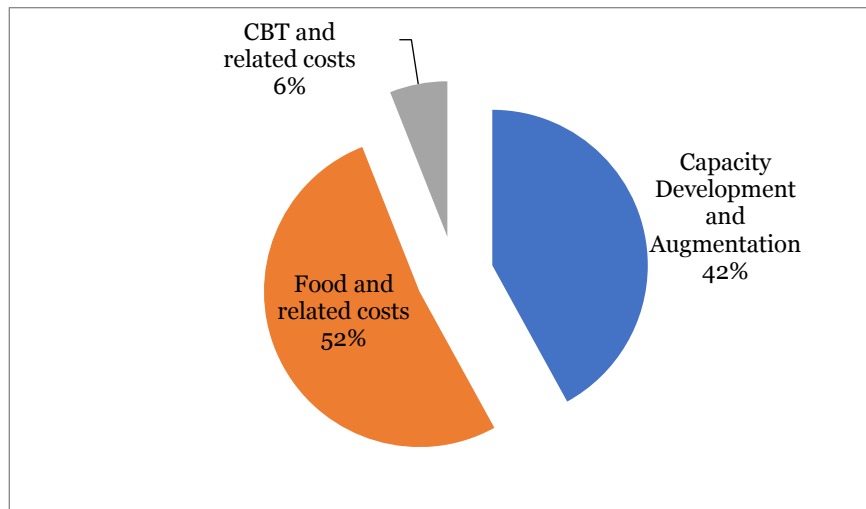
**Figure 7 - Planned and actual food (metric tons) 2013-2016**

Source: SPR 2013, 2014, 2015, 2016



**Figure 8 - Breakdown of direct operational costs at the time of BR#4**

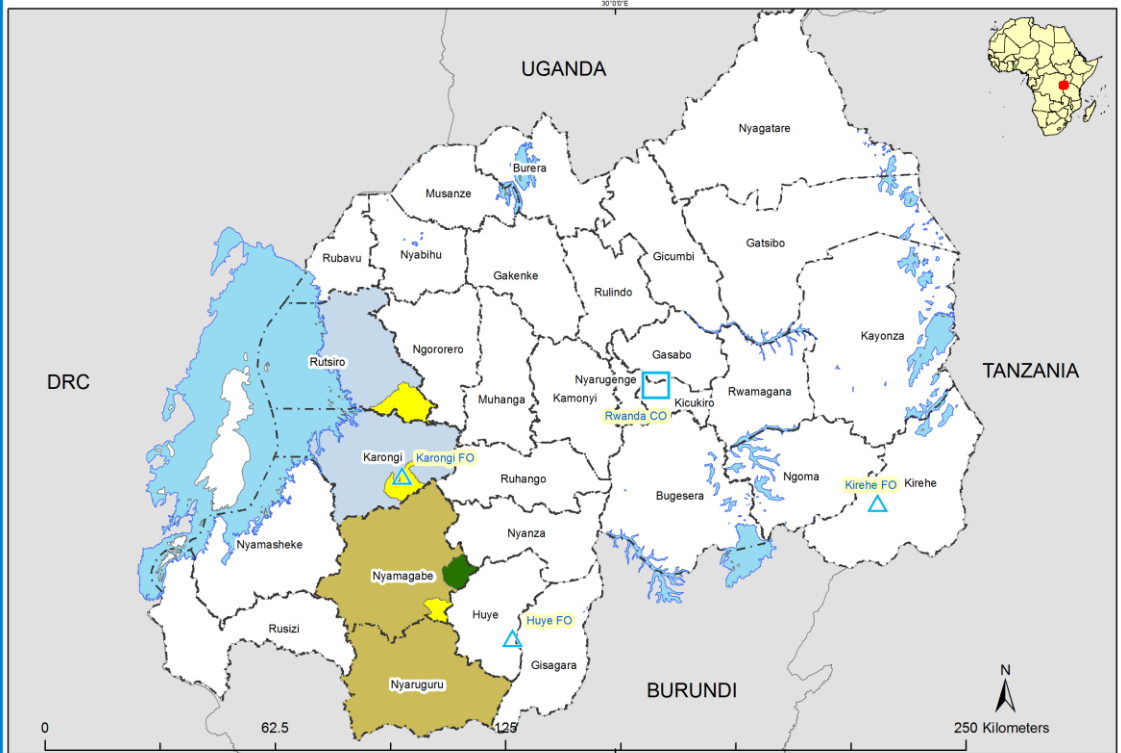
Source: SPR 2016



Outcome	Project end target	Base value	SPR 2014	SPR 2015	SPR 2016
<b>Activity 1 - Enhance capacity development</b>					
SO 3 - Reduce risk and enable people, communities and countries to meet their own food and nutrition needs					
Food purchased from aggregation systems in which smallholders are participating, as % of regional, national and local purchases	10	65,6	85,2	21	15
Food purchased from regional, national and local suppliers as a % of food distributed by WFP in country	75	66	74,8	86	65
National Capacity Index (NCI)		2,83			
SO 4 - Reduce undernutrition and break the intergenerational cycle of hunger					
NCI School Feeding National Capacity Index		2,4	-	-	
Retention rates (boys) in WFP assisted schools	85	98,4	98,3	98,6	95,6
Retention rates (girls) in WFP assisted schools	85	98,9	98,4	98,6	95,7
<b>Activity 2 - Model Innovations in Food Assistance</b>					
SO 3 - Reduce risk and enable people, communities and countries to meet their own food and nutrition needs					
CAS: Community Asset Score (average)	2	1	3		
CAS: Community Asset Score (average)	3	2	6		
SO 4 - Reduce undernutrition and break the intergenerational cycle of hunger					
Proportion of children consuming a minimum acceptable diet	70	12,1	30,8	33,2	19,2
				Attained	
				Not attained	
				Not measured	
				Not foreseen	

# Map

**RWANDA**  
WFP Intervention area for CP (Country Programme) - Feb 8th, 2017



Date Created: February 8, 2017  
Contact: Jules.Rogwira@wfp.org  
Website: www.wfp.org  
Prepared by: NAIN RWANDA  
Map Reference: RWA.WFP\_CP\_Operations\_A4L\_20160805

WFP CO	Zero Hunger project (SZHC)	Home Grown School Feeding	Lake
WFP FO	Closed (since mid-2016)	School feeding (hot lunch)	District boundary
	Current (from mid-2016)	School feeding (hot porridge)	

Data sources: WFP, UNGIWG, GeoNames, GAUL, NISR  
The mapmakers endorse and the presentation of material on the map is not meant to represent any opinion on the part of WFP concerning the legal or constitutional status of any country, territory, city or area, or concerning the delimitation of its borders or boundaries.  
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## Executive Summary

- i. This report presents findings of WFP’s Rwanda Common Country programme (CCP) 2013-2016 mid-term evaluation<sup>1</sup>, carried out between August 2016 and June 2017. The evaluation objectives are to: i) support accountability for funds, results and outcomes; and, ii) to support learning for the remaining CCP period and next Country Strategic Plan (CSP). The evaluation's main stakeholders are the WFP, the Government of Rwanda (GoR), civil society organizations, cooperating partners, the UN system, and development partners. Its main users are WFP in Rwanda and its partners, the Regional Bureau of WFP in Nairobi, the Office of Evaluation in Rome and different units at Headquarter level.
- ii. The evaluation focused on the: a) relevance of the operation; b) results of the operation; and c) internal and external factors that explain the results. The evaluation methodology applied mixed methods and comprised the following data collection tools: document and literature review, secondary data review, key informants and stakeholders interviews, and field visits in five districts. The evaluation process started in September 2016 and terminated in June 2017. The mission to Rwanda was carried out from February 19 to March 10 2017. Gender sensitive data collection strategies were adopted where possible and appropriate.
- iii. Rwanda is a small, landlocked country. Eighty percent of its population of 11.2 million people are smallholder farmers. Since the 1994 genocide, Rwanda has focused on governance, economic growth and decreasing income inequality. The 2014 Global Hunger Index classifies Rwanda as having ‘serious’ levels of hunger and Rwanda lags in addressing stunting. Food insecurity is highest in the country’s western and northern areas. Rwanda scored high on the 2016 Global Gender Index Gap Report, although some gender equality challenges remain. Rwanda’s many environmental challenges include weather-related shocks which have impacts on food security and water availability. The country is vulnerable to volcanic eruptions and landslides, and affected by humanitarian challenges as a host to refugees and asylum seekers.
- iv. The Rwanda CCP (2013-2018), is linked to the United Nations Development Assistance Programme (UNDAP) and aims to support the GoR in designing and implementing food assistance programmes. With a budget of USD 52 million funded at 85 percent, it reached just over 352,000 beneficiaries in the period (of which 184,180 female beneficiaries). It contributes to WFP strategic objectives (SO) 3 and 4.<sup>2</sup> The country programme covers two components focussed on national capacity development, and modelling innovations in food assistance programming.

### Key Findings

- v. *Adaptation to the needs of the population.* The Rwanda CCP was relevant to population needs both at the time of design and of evaluation, appropriately focusing on beneficiary livelihoods in well targeted least food secure areas with highest malnutrition levels. Identification of priorities and geographic targeting

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<sup>1</sup> The Common Country Programme Document (CCPD) is a joint initiative between WFP, UNDP, UNFPA, and UNICEF. The present evaluation, however, limits its analysis to only the WFP related areas of the CCP.

<sup>2</sup> The initial project document aligned the CP implementation to SO 2, 4 and 5 of WFP Strategic Plan 2008 - 2013. Capacity development became a transversal theme under the new WFP Policy.

drew on country context analysis, baseline surveys and extensive beneficiary consultation. Community based participatory planning approaches are an area of best practice. Beneficiary targeting using the Government Ubudehe system was strong but experienced some practical challenges. Gender was a cross-cutting priority and CCP design considered women's participation in identification of priorities. However, gender analysis and strategies to ensure women's participation in design consultation were less strong.

- vi. *Coherence with WFP policies.* The CCP is well aligned with WFP policies, except for the provision of imported food under the McGovern-Dole (MGD) HGSF support in 2016, which is the result of an express preference by the donor but contradicts WFP's School Feeding (SF) Policy prioritizing nationally owned programmes linked to local agricultural production. There is strong alignment with WFP's corporate gender policies. Disaster Risk Reduction (DRR) and resilience are important CCP priorities aligned with WFP's Climate Change and Hunger guidelines.
- vii. *Coherence with national policies and policies of other actors.* The CCP is well aligned with government policies and priorities. WFP ensured coherence by working with and through government structures from national to grassroots levels. Modalities were broadly aligned with beneficiary priorities but not always with expressed GoR preferences, in particular in SF where the GoR prefers local production and reducing dependency, although it did endorse the programme at design phase. SF also excludes Early Childhood Development (ECD) (due to lack of funding) and secondary levels, while the GoR priority is full coverage of the 12-year basic education cycle. The nutrition programme was very well aligned. GoR has replicated the Purchase for Progress (P4P) model to create Common P4P to support public procurement and transform the agricultural sector. The CCP is also well aligned with the UNDAF 2013-2018.

*Results of the Operation: Component 1 - Enhancing National Capacity to Develop, Design and Manage Nationally Owned Hunger Solutions in Rwanda*

- viii. In DRR, WFP contributed to upgrading disaster communication systems and strengthening the GoR institutional and response capacity. There were some challenges regarding quality assurance of collected data and content development for more adequate early warning, and data collection in remote areas. There is strong GoR appropriation of the Comprehensive Food Security and Vulnerability Assessment and Food Security and Nutrition Status Monitoring Surveys, and the will to jointly raise funds with WFP but some reservations in sharing information. Financial handover is not yet achieved.
- ix. P4P supports smallholder farmers' organizations to expand access to markets and reduce post-harvest losses through technical assistance and training. P4P outcome indicators (food purchased from aggregation systems and from regional/in-country suppliers) were favourable in 2014 and 2015. P4P wasn't used as a purchase modality in 2016 due to below-average harvests (climatic factors). P4P targeted rural women; the evaluation found evidence of improvements in women's leadership, access to agricultural inputs, reduced workload, increased quality of produce and access to markets and incomes. P4P sought synergies with other actors and CCP activities like Home Grown School Feeding (HGSF). There are promising prospects for sustainability with strong GoR commitment and donor interest. One challenge is that, due to existing

legislation and banking regulations, banking and credit conditions do not currently respond to farmers' needs. This issue will however be addressed through the Farm to Market Alliance (FAMA).

- x. The HGSF Programme planned to cover approximately 82,000 primary school children in vulnerable areas in the first years of the CCP, moving to a nationally owned model of SF which would increasingly integrate locally produced and procured food. Beneficiary levels varied strongly over the period due to resource constraints and there were gaps in SF in three years out of four. Support modalities also varied. There is evidence of positive outcomes in continued high retention rates. Unexpected positive outcomes included stronger parent teacher associations and increased community involvement. Women are present in managing school feeding, though rarely vocal. The number of women in school management committee leadership positions fell short of the 50 percent target.
- xi. Food sharing with the secondary school pupils was noted in two schools. Sharp increases in early childhood development (ECD) enrolment in schools with SF suggest sharing also occurs between primary and pre-primary levels. Other challenges include movements of pupils from non-beneficiary to beneficiary schools, exclusion of ECD children, issues with school conditions like space, hygiene and ventilation, and challenges related to parental funding of payments for cooks, firewood and other local inputs. Financial sustainability of HGSF is an area that continues to be challenging.

#### Results of the Operation: Component 2 - Modelling Innovations in Food Assistance

- xii. *The Joint-UN Nutrition* initiative beneficiaries more than doubled planned numbers, while food was delivered in line with expectations. There were significant outcome indicator improvements, in Minimum Acceptable Diet, the Dietary Diversity Score and anaemia in under 6-23 month children, and reduction in stunting among children who received WFP component (Super Cereal Plus) compared to the baseline and none enrolled children. Almost two thirds of beneficiaries were women, and leadership and training targets for women were reached. Despite increased focus on men, men's involvement was considered insufficient. The initiative demonstrated the value of collaboration, though some interviewees felt individual UN agencies remained siloed. Partners appreciated WFP leadership, food security expertise, use of technology, and credibility with government. Partnership was especially strong at decentralized and grassroots levels and strong research design and alignment with government commitments resulted in effective dialogue that increased GoR commitment towards nutrition. Sustainability is partially assured with some programme elements continuing with government support. Food sharing was a challenge, with particularly strong negative effects on outcomes for children with siblings under five, suggesting the importance of social protection targeting households.
- xiii. *Food Assistance for Assets (FFA)* combines WFP expertise with the Republic of Korea's Saemaul Undong (New Village Movement) approach to rural development. It covers food security, economic development and capacity development through cash-based transfers (CBT) and asset creation for vulnerable households. Ninety percent of the targeted villages were reached, but the total amount of cash distributed was less than planned, due to late funding and start-up delays. 2015 output targets were achieved, but some planned 2016 outputs were underachieved, though training targets were exceeded. Unachieved

food security outcomes may be explained by the fact that the baseline survey was conducted at harvest time and the follow-up during the peak lean season. Sound coaching activities leading to ownership, and asset creation/rehabilitation, facilitated access to agriculture inputs, and increased the value of production and household revenues. Programme efficiency was limited by the duration of support, inappropriate timing of some activities, delays in CBT, under-resourced financial services, and uneven cooperation partner performance. Conditions for sustainability in some programme areas are promising.

- xiv.* The project achieved gender parity in elected leadership positions. Over half of Village Development Committee members trained were women, and over a third of women in SZHC project management committees held leadership positions. The follow-up survey showed an increased proportion of households where women and men made decisions jointly, but a decreased proportion where women made decisions on the use of cash.
- xv.* *Component 2* sought to focus on piloting innovations and demonstrating results through strong monitoring. WFP successfully modelled innovations and provided lessons relevant to its own and partners' work. Partners valued strong research designs and GoR, UN, and others were uniformly positive about WFP's role in modelling innovations across its portfolio. There is evidence of take-up by the GoR, although one weakness is insufficient understanding of the need for a comprehensive approach to nutrition. A limitation is the lack of specific innovation indicators in WFP's monitoring system.

#### *Factors Affecting the Results*

- xvi.* External factors with positive effects on results included strong government leadership shaping CCP design and implementation, strong UN coordination contributing to joint programmes and allowing WFP to play a leadership role in some areas, and good donor resourcing. Staff turn-over at senior government levels hindered progress in some areas. In addition, donor preferences and agendas, especially regarding imported food – have not necessarily aligned with GoR or WFP priorities, undermining coherence and complementarity. Effects of climate change have also limited achievement of objectives, especially in the HGSF Programme, asset creation and rehabilitation and nutrition.
- xvii.* Internal factors included the CO's dynamic leadership, including strong relationships with GoR and partners, as well as strong technical capacity and expertise in important areas such as nutrition and FFA (cash transfer), mobile systems, and the shift from food to cash based operations. Other positive internal factors included strong ownership thanks to close work with government and targeted populations, broad consultation in design, joint implementation of initiatives, and strong focus on evidence, baselines, monitoring, learning and feedback. However, a broad CCP and wide range of priorities have stretched capacity. The CCP also experienced delays in contracting which affected start up and compressed implementation for some activities, exacerbating short time-lines for some designs. Results were also affected by insufficient corporate support and prioritization in capacity development insufficient lesson learning internally, and some challenges in partner selection, notably for FFA and the HGSF Programme.

#### **Conclusions**



- xviii. The WFP CCP has targeted beneficiary livelihoods in Rwanda's neediest areas, effectively consulting beneficiaries, and systematically involving women. WFP has engaged successfully at policy and implementation level, piloting several initiatives, developing technical and management capacities, and promoting innovation, though there has been less engagement in social protection dialogue structures. The CCP met beneficiary gender targets, though there were challenges in ensuring women's representation in decision-making. Limitations include insufficient attention to financial sustainability, limited use of gender analysis and strategies for ensuring women adequately express their needs, and lack of beneficiary complaints mechanisms. Despite broad policy alignment, CCP engagement became less aligned with the use of imported food in the MGD HGSP Programme. Total beneficiary numbers fell slightly short of planned, but targets have been exceeded in some categories. There were challenges providing timely and regular rations/inputs in SF and FFA, but strong results across areas reflect strong WFP leadership and consistent partnering.
- xix. Unexpected positive outcomes included strengthening of community group capacities and ownership, enhanced autonomy of women, and improved community relations. Strong project coordination mechanisms and integration in government structures enhanced effectiveness. Limitations included inconsistent representation of women in project coordination mechanisms, recruitment of beneficiaries just before the end of interventions (nutrition), changes in approach (SF), and partner selection issues.
- xx. Innovation allowed WFP to play a policy role, with the nutrition programme producing strong lessons that influenced government commitment. However, there could be a stronger focus on innovation indicators. Capacity Development was limited by the lack of a strategy, insufficient HQ support, and inadequate indicators. CO staff have been stretched, and some planned actions limited by funding constraints. Nutrition programme efficiency was affected by challenges among the group of UN partners. Financial sustainability has fallen short of expectations, as there is to date - in the assessment of this evaluation - no viable strategy for achieving financial sustainability for SF, although this has been on the agenda for a number of years.<sup>3</sup> The CO in its feedback voiced disagreement with this assessment and the view that it is premature to develop such a strategy.

## **Recommendations**

### Strategic issues

**R1** - Prioritize drafting of a capacity development strategy for CCP activities which builds on the corporate policy and new HQ guidelines, which is aligned with priorities in government sectors (agriculture, social protection, etc.), and which will guide the implementation of the remaining period of the CCP as well as feed into the next CSP. *Responsibility: CO, with RB and HQ support. Time-frame: before the finalization of the formulation of the next CSP.*

**R2** - Consider stepping up engagement in Rwanda's social protection dialogue structures with a focus on: a) sharing lessons from activities under the CCP; and b) identifying opportunities to contribute to the social protection agenda under the

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<sup>3</sup> WFP has provided support to policy strengthening and to financial sustainability through a costing study in 2012, a Government White Paper in 2013 (which was formally approved) and through work under the CCP to draft a policy and strategy for SF (this document is awaiting approval). The MGD HGSP programme includes assumptions about financial sustainability through increased government and parental contributions although the feasibility of the latter has not been assessed.

next CS. These two areas of work should form the basis for deciding on the level of engagement and strategies in social protection under the next CSP. *Responsibility: CO. Time-frame: before the finalization of the formulation of the next CSP.*

**R3** - Further strengthen WFP Rwanda's monitoring function by developing performance indicators on innovation and capacity development. *Responsibility: CO, with support from the RB. Deadline: Before end 2018.*

#### Operational issues

**R4** - Design a comprehensive process for ex-ante audit/screening to improve partner selection, identify strategies for strengthening involvement of local organizations, and reduce the start-up time for initiatives in the next CSP. *Responsibility: CO with support from experienced service provider/consultancy company. Time-frame: by mid-2019.*

**R5** - Undertake a thorough analysis and validation of the challenges identified with regard to FFA and complementary activities, and identify measures and solutions to address these between now and the end of the current CCP, and in view of the next CSP. *Responsibility: CO. Time-frame: before the end of the current CCP.*

#### Systemic issues

**R6** - Carry out a systematic analysis of key areas of learning from the current CCP in a series of 'learning papers' as an input into the drafting of the next CSP. The lesson learning papers should inform choices around approach and strategies for the next CSP, including in terms of how to engage in social protection (Rec. 2). *Responsibility: WFP CO – with support from the RB. Time-frame by mid-2018.*

## 1. Introduction

### 1.1. Evaluation Features

1. **Objectives and scope of this evaluation** – The evaluation of the Rwanda Common Country Programme (CCP) has been commissioned by the World Food Programme (WFP) Office of Evaluation (OEV), at the request of the Regional Bureau (RB) and in coordination with the Country Office (CO). The Common Country Programme Document (CCPD) is a joint initiative between WFP, UNDP, UNFPA, and UNICEF. The evaluation, however, only concerns the WFP related activities of the CCP.
2. The evaluation took place between August 2016 and June 2017 and covers the period from the start of the CCP in July 2013 to March 2017. The five-year CP implementation period ends in June 2018. The evaluation covers all activities under the CCP. A description of the CCP is provided in Section 1.3.
3. The evaluation has two complementary objectives (see annex 1 for Terms of Reference (ToR)). The first is an objective of accountability to WFP and to donors, national partners and beneficiaries for the money used and the results and outcomes achieved. The second objective is one of learning. The findings of the evaluation feed into the formulation of recommendations for the implementation of the remaining CCP period, and the evaluation has been planned to inform the thinking for the next Country Strategic Plan (CSP). The evaluation is also aligned with the drafting of a new national development strategy for Rwanda (expected to start in 2018 and with the preparation of a new joint United Nations (UN) programme
4. The main stakeholders for this evaluation are WFP, the Government of Rwanda (GoR) at various levels, civil society organizations (CSO), cooperating partners, the UN system, and development partners (DP). The main users of the evaluation are WFP in Rwanda and its partners in country, the RB of WFP in Nairobi, OEV in Rome and different units at Headquarter (HQ) level.
5. **Methodological approach and limitations**–The evaluation focuses on three key questions: a) the relevance of the operation; b) the results of the operation; and c) the internal and external factors that explain the results. The evaluation approach complied with the ToR in applying the standard evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact; although for the latter two criteria the analysis focussed on preliminary indications and likelihood of success given that evaluation takes place at mid-term stage. An evaluation matrix linked the main questions to sub-questions, and criteria, the sources of information, and the methods for data collection. Gender concerns were mainstreamed into the sub-questions and indicators in the matrix. Gender was also integrated in the methodology for data collection. A full overview of the methodology is provided in annex 2.
6. The evaluation used a mixed-methods approach which combined a desk review and analysis of documents and data; interviews with key informants, focus groups with beneficiaries; and visits and observations at field locations (see annex 3 for list of persons consulted and annex 4 for the programme of work during the country visit). Separate interviews for male and female interlocutors were organized as appropriate, and the team sought to engage an equal number of male and female beneficiaries. The evaluation covered a total of 202 interviewees

(including participants in focus group discussions) and conducted visits to a total of 13 project locations in five districts, between the 20<sup>th</sup> of February to the 10<sup>th</sup> of March, 2017. The evaluation team (ET) sought to ensure triangulation and complementarity between data collection methods and employed a consultative approach through preliminary briefings and internal and external debriefings of preliminary findings and conclusions. IRAM assured quality assurance of the inception, draft and final reports. The report was circulated for comments prior to finalization. Limitations included some challenges in availability of government staff for interviews, which the team partially overcame by seeking alternative informants.

## 1.2. Country Context

7. Rwanda, a small landlocked country, has an estimated total population of 11.2 million people, one of the highest population densities in Africa (445 people per km<sup>2</sup>), and an annual growth rate of 2.4 percent. The population is young and mostly rural, with urban growth rates outstripping that of rural areas. Since the 1994 genocide Rwanda has focused on national unity and on improving quality of life. The country has seen strong economic growth and decreasing income inequality. It has become an example for many other African nations for its good governance and stability (GoR, 2016a).
8. Rwanda's long-term development goals are defined in a strategy entitled "Vision 2020". It aims at transforming the country from a low-income agriculture-based economy to a knowledge-based, service-oriented economy with a middle-income country status by 2020. To achieve this the GoR has formulated the second Economic Development and Poverty Reduction Strategy (EDPRS-2) which focuses on four thematic areas: economic transformation; rural development, productivity and youth employment; and accountable governance. In addition to the EDPRS-2, the country has specific policies and strategies in many areas of relevance to the WFP country programme (Visser, Bâcle, Dukundane, 2017). Preparation of a new EDPRS-3 is currently underway.
9. Rwanda is among the few African countries leading in the achievement of the Millennium Development Goals (MDG). It has made considerable progress in poverty reduction with a dramatic drop in households living below the poverty line from 56.7 percent in 2005/2006 to 39percent in 2013/14, and extreme poverty reduced to just 16.3 percent in 2013/14 from 24.1 percent in 2010/11.<sup>4</sup> There have also been substantial improvements in living standards, with a two-thirds drop in child mortality, improvement in gender equality and women's empowerment, the attainment of near-universal primary school enrolment, and progress on HIV prevalence and environmental sustainability. Not all MDGs have been achieved, and Rwanda lags behind in its progress in addressing stunting (Mbonigaba Muhinda, 2016).
10. Agriculture plays a key role in the economy, contributing 33 percent of the national Gross Domestic Product (GDP) and generating 80 percent of export revenue. More than 80 percent of the population are smallholder farmers. The reliance on agriculture for export makes the economy vulnerable to price fluctuations. Shortages of land and water, insufficient and poor-quality feed, and regular disease epidemics with insufficient veterinary services are major

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<sup>4</sup>Inequality measured by the Gini coefficient reduced from 0.49 in 2011 to 0.45 in 2014.

constraints. Improved agricultural production has been identified by the GoR as the primary growth sector in the EDPRS-2. The Rwandan Government is strongly promoting information and communication technology and the transformation of agricultural processes, systems and infrastructures. Despite improvements in the agricultural sector, smallholder farmers and agricultural markets continue to face many challenges, including underdeveloped input markets and the continued use of basic tools and indigenous seeds, resulting in low yields and low incomes. Links to markets are also a challenge (GoR, 2016a). In the past years, climate change is having a noticeable impact on rainfall and impacting agricultural production (Dutch Sustainability Unit, 2015).

11. Rwanda has experienced a strong drop in levels of hunger, with the country's Global Hunger Index (GHI) score reducing from 58.5 in 2000 to 27.4 in 2016.<sup>5</sup> WFP's Comprehensive Food Security and Vulnerability Analysis (CFSVA), conducted in 2015, found that 80 percent of all households are food secure and that the percentage of Rwandan households with acceptable food consumption had reached 74 percent, while 19 percent of households had borderline food consumption and seven percent of households had poor food consumption. Continuing high levels of food insecurity were noted in the western and northern parts of the country, especially in the livelihood zones of Western Congo Nile Crest Tea Zone (49 percent), Lake Kivu Coffee Zone (37 percent) and the Northern Highland Beans and Wheat Zone (32 percent). Almost half of the population is vulnerable to food insecurity caused by drought, in particular in the east of the country (WFP, 2015).
12. Access to basic health services in Rwanda is near universal, due to increased health insurance coverage, and community-based healthcare, which have been key priorities of the Rwandan Government. Between 2005 and 2013, Rwanda has seen progress on life expectancy (from 55.2 to 64.0 years); a decrease in under-5 mortality (from 106.4 to 52.0 per 1,000 live births); and a reduction in tuberculosis incidence from 101 to 69 per 100,000 people. Stunting, which is an indicator of chronic malnutrition has decreased from 43 percent in 2012 to 37 percent in 2015. Only 17 percent of children aged 6-23 months consume the minimum acceptable diet. Malnutrition is linked to specific livelihood profiles (such as agriculture and daily labour) and has defined geographic distribution patterns. The prevalence of stunting is 50 percent along the Congo Nile Crest. Anaemia is also a serious issue – the Rwanda Demographic and Health Survey (RDHS) 2015 finds that 38 percent of children under 5 are suffering from anaemia. The most common causes of anaemia are diets with insufficient iron and intestinal worms. Worm infections affect 65 percent of the population in Rwanda, and school- aged children typically have the highest intensity of worm infection of any other group (GoR, 2016d).
13. Education is an area which has seen significant investment and where advances have been made in recent years. Primary enrolment is among the highest in the region. National net enrolment has practically reached the Education Sector Plan target of 97 percent in 2015, with slightly higher enrolment rates for girls than for boys (97.4 percent compared 96.3 percent). However, academic achievement and completion rates remain low and national dropout and repetition rates high. The national primary school completion rate in 2015 was 60.4 percent (55.3 percent

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<sup>5</sup> <http://ghi.ifpri.org>, accessed 01 June 2017. This information shows that Rwanda experienced a 50 percent drop in hunger between 2000 and 2016.

for boys and 65.5 percent for girls) and had dropped since 2013. The national dropout rate in 2015 for primary school students was 5.7 percent. National net enrolment in lower secondary school in 2015 was only 28.3 percent, (26.4 percent for boys, and 36.9 percent for girls) compared to 35.7 percent in 2014 (Ministry of Education, 2016) showing how access to secondary education lags behind primary. Quality of education is a serious concern. A 2012 Early Grade Reading Assessment (EGRA) found that 13 percent of students in grade four could not read grade 2-3 text.

14. Rwanda has made great progress in promoting gender equality, largely driven by strong Government commitment. Rwanda has the fifth highest score in the world on the 2016 Global Gender Index Gap Report<sup>6</sup>. Gender equality is enshrined in the constitution and Rwanda was the first country in the world to have more than 50 percent female members of Parliament (64 percent in the lower chamber). There is a Ministry for Gender and Family Promotion, a Gender Monitoring Office (GMO), a commitment to gender-based budgeting. Women have the same rights to inherit land as men although in practice there are challenges with customary law undermining access and ownership by women. Girls are equally as likely to attend school as boys and there is a Girls Education Policy and Implementation Plan in place. Many other measures have been taken in efforts to bridge gender gaps through economic empowerment programs for women, including women entrepreneurship program, and a women's guarantee fund. Nonetheless challenges remain in terms of female representation in some areas, in particular in the education and health sectors. Women are less represented in agribusiness. Women and men farmers in dual households are characterized by unequal power relations, which leaves the women with very limited decision making powers. This affects their control over agricultural assets, inputs, produce and capacity building opportunities, which at the end results into low agriculture productivity. As a result their plots are typically less productive than those operated by men. Additionally, women in agriculture are more vulnerable to climate change and land degradation. Female headed households are more likely to be food insecure than male headed households. In recent years there has been a strong emphasis on fighting gender-based violence.
15. Rwanda's environmental challenges emanate from a combination of population density, rural poverty, inadequate power generation, over-dependence on diesel fuels, and over-reliance on bio-fuels resulting in deforestation and soil erosion, and chronic health risks associated with domestic kerosene and coal utilisation. In addition, inefficient industrial waste management practices threaten the water basin particularly around Kigali. According to the Climate Change Profile Rwanda of 9 July 2015, climate change is evidenced in increased temperatures,<sup>7</sup> intensified rainfall, and prolonged dry seasons. Changes in rainfall and temperature with an increase in floods and droughts are projected to impact food security and water availability and the most food insecure regions of the country are in the west and central-south. Informal reports show that such effects are already becoming very evident with the GoR having resorted to food distribution in 2016 to counteract the effects of the drought. The country is also vulnerable to geologically induced disasters, namely volcanic eruptions, and landslides. A key

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<sup>6</sup> <http://reports.weforum.org/global-gender-gap-report-2016/economies/#economy=RWA> Accessed 07 February 2017

<sup>7</sup> There has been a trend over the past decades towards a higher temperature: increases up to 2.0 degree have been measured between 1970 and 2009.

challenge is the management of information to allow for disaster preparedness. Rwanda is also affected by humanitarian challenges by virtue of its position in a region of relative instability. As of December 2016 Rwanda was hosting 73,000 refugees and asylum seekers from the Democratic Republic of the Congo (DRC) and 82,000 refugees from Burundi. These refugees depend on external assistance to meet their basic food and nutritional requirements.

### **1.3. Operation Overview**

16. The Common Country Programme (CCP) 200539 is the WFP component of the Rwanda Common Country Programme Document (CCPD) 2013-2018, a joint product of UNDP, UNFPA, UNICEF, UN Women, and WFP. The CCP (2013-2018) has the objective of enhancing the Rwandan government capacity to design and manage nationally owned hunger solutions and on modeling innovations, and was approved by the WFP Executive Board in June 2013. With a budget of USD 52 million, and funded at 85 percent (Table 1), the CCP aims to support the Government of Rwanda in designing, implementing and managing its own food assistance programmes, and in this manner contribute to reducing food insecurity and malnutrition. The CCP is in support of, and aligned with, the EDPRS-2. It contributes to WFP's Strategic Objectives (SO) 3 and 4<sup>8</sup>, and is part of the United Nations Development Assistance Programme (UNDAP) in Rwanda. The main donors of the CCP are - in order of importance - the United States of America (USA), the Republic of Korea, and private and multi-lateral donors. The total number of beneficiaries over the period evaluated is just over 300.000 (Figure 9).
17. The evaluation of the Country Portfolio which focused on assisting children in food-insecure areas (Bagnall-Oakely et al, 2011) provided lessons learnt for the design of the Rwanda country strategy, and included, in particular, recommendations about: further focusing the activities of the WFP portfolio; evolving WFP's nutrition activities from curative to preventive activities; integrating WFP's analytical work on vulnerability analysis more into government processes, in particular in areas of malnutrition, social protection, emergency preparedness and response planning; developing a capacity development strategy to transition from traditional assistance to national ownership. The design of the Country Strategy also took into account the findings of the evaluation of the Delivering as One (DaO) (Universal Management Group, 2010) and of the Comparative Advantage of the UN (Paton & Soriano, 2012). These studies recommended a greater technical role for the UN agencies, greater coherence (avoiding fragmentation); piloting of well researched innovations (with accompanying monitoring and research); a stronger focus on sustainability; integration of strategic knowledge into national efforts; support to policy development; and contributing to human resource.
18. In line with the previous experience and these evaluations, the overall focus of the CCP is on technical support, and on further building local capacity and solutions. Activities are implemented under two components. The table below (Table 4) presents the two main components, activities and outcomes of the programme.

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<sup>8</sup> Strategic Objective 3: Reduce risk and enable people, communities and countries to meet their own food and nutrition needs; and, Strategic Objective 4: strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase

19. Component one focuses on enhancing national capacity to design, develop and manage nationally owned hunger solutions. Under this component WFP provides technical assistance to the government to develop national capacity in the areas of vulnerability analysis, disaster risk reduction and management, and HGSF (in four districts (Nyaruguru, Nyamagabe, Karongi and Rutsiro), as well as to increase market access for smallholder farmers through the Purchase for Progress (P4P) initiative. WFP has also provided technical assistance to strengthen national early warning systems through collaboration with the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) which includes participation in a regional WFP project for “Strengthening Government Emergency Preparedness and Response (EPR) Capacity” for East and Central Africa.<sup>9</sup>
20. Component two of the CCP focuses on modelling innovations in food assistance programming. It aims at establishing an evidence base upon which the government can draw to inform decision making in its own national programme and policy formulation. This component includes various small-scale food assistance projects in the areas of chronic malnutrition prevention, and community asset creation and rehabilitation, including a three-year joint UN-nutrition programme in districts with a high prevalence of chronic malnutrition (Rutsiro in the Western Province and Nyamagabe in the Southern Province) (see paragraph 21). The community asset creation and rehabilitation programme aims to reduce poverty, increase living standards and improve food security in Nyamagabe, Rutsiro and Karongi districts. The project's implementation model combines WFP's food assistance for assets (FFA) expertise with the Saemaul Undong Zero Hunger Community project (SZHC) to rural development, funded by the Korea International Cooperation Agency (KOICA). The planned Early Childhood Development (ECD) intervention– which sought to be complementary to School Feeding (SF) efforts in primary education - was not implemented due to lack of funding.

**Table 4 - WFP – CCP - Components, Activities & Outcomes**

Component	Activities	Outcomes
Component 1 – Enhancing National Capacity to Design and Manage Nationally Owned Hunger solutions	Technical Support to Government (areas: vulnerability analysis and research, disaster risk reduction and management, enhancing market access for smallholder farmers, management of food security- through P4P)	Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households
		Risk reduction capacity of countries, communities and institutions strengthened
	Technical Support to Government (areas: nutrition and SF)	Ownership and capacity strengthened to reduce under-nutrition and increase access to education at regional, national and community levels
	HGSF Programme: transitional direct implementation in vulnerable areas	Increased equitable access to and utilization of education
Component 2 – Modelling Innovations in Food Assistance	Nutrition (preventative Supplementary Feeding for Pregnant and Lactating Women and 6-23 months children)	Reduced under-nutrition, including micronutrient deficiencies
	Early Childhood Development (ECD)	

<sup>9</sup> The project is a joint partnership between the Swedish Civil Contingencies Agency (MSB), the Nairobi RB as well as selected country offices in the RB Nairobi region. It aims at strengthening WFP's organisational and individual level internal capacity to design, plan and implement capacity development projects.



Component	Activities	Outcomes
Programming	Food Assistance for Assets (asset creation and rehabilitation through Cash Based Transfers (CBT))	Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households

21. In terms of UN collaboration, WFP Rwanda engaged in the Rural Women Economic Empowerment (RWEEM) initiative, and in the One UN joint nutrition programme. RWEEM is a joint UN initiative<sup>10</sup> in partnership with the Government of Rwanda (as part of UNDAF), which aims to contribute to Rwanda's key development priorities as articulated in the EDPRS-2. It is a targeted approach with the specific project goal to secure rural women's livelihoods and rights in the context of sustainable development. Under the One UN joint nutrition programme, four UN Agencies<sup>11</sup> collaborated to address chronic under nutrition by targeting the households with different interventions in the field of nutrition.<sup>12</sup> These activities were an integral part of the CCP.
22. Since January 2015, WFP Rwanda has also been implementing the Protracted Relief and Refugees Operation (PRRO) 200744, targeting 158,800 people, including Burundian and Congolese refugees, Rwandan refugees returning home, and school children from the host communities.<sup>13</sup> The assistance is provided through general food distributions and safety net interventions. Cash Based Transfers (CBT) are implemented in three camps to enable refugees to purchase food of their choice at the local markets. In 2015, WFP also launched an IR-EMOP 200838 to address food and nutrition needs of Burundian refugees. As the scale of the refugee population from Burundi grew, additional refugees were assisted under the PRRO, and since July 2015 WFP has included all Burundian refugees in three reception centres as well as in a new refugee camp in Rwanda under the PRRO.

## 2. Evaluation Findings

### 2.1. Appropriateness of the Operation

#### Adaptation to the needs of the population

23. The evaluation finds that the identification of the priorities for CCP 200539 was based on a **country context analysis** which drew extensively on available studies and reports<sup>14</sup>. The analysis established poor or borderline food

<sup>10</sup> On the UN side the collaboration includes WFP, the Food and Agriculture Organization (FAO), the International Fund for Agriculture Development (IFAD) and UNWOMEN.

<sup>11</sup> The United Nations Children's Fund (UNICEF), World Health Organization (WHO), FAO, & WFP.

<sup>12</sup> The components of the nutrition programme were: promoting improved practices of nutrition-related behaviors (Component 1 led by UNICEF), promoting local production and consumption of nutritious and safe foods (Component 2 led by FAO), increasing access to appropriate food supplements to prevent stunting and enhancing information on dietary needs and nutritional status (Component 3 led by WFP), and improving knowledge of the management of Maternal, Infant, Young Child Nutrition (Component 4 led by WHO). The key components were supported by a component of Project Monitoring and Evaluation (WFP and UNICEF).

<sup>13</sup> This operation was evaluated in 2016. See: Tango (2016). Rwanda PRRO 200744: Food and Nutrition Assistance to Refugees and Returnees -A mid-term evaluation of WFP's Operation (2015 – 2016): Evaluation Report

<sup>14</sup> Including: WFP Rwanda, Food or Cash? Market Assessment (August 2011), Comprehensive Food Security and Vulnerability Analysis and Nutrition Survey (CFSVA 2012/15), Rwanda Demographic and Health Survey (RDHS 2010/15), Integrated Household Living Conditions Survey (EICV 2011/14), the biannual Food Security and Nutrition Monitoring System (FSNMS), Evaluation report of Rwanda Country Office WFP's Portfolio (2006-2010), Evaluation report of WFP DEV 10677.0: Food

consumption scores for 21 percent of the Rwandan population and persistently high stunting rates nationally for children under five years of age (43 percent). Mapping also showed that certain areas of the country were much more affected which were selected as areas of focus for the CCP.<sup>15</sup> In these districts 58 percent<sup>16</sup> of households had unacceptable food consumption scores. All but one of these districts<sup>17</sup> are among the ten poorest in Rwanda<sup>18</sup> and are also areas of priority for the government's Vision 2020 Umurenge Social Protection Programme (VUP). In terms of SF, the choice of the districts was, however, only partially aligned with the government White Paper (GoR, 2013) as this uses slightly different criteria.<sup>19</sup>

24. The analysis also showed that the persistent food insecurity and high level of chronic malnutrition were related to reliance on rain fed agriculture, regular rainfall deficits, suboptimal cultivation practices, and the effects of climate change, which have degraded land and negatively impacted on agricultural productivity. Vulnerability to natural disasters was further identified as a factor of risk. In line with the national assessments, the **baseline surveys by WFP confirmed constraints** for targeted communities: food insecurity, high level of chronic malnutrition (especially among children and Pregnant and Lactating Women (PLW)), poor infrastructure, and insufficient assets (combined with lack of access to markets for smallholder farmers).
25. Available documentation and interviews confirmed that the identification by the CCP of priorities in the areas of SF, nutrition, ECD, FFA and P4P benefitted from **extensive consultation** (with beneficiaries, government and partners) and are therefore well aligned with the needs of populations. Together the identified priorities sought to address key factors that bring about food insecurity and malnutrition. They also sought to maximize synergies between interventions.<sup>20</sup>
26. Beneficiary interviews by the evaluation team in all four districts underscored the relevance of these interventions at the time of the design, as well as the **continued relevance at mid-point**. The design of the specific interventions under the CCP sought to ensure optimal alignment with the specific needs and evolving situation of target groups in the geographical areas of intervention. Across the activity areas **community based participatory planning approaches were used**. For example, consultation on priorities for FFA (cash transfer) interventions resulted in the identification of activities (e.g. building of roads, terraces, etc.) which are appropriate to the populations' need for building resilience. Similar processes were reported across the different areas of the CCP (e.g. in areas of SF, nutrition, etc.) reflecting - in the view of this evaluation - an

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Assistance Support to Education (January 2008 – December 2012), Rwanda SF Programme Cost analysis (October 2012), Saemaul Zero Hunger Communities (SZHC) baseline survey (2015), etc.

<sup>15</sup> Among which the districts of Nyamagabe and Nyaruguru (south) and Rutsiro and Karongi (west).

<sup>16</sup> SZHC Survey done in three targeted districts (Nyamagabe, Rutsiro and Karongi)-WFP 2015

<sup>17</sup> The exception is Nyamagabe which in 2015 was not among the 10 poorest districts, although in the 2013 EICV it was the last.

<sup>18</sup> These are districts where the percentage of people living under the poverty line is between 41 and 52 percent - above the national average of 39 percent (National Institute of Statistics of Rwanda (NISR) – 2015), where food insecurity is very high, and where prevalence of stunting is over 50 percent.

<sup>19</sup> The White Paper proposes a composite index that is made up of three equally weighted indicators: i) the prevalence of chronic malnutrition, ii) the prevalence of impoverished households, and iii) the prevalence of households with unacceptable food consumption. The districts target by the WFP SF activities under the CCP include two Level 1 districts (Rutsiro and Karongi), one Level 2 district (Nyamagabe) and one Level 3 district (Nyaruguru).

<sup>20</sup> For example, through the proposed integration of nutrition for children 6 to 23 months and ECD, focussing on children over 2 years of age, although because of lack of funding the ECD component could not be implemented in practice.

area of best practice. None of the activity areas, however, include specific complaints mechanisms for beneficiaries.

27. **Targeting of specific beneficiaries** has been based for some activities – e.g. nutrition and FFA – on the GoR Ubudehe system.<sup>21</sup> This was reported by interviewees (district officials, health centre staff, and other cooperation partners) to have **shortcomings in terms of accurately identifying those most in need**. In the case of the nutrition programme this reportedly led to the inclusion of some beneficiaries who were not directly in need of the programme and the exclusion of others who should qualify. Some exclusion of beneficiaries was subsequently addressed by working with local authorities to ensure that potentially eligible beneficiaries for the nutrition interventions were reclassified and included in the programme. In the FFA (cash transfer) programmes the targeting using Ubudehe also brought the additional complication of not allowing for engagement of a sufficient number of beneficiaries.<sup>22</sup>
28. Interviews as well as documentation (WFP, 2012a) confirmed that the community consultation processes explicitly sought to **enhance women and most vulnerable households’ participation** in planning and decision-making, and that the design of interventions had an appropriate gender dimension. Component summaries for the CCP (WFP, 2012 a; WFP, 2012 b) did not, however, include a specific gender analysis for each of the activities, although gender is reflected in the global analysis of the context in WFP’s Rwanda Country Strategy (2013-2018) where it is identified as one of a number of cross-cutting priorities.<sup>23</sup> Planning documents included attention to gender in strategies for consultation and priority setting. Gender parity and equal representation in community leadership positions and workforce were reported to have been prioritized in practice through sensitization sessions to encourage both women and men to be actively involved in programme activities, although there has been insufficient focus on separate consultations for women and men when doing priority setting<sup>24</sup>. Additionally, all performance data were disaggregated by sex, to allow gender analysis.
29. In terms of **modalities** the CCP included food and cash transfers. The cash transfers appropriately left decisions on the use of the money in the hands of the recipient, and were combined with savings schemes which have seen beneficiaries putting aside a percentage of their income in government promoted savings schemes. Government interviews underscored good alignment with the GoR focus on reducing dependency. Beneficiaries and other informants were of the view that WFP’s increasing use of full CBT for FFA is a welcome innovation<sup>25</sup>, is in line with the government’s objectives in this area, as well as benefiting the targeted beneficiaries. The full food modality in SF represented a continuation of the previous mode of functioning and was in line with beneficiary expectations. It also is judged realistic in view of the continued limited capacity of communities to

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21 The Ubudehe categories are based on a number of government proposed criteria. The scheme was recently revised reducing the number of categories from 6 to 4. The poorest household categories are category 1 “abject poor” and category 2 “very poor”.

22 According to interviewees, this is related on the one hand to multiple projects targeting the same beneficiaries with FFA activities. On the other hand, potential beneficiaries do not qualify because they are not correctly classified (for example they are in Ubudehe 3 and should be in Ubudehe 1 or 2).

23 It should be noted that in 2016 the WFP Rwanda CO volunteered for the Gender Transformation Programme (to be implemented over 12 months in 2017).

24 Baseline Study Report on Gender Mainstreaming in WFP Rwanda (2016).

25 WFP’s role as an innovator in terms of cash transfers in humanitarian situations – while falling outside the scope of this evaluation – was also considered in very positive light.

contribute in any substantial way in-kind or in cash. It should be noted however that the modality in primary differs from the modality that the GoR uses for secondary education.<sup>26</sup> In nutrition the full food modality is judged appropriate given the needs of the beneficiaries and the priorities of the government in this area.

### **Coherence with WFP policies**

30. WFP's Strategic Plan for 2014-2017 provides the framework for WFP's operations and its role in achieving a world with zero hunger. The food basket provided under the WFP programme is in line with global normative guidelines and guidelines from WFP<sup>27</sup>. The SF approach also follows many of the key elements of WFP's 2013 Revised **School Feeding Policy** (WFP, 2013) which include promoting innovative learning, strengthening capacity, envisioning gradual transitioning, partnership with other UN agencies, etc. With the start of the McGovern-Dole (MGD) HGSF support in 2016 under the CCP - which provided welcome funding for an until then underfunded SF programme in Rwanda – the alignment with the SF policy has been, however, somewhat affected. The MGD intervention saw a return to providing (for part of the beneficiaries) food imported from the United States of America (USA) – a condition which was clearly required by the donor. This modality is in contradiction with the GoR own expressed preference (36) but also with the logic promoted by WFP's SF Policy of giving priority to helping countries establish and maintain nationally owned programmes linked to local agricultural production.<sup>28</sup> However, WFP has sought to address this by designing the project in such a way that it will support the local production of vegetable oil and CSB+ and contribute to the development of a national strategy that if successful will sustain the benefits of USDA support beyond the life of the project. It should be noted that is too early for the evaluation to be able to assess to what extent this is being achieved as key activities related to these dimensions are either not yet being implemented or have only just started to be put in place.
31. Programme design – see paragraphs 23-30 – had elements of strong alignment with WFP's corporate **gender policies** (WFP, 2009, and WFP, 2015a)<sup>29</sup>. As noted, the CCP was designed to engage women in decision making (see paragraph 28), and to facilitate the participation of women. It includes a focus on ensuring that women are part of food distribution committees across activities. The nutrition programme included attention to involving men and boys as agents of change in nutrition. Also, WFP's 2009 gender policy's pledge to use SF programmes to promote participation of girls, and to advance innovative learning and advocacy methods has been applied through the introduction of literacy and nutrition as part of the HGSF approach and through a comprehensive baseline (Mukiri & Kaburu, 2016) which will allow the programme to monitor progress against gender indicators. The HGSF Programme does not, however, include a

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26 It should be noted that under the GoR operated scheme for Secondary School Meals, each school receives a monetary allocation and procurement of food is done locally.

27 Under the programme 40,000 pupils benefit from a WFP provided midday meal or lunch consisting of 120g maize, 30g beans, 15g vitamin A-fortified vegetable oil, and 3g iodized salt. In Karongi and Rustiro the ration is 120g supercereal and 15g sugar will be provided to a separate cohort 43,000.

28 In some other aspects alignment has been improved, for example by ensuring that food in schools that receive SuperCereal is provided prior to the start of the school day potentially increasing the value in terms of benefits for concentration in class.

29 Two gender policies are of reference to the period under evaluation namely the 2015-2020 WFP Gender Policy as well as its forerunner, the 2009 WFP Gender Policy.

specific approach to address sexual and gender-based violence (GBV) as foreseen in the 2009 gender policy. The Rwanda CO has also adhered to the Gender Transformation Programme which will be implemented over 12 months in 2017 and which seeks to bring about a step change in the gender focus (WFP, 2016a & 2016b). The Joint UN RWEE which was coordinated by WFP is in line with its gender policy, and also built on GoR's poverty reduction strategy.

32. The CCP nutrition intervention also aligned well with WFP's **nutrition policy** (WFP, 2012c). The intervention was set up with a state of the art operational research design (see paragraph 113) in line with the policy's focus on research. It has been designed and implemented in close collaboration with government and UN partners under the framework of international initiatives and in line with a multi-sectoral approach to addressing malnutrition.
33. DRR and supporting resilience are important priorities of the CCP and align with **WFP's Climate Change and Hunger guidelines** (WFP, 2011). However little evidence was found that climate change priorities had been mainstreamed into the broader elements of the programme while there were clearly, in the view of the ET, areas where this could have merited attention e.g. in nutrition, SF (where opportunities could exist through the literacy component, and a stronger focus on environmental impact of SF choices). It should be noted that the negative effects of climate change were spontaneously and consistently mentioned in practically every beneficiary interview which the ET conducted and seen as a major threat.
34. Based on **WFP's Disaster Risk Reduction (DRR) Policy and Management** and its FFA experience in building or recovering communities' productive assets (asset creation and rehabilitation schemes), and on the recognition of the common elements with the Korean rural development model "Saemaul Undong (New Village Movement)" and WFP's FFA activities, the SZHC programme has been implemented through the VUP organisational structures. SZHC programme is also implemented using a Food Assistance for Assets model that employs cash as its transfer modality through local saving and credit scheme - Umurenge Sector Saving and Credit Cooperatives (SACCO).
35. WFP's contribution to strengthening local economies and supporting the increased resilience and productivity of rural communities is a pillar of its hunger eradication strategy. As the world's leading humanitarian agency, the WFP is a major buyer of staple food. Through the P4P programme, WFP encourages the GoR and the private sector to buy food in ways that benefit smallholders.

### **Coherence with national policies and policies of other actors**

36. Rwanda's Vision 2020 (GoR, 2000) and EDPRS-2 (GoR, 2012), commit to poverty reduction and eliminating malnutrition and thus provide the overall guiding framework for the interventions in the CCP. The modalities of engagement are well aligned with GoR priorities and have included a focus on policy development, capacity strengthening, and coordination and implementation, in line with the priorities of the EDPRS-2.<sup>30</sup> In terms of **School Feeding**, Education for All - in line with Sustainable Development Goal (SDG) 4 - is a foundational priority of the Vision 2020. SF is a related policy commitment

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<sup>30</sup> WFP has supported strengthening the policy environment for SF and nutrition and signed Memoranda of Understanding (MOUs) with the Ministry of Education (MINEDUC) and the Ministry of Agriculture (MINAGRI) on SF management and coordination. WFP, through the P4P programme, has also provided capacity strengthening to MINAGRI and its partners to help farmers and buyers to deal with challenges in postharvest process. To promote local purchasing, WFP is working on linking HGSF and P4P.

of the GoR and is consistently integrated in sector and overarching visionary documents. In the EDPRS-2 SF is part of the foundational priorities for literacy, ECD and basic education. The Government’s “7-year programme” (2010-2017) identifies SF as a key strategy to eliminate malnutrition. Furthermore, the Education Sector Strategic Plan (2013/14 – 2017/18) focuses on strengthening school nutrition, through community participation and expansion of a HGSF Programme. SF is also clearly prioritized in other government sector strategies. A key strategic direction of the National Food and Nutrition Policy (GoR, 2012) is to improve and expand food and nutrition in schools (pre-primary, primary and secondary), calling for rapidly expanding HGSF. The need for strengthening the ongoing SF programmes is further reiterated in the National School Health Policy (GoR, 2012). SF is also recognized as an effective targeted safety-net in the social protection sector strategy in the country (GoR, 2010). Finally, the 11<sup>th</sup> National Leadership Retreat held in Gabiro (GoR, 2014) clearly put the accent on SF across the full 12-year basic education cycle. The choice by WFP to include ECD in its CCP is relevant in this respect although in practice this could not be implemented due to lack of funding (paragraph 124). WFP’s support to SF is thus well aligned with key government priorities. However, there is a tension in practice between WFP’s SF approach and the priorities of the GoR from two angles. The first is the fact that part of WFP’s food distribution in the CCP comes from imported food (the other part is locally procured as much as possible), while the government in its feedback to the evaluation team and in its draft SF policy<sup>31</sup> expresses a strong preference for local production and reducing dependency. The provision of imported food under the McGovern-Dole (MGD) HGSF support in 2016, is the result of an express preference by the donor but contradicts WFP’s School Feeding (SF) Policy prioritizing nationally owned programmes linked to local agricultural production. The second angle is the government’s priority for SF covering the full 12-year basic education cycle, again expressed in interviews to the evaluation team and in the draft SF strategy, while WFP school feeding excludes ECD and secondary levels.

37. In terms of **nutrition** the GoR has demonstrated clear commitment as a participant in the International Scaling Up Nutrition (SUN) initiative. Rwanda has an established policy framework through the National Multi-sectoral Strategy for the Elimination of Malnutrition (NMSEM) (GoR, 2012b) which combines direct nutrition-specific interventions and a broader multi-sectoral approach. As a joint UN-initiative the Nutrition Programme was very well aligned with the priority of addressing malnutrition through a multi-sectoral approach and with the need to support the GoR financially and technically in rolling out these plans. The focus on food distribution, however, does not align well with the GoR priority – as expressed in interviews - for reducing dependency.
38. **Coherence with national policies and priorities** has also been ensured through close collaboration between cooperation partners and local authorities (district and sector authorities), combined with a focus on integrating activities in district level development plans (DDP). CCP activities (in nutrition but also in other areas) are also integrated in accountability structures and performance contracts which are signed between decentralized structures and the central government (called Imihigo). Moreover, community structures that are in place

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<sup>31</sup> The draft SF Policy states what the GoR clearly expressed in interviews with the evaluation team, namely that “all locally available food should be procured from local farmers in the country, thus creating a stable and predictable market for the farmers”.

to implement the DDPs and to monitor contract performance - designed based on the VUP and other government policies and strategies - are also used in implementing the CCP activities. Synergy, complementarily and coordination of different projects from different development partners, at district and administrative sector levels, is also ensured by the concerned local administration through the JADF (Joint Action Development Forum), which meets regularly. **WFP has also been coherent with its support of national policies and priorities through prominent engagement with national coordination structures** in the design of the CCP and in subsequent revisions. However, both GoR and partners noted that WFP has been relatively absent from the social protection dialogue although many WFP activities have a social protection angle.

39. **WFP’s intervention in DRR** is coherent with *The National Disaster Risk Management Framework* developed by MIDIMAR whose mandate “is to ensure that the Rwandan population benefits from an environment that is less vulnerable to natural, social and economic shocks and that effective social protection and disaster management systems are in place.”<sup>32</sup>
40. The overall goal of GoR’s “*National Strategy for Community Development and Local Economic Development*”<sup>33</sup> is to promote inclusive local socio-economic development and poverty reduction through three pillars of action Community Development, Local Economic Development and Support Systems for community development and Local Economic Development. The government initiated the VUP Programme as a community development initiative to provide a decentralised, integrated programme designed to impact on poverty reduction through three models of community involvement in their own development (financial services through micro-credits for income generating activities; Food Assistance for Assets through labour intensive works; and subsidies through direct support). WFP’s FFA initiative falls naturally in this overall scheme.
41. **The P4P**, designed and implemented in close collaboration with the GoR, is aligned with the *Strategic Plan for the Transformation of Agriculture Phase III (PSTA3 2013-2018)*<sup>34</sup> which defines the agriculture sector goals as: i) to transform Rwandan agriculture from a subsistence activity to a knowledge-based value-creating one, and ii) to grow as rapidly as possible, both in relation to production and commercialisation, in order to increase rural incomes and reduce poverty. WFP built upon the progress made by the pilot P4P initiative in supporting MINAGRI to strengthen its ability to assist small-holder farmers in accessing markets, while also enhancing their capacity in post-harvest handling, storage, commodity tracking, and management of the national strategic food reserves. The GoR has replicated this P4P model to create Common P4P (CP4P) to support public procurement and transform the agricultural sector.
42. The CCP is well **aligned with the UNDAF 2013-2018**,<sup>35</sup> reflecting a key lesson from the implementation of the United Nations Development Assistance

<sup>32</sup> The Republic of Rwanda, Ministry of Disaster Management and Refugee Affairs (MIDIMAR), National Disaster Risk Management Plan, September 2013.

<sup>33</sup> The Republic of Rwanda, Ministry of Local Government, National Strategy for Community Development and Local Economic Development, 2013-2018.

<sup>34</sup> The Republic of Rwanda, Ministry of Agriculture and Animal Resources Strategic Plan for the Transformation of Agriculture in Rwanda – Phase III (PSTA III) 2013-2018, Final Report, July 2013.

<sup>35</sup> The UNDAF is comprised of three focus areas through which the UN contributes to the national development agenda, namely: Inclusive Economic Transformation; Accountable Governance; and Human Development. These areas are completely aligned with the priorities in the EDPRS-2 and were identified through a consultative process involving the Government of Rwanda, other development partners, and UN agencies in Rwanda.

Framework (UNDAF) 2008-2012 which had been insufficiently aligned to the Government's development strategy. Policy development, knowledge management and capacity development have been identified as key components of the UN's contribution to the various outcomes and outputs under each of these focus areas of the national development agenda. Interviews highlighted that during and since design, WFP has been thorough in seeking complementarity between the objectives, targeting and activities and the interventions of other relevant agencies. There is strong complementarity of the current CCP with UN agencies in design, planning and monitoring as evidenced by documentation and interviews. The CCP saw various joint initiatives being planned and rolled out.

43. In terms of the relevance of the **capacity building priorities** to the needs of the sectors and institutions, based on the evidence gathered, mainly during interviews, the team can state with a strong level of confidence that within each initiative, the targeted institutions were consulted, were involved and had a strong say on the nature, type and extent of capacity development / strengthening needed. MIDIMAR for example, clearly declared that the process was demand driven and that they are satisfied with the capacity development choices and approaches that both parties jointly agreed to adopt and launch. The same was observed at the local government level. What appears less clear is the degree to which this was done systematically with a clear gap analysis and needs assessment within each activity and across components. From our discussions with CO management, the CCP had developed something in the line of a capacity development vision, but the absence of a clear strategy with its own overall objectives, results, indicators and performance measurement apparatus leads us to believe that, upstream, a formal needs analysis was not carried out in an organized and systematic manner. The CO repeatedly stated that there was no clear-cut capacity development expertise within the team, and that support on the part of HQ on this front was not optimal. If there was a needs assessment exercise in their system, the evaluation team has not seen evidence of this, and it is therefore somewhat difficult for the team to produce a correct and fair assessment of this dimension.
44. In general, **technical sustainability** was prioritized in the planning of the portfolio, with all components including systematic attention to capacity development. A strong focus on involvement of government and of beneficiaries in priority and planning was clearly in evidence and is part of a deliberate strategy by the CCP (see WFP 2012b) to promote sustainability. **Financial sustainability**, however, was less present in the design and in subsequent revisions.



## Summary on relevance of the operation

The CCP 200539 is found to be relevant to the needs of the population at the time of design and remained relevant at the time of the evaluation. The CCP appropriately focussed on beneficiary livelihoods in well targeted least food secure areas of the country with highest levels of malnutrition.

WFP worked with and through government structures from the national to the grassroots levels, enhancing relevance of its actions, although it has been less present in the social protection dialogue. Beneficiary targeting was strong and used the Government Ubudehe system but experienced some practical challenges.

The CCP design took into account women's participation in identification of priorities. Gender analysis and strategies for consultation in design were less strong.

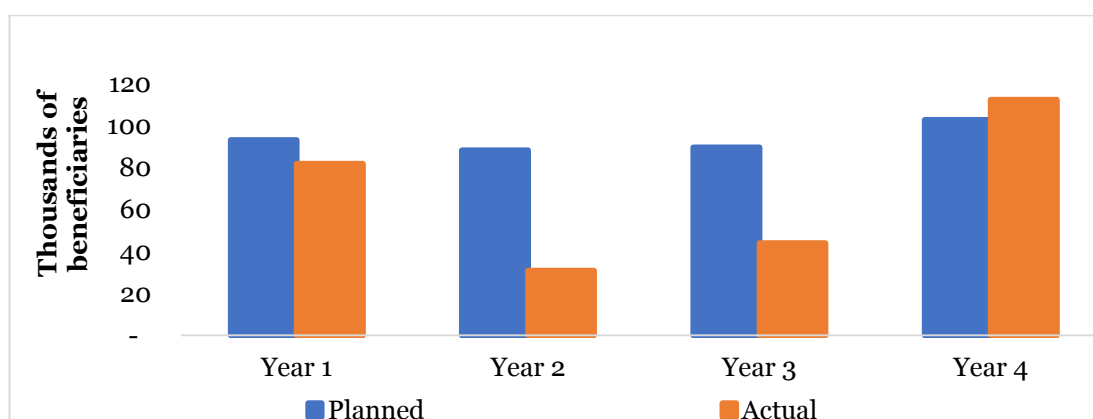
The CCP was well aligned with government policies and priorities. Choice of modalities was broadly aligned with beneficiary priorities but in some aspects not aligned with the GoR expressed preference. The CCP is well aligned with WFP's key policies and coherent with UN plans. Capacity building and technical sustainability were prioritized in design, but insufficient attention was put on financial sustainability in design and revisions.

## 2.2. Results of the Operation

45. This chapter presents the results of the CP for its two components, and the activities underlying each of the components. For each activity it consecutively reviews: a) whether expected beneficiaries were reached and foreseen outputs achieved; b) what the effects of the interventions were and whether there were any unexpected outcomes; c) evidence of complementarity and synergies between WFP and the work of other actors; and, d) evidence of efficiency and likelihood of sustainability.

46. **Overall beneficiaries of the CCP:** Actual versus planned beneficiaries for all activities are shown in Annex 5. Beneficiary trends over time are reflected in Figure 9 showing pronounced variations over the four years.

**Figure 9 - Summary of planned versus actual beneficiaries (2013-2016)**



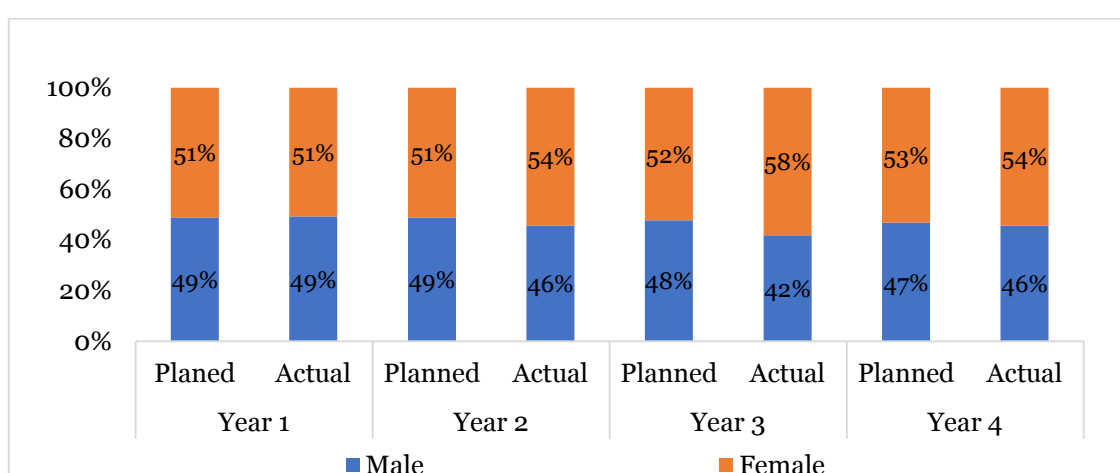
Source: Standard Project Report (SPR) 2013, 2014, 2015, 2016 (WFP Rwanda)

47. The first year of the CCP (2013) saw 88 percent of the overall number of beneficiaries being reached. Funding challenges for the SF component – which is the largest component of the CCP - resulted in a sharp drop in beneficiaries in the 2<sup>nd</sup> and 3<sup>rd</sup> year – i.e. only 35 and 49 percent of the planned overall number of beneficiaries were reached in 2014 and 2015. The nutrition interventions were

also still in a design phase in the first two years of the CCP, contributing to reduced beneficiary numbers in 2014. The number of SF beneficiaries increased three-fold with the start of the MGD HGSF Programme in the second half of 2016, contributing to the CCP reaching its target number of beneficiaries in that year. With these variations, the CCP reached 68 percent of the planned beneficiaries over the four-year period. ECD which had been planned as a complementary activity to SF in primary schools faced funding challenges as a result of which none of the planned beneficiaries were reached.

**48. Gender:** Overall the CCP has benefitted slightly more women than men (Figure 10), and for each of the main activity areas the number of females reached is higher than that of males. The nutrition programme, in particular, had a high number of female beneficiaries.<sup>36</sup>

**Figure 10 – CCP planned versus actual male & female beneficiaries (2013-2016)**



Source: SPR 2013, 2014, 2015, 2016 (WFP Rwanda)

**49. Tonnage distributed and total value transferred:** Despite considerable efforts by the country office to ensure regular provision of food and other inputs, challenges were faced in ensuring timely and regular assistance across the different components. As a result the CCP performed less well in terms of tonnage than in terms of beneficiaries with 68 percent of the planned beneficiaries benefitted from 32 percent of the planned tonnage over the total period. There were also considerable variations in the amount of food per year as reflected in Annex 5. The CBT transfers planned for years 2013, 2014, 2015 were not achieved. In 2016, USD 400,425 were transferred as compared to the USD 966,578 that were planned. The volume of the SF activity within the CCP meant that when this activity faced funding challenges in 2014 and 2015 this impacted strongly on the tonnage. Tonnage for the nutrition programme increased because of additional Trust Fund support (not reflected in the CCP), but the relatively small volume of beneficiaries meant this did not have a significant effect overall. The remaining section of this chapter reviews specific findings by component and activity areas.

### **Component 1 – Enhancing National Capacity to Develop, Design and Manage Nationally Owned Hunger Solutions in Rwanda**

<sup>36</sup> The nutrition programme targeted children aged 6-23 months and PLW and was therefore likely to have a higher proportion of female participants.

50. The overall objective of this component is to enhance Rwanda's capacity to develop, design, target, and manage nationally owned hunger and poverty reduction programmes, while also contributing to ensuring food security and proper nutrition for school children in the most vulnerable areas of the country and to improving national disaster risk management. The ET's assessment for each of the activity areas under this component follows below. A brief assessment of WFP's objective of enhancing national capacity is also provided. The final section summarises key findings for the component overall.

### **Activity area: DRR and VAM**

51. **Inputs and outputs for Technical Assistance (TA) in DRR:** In response to the needs expressed in the Disaster Management Policy for enhanced government capacity in emergency, WFP provided assistance<sup>37</sup> to its counterparts, channelled through various capacity development activities<sup>38</sup> which produced a series of targets, the majority of which were in fact achieved, and in some cases surpassed.
52. TA and training were dispensed, notably through a simulation exercise involving 80 participants (30 women, 50 men) from government<sup>39</sup>, UN<sup>40</sup> and NGO<sup>41</sup> partners, which focused on the management of a refugee influx to Rwanda from the DRC<sup>42</sup>. WFP's assistance also included training in emergency preparedness and response (35 persons – 6 women, 29 men, trained, 116.7 percent achievement), emergency needs assessments (32 persons – 8 women, 24 men - trained, 106.7 percent achievement) as well as in the use of tablets<sup>43</sup> (150 provided to government counterparts) to support data collection (17 persons trained, 85 percent achievement).<sup>44</sup> Other outputs include a series of bulletins, gap analyses, maps and other information products which were compiled and shared as planned with relevant actors and partners. Two food security monitoring systems are now in place. Both Comprehensive Food Security and Vulnerability Assessment (CFSVA) and Food Security and Nutrition Status Monitoring Surveys (FSNMS) were carried out jointly with government. Throughout the CCP, 13 rounds<sup>45</sup> of the FSNMS were carried out across the country. WFP provided technical support and funds (USD 20,000) to conduct the Rwanda Nutrition, Gender and Market Analysis 2015, a survey that was coordinated by RAB and the International Centre for Tropical Agriculture (CIAT).
53. The disaster communication system within Ministry of Disaster Management and Refugee Affairs (MIDIMAR) which aimed at facilitating the exchange of information between central and local levels using mobile technology was

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<sup>37</sup> In the areas of disaster prevention, mitigation, response, recovery and monitoring.

<sup>38</sup> Training was delivered in various areas: GIS (Geographic Information Systems), vulnerability analysis, supervision of FSNMS.

<sup>39</sup> Government: MIDIMAR, Ministry of Defence, Ministry of Agriculture, Ministry of Health, Ministry of Finance, Ministry of Justice, Ministry of internal security, Ministry of local government, Rwanda Natural Resource Authority, Districts.

<sup>40</sup> UN: WFP, UNHCR, UNICEF, IOM, WHO.

<sup>41</sup> NGOs: Rwanda Red Cross, World Vision, FEWSNET, Oxfam, ADRA, Civil Society organisation, Save the children, IRC, Concern, Catholic Relief Services.

<sup>42</sup> One of the results of this simulation consisted in the identification of strengths and weaknesses of the Government's mass population influx contingency plan.

<sup>43</sup> 150 tablets for data collection were provided to MINAGRI, as well as the training in programming survey questionnaires in tablet under Open Data Kit (ODK) was given to Government staff including MINAGRI affiliated institutions (Rwanda Agriculture Board-RAB, National Agriculture Export Board-NAEB) and NISR in 2015.

<sup>44</sup> The SPRs did not provide sex disaggregated data for these outputs. However gender specific data was produced by the unit team upon request of ET.

<sup>45</sup> These rounds were done between October 2010 and December 2016.

upgraded as planned. Provision of technical support in spatial analysis, mapping and vulnerability analysis to government contributed to the development and publishing in January 2015 of a National Risk Atlas<sup>46</sup>. Notwithstanding their appreciation for this system, the ET's discussions with MIDIMAR point to the importance of quality assurance of disaster information and content development for early warning to enhance its disaster preparedness capacity. Also, to provide more accurate and precise weather forecasts, prediction of volcanic eruption and earthquakes, more research and analysis is needed. Finally, if the disaster is located in a remote area, verification and validation of the information remains a challenge.

54. **Outcomes:** It appears that the indicators that were established with respect to outcomes<sup>47</sup> are no longer mandatory<sup>48</sup>, and therefore could not be used in the context of the CCP evaluation. The National Capacity Index (NCI) for DRR was agreed upon for the first time with government officials of MIDIMAR and MINAGRI. The baseline established in December 2014 confirmed that the Government's disaster risk management capacity was judged "moderate"<sup>49</sup> at the time. The NCI was to be measured again in 2016 to assess the impact of capacity development activities carried out in 2015-2016, but the guidelines on the index not being yet fully finalized, the assessment in 2016 could not be carried out. Based on exchanges with the CO, it seems this index will be measured in 2017. Without formal, systematic monitoring and evaluation<sup>50</sup>, an accurate assessment of the degree to which the acquired training and knowledge was on one hand appropriately absorbed by the trainees, and how, on the other, it was conducive to organisational change within the targeted ministries, will not be possible.
55. The majority of stakeholders confirm that WFP's intervention has contributed to upgrade disaster communication systems and to ensure a proper linking of local affected areas to central level in all 30 districts, which strengthened MIDIMAR's institutional capacity in disaster management and response capacity.
56. **Complementarity and synergy with other actors:** There was continuous strong involvement of the concerned ministries in carrying out CFSVA and FSNMS (MIDIMAR) and in DRR (MINAGRI and the National Institute of Statistics of Rwanda (NISR)).
57. WFP's, the lead agency responsible for informing its UN One partners on food security, collaborates with UNHCR, UNDP and NGOs to enhance national capacity towards nationally owned hunger solutions. WFP is co-chairing with UNHCR the UNDP Development Results Group 4: DRR and Humanitarian Aid under One UN Rwanda. It has also has coordinated joint assessments such as the one related to landslide/flood in Gakenke in 2016, during which all agree that the UN agencies worked in an effective and complementary manner. The agencies and involved GoR partners concur that the experience was productive, and resulted in a sense of satisfaction and confidence towards UN collaboration, and that respective comparative advantages were considered during collaboration.

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46 The Atlas was published in 2015. It serves to analyse disaster risks, and to plan emergency preparedness and response within the GoR. The atlas is publicly available in the Internet: MIDIMAR Preventionweb

47 NCI: Resilience programmes National Capacity Index and NCI: Food security programmes National Capacity Index

48 It appears that the methodology to carry out the NCI measure has been developed, however not tested. Based on our discussion with the CO M & E Unit, these indicators were « abolished » in 2015.

49 Source: SPR 2015

50 An Audit was carried out in 2016 on WFP's capacity development policy, which targeted Rwanda as a one of the case studies.

Overall, all partners share the same concerns and goals pertaining to food security, and are satisfied with WFP's leadership and capacity to create crucial synergies across institutions.

58. **Efficiency and sustainability:** The nature and the quality of the various initiatives and efforts deployed by WFP and its partners were appreciated by the concerned ministries, notably the steady and sound technical assistance provided to strengthen Early Warning Systems (EWS) with focus on districts, which was put in place jointly by WFP and MIDIMAR. The establishment of the systematic data collection and access to real time data and information in the field now allows to properly coordinating the responses. MIDIMAR is planning to increase the number of the users of the system to cover all 14,837 villages of the country.
59. Both MINAGRI and the NISR were involved in the steps and processes of the CFSVA and FSSMS exercises, from planning and preparation, to production of the reports. Both are important and significant for decision making and priority setting by partners in FS and nutrition. The conditions for eventual handover and sustainability are considered favourable by the CO and the GoR. The regular publications of CSFVA and FSNMS, and the capacity of government to carry out these surveys are considered by the GoR, WFP and the One UN partners as important assets, they provide essential data on national food security. Given the considerable resources necessary to carry out these exercises<sup>51</sup>, additional funding to support capacity development in both food security analysis and disaster risk reduction is however essential. These funds are not yet mobilised but the government is committed to undertake joint fundraising with WFP. Its recent contribution to FSSMS rounds (40 percent of the budget) and to CFSVA 2015 (37 percent) constitute positive a demonstration of their engagement. Despite these achievements, data generated through the surveys is not yet widely disseminated. This is the case of FSSMS round 13 and 14 that are still waiting for MINAGRI's clearance to be disseminated. In addition, CO and the GoR recognize that threats persist in terms of financial and human capacity which explains why the government contributes only partially, at least for now.
60. WFP provided MIDIMAR with financial support to hire a staff member responsible for providing support to MIDIMAR in EPR. The support provided led to an increased capacity within MIDIMAR in the area of risk analysis through effective utilisation and processing of data collected through the disaster communication system, contributed to more effective and efficient response. MIDIMAR utilized the financial assistance for training of risk monitoring of 15 disaster prone districts including key informants, social affairs officers and MIDIMAR staff members. The ministry praised the efficiency of the initiative.
61. The Government of Rwanda has developed the legislation relating to disaster management. The Disaster Management Law was approved by Parliament in August 2015, came into force since February 2016, and has been implemented<sup>52</sup>. Thanks to WFP's technical assistance, the ministry has a National Contingency Plan. Along with the DRR strategy, they are now better equipped to test the National Disaster Management Policy and plans with simulations.

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51 For example the increased sample size for surveys and integration of indicators responding to all partners' needs.

52 Logically, GoR would have scaled up its resourcing allocations to this area following formal approval of the Law. The ET did not have access to data allowing it to confirm this, and was informed that funding in this regard remained a challenge for MIDIMAR.

62. The ability and necessary skills allowing government staff to conduct the rapid assessments during emergencies was observed and demonstrated during the influx of Burundian refugees in April 2016, the dry spell that affected the Eastern and Southern parts of the country in 2016, and following the floods and landslides that afflicted the Northern and Southern provinces in May 2016. These are considered by the relevant parties as solid indicators of stronger internal capacity of the GoR to carry out these exercises. In view of sustainability, more work and training at the sub-national level and of first respondents at the front line<sup>53</sup> is needed to provide the latter with sufficient knowledge to carry out simulation exercises and emergency needs assessment in that area.
63. Recommendations arising from the simulation comprised the establishment of an Operations and Coordination Centre at MIDIMAR, strengthening district level capacity and sectorial coordination, and developing a tool for conducting joint multi-sectoral assessments. The CO and ministry representatives agree that support provided MIDIMAR has improved disaster preparedness,<sup>54</sup> and ensure it can deal more effectively with hazards. With WFP's expertise and experience, and its support to the coordination of contingency planning for all sectors, the GoR knows its role and responsibilities, and is better able to plan the response.
64. **Challenges:** The MIDIMAR expressed concern over the fact that the EWS pilot project may have been too short and that some problems persist, notably getting information to local level, and that there is insufficient capacity at MIDIMAR to manage the system/data base. The ministry also stated that they do not control the system completely, are dependent on WFP, and need to have additional Information Technology (IT) training to maintain and develop the system autonomously. Currently the system is well maintained by one IT specialist in MIDIMAR, but evidently, the situation is precarious, and indisputable risks remain in the event of any form of system breakdown, or absence of the unique in-house resource. There are also budget concerns within the ministry to maintain and manage the system.

#### **Activity area: Purchase for Progress**

65. **Beneficiaries targets and outputs:** The P4P started in 2009, when at the national level, the GoR launched the Crop Intensification Program (CIP) accompanied by land use consolidation. WFP worked directly with a task force within MINAGRI, in providing equipment and technical training in post-harvesting. In 2013 WFP was asked by the ministry to reflect on means to scale-up the model<sup>55</sup> and devise linkages with other CCP components, notably HGSP and FFA. Through the model, WFP now supports smallholder farmers organized in farmers' organisations (FO) to expand their access to markets and reduce post-harvest losses through various technical assistance and training packages. External linkages and partnerships were also developed in particular with financial institutions, and private and institutional buyers. The P4P also succeeded in attracting other stakeholders in agriculture value chains, directly benefiting the smallholder farmers.

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<sup>53</sup> The Rwanda Red Cross would be a good example of targeted organisations.

<sup>54</sup> For example a second simulation in partnership with the Rwanda National Police and UNHCR in January 2015.

<sup>55</sup> Distribution of improved post-harvest handling and storage equipment to smallholder farmers' cooperatives, and assistance to smallholder farmers to better negotiate and deal with potential buyers, suppliers, insurance companies and financial institutions.

66. The current P4P initiative – more an approach than a project per se – targeted over the 2014-2016 period 70 FOs. Sixty-six (94.3 percent) received WFP’s support. In 2016, planned targets were not entirely achieved due to the deactivation of three cooperatives<sup>56</sup> and one cooperative was restructured and reformed into an NGO. The cumulative number of targeted smallholder farmers totalled 27,049 over the 3-year period.<sup>57</sup>
67. Rural women are specifically targeted within P4P, with a view to ensure that they are part of decision-making processes and benefit equally from the farmers’ organisations profits. To this end they were assisted in various individual and organisational strengthening activities.
68. **Actual versus planned outcomes** - Based on data provided in the Standard Project Reports (SPR), the quantity of food purchased from aggregation systems in which smallholders are participating, as a percentage of regional, national and local purchases reached 15.00 percent in 2016, which is over the project end target (10 percent) but significantly lower than the estimated base value (66 percent). The quantity of food purchased locally from pro-smallholder aggregation systems reached USD 5,610, 923 over the three-year period.
69. In terms of food purchased from regional, national and local suppliers, as a percentage of food distributed by WFP in country, 2014 and 2015 generated positive results compared to the project end target (75 percent) with respectively 74.80 percent and 86.00 percent. In 2016 however, the proportion dropped to 65.00 percent. The main factor explaining this result was the unreliable and unevenly distributed rains resulting in below-average harvests during two consecutive agricultural seasons. Farmers, particularly in the Eastern Province, were heavily impacted which reduced availability of locally produced grain.
70. In brief, cooperation partners and beneficiaries agree that they have learned and embraced the principles and practices suggested through the activities. They have appropriated and followed instructions in terms of storage and drying treatment<sup>58</sup>, know how to measure the humidity index, produce more and with better quality, and are experiencing an increased level of confidence when in situation of negotiating prices with buyers and with financial institutions for credit services.
71. In the area of **gender equality**, the P4P initiative supported only co-operatives with strong female membership (at least 30 percent membership and leadership positions) – also a GoR target. Several gender-oriented activities were launched during the program<sup>59</sup>. Over the course of the programme, the ratio of women in leadership positions in targeted farmers' cooperatives increased to 46 percent<sup>60</sup>.
72. Discussions with cooperation partners and group interviews with women members of a cooperative in Gisagara suggest that training and TA to women on

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<sup>56</sup> These cooperatives were experiencing serious financial and human resources issues.

<sup>57</sup> In 2014, planned and actual smallholder farmers: total 40,000 (20,400 women, 19,600 men). This includes the farmers supported indirectly through MINAGRI. In 2015 planned 29,233 (14,904 females; 14,319 males); actual supported 26,395 (13,461 females, 12,934 males). In 2016, planned 27,049 (14,119 females, and 12,930 males); actual supported 22,612 (11,758 women, 10,854 men).

<sup>58</sup> WFP has the intention of analysing the performance of smallholder farmers as compared to other farmers who have not received the training.

<sup>59</sup> Including study on the gender dimension of marketing to better understand these dynamics, and gender awareness activities to encourage smallholder farmers to involve women in positions of leadership through trainings on gender equality.

<sup>60</sup> The cooperatives submitted gender disaggregated reports to WFP on a regular basis.

Post Harvest Handling and Storage (PHHS) facilitated their access to improved agriculture inputs and equipment contributed to lessen their workload and enhanced the quality of their agricultural produce, thus improving their access to markets and increasing their income. Information provided in SPRs, corroborated by discussions with targeted beneficiaries and cooperation partners, confirm that P4P has had a direct impact on better relations between spouses, enhanced gender equality conditions thanks to the women's direct involvement in management and decision making. Based on a recent baseline study<sup>61</sup>, the implementation of gender integration in the P4P generated important results during the 2015 period: i) 722 women producers improved their access to markets, and benefitted from more than 100 percent increase in prices for tomatoes due to their better quality; ii) 1,028 women from six cooperatives (55 percent of membership are women) were linked to the HGSF Programme in order to sell their quality produce to schools and hence increase their income; iii) Combined shelling and cleaning machines<sup>62</sup> were distributed to 15 smallholder farmers' cooperatives (totalling 12,058 members including 5,762 women and 6,296 men). P4P also contributed to the establishment of a five-year programme joint UN programme on RWEE.<sup>63</sup> Results from this initiative were reported in some interviews to be less prominent than expected, mainly due to limited funding. Other groups however reported significant results with limited utilized funds.

- 73. Complementarity and synergy with other actors** - P4P has sought to develop links and synergies with others components of the program, such as the HGSF Programme. In this context WFP, trained cooperatives in business planning, cooperative management and post-harvest handling and storage.
- 74. P4P is well connected with government and partners.** WFP worked, cooperated and partnered with a variety of actors during the process of P4P. During 2013, the P4P training focused on financial literacy and institutional capacity building in partnership with Rabobank Foundation. It worked closely with Rwanda Agriculture Board (RAB) and Harvest Plus<sup>64</sup> to support cooperatives in the production of iron-fortified beans to improve nutrition and increase incomes among smallholder farmers. It collaborated with IFAD in PHHS through provision of TA to MINAGRI to supply hermetic bags (100,000 to date) to reduce post-harvest losses of maize and pulses.
- 75. In 2015, WFP initiated a Post-Harvest Loss Reduction (PHLR) pilot programme** which targeted P4P beneficiaries, and trained them on more effective ways of minimizing crop losses during the post-harvest processes.<sup>65</sup> This initiative involved the government, local administration, farmers' organizations, and manufacturers, and aimed at strengthening national capacity in this area, preparing the space for an eventual handover.<sup>66</sup>

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<sup>61</sup> Baseline Study Report On Gender Mainstreaming In WFP Rwanda, November 2106

<sup>62</sup> Access to this equipment results in significant reduction of time and energy spent (manually) on shelling and cleaning activities and improves the grain quality which in turn leads to better sales and increased income.

<sup>63</sup> Through the RWEE, partner agencies are working to "improve livelihoods and secure the rights of rural women, including a focus on improving food security and nutrition and increasing income opportunities". Source: SPR 2015

<sup>64</sup> Source: SPR 2014

<sup>65</sup> This involved trainings on best practices to handle newly harvested crops, including grain storage.

<sup>66</sup> The objective is to ensure that P4P equally leverage its investments in PHLR to build sustainable national capacity.



76. WFP continued to purchase beans from the government grain reserve. In 2012, an agreement with MINAGRI was established, covering the procurement of commodities from the grain reserve, as well as food security assessments, nutrition activities and HGSF Programme.
77. **Efficiency of implementation and sustainability** - P4P is a model, an approach, which based on the ET's discussions with different parties, is embraced and owned at the national level as the GoR is pursuing, with WFP's assistance, its development and scaling-up of the program. Building on the successes of the P4P project, the GoR continued using its Common Purchase for Progress (CP4P) modality for the management of its recently created National Strategic Grain Reserve, which has enabled cooperatives to negotiate directly with government and private traders to sell their commodities. The monitoring system for P4P, which is somewhat limited for now, will be strengthened in order for WFP to better understand the linkages between farmers and traders, specifically on how prices are negotiated and how many organisations manage to sell to the reserve.
78. The post-harvest loss element is considered by the CO and GoR as a potentially viable initiative. It is highly relevant, contributes directly to SDG-2, and has drawn strong interest on the part of several bilateral donors. A plan to consolidate this and strengthen the link with the Patient Procurement Platform<sup>67</sup> (PPP) is in development and inspires optimism in view of the sustainability of the model.
79. **Challenges:** Training provided on governance, financial management, record keeping, business plan development etc. are all elements that add credibility to farmers when they negotiate with financial institutions. However, current bank regulations such as interest rates, volumes of credit, duration of reimbursement are not in line with and beyond the capacity and needs of farmers. In addition, concepts such as credit funds or guaranty funds are not yet developed. These specific challenges related to existing legislation and banking regulations and credit conditions are acknowledged by the CO, and are planned to be addressed by the Farm to Market Alliance<sup>68</sup> (the former Patient Procurement Platform) .
80. Informants at CO concur to point to quality control as an ongoing issue, as not all farmers are apt to achieve the expected quality (humidity index for example). Quality grading of products is increasingly important if farmers want to occupy their space in the current market development.
81. In terms of the articulation with the HGSF Programme, the opportunity and potential to link the schools with the cooperatives exists, but the latter do not yet have the capacity. Interviews and field visits raised consistent concerns as to the capacity of targeted cooperatives to provide commodities on a regular and timely basis, and in the quantities needed. Out of zone cooperatives were noted to be stronger. Continued capacity building of cooperatives, with the goal of supplying food to nearby schools, is key to a sustainable national HGSF Programme.
82. Capitalization is also an issue, as cooperatives are to put in place capital, and create accounts for farmers. With demonstrated capital and solid management

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<sup>67</sup> The Patient Procurement Platform was developed and built on WFP's P4P.

<sup>68</sup> "In 2015, a group called the Farm to Market Alliance began working with smallholder farmers and local NGOs in Tanzania to try and change things. The group introduced a four-part intervention enabling access to small loans, quality inputs, training and commercial markets." The FAMA approach has proven successful in Tanzania, "and will soon be rolled out in Rwanda and Zambia" ... "Future plans include introduction of an e-payment system for farmers, a traceability system to inspire greater confidence in buyers and consumers, and a tailored insurance package for participating farmers." Source: <https://www.weforum.org/agenda/2017/04/4-ways-africa-farmers-can-double-yields/>

practices, banks are usually more eager to lend. The P4P has contributed to professionalize and enhance the “business” capacity of cooperatives, but more TA is required, to put in place well managed cooperatives with proper tools.

83. Monitoring missions conducted in 2014 by the HQ P4P unit and its partner RIAS (Rabo International Advisory Services) revealed that farmer’ cooperatives were in need of continued follow-up in order to embed best practices in cooperative management, and that their capacity to do so without this additional support was limited. Based on these findings, in 2015 WFP has provided coaching to farmers’ organisations supported through the P4P initiative, which has encouraged farmers’ organisations to invest their profits to build their own capital base, as well as to improve cooperative management. WFP has also worked closely with agronomists and technical staff from MINAGRI at district, sector and cell levels to strengthen monitoring to support farmers’ organisations. Interviewees concurred on the importance and relevance of pursuing this support to ensure sustainability. Study tours and exchanges with stronger cooperatives (such as in the East for instance where they have more capacity to deliver the expected quantity and quality of commodities) proved to be relevant measures to share learning experiences.

#### **Activity Area: Home Grown School Feeding**

84. **Inputs and outputs of SF:** The CCP HGSP Programme planned to cover approximately 82,000 primary school children in vulnerable areas in all school years of the CCP<sup>69</sup> until 2016, and then scale down for 2017-18. The aim was to move to a nationally owned home-grown model of SF which would increasingly integrate locally produced and procured food.
85. SF beneficiaries varied considerably over the years. In the first year – during which the previous phase of SF was being concluded – 100 percent of the planned SF beneficiaries were reached, with approximately equal numbers of boys and girls (Annex 5, Table 6). In 2014 and 2015 beneficiary numbers fell substantially short of what was planned with 30 and 31 percent respectively (approximately 12,000 male and female pupils). In the last year, with the start of the MGD HGSP Programme, beneficiary numbers again almost reached 100 percent.
86. Funding challenges meant that the same schools were not consistently covered over the period (e.g. in 2013 SF covered 79 schools, in years 2 and 3 only 24 schools were covered). Two districts were part of the programme for the full duration of the period (Nyaruguru and Nyamagabe) but within these districts some schools were dropped in 2014 when the programme scaled down. With new funding coming on board in late 2015, two new districts (Karongi and Rutsiro) were added in 2016.
87. Modalities of support changed considerably over the period. The initial period saw the continuation of a ‘traditional’ SF programme, this was followed by a short pilot programme which sought to alternate WFP SF days with days on which communities would provide food to the schools (see Table 5). This experience was reportedly not successful<sup>70</sup> because of challenges that communities faced in providing food, prompting WFP to revert to conventional SF but with a continued focus on local procurement. In the second half of 2016 a new intervention started

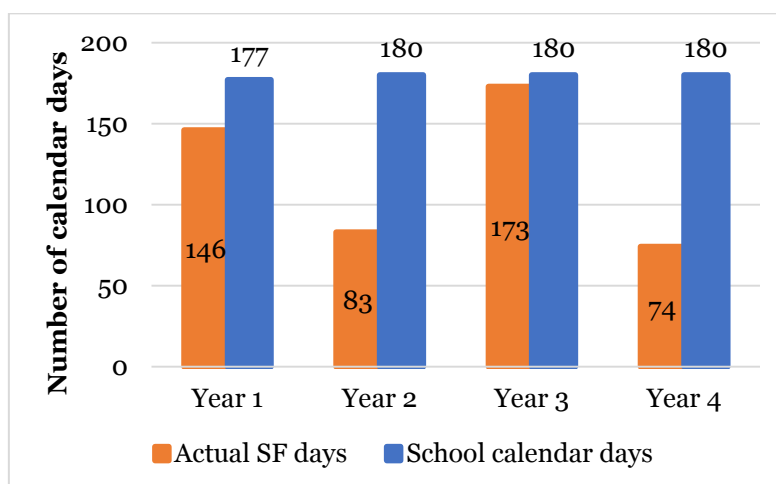
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<sup>69</sup> The exact planned beneficiary figures were 82,000 between 2013 and 2015, and 83,000 in 2016.

<sup>70</sup> Evidence provided in interviews by WFP staff and Government.

which sees two districts receiving super cereal imported from the USA and two other districts receiving vegetable oil imported from the USA. In the second half of 2016 a mixed intervention started which included imported food (from the USA) for the two new districts and locally procured food by WFP for the two districts that were already part of the programme. Both of these two meal options, received US-imported food (SuperCereal or vegetable oil).

**Figure 11 - Planned versus actual SF days (2013-2016)**



88. Over the 2013-2017 period beneficiaries received food on 67 percent of the programmed days. Gaps in regularity of SF were noted in three years out of four (Figure 11). The reasons for these gaps vary per year and are reflected in Table 5. As a result:

- In 2013 pupils received just over half of the planned tonnage for 80 percent of planned days. A funding gap meant that no meals were provided in the first half of the year (until June 2013)..
- In 2014 there was no SF in the first half of the year as implementation was delayed until the second quarter. In the second half of the year the SF frequency was affected by communities not being able to provide food on the 2 days out of 5 as had been foreseen, contributing to numerous days without SF.
- In 2015 food was provided on almost all the SF days.
- In 2016 there was no SF for the first half of the year because of delays in the confirmation of funding.

**Table 5 - Characteristics of SF interventions over the four years of the CCP**

SF model/ year	2013	2014	2015	2016
No. of schools	79	23	24	104
Districts covered	Nyaruguru, Nyamagabe	Nyaruguru, Nyamagabe	Nyaruguru, Nyamagabe	Nyaruguru, Nyamagabe Karongi & Rutsiro
Modality	Traditional WFP SF	3 days of WFP SF, 2 days by community. Cereal, pulses, oil, salt provided by WFP	WFP providing food five days a week. Focus on local procurement food	2 modalities – schools in south with locally purchased food using the traditional WFP SF model, and schools in new western districts using imported SuperCereal porridge for SF

Frequency		No SF from January to June 2014		No SF from January to July 2016
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Source: Evaluation Interviews and SPR reporting (2013, 2014, 2015, 2016)

89. Inputs also included training and monitoring support. The evaluation established that inputs that were foreseen under the MGD programme were mostly provided in a timely manner, with basic conditions in place for SF (i.e. adequate registers, trained staff, adequate storage facilities, basic utensils, water facilities, etc.). Water Sanitation and Hygiene (WASH) activities were in place in most schools, and literacy activities had just been initiated at the time of this evaluation.

90. **Planned versus achieved outcomes for HGSF Programme:** The CCP logframe included two outcome indicators for SF: increased retention rates for boys and girls, and an improved NCI for SF. No other education/SF indicators were consistently reported on in the SPRs.<sup>71</sup> In terms of the first indicator, over the period, the retention rates clearly exceeded the WFP corporate target of 85 percent (Figure 12). Retention rates in the schools also saw a marginal increase over time (increasing from 97 percent in 2013, and reaching 99 percent in 2015). However:

- a. Baseline retention rates for 2013 are not available<sup>72</sup>, making it difficult to compare the corporate target of 85 percent to real baselines in schools.
- b. Retention rates are not reported on in government statistical bulletins and a comparison with national averages is therefore not possible.

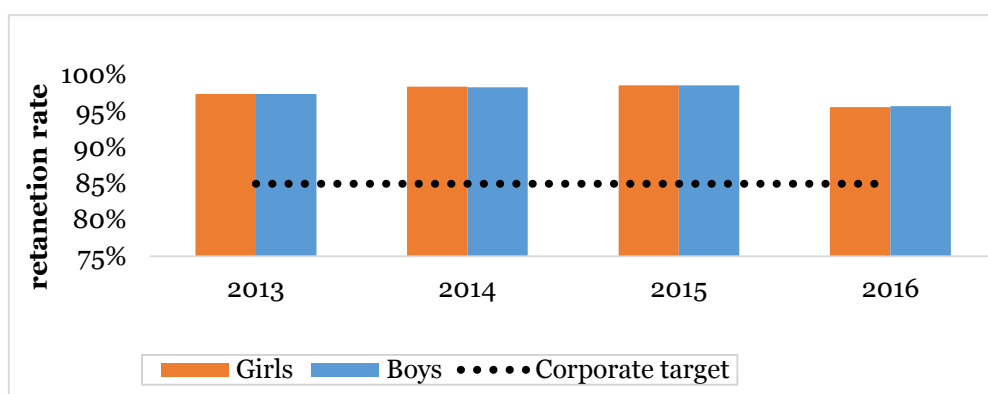
91. Interviews and school visits showed that SF is widely credited by stakeholders (teachers, Parent Teacher Associations (PTA) and parents) as contributing to improving attendance, retention, and attentiveness in class. Data from two of the districts comparing non-SF periods with SF-periods confirms that SF contributes to improved enrolment and to reducing drop-out rates.<sup>73</sup> However, given that only a quarter of the schools and pupils were consistently supported, it is likely that the long-term benefits of retention were not retained year-on-year for the majority of the pupils.

<sup>71</sup> A baseline was established in June 2016 for the MGD programme. This base line covers retention rates as well as a large number of other education indicators. This will make monitoring of output and outcome level results more realistically feasible in the future.

<sup>72</sup> The 2013 SPR reported the following outcome indicators for WFP assisted schools: ratio of girls to boys enrolled; pass rate (boys and girls); attendance rate (boys and girls); drop-out rates (boys and girls).

<sup>73</sup> For example, in one of the districts visited drop-outs totaled 3449 in 2015, and 1699 in 2016, while the number of pupils remained approximately the same.

**Figure 12 - Retention rates 2013-2016 compared to the WFP corporate target**



Source: WFP SPR data (2013, 2014, 2015, 2016)

92. The NCI was the second logframe outcome indicator. A baseline value of 2.4 was recorded in the 2013 SPRs but there was no subsequent measurement against this indicator. Interviews underscored challenges in measuring this indicator. Nonetheless, positive capacity development achievements were consistently noted in the evidence reviewed by the evaluation, including:

- a. WFP's consistent support to capacity development of key education staff at decentralized level (district officers, school managers, SF staff) as part of its support to schools and districts. Beneficiaries of training expressed satisfaction with the relevance and quality of training, and government staff demonstrated a strong commitment to SF.<sup>74</sup>
- b. Since the 2016 MGD support started, capacity strengthening also includes the placement of staff in government institutions (with staff placed in MINEDUC and in the four districts). This was reported in interviews to have enhanced capacity for support and supervision. It was too early for the evaluation to assess the results and benefits of this approach.
- c. For many interviewees WFP's consistent engagement in policy dialogue and strengthening is an important contribution. This has included funding of various studies to inform decision making; the drafting of a National White Paper on SF (2013), and support to a SF Policy and Strategy (both still in draft form).

93. There is evidence that SF has also brought about other outcome level changes. In 2015 SF contributed to an important increase in the purchase of locally produced food.<sup>75</sup> However, drought and crop losses, combined with the introduction of an imported component of food in the MGD HGSF Programme, meant this target could not be achieved in 2016 (see paragraph 69).

94. The evaluation team visited five schools covering both SF (see Table 5). Beneficiaries unanimously expressed satisfaction with the quantity and quality of food in most instances, although food sharing<sup>76</sup> with the secondary school pupils

<sup>74</sup> Illustrated, for example, by the inclusion of SF in government plans and reports, and consistent participation of government staff in supervision and monitoring of SF activities.

<sup>75</sup> In 2015, 86 percent of the food WFP distributed in Rwanda was purchased from regional, national and local suppliers (against a base value of 66 percent and a target of 75 percent). In 2016 this was only 66 percent (data from SPR 2015 and SPR 2016).

<sup>76</sup> In schools offering both primary and secondary education the meals by government and WFP are combined (in terms of management and food inputs) resulting in all pupils receiving identical meals.

(where integrated primary and secondary schools were visited) was noted in two schools. The evaluation team established that in these schools, sharing resulted in a reduction of the quality and quantity of the meal (in particular in the protein content). Sharp increases in ECD enrolment in schools that benefit from SF suggests that some sharing also occurs between primary and pre-primary levels.<sup>77</sup>

95. SF performed well on gender targets in terms of beneficiary pupils, with more girls than boys receiving SF on all years except in 2016. Interviews with PTAs showed women are present in managing school feeding, although they are often far from vocal. Some other gender related aspects are also worth noting:

- a. The number of women in leadership positions of school management committees in SF fell short of the corporate target of over 50 percent. It has fluctuated over time from 34 percent at base line to 45 percent in 2015, and dropped to 33 percent in 2016, suggesting that with new schools coming board in 2016 under the McGovern-Dole (MGD) SF programme this aspect did not receive sufficient attention.
- b. The employment of cooks has favoured male cooks who constitute the very large majority of the staff. This is reportedly because of the physical effort required. Experience from other SF programmes would suggest that such jobs can be done by women, and that strategies for ensuring a better balance can be achieved.

96. **Unintended outcomes** for HGSF include both potentially negative and positive effects. The evaluation noted the movement of pupils from non-SF schools to SF schools (see paragraph 104), including at ECD level. On a positive note, SF was being reported in the schools visited as contributing to stronger PTAs, with more active engagement of parents and community members and spill over effects to other areas of engagement/responsibility of PTAs. The use of SF to mobilize funding from the parents was also considered a positive (unintended) effect. However, the ET is of the opinion that while saving is undeniably a good practice, its precise consequences would need to be examined further to establish whether pressure on families might be producing unintended negative consequences.

97. **Synergy and complementarity of HGSF:** As is the case for other elements of the CCP, SF has been implemented in close coordination with the GoR. SF activities are completely integrated in government planning and monitoring at local level, government participates in all steps of the process, and interviewed officials consistently expressed a high knowledge and commitment to SF.

98. The MGD HGSF Programme has been set up as a joint programme by WFP and World Vision International (WVI). Interviews with both partners highlighted a good degree of complementarity, with a clear division of labour in implementing the SF activities, and each agency bringing a particular strength. The Adventist Development and Relief Agency (ADRA) has been used for implementation of specific aspects of the programme e.g. construction of kitchens.

99. Synergies were evident with the one-UN nutrition programme having contributed to stronger policy engagement and an increased focus and commitment by the GoR on the importance of nutrition (paragraph 117). Efforts have also been made

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<sup>77</sup> In one of the schools visited the number of pre-primary pupils had increased from 42 pupils in 2015 to 104 pupils in 2016 with the introduction of SF in the latter year, even though ECD pupils do not – in theory - benefit from SF. Interviewees highlighted that sharing was a strong element of Rwandan culture and not easily avoidable.

to establish synergies with other elements of the CCP, in particular through P4P, although not (yet) with sufficient success (paragraph 81).

100. **Efficiency and sustainability of HGSF:** The costs of the WFP programme are in line with those that are internationally accepted for lower and middle-income countries.<sup>78</sup> It is not, however, the cheapest alternative nationally. A GoR/WFP costing study of SF in 2012 (WFP & GoR, 2012) established that the GoR secondary school model was the least expensive and delivered the highest nutritional content – i.e. 100 kilocalories at the cost of US\$ 0.025, as compared to WFP at US\$ 0.036 and One Cup of Milk per Child at US\$0.2.<sup>79</sup>
101. In terms of approach, WFP has not been able to follow a consistent approach to SF and three different models have been in operation consecutively since 2013 (see Table 5). The changes of modality over a relatively short period of time, and the changes in geographical coverage (as a result of funding challenges), have likely had consequences for efficiency (in terms of costs versus benefits for areas where interventions were discontinued and investments made in terms of training, infrastructure, etc.) and reduced benefits for children in schools which were no longer supported. Interviews with district officials consistently highlighted that for schools where SF had been discontinued, enrolment and retention rates had dropped sharply and drop-out rates had increased.
102. Sustainability of school feeding has been the subject of efforts under the current CCP and in the period preceding it. Prior to this CCP WFP supported a government led school feeding costing analysis (Government of Rwanda/WFP, 2012) and at a broader level sought to strengthen government policy through support to the drafting of policy documents.<sup>80</sup> The current CCP period has seen further efforts by WFP to work towards sustainability, by focusing on increasing understanding of the benefits of SF, strengthening SF management and funding, and through its support to the drafting of SF normative documents.<sup>81</sup> The relatively recent establishment of a SF unit in MINEDUC is a positive development. The MGD HGSF project document also includes a number of activities targeting financial sustainability (starting in 2017).<sup>82</sup>
103. Nonetheless financial sustainability of SF continues - in the view of the Evaluation Team - to be a major unresolved challenge. The CO expressed its disagreement with this assessment arguing that it is premature to be planning for financial sustainability. This would contradict the fact that the MGD HGSF project document makes the assumption that financial sustainability will result from an increase in government and parental contributions and puts forward targets as well as activities in this respect. While overarching government documents (EPDRS II) commit to SF as a strategy the evaluation noted that

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<sup>78</sup>Galloway R, Kristjansson E, Gelli A, Meir U, Espejo F, Bundy D. (2009). SF: outcomes and costs. *Good Nutrition Bulletin*, 2009 Jun;30(2):171-82.

<sup>79</sup> Government of Rwanda and WFP Rwanda (2012). Rwanda SF Programme Cost Analysis.

<sup>80</sup> This includes the drafting of Home-Grown School Feeding Programme White Paper in 2013 which was produced by the Ministry of Education with support from WFP and from the Brazilian Centre of Excellence. This document was never formally approved by the Government.

<sup>81</sup> WFP supported drafting of a SF policy and strategy in 2016. These documents have not been formally approved.

<sup>82</sup> The MGD HGSF Programme foresees two activities related to this point for 2017, namely the development of a fully-costed financing strategy by a qualified consultant with quantitative econometric skills and knowledge of school feeding. (p.65), and advocacy by WFP for a 1 percent annual budget increase for school feeding starting in 2017. It also foresees - between 2017 and 2020 - that 25 schools per year are expected to be contributing up to 30 percent of the school feeding basket through financial and in-kind contributions. The feedback from the CO is that these activities are partially delayed due to delays in approval of the SF policy and in the case of the advocacy for budget increase due to budget limitations at the time of the evaluation.

frequent changes at senior government level have clearly impacted on commitment and progress to financial sustainability. It is also clear that the investment by the government in SF at primary level continues to be minimal<sup>83</sup> with the bulk of the resources coming from external support (WFP). Interviews with government suggest that community contribution (monetary and in kind through donation of produce) is seen as a potential strategy for sustainability (and this is also mentioned in the MGD HGSF project document) but a feasibility study for this approach has not been conducted and the ET estimates that such a strategy is not likely to be viable in the near future. Stakeholders at all levels consistently expressed concerns about dependency and sustainability – in particular with the MGD SF model which uses imported food. The perception at school and district levels is that SF sustainability will be achieved in part through agricultural produce in school gardens. This would require a major increase in capacity - the size of the schools and the current level of productivity of school gardens makes this seem unlikely.

104. **Challenges:** While the activities consistently targeted schools in food insecure areas of the country, WFP has not covered all schools within the same district. The evaluation's review of statistics in the schools visited showed that in 2016 and in 2017 this was contributing in all schools visited to considerable movements of pupils from non-beneficiary to beneficiary schools.<sup>84</sup> The exclusion of pre-primary (ECD level) from SF was noted in interviews to be problematic because of the poor nutrition status of children between two and five years of age while this is an age where important cognitive development takes place.
105. In terms of the conditions in schools for SF, the ET noted delays in the timely installation of fuel-efficient stoves and kitchen construction rehabilitation due to delays by the cooperation partner in kitchen rehabilitation and construction works reportedly due to a combination of capacity constraints and particularly challenging conditions (remote schools located in areas that are particularly difficult to reach).<sup>85</sup> The evaluation found evidence of poor conditions in many of the kitchens: with poor ventilation resulting in a negative working environment for cooks and insufficient food preparation capacity in relation to the number of pupils requiring more rounds of cooking and more time by cooks and supervisory staff. Primitive cooking facilities were also reportedly resulting in the use of large amounts of firewood, contributing to environmental degradation. Other challenges included the distribution of porridge twice a day which requires teachers to come to schools earlier to supervise preparation, the use of the classrooms for storage of food (affecting the learning conditions for pupils who would otherwise use those classrooms), and the absence of canteen facilities for serving food which was considered a threat to hygiene.
106. Payment of cooks, firewood and other local inputs is being funded through a financial contribution by parents. Various challenges related to this contribution were consistently presented to ET by parents. Parental contribution for the meals in the schools visited showed variations by a factor six – i.e. in the schools visited

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<sup>83</sup> At secondary level the government contributes through a capitation grant to schools amounting to approximately 64 percent of the SF costs (GoR/WFP, 2012).

<sup>84</sup> Enrolment numbers were also noted to have increased at pre-primary level (in one school visited the enrolments had increased from 42 pupils in 2016 to 112 in 2017) although the MGD SF only targets primary school pupils.

<sup>85</sup> The cooperation partner reportedly was selected amongst other because of successful work collaboration in humanitarian work. However the conditions in remote locations are challenging and make it much more difficult to meet the implementation schedule.



the contribution ranged from 50 to 300 francs per month. Between 10 and 30 percent of parents were reported to be facing challenges in making timely/full contributions. Interviews with pupils and parents revealed that non-payment of the financial contribution was not affecting access to food by pupils, however parents reported considerable pressure from local authorities to meet payment requirements and reported being under strain in particular when they have multiple school going children.<sup>86</sup> No evidence was found of the existence of a mechanism for supporting parents who are unable to pay. In the analysis of the ET, the high variation between schools<sup>87</sup> suggests that in some cases schools may be collecting additional money from the SF programme towards other educational/pedagogical purposes.

### **Overall assessment of the objective of Enhancing National Capacity**

107. The level of satisfaction at various levels of intervention (from direct beneficiaries to the institutions) regarding the relevance, nature, quality and delivery of various capacity development activities is overall high. In individual interventions across the two components, the Rwanda CCP has generated significant promising results that demonstrate WFP's substantial capacity in devising and implementing capacity development activities. For example, the Rwanda CO makes use of its expertise in VAM to provide technical assistance to the NISR and MINAGRI. This is a good example of capacity development using WFP's core humanitarian tools in a development context. The multi-layered approach to school feeding, with capacity development from institutional to community level increases the potential sustainability this action, and constitutes a risk mitigation strategy. Capacities of counterparts at the central local and community levels were enhanced throughout the CCP.

### **Results of the operation: Summary for Component 1**

**Inputs and outputs:** Across the component, inputs were generally provided, except when funding lacked or was delayed. Challenges in funding and timely availability of food affected the regularity and number of school feeding days.

**Outcomes:** WFP's intervention contributed to upgrading of the disaster communication system and strengthened the GoR response capacity. The HGSP Programme has seen positive results in terms of continued high retention rates with some unexpected outcomes such as stronger PTA, increased community involvement, but also movements of pupils between schools. The effect of income generation for schools from SF parental contributions remains to be further assessed. The Outcomes indicators of P4P were favourable in 2014 and 2015 (in 2016 P4P wasn't used as a purchase modality due to climatic factors). Good results were achieved in PHHS. There has been variable performance of gender indicators. Participation of women in SF management fell short of targets. P4P gender-oriented capacity development activities generated interesting socio-economic results. Across the components, positive contributions are noted in strengthening institutional capacity. This has included capacity to conduct surveys, analyses and disaster-related communications and to manage school feeding. Evidence is lacking regarding longer

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<sup>86</sup> It should be noted that while primary school pupils pay relatively little, contributions at secondary level are much higher at 4300 Rwandan shillings per semester (representing 34 percent of the cost of SF at secondary level) which makes the burden particularly high for parents who also have children in secondary school.

<sup>87</sup> School size would not explain the difference as the schools visited ranged in size from 800 to approximately 1200 pupils.

term effects of TA and training.

**Complementarity and synergy:** has received attention across the CCP, through strong integration with GoR priorities and structures. WFP has engaged with a multiplicity of actors and positive collaboration is in evidence among the UN partners. WFP has played a lead role in coordination. WFP is recognized for its leadership and strong capacity to create synergies among institutions, allowing organizations to make the most of their comparative advantage.

**Efficiency and sustainability:** There is evidence of increased capacity and skills within GoR to conduct rapid assessments during emergencies and coordinate the response. There is strong appropriation of GoR of CSFVA and FSNMS and will to engage in joint fund raising with WFP but some reservations in sharing the information. Financial handover is not yet feasible. There are promising prospects for a sustainable P4P with genuine and strong commitment of GoR and donor interest in its further development. SF efficiency has been affected by changes in approach, and there are unresolved challenges to financial sustainability.

**Contribution to Capacity Development:** Despite the absence of an explicit strategy, WFP managed to generate significant results in terms of capacity development and strengthening through all of its activities, at various levels.

## **Component 2 - Modelling Innovations in Food Assistance Programming**

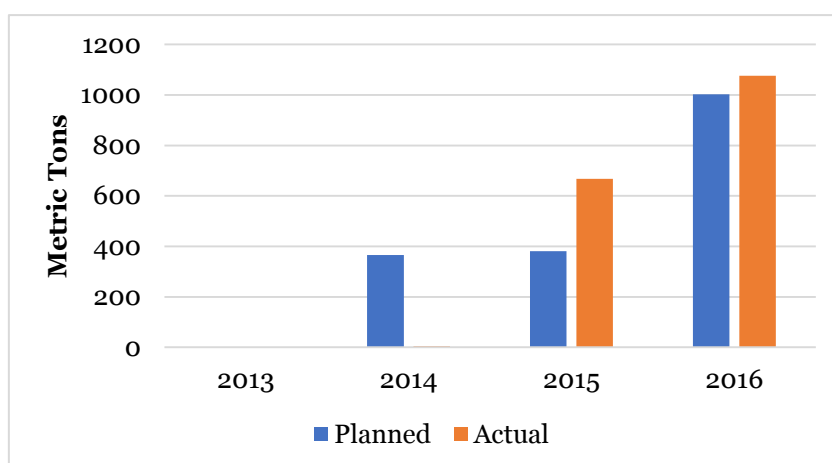
108. The overall objective of this component was to build an evidence base upon which the government could draw to enhance their capacity to develop, design, target, and manage nationally owned hunger and poverty reduction programmes. The ET's assessment for each of the activity areas under this component follows below. A brief assessment of achievement against the WFP's overall objective of enhancing national capacity is also provided together with a summary for the component overall.

### **Activity Area: Nutrition**

109. The nutrition programme targeted PLW and children aged 6 to 23 months from the poorest and most food insecure households in Nyamagabe and Rutsiro districts with a food basket consisting of SuperCereal Plus for children aged 6-23 months and Super Cereal, sugar and vegetable oil for PLW. The choice of districts was based on high prevalence of chronic malnutrition and low food consumption scores. Targeting within the districts was based on community vulnerability scoring system (Ubudehe) used by GoR. The programme targeted beneficiaries in category 1 and 2 of Ubudehe. The majority of the beneficiaries under this programme were female (due to the focus on PLW).

110. **Inputs and outputs for nutrition:** Overall the number of beneficiaries reached was considerably higher than planned in all years of the programme (the programme reached twice the number of planned beneficiaries). Initial results and beneficiary mapping were used to raise additional funding.

**Figure 13 - Planned versus actual tonnage for nutrition (2013-2016)**



Source: WFP SPR data (2013, 2014, 2015, 2016)

111. Food tonnage was lower than planned in 2014 due to the later start of the programme (in August 2014). Food tonnage was on target for planned figures in 2015 and 2016 because WFP was able to use the results of beneficiary mapping to obtain more funding through a multi-donor trust fund that was combined with CCP, and allowed for the increase in the number of beneficiaries through a broader geographical coverage (two districts instead of one) and by introducing performance based financing for health workers which increased the coverage further. A higher number of beneficiaries was reached with the planned amount of food in 2015 and 2016. This reflected the fact that during the programme some beneficiaries exited after completion and others were enrolled<sup>88</sup> and was also the result of some delay in implementation. Beneficiaries continued to be enrolled until three months before the programme closed.
112. The quantity of food provided was in line with WFP and international guidelines (WFP, 2012e; FAO/WHO/UNU, 2004). Beneficiary as well as health centre interviews reported that rations were regularly received once beneficiaries were enrolled in the programme. Reviewed evidence showed that WFP provided support in a timely manner, although the later start ultimately reduced the duration of the intervention.
113. **Outcomes:** The nutrition programme ended in 2016. Outcomes of the programme were measured through a rigorous research design which compared baseline to mid- and end-line values. The end-line evaluation showed that a number of major indicators significantly improved for the joint-UN intervention: the Minimum Acceptable Diet (MAD), the Dietary Diversity Score (DDS); and anaemia in 6-23 month children (with a 50 percent reduction in anaemia since August 2014 baseline). Stunting reduced among children who received the WFP component (Super Cereal Plus) compared to the baseline and non-enrolled children, but remained above critical levels.<sup>89</sup> A large number of other indicators did not improve or even worsened (Swiss Development Cooperation

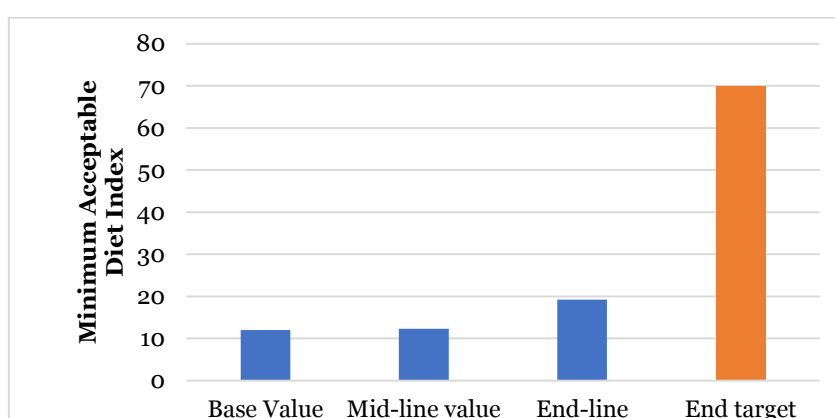
<sup>88</sup> SPR 2016, p.14: “The reason (for reaching more beneficiaries with the same tonnage) was the continuous enrolment of new eligible beneficiaries, while other beneficiaries exited after programme completion, keeping the monthly number of programme participants at a consistent level.”

<sup>89</sup> The stunting prevalence in all social protection classes remained above the critical 40% threshold set by WHO at endline and the project did not meet the goal of stunting reduction by 5% per year (SDC/UNRWanda, 2017).

(SDC)/UNRWanda, 2017).<sup>90</sup> The absence of a control group design made it difficult to establish whether and to what extent other factors (drought, increased food insecurity) intervened to affect the results (ibid).

114. For the purpose of WFP the following outcome indicators were monitored:
- a. Proportion of children who consume a minimum acceptable diet (MAD) – as noted above this indicator improved (see Figure 14) from 12.1 (base value) to 19.20 at end-line, but did not achieve the CCP target of 70 percent.<sup>91</sup>
  - b. Proportion of eligible population who participate in the programme – this target was not reached but progress made (59.5 percent in 2016), against 45.30 previous follow up although it also fell short of the 70 percent or over corporate target.

115. **Figure 14 – MAD Scores 6 to 23 months at base-, mid-, and end-line**



Source: SDC/UNRWanda, 2017

116. **Gender:** WFP monitoring highlighted that targets were achieved for women in leadership positions and women trained on modalities of food distribution. WFP and World Vision introduced mobile technology which facilitated beneficiary registration, distribution, and ultimately reduced the average waiting time for women attending food distribution. While interviews by the evaluation team brought out the perception that WFP had increased the focus on men through their involvement in, for example, cooking demonstrations, the end-line report (SDC/UNRWanda, 2017) and the WFP Rwanda gender assessment (WFP,2016b) both noted that men had not been sufficiently involved.<sup>92</sup>

117. Beyond the direct outcomes of the intervention and the above limitations, the various UN partners to the initiative as well as the GoR stakeholders interviewed expressed the view that the initiative demonstrated the value of collaboration. There was a consistent view that the strong research design, in combination with the fact that the initiative was aligned with the governments' commitment to the Renewed Efforts Against Child Hunger and Undernutrition Initiative (REACH), had resulted in effective dialogue and sensitization on the importance of nutrition

<sup>90</sup> The proportion of households with kitchen gardens decreased considerably. The majority of other indicators such as household expenditure, kitchen gardens, WASH practices, animal proteins consumption did not improve.

<sup>91</sup> It should be noted that the intermediate values in WFP's SPR 2015 do not appear to be in line with the figures retained in the SDC/UNRWanda reporting. For the purpose of this report we have retained the latter figures. It should also be noted that the WFP target is very high for East and Central Africa and is not being met for any of the country operations in the region.

<sup>92</sup> Baseline Study Report on Gender Mainstreaming in WFP Rwanda (2016).

interventions. Interviewees concurred in their view that the Joint-UN nutrition programme had contributed to a step change in the GoR commitment to nutrition, as reflected in the establishment by the GoR of a Nutrition Secretariat, stronger nutrition policies, and the roll-out - following the end of the joint-UN nutrition programme - of a Government nutrition initiative. In this context it is relevant to note that there will be continued WFP involvement in an advisory role through a MoU signed with the GoR to provide support to supply chain management of the nutrition intervention. A weakness noted, however, was that the GoR follow-up programme does not sufficiently integrate the lessons from the pilot which showed that a combined package of interventions (covering prevention, food security, etc.) is essential. No **unintended outcomes** of this intervention were noted by the evaluation or in the documents reviewed.

118. **Complementarity and synergy:** As noted in the analysis above, this initiative was designed as a joint-UN intervention which sought to offer a full package of support to nutrition, and to maximize the areas of competence and added value of each UN agency. Some interviewees were of the view that while joint planning had been strong, that the implementation by the individual UN agencies had followed more of a silo approach even when resources were available in parallel for different agencies. The programme was also based on a strong nutrition partnership with Government, in particular at district and local levels, where the interventions were closely coordinated and well integrated with government systems for delivery, for example through the effective use of community health workers, which interviewees concluded contributed to increased coverage. Central government noted, however, that they would have liked to have been more involved in the implementation of the initiative. Interviews with other partners suggested that there should have been a stronger focus on capacity building to allow government to implement the interventions.
119. In the joint UN configuration, WFP was reported to have been complementary to inputs by other partners in many ways by: bringing in its particular expertise in food security (including through the CFSVA and other food security reporting) innovative use of technology (for example the use of Geographic Information System (GIS) technology for identifying the location of intervening partners); using established credibility with Government in dialogue processes. As WFP was the lead agency for this intervention it had an additional role of leadership and coordination on management and administrative aspects (contracting, reporting, etc.) – a role which was highly appreciated by other partners.
120. Internal synergy within the CCP was recognized by WFP as having fallen somewhat short. The nutrition intervention missed the opportunity to align with other dimension of the CCP, for example it did not create an integrated environment with SF although did have opportunity. It did however, according to multiple interviews with government and partners, contribute to improved awareness of nutrition by the GoR.
121. **Efficiency and sustainability:** A major focus of the initiative was to demonstrate efficiency of a joint package of support (SDC/UNRwanda, 2017). The end-report shows that for most beneficiaries this was not achieved. Only approximately 40 percent of beneficiaries received three out of four components of the package and very few received the full package of support (SDC/UNRwanda, 2017). Reasons for this included challenges for some agencies in obtaining funding for their respective components (affecting the starting date

of the activities as well as the coverage), as well as weaknesses in coordination of implementation in practice. It is also likely that for the last enrolled beneficiaries there was a limited value in the feeding given the short period. Lack of immediate continuity for many beneficiaries who were taken off the programme when it ended is likely to have affected long term impact, as well as the fact that the programme did not address the underlying issues affecting malnutrition. Government has adopted only some elements of the joint package in the programme that it is rolling out. The ET notes that innovation indicators were not included in the monitoring framework for this initiative which would have allowed WFP to monitor innovation and adoption.

122. **Challenges:** Beneficiary and district level interviews by the evaluation as well as documentary evidence<sup>93</sup> consistently brought out the challenge of food sharing, resulting in food quantities that were calculated for individual women and children being shared among multiple family members. The findings of the end evaluation show that for children with siblings under five this had a particularly strong negative effect on the outcomes of the intervention (SDC/UNRWanda, 2017) and suggests the importance of social protection approach where interventions target households and not just individuals.

123. The design of the intervention assumed that a combined package would be provided with complementary inputs from different UN agencies.<sup>94</sup> Strong joint design facilitated donor trust and WFP was reported to have played a key role in leading the design of the initiative, in coordinating the partners, and ensuring technical quality by ensuring that programme design and implementation benefitted from its food security expertise and was supported by the inputs from qualified nutrition experts. However, interviews by the evaluation team and documentary evidence highlight that a variety of factors – amongst which limitations in funding that was provided to the other agencies and different start up dates for different agencies - reduced the capacity by the different agencies to deliver these complementary inputs in practice, which also had consequences for the outcomes of the intervention. The overall end-report highlighted that sustained change in stunting would likely only have been achieved if the full package could have been put in place.

#### **Activity Area: ECD**

124. The SF component in ECD was not implemented because of lack of funding.

#### **Activity Area: Food Assistance for Assets and complementary activities**

125. This initiative, a three-year, 9 Million USD budget, combining WFP's FFA expertise with the Republic of Korea's Saemaul Undong (New Village Movement) approach to rural development<sup>95</sup>, was preceded by a pilot project concentrated in

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<sup>93</sup> The Endline survey report ("Health, Nutrition And Food Security Indicators in Rutsiro and Nyamagabe Districts" (SDC, UNRWanda, 2017) found that "post distribution monitoring exercise showed rates of intra household sharing of the commodity up to 51%" (p.80) and also concluded that "meal sharing was one of the factors hindering the success of CSB" (p.82).

<sup>94</sup> The package included components to: (1) Enrich and fortify children's diets and promote good feeding practices; (2) Improve local production and consumption; (3) Access to appropriate food supplements to prevent stunting; (4) Enhance information on dietary needs and nutritional status; and (5) Coordinate, monitor and evaluate. Within the package UNICEF implemented the 1000 days and the micronutrients supplementation programmes; WFP was responsible for blanket supplementary feeding growth monitoring and cooking demonstrations; FAO provided agriculture tools, seeds and livestock whereas WHO distributed nutrition booklets in schools.

<sup>95</sup> The project adopted community-based participatory planning approach and included seasonal livelihood programming analysis ensuring that women and the most vulnerable households participate in the planning, decision-making and implementation in the specific initiatives.

the Nyamagabe District, which ended in 2015. It aims at consolidating the achievements made in the pilot with an expansion in two additional districts, Rutsiro and Karongi. Through its activities, the project provides cash-based transfers for households vulnerable to food insecurity and malnutrition, the majority of whom farm small plots of steeply-sloping land with poor quality soil<sup>96</sup>.

126. The Saemaul Undong concept consists in an integrated rural community development program in which the development needs of a community are addressed holistically rather than individually. The Korean development model initiative and WFP FFA activities were linked based on the principles and in the spirit of Saemaul Undong. WFP's comparative advantage is in providing hunger solutions to insecure and shock prone populations and its expertise in designing and carrying out asset creation programmes aimed at relieving hunger and malnutrition in rural areas. The Saemaul Undong is characterized by securing the direct participation of communities in local decision-making and planning and management of the assets. The mutual reinforcement of the two approaches has laid the foundation towards an innovative, coherent and holistic rural development concept, beyond the classic and traditional FFA intervention. It combines tangible (natural and physical) and intangible (training, maintenance, management skills) assets such as food security, economic development, capacity development aiming at enhancing management and administrative skills at various levels (individual, community, groups and cooperatives and local authorities).

127. **Beneficiaries targets, inputs and outputs** - The three targeted districts for the FFA were selected according to the percentage of "poor people" as compared to the national average: 62, 45.3 and 51.4 percent respectively for Nyamagabe, Rutsiro and Karongi, all above the 39.1 percent national average. The pilot phase covered 6 villages, and the current phase has been implemented in 51 villages. In total, 74 villages are targeted in the course of the CCP. A significant innovation, the project provides CBT<sup>97</sup> (Rwandan Franc (RWF) 1,200, or USD 1.46 per person for each day participating in activities) to households vulnerable to food insecurity and malnutrition. Households were selected following the *Ubudehe* system, with priority given to categories 1 and 2. Category 3 was included when the two first were covered.

128. The main outputs during the pilot phase include the following: (i) 30,614 village people were mobilized for FFA (cash transfer): (ii) over 327 million RWF worth of assets and involving 138 village people (76 women and 62 men) as members of the Village Development Committees (VDC) and sub-committees were disbursed; (iii) ten percent of the FFA payments was accumulated into a Community Development Fund (CDF), a promising concept<sup>98</sup>, with a total of 34,624,954 RWF

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<sup>96</sup> Floods and landslides are regular problems affecting communities in the targeted districts. Karongi and Nyamagabe face high levels of land degradation, soil acidity, low soil fertility and significant slopes ranging from 20 to 60 percent in the highlands that further threaten livelihoods for these communities. They have the highest levels of poverty, poor food consumption and high levels of chronic malnutrition associated with less development and limited farm-based livelihood options. Source: Saemaul Zero Hunger Communities (SZHC) Nyamagabe, Karongi and Rutsiro, Baseline Survey Report, March 2015

<sup>97</sup> Beneficiaries and the local government preferred the use of cash, rather than food, given that cash helped to stimulate local economy as it allows and encourages beneficiaries to purchase food directly in the local market. The cash also contributed to establish a CDF.

<sup>98</sup> WFP worked with its partners to ensure the cooperative leadership received adequate support/ training on cooperative management and guidelines on how to manage the CDF( contributions from FFA participants) which will allow to launch community-oriented and selected initiatives based on needs identified by the participants.

as of June 2015.<sup>99</sup> In 2015, a total of USD 161,424 was transferred to participants in asset creation activities through local savings and credit cooperatives (SACCOs)<sup>100</sup>.<sup>101</sup> Fewer people than planned participated in FFA activities. The full amount of planned cash for the first phase of the project was however transferred since the planned workdays were completed by the participants.

129. Between 2014 and 2016, 9,542 participants (representing 38,945 beneficiaries) were involved in the various FFA activities. 5,135 women (54 percent of the total) participated in the programme. Actual results per year were slightly lower than planned for the three years, with a 90 percent average achievement over the period, as other similar concurring projects reduced the availability of local participants. Other vulnerable households (SPRs did not provide data in this regard) who could not directly participate in asset creation activities benefited from other elements of the project, such as housing, electricity and water tanks.
130. Funding for the second phase of the project was only secured in December 2015, delaying the scale up of FFA activities to 2016, hence planned CBT totalling USD 858,600 did not take place in 2015. In 2016, 41.4 percent of the planned CBT distribution was achieved. The amount of cash provided to beneficiaries was lower due to late confirmation of funding and a lengthy start-up phase.
131. The FFA and complementary activities programme achieved its 2015 targets for the construction of houses (15), kitchens and food storages rooms (9), latrines (9) to support the most vulnerable members of targeted villages, and constructed/rehabilitated water systems as planned to provide safe access to water for the community members. 77 hectares of marshland was reclaimed and improved using water and soil conservation measures. At the request of MINAGRI, funds were directed towards these marshland reclamation activities; therefore less feeder roads (2 km of the planned 7 km) to reduce transport costs and stimulate agricultural marketing were rehabilitated. The number of Mt of agricultural input (fertilizers, seeds, compost, etc.) distributed fell just slightly short of the 180 Mt planned.
132. Some key outputs planned in 2016 were however underachieved.<sup>102</sup> This is again explained by the 6-month delay, and only 4 months of implementation are reported here for 2016. Only 7.5 percent (735 of 7,202) of small ruminants<sup>103</sup> and chicken were distributed to the households, an unachieved target, as livestock suppliers were required to meet national standards as a condition to participate. As a result, the activity took longer than anticipated. On the other hand, training targets exceeded what was expected: the number of people trained in livelihood/agriculture technology and livestock rearing skills, was way beyond what was planned: 975 as compared to 547 planned (178 percent). The target was overachieved as training on livestock rearing attracted many beneficiaries, and

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<sup>99</sup> Source: Saemaul Zero Hunger Communities Project, Final Report, 2012 – June 2015. More recent figures were not available.

<sup>100</sup> VDC leaders did not receive training related to the distribution of cash as payment for Food Assistance for Assets activities was made directly to participants through their SACCO accounts.

<sup>101</sup> The 2015 SPR states that this amount “ does not appear in the cash and voucher distribution table since the funds were transferred to GNR, the cooperating partner, for distribution as part of a broader payment covering capacity development activities” SPR 2015, page 7.

<sup>102</sup> 15 percent of planned hectares of crops planted (113 of 753), and 32 percent of the rehabilitated hectares of degraded hillsides and marginal areas (144 of 448) demonstrate low results.

<sup>103</sup> Livestock (goats, pigs, sheep and chicken) is considered an important asset for the smallholder farmers as it complements agriculture activities, and provides manure which contributes to increasing production.



was conducted earlier than planned in order for the beneficiaries to be ready once distribution would be launched.

133. **Planned versus achieved outcomes** - In terms of food security, as displayed in the survey results, there is no strong evidence of improved food consumption for targeted households in the pilot phase of FFA. Based on WFP's follow-up in 2015, the vast majority of Food Consumption Scores (FCS) have deteriorated compared to base value, and are well behind the project end targets. These results are explained in part by the fact that the baseline surveys were conducted during harvests periods (March-April), and that the follow-up 2015 survey was carried out during the peak lean season, in December. As indicated in the SPR, a far greater proportion of households at that time had no food stocks and faced high market prices when trying to purchase additional food. Beneficiaries therefore reported low food-based coping strategy scores, and were hence more distressed in terms of food security<sup>104</sup>. In light of these significant differences, results from the December survey cannot be directly comparable to the baseline values. In addition, terraced land and other assets created through the project were only recently in place, and still underutilised. An impact analysis on agricultural yields, household food stocks and food consumption patterns was therefore rightfully considered premature. The survey was complemented with in-depth qualitative data demonstrating that the beneficiaries benefitted from the availability of a more diverse food items range, and as a consequence of this, were on average able to maintain the same diet diversity reported previously, despite the more challenging situation at the time of the survey<sup>105</sup>. WFP has learned from this experience and has considered, when possible, carrying out surveys at the same time of the year in the future, with combined qualitative and quantitative data collection methods.
134. As for the Diet Diversity Scores (DDS) in both groups of villages, they had apparently not evolved as compared to the base value, with the exception of female-headed households in Birambo, Munyinya and Gasharu where the target was achieved and surpassed (4.50 as compared to 4.30 base value), while in Karama, Karaba and Rwamagana, the average DDS was under achieved (4.30 as compared to 4.60 base-value). Curiously, the inverse phenomenon is observed when one examines the DDS for male-headed households, meaning negative scores in the first series of villages (4.50 versus 4.60 base value) and positive in the second (4.80 versus 4.70 base value). At the time of the evaluation, SZHC Phase II had not yet been assessed in terms of outcome monitoring of food security scores in 2016<sup>106</sup>.
135. **Gender** - Parity in elected leadership positions in the project was reached, notably due to sensitisation sessions carried out prior to elections to encourage both women and men to take on such roles. Over half the VDC members who received training were women, and over a third of women in project management

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<sup>104</sup> For example, the majority of households who implemented crisis and emergency coping strategies reported harvesting immature crops, a seasonal coping strategy clearly indicating the difficulty faced by households during the peak lean season. Indeed the in-depth end-line survey conducted in 2015 found that villages participating in the project reported better food consumption and coping strategy scores and enjoyed a better food security situation than Nyamagabe district as a whole. While percentage of households with poor and borderline food consumption was at the time of the survey higher than the baseline value, this is unsurprising given the effect of seasonality on food security. Source: SPR 2015.

<sup>105</sup> As indicated in the SPR, and confirmed in discussions, in the future, WFP will conduct surveys at the same time of year whenever possible to ensure the comparability of results across time, and will continue to combine both quantitative and qualitative data collection.

<sup>106</sup> The activities started only in mid-2016. The next follow-up will be carried out in 2017.

committees of the SZHC held leadership positions. The baseline reveals that decisions over the use of cash were, at the time, made jointly by women and men in almost half of households. The 2016 follow-up indicates a significant improvement as this proportion attained almost 62 percent. Discussions with the CO, cooperation partners and with beneficiaries confirm that steady and repeated sensitization of men and women, combined with the fact that they both earn revenues through the FFA (cash transfer) activities contributes to instil “mutual respect” and favours joint decision making. However, while the baseline found that women made decisions over the use of cash in a third of households, the 2016 follow-up estimates that this proportion was reduced to less than 25 percent.<sup>107</sup>

136. Overall, the FFA, thanks notably to commitment and ownership of the project on the part of communities, is generating convincing results in terms of enhanced capacities and production among the targeted communities and households, better access to agricultural inputs, some signs of improved DDS, increased household revenues, all these confirmed in the course of field observations. Some community members reported that harvests and corresponding revenues have in several cases doubled, and up to quadrupled, which facilitated the households’ access to a more diversified food package. Some community members declared they could now eat twice a day thanks to more productive harvests. However more recent measurement of indicators has not yet been carried out, which could eventually provide up to date and more complete results on the Coping Strategy Index (CSI) (Asset Depletion and Food), FCS, and DDS. Overall, communities (as reported in the survey and observed during the evaluation field visit) greatly appreciate the immediate benefits generated by FFA. Assets created or rehabilitated have facilitated access to agriculture inputs, increased the value of production, and increased revenues.
137. **Complementarity and synergy with other actors** - The project model and design called for a tight involvement of local government and sectors in development committees and in monitoring activities. Complementary skills and expertise contributed to project activities, and tools such as community-based participatory planning were used to favour ownership. The implementation of all field activities was jointly supervised by WFP field monitors, and implemented by district and sector officials, and the cooperating partners, Good Neighbours Rwanda, ADRA, and World Vision (in the current phase). The irrigation and drainage of marshland was supervised directly by MINAGRI staff, and GNR recruited technicians to oversee other construction and rehabilitation works.
138. **Efficiency and sustainability** - The design of FFA supports itself on existing structures and policies of government, which facilitated and encouraged participation of local authorities. Relations between donor and partners are generally positive. By providing cash-based transfers WFP supported the GoR in its objective of evolving towards a “cashless society”<sup>108</sup>, and through this efficient channel (despite some technical and timing issues) contributed towards improved food security and diversification for targeted beneficiaries. As was the case for SF, FFA was not covered by indicators through which WFP could monitor innovation.

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<sup>107</sup> The factors explaining this were not available.

<sup>108</sup> SPR 2015, page 4

139. The measures put in place by the project to ensure the sustainability and hand-over of assets created through the SZHC project, are multiple: (i) strong support to communities to establish VDCs which were empowered through trainings to better plan, monitor and implement project activities, crop rotation, understanding of cooperatives principles and practices; (ii) peace, unity and reconciliation activities as a foundation for sustainability; (iii) ownership at the local level during the pilot phase, current phase is focussing more on central level buy-in; (iv) communities are able to run and maintain the assets created through the project; (v) establishment of the CDF as an auto-funding mechanism in view of promoting income-generating activities.
140. Several **challenges** are observed: (i) some preoccupations among beneficiaries – shared with NGO partners – regarding the short duration of support which is limited to one season<sup>109</sup>; (ii) the timing of activities and at times late payment of CBTs to farmers which is worrying in light of past negative experience on the part of communities and households<sup>110</sup>; (iii) SACCO is not computerized, its systems are manual, and their capacity to provide financial services to a significant number of beneficiaries in a short time is currently considered weak; (iv) the terraces work for regular seasons, but during drought it is difficult to harvest, and irrigation measures are needed; and (iv) late reception of inputs (seeds).<sup>111</sup>
141. The combined concept of traditional FFA activities with Saemaul Undong principles, while consisting in an enriched and highly relevant and coherent approach, also led to some challenges. The Saemaul Undong initiative has been designed and launched in the seventies in Korea, and has undergone constant evolution and maturation since then. While the activities produce positive results in the targeted districts in Rwanda, concern was expressed regarding the capacities of partners to converge their efforts towards fuller optimization of the results of this still relatively unfamiliar type of intervention for WFP and the cooperation partners. There are expectations from KOICA that WFP demonstrate fuller ownership, and play a firmer and stronger leadership role in managing and coordinating the project, and ensure more fluid communications between the cooperation partners. WFP and KOICA both agree that the 9 million USD budget fully justifies more resources at WFP to manage and address constant administrative issues. **Overall assessment of the objective of Modelling Innovations**
142. This component sought to address one of the recommendations of the UN DaO evaluation that the UN role in Rwanda should focus on piloting innovations and demonstrating results through strong monitoring.
143. The evidence reviewed clearly shows that the WFP CCP has, as was anticipated, made an important and substantive contribution to the understanding of food assistance solutions through its modelling approach, with positive indications of success in demonstration to the GoR and partners. An essential component

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109 Soil stabilisation takes time. One season support is considered insufficient, while 2 seasons would consolidate the knowledge and ensure that the terracing is stable, and that newly acquired skills are “absorbed” and understood.

110 Inadequate practices during Vision 2020 left negative memories as payment to beneficiaries were problematic, parcels were very small, and management was deemed « anarchic ». This induced some resistance for obvious reasons. The organized and transparent approach in this project contributed to facilitate involvement and ownership.

111 Farmers need to receive seeds on time, at the same time. During observation and discussions with members of a community in Karongi district, it appears that during the last season, they received seeds on time, but they are already terracing for the upcoming season, and given the erratic rain season, they fear that it will start earlier and that they won't be ready. They want to be sure to harvest on time.

strategy for this was the partnership with government at central and decentralized level in rolling out innovations. In line with the objective for this component, WFP employed strong monitoring and research – in particular in the nutrition programme – to build an evidence base, and demonstrate change.

144. WFP partners (GoR, UN, and others) were uniformly positive to the ET about WFP's role in modelling innovations, not only in the areas highlighted under this component, but across its portfolio, including in its humanitarian work. In addition to the specific activity areas that were reviewed here two strategies were consistently highlighted as being important from an innovation perspective, namely WFP's increasing use of CBT in its development and humanitarian work, as well as WFP's experimentation with ICT solutions (e.g. in its work on DRR) with both being followed with particular interest by the GoR.
145. The evidence reviewed by the evaluation suggests that (elements of) the areas of innovation are being adopted by the GoR, although a weakness as noted above is that there is insufficient understanding – in spite of the strong research designs – of the need for a comprehensive approach to nutrition. A further limitation is that WFP's monitoring system does not include specific indicators to monitor innovation which would have allowed it to assess the effect and impact of its innovation focus more clearly and also to capture unintended/unplanned innovation impact.

## **Results of the operation: Summary for Component 2**

**Inputs and outputs:** Nutrition beneficiaries reached more than double the planned numbers, while food was delivered in line with expectations. Participation in FFA achieved 90 percent of its target, while output achievement varies from one type of asset to the other, with some clear areas of underachievement.

**Outcomes** – Nutrition programme outcome indicators are variable in achievement (DDS, MAD and anaemia scored positively, but others such as stunting did not improve, or even declined). GoR commitment towards nutrition increased over the period. The nutrition programme achieved a demonstration effect. Although the programme was not entirely adopted by the GoR it did illustrate in a positive manner the effect of collaboration and produced important lessons for future engagement of this kind. Food security indicators point to unachieved outcomes in FFA, but it is too early to conclude. Sound coaching activities leading to ownership and commitment of participants enhanced capacities and production among the targeted communities and households, better access to agricultural inputs, and increased household revenues. Across components, innovation/demonstration was not, however, specifically monitored and no specific innovation indicators were discerned in the internal and external reporting of the CCP.

**Complementarity & synergy** – Partnership and external synergy was strong across areas of activity, with consistent participation of local government and districts, and complementary expertise from cooperation partners.

**Efficiency and sustainability** – While WFP's inputs were provided in an efficient manner, the efficiency of the nutrition programme was affected by underachievement of the joint package of support, too short intervention period and weak prevention focus. Sustainability of the nutrition programme is partially assured with some elements continuing with government support. The FFA programme efficiency has been affected by several challenges such as duration of support to

communities, timing of activities, delays in payment of CBTs, an under resourced financial service within SACCO, and uneven performances of cooperation partners. Conditions for sustainability of some areas of the program are however promising.

**Overall assessment of Modelling Innovations:** WFP has successfully modelled innovations and brought out lessons through research that are relevant to its own work, and to that of partners. There is evidence that elements of WFP's work are being taken up by the GoR. Strong research designs were valued by partners.

### **2.3. Factors Affecting the Results**

146. This section of the report discusses external and internal factors that affected the results and outcomes of WFP's CCP. The discussion is divided into factors predominantly related to the external environment and internal factors.

#### **External factors**

147. **Strong Government leadership shaped the CCP design and implementation.** Many of the characteristics of WFP support are aligned with the government's express demand for donor collaboration, for a focus on results, for alignment with government priorities, and for working with and through government systems. Strong ownership by the government, as well as a relatively strong administration and implementation capacity, have supported the achievement of results. WFP supported activities have been integrated in performance contracts which has further facilitated close and active involvement and engagement of local government and which contributed to visible ownership.

148. **Strong UN coordination in Rwanda contributed to joint programmes and has allowed WFP to play a leadership role in some areas.** Rwanda was one of the pilots for DaO and has seen strong UN coordination. This, combined with leadership by the GoR in demanding alignment (see above), produced an environment which was conducive to strong UN coordination. The result were various joint initiatives under CCP and which brought together complementary UN experience and skills. For some of these initiatives WFP took on a leadership role which gave it leverage and influence and enhanced appreciation by partners of its role in the overall environment.

149. **Good external resourcing of the CCP by donors facilitated implementation in most areas** – The CCP has been well funded - reflecting on-going donor interest and commitment to Rwanda. This has enabled WFP to implement most of the activities that were part of the CCP design (except for ECD). It has also provided the financial room for the CO to engage widely, to invest in further developing its technical expertise, and to carry out quality monitoring and support across its different areas of activity. Funding was not, however, always secured and/or made available in a timely manner which did have implications on the start-up of some activities and in some cases reduced overall time-lines for the activity.

150. **Staff turn-over at senior government level has made it challenging for WFP to make the anticipated progress in some areas of engagement.** This has affected SF in particular where there have been four changes of Permanent Secretary in an equal number of years. Staff turn-over has affected progress that WFP expected to make in strengthening the policy environment in school feeding and in transitioning. It also meant that time and effort spent in building a stronger policy environment and a stronger relationship

was lost on various occasions. The problem has been less acute at decentralized levels where WFP has been able to maintain a strong relationship.

151. **Donor preferences and agendas have not necessarily aligned with GoR or WFP priorities.** This has to some extent affected coherence, implementation. In the case of ECD this has meant that activities which had a strong element of complementary could not be implemented. More broadly in the SF programme, donor preferences/requirements for imported food have meant that WFP has partially reverted to a model which it has been working hard to phase out of. Ultimately this has resulted in a more complex design and some incoherence with the GoR expressed preferences.
152. **Across the CCP, the emerging effects of climate-related shocks and stresses have had implications for the achievement of objectives –** Across the CCP effects in terms of unstable and erratic rainfall, droughts, and a direct impact on land degradation and agricultural production have been observed. The outcome in the areas of HGSP, asset creation and rehabilitation and nutrition activities have been particularly disturbed by these effects in the course of the CCP.

### **Internal factors**

153. **The WFP CO is recognized for dynamic leadership and strong technical capacity and has developed expertise in important ‘non-traditional’ areas -** The CO is has developed a strong relationship with the GoR and with partners. This is in part a reflection of a long engagement in the country. Over the current CCP period the WFP CO leadership has deliberately invested in further strengthening this relationship. While the GoR and WFP have not always seen eye to eye on specific approaches for implementation, there is considerable respect by government, as well as its UN partners, for the technical capacity of the WFP. This strong asset has been evident in WFP’s traditional domain of humanitarian work and SF, but WFP Rwanda has also been able to gain recognition for its work areas such as nutrition and FFA (cash transfer). WFP’s shift from food operations to cash based operations is considered innovative. WFP has also developed technological solutions such as mobile systems where it is gaining recognition. Many national partners are of the view the WFP has comparatively good entry points to senior government and in fact suggest that it could make more of this advantage, and capitalize on its advocacy and policy influence experience and skills in other areas.
154. **Positive ownership thanks to close work with government and targeted populations -** WFP’s approach to working with the GoR has prioritized integration of activities in government plans, priorities & policies. SF activities are part of district plans, nutrition activities worked through established government structures. This has contributed to firm ownership of the initiatives as demonstrated by a consistently strong understanding by government stakeholders of the objectives of each of the WFP supported initiatives. Added to this, planning of activities has systematically been carried out jointly, the design of activities also allowed for close collaboration with beneficiaries on project management issues, thus strengthening accountability.
155. **Broad consultation in design and joint implementation of initiatives.** Priority in the CCP has gone to joint programmes and actions e.g. SF with World Vision, Nutrition with three other UN partners. In the Rwandan context of strong

donor coordination, WFP has broadly invested in being part of partnership mechanisms and in regular review and dialogue among partners. It has also invested strongly in leadership of initiatives – e.g. nutrition. An area where it has not engaged with the policy dialogue– and where partners would like to see it engage given the relevance to WFP line of work, and its perceived comparative added value – is social protection.

**156. Strong focus on baselines, monitoring, learning and feedback.** The CCP has included a strong focus on evidence. In the SF activity for example, a lesson learning paper on the 3+2 initiative was produced which assisted in redesigning the approach. A robust research design was developed to monitor changes against baselines in the nutrition program.<sup>112</sup> Based on its successes and lessons drawn, the P4P is in the process of being scaled-up and reorganized to favour increased government takeover, and to attract multiple partners and donors. For each of the main CCP activities, Steering Committees (SC) have been put in place to facilitate monitoring and decision-making.<sup>113</sup> The external environment is also conducive because of the high emphasis by the GoR on evidence-based learning.

**157. A broad CP and a wide range of priorities have stretched capacity.** The CCP has covered a wide range of activities, two components, and five sub-activities (excluding the abandoned ECD intervention) – each of these activities involves different stakeholders and end beneficiaries. The structure of the CP has not been easy to communicate to partners or to report on, although it has had the virtue of prioritizing two areas that the GoR considers very important (innovation and capacity development). It has also not provided an entirely logical structure as activities under component 2 (modeling) also include capacity development, and vice versa. In addition to a relatively complex CCP design requiring engagement across a range of areas, the CO has also volunteered/ been a pilot for a number of regional and global initiatives (e.g. gender). Evidence from internal interviews suggests that at times, staff have been stretched to be able to respond equally across different priority areas. The lack of progress in developing a capacity development strategy which would align with one of the priority areas of the portfolio, illustrates some of the challenges of these different agendas.

**158. Delays in contracting affected start up and compressed implementation for some activities.** Some of these delays were internal (e.g. challenges in finding the ‘right’ contract modality for the collaboration between WV and WFP in the MGD HGSF Programme), others external (e.g. delays in commitment of funding by the donor for P4P and for the HGSF Programme). In some cases (P4P these delays resulted in a compression of implementation time-frames. Cooperation partners highlighted that the implications of such delays were pushed onto them, and required taking shortcuts in terms of some of the start-up e.g. more limited/restricted beneficiary consultation, compressed timelines for capacity building, etc.

**159. Insufficient corporate support and prioritization in capacity development and insufficient lesson learning internally** - The capacity of

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<sup>112</sup> The research design is documented in the end line report: “Health, Nutrition And Food Security Indicators in Rutsiro and Nyamagabe Districts (2016).

<sup>113</sup> From interviews the evaluation understood that the SC typically bring together all key stakeholders in regular meetings to review project design and implementation. They provide an opportunity for all partners to provide inputs and to ensure that the design and implementation reflects the views (to the extent possible) of partners. It also ensures WFP and partners obtain early feedback from the field and can react where necessary.

the CO to effectively roll-out some of its plans has been affected in practice by insufficient technical and financial support corporately. Capacity development is a case in point where the corporate policy has prioritized WFP becoming a knowledge generator without providing any of the requisite support to this area – i.e. capacity development has only one technical support person at HQ level (despite significant resources invested in capacity development throughout the CCP), no support in operationalizing, limited funding (in part because the organization’s funding model does not support nor lead to predictable long term serious and steady commitments in the field of capacity development), etc. Other areas of internal lesson learning also appear to be weak, for example there is not central or regional depository on school feeding and interviews consistently revealed a lack of sharing between WFP countries and regions working on the same issues.<sup>114</sup>

160. **Some weaknesses in partner selection** - The WFP has sought to engage widely with different partners. However, partner selection has not been uniformly strong. Some partners have not been able to respond to the requirements of the partnership (either lacking technical expertise, funding or other elements essential to the partnership) with implications for the coherence of the intervention and its underlying approaches, and in some cases also for the achievement of the objectives.<sup>115</sup> This has been the case for FFA (paragraph 141) and for the HGSF Programme (paragraph 105).

161. **Relatively short time-lines** - Some designs have had relatively short time-lines, and were in the view of the ET insufficiently cognisant of the complexity of development approaches. This is the case for the nutrition programme as well as for the SZHC project. Added to and in combination with tight timelines, delays in start-up have also been problematic. In the case of the One-UN nutrition the initiative has been compounded by the complexity of working in a multi-agency environment and challenges by some of the other UN partners in securing funding. These factors have imposed substantial pressure on different actors involved in some initiatives, where they had to perform in sometimes stressful environments.

### 3. Conclusions and Recommendations

#### 3.1. Overall Assessment

162. The WFP CCP has been highly successful overall. The CCP has made a difference to the livelihoods of many beneficiaries. The evaluation has identified important areas of results and outcomes across the two components. In addition, it has seen WFP successfully engaging at policy and implementation level with partners, piloting a number of initiatives, developing technical and management capacities at various levels, and promoting innovations. The assessment below

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<sup>114</sup> The evaluation found no evidence, for example, of sharing of experience between countries that have been working on transitioning to HGSF. There was also little evidence of sharing between the Rwanda CO and other countries working with funding from MGD for school feeding.

<sup>115</sup> In SF, for example, implementation partner weakness has affected the completion of school kitchens, and in FFA inconsistent approaches and uneven capacities amongst partners were evident to the ET. In one case, the cooperation partner was selected through a “sole source” mechanism by the donor and despite some limitations and shortcomings in performance by this cooperation partner during the pilot phase, the execution of the following phase was still entrusted to the same partner. This situation raises some questions regarding the selection process enforced by donors, and WFP’s role in this regard as it is ultimately responsible for the effective and efficient management of resources.



highlights many of these strengths and also identifies a number of areas where improvement might be envisioned.

163. **Relevance:** The CCP has successfully targeted beneficiary livelihoods in the most needy areas of the country. Across the spectrum, interventions have been relevant to the beneficiaries at the time of design and were found by this evaluation to have continued to be relevant at mid-point. Beneficiary consultation has been a priority in the identification of specific strategies and activities, and aimed at ensuring technical sustainability, although financial sustainability received less attention in design. In the identification of priorities, women have been systematically included although only limited use was made of ex-ante analyses of gender constraints, and of specific strategies for ensuring that women adequately express their needs. There were also no complaints mechanisms put in place for beneficiaries to voice possible grievances.
164. The CCP was and continues to be well aligned with the broad development priorities, and the sectoral policies of the GoR, and WFP has engaged across a range of ministries. WFP's engagement in SF became somewhat less aligned with the choice to use imported food under the MGD HGSF Programme. The CCP is also well aligned with the UNDAF, and with the policies of WFP.
165. **Coherence, synergy, and complementarity:** WFP has worked closely with the GoR and partners in implementing its CCP. Government leadership and guidance has driven this, but WFP has also shown leadership through a deliberate prioritization of joint interventions. Coherence and synergies have been enhanced by engagement in policy dialogue for example in the area of nutrition and school feeding. WFP has been less engaged in social protection dialogue structures<sup>116</sup> although various activities by WFP clearly support priorities in this area. Across various activities WFP has been particularly effective at engaging with government at decentralized levels.
166. **Effectiveness:** The CCP has been well funded. Beneficiaries numbers have fallen slightly short of planned numbers overall. The CCP has benefitted more women than men, and has exceeded its targets in terms of some categories of beneficiaries. There have been some challenges/constraints to providing timely and regular rations/inputs in SF and FFA, mostly related to delays and/or irregular funding. Results and outcomes are in evidence, with selected strong results across a range of areas, and reflect strong leadership by WFP and consistent partnering. Areas of unexpected positive outcomes include strengthening of community groups capacities and ownership, enhanced autonomy of women, improved community relations. WFP's work through government structures – in particular at decentralized level – has been key, and ownership of interventions is globally strong.
167. Effectiveness has been enhanced by strong project coordination mechanisms, and integration in government systems. Women have not always been consistently represented in such mechanisms. Effectiveness has been reduced by recruitment of beneficiaries just before the end of interventions (nutrition), and

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<sup>116</sup> WFP participates in the DP group with other donors, however it inconsistently participates in the Social Protection Working Group which is chaired by government and which has three sub-committees. Interviewees from the GoR and the donor groups stressed that these sub-committees provide very useful fora for sharing experience, and were of the view that WFP would be able to provide extremely relevant inputs through its technical knowledge, its innovative strategies, as well as through its solid field experience.

changes in approaches (SF). There have been some challenges in the selection of cooperating partners with implication for effectiveness and efficiency.

168. The CCP has included selected innovations (e.g. use of ICT). This has allowed WFP to play a role at policy level. It is also an area where WFP Rwanda is seen as a strong partner and as having significant role to play. The nutrition programme included an exceptionally strong research design (with something similar now in place for SF) which has allowed the CCP to bring out strong lessons and influence government commitment to nutrition. However, across the CCP there could be a stronger focus on innovation indicators. The capacity development function has been limited by the absence of a strong vision and approach, and insufficient support from HQ, as well as insufficiently strong, specific and measurable capacity development indicators.
169. **Efficiency:** The CO engages widely but staff has been stretched. Some planned actions have been difficult to follow through because of funding constraints (SF). Efficiency of the nutrition programme was affected by challenges among the group of UN partners in delivering the planned combined package of inputs. The CCP has included a strong learning dimension through the focus on innovation, with useful material for partners. Learning within the organization (for example from other countries and other similar programmes) is less in evidence.
170. **Sustainability** has been addressed in design through a focus on capacity development, but financial sustainability has not been a strong feature of the CCP design, and achievements in this area have fallen short of expectations. There is as yet no clear strategy as to how financial sustainability of SF might be achieved and only some elements of the nutrition approach have been retained by the government for its follow-up programme.
171. **Gender:** There has been substantial attention to gender across the portfolio. Gender targets were met in terms of global beneficiary figures and overall the CCP benefitted more women than men as the nutrition intervention benefitted mainly women. There were some challenges in ensuring adequate representation of women at decision-making levels (e.g. in SF, and in FFA). Since mid-2015 the CO has put a stronger emphasis on gender with the CO volunteering for the Gender Transformation Programme (implemented over 12 months in 2017). It was not possible for the evaluation to assess to what extent this is having an impact.

## **3.2. Recommendations**

### **Strategic issues**

**Recommendation 1: Prioritize drafting of a capacity development strategy for CCP activities which builds on the corporate policy and new HQ guidelines<sup>117</sup>, which is aligned with priorities in government sectors (agriculture, social protection, etc.), and which will guide the implementation of the remaining period of the CCP as well as feed into the next CSP.** The capacity development strategy should draw on the strengths and opportunities that have been identified by this evaluation; outline how internal expertise will be built to assist the CO staff in becoming ‘capacity developers’; seek

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<sup>117</sup> This includes doing a Capacity Needs Mapping before the start of the new CSP.

opportunities for engaging with appropriate national institutions and approaches; and include a performance measurement framework for capacity development. It should also be based on an internal lesson learning exercise (Rec.5) around the CO capacity development experience under the CCP. It should include appropriate attention to mainstreaming climate change and gender. *Responsibility: CO, with RB and HQ support, before the finalization of the next CSP.*

**Recommendation 2: Consider stepping up engagement in Rwanda’s social protection dialogue structures with a focus on: a) sharing lessons from activities under the CCP; and b) identifying opportunities to contribute to the social protection agenda under the next CSP. These two areas of work should form the basis for deciding on the level of engagement and strategies in social protection under the next CSP.** WFP’s interventions in Rwanda ultimately have a social protection function, and WFP is perceived by external partners (GoR and donors) as having the potential to make a stronger contribution in this area given its expertise, its close work with government, and some of its areas of innovation. Engaging in the social protection dialogue will allow the CO to share its expertise and learning from various initiatives under the CCP (e.g. in SF, in nutrition, in CT, etc.) and will enable WFP to position the next CS in areas where it can most clearly provide added value. It should also enhance opportunities for advancing food security priorities. *Responsibility: CO. Time-frame: before the finalization of the formulation of the next CSP.*

**Recommendation 3: Further strengthen WFP Rwanda’s monitoring function by developing performance indicators on innovation and capacity development.** The evaluation has highlighted weaknesses in capacity development and innovation indicators which limit the assessment of work in this area. Efforts should be directed towards producing a stronger, more useful SPR which includes clear reporting on overarching achievement in terms of capacity development and innovation, clearly distinguish level of results (outcomes and outputs); provide distinct data/findings on sustainability, capacity development, and handover (which are currently bundled together); report on the challenges in reaching the results and how these are mitigated, what they have learned, and how this will be taken into account. *Responsibility: CO, with support from the RB. Deadline: Before end 2018.*

### **Operational issues**

**Recommendation 4: Design a comprehensive process for ex-ante audit/screening to improve partner selection, identify strategies for strengthening involvement of local organizations, and reduce the start-up time for initiatives in the next CSP.** Experience under the current CCP has highlighted weakness in the selection of some partners. The process of ex-ante audit/screening should ensure that possible partner weaknesses are identified before activities are rolled out and should provide more opportunities for engagement of local organizations and for selecting partners based on their (potential) strategic value to the programme. Resources for addressing identified areas of concern/weakness should be part of the package of support to these organizations. *Responsibility: CO with support from experienced service provider/consultancy company. Time-frame: by mid-2019.*

**Recommendation 5: Undertake a thorough analysis and validation of the challenges reported with regard to FFA and complementary activities, and identify measures and solutions to address these between now and the end of the current CCP, and in view of the next CSP.** Key areas deserving attention include: the duration of technical assistance and support to communities (currently limited to one season); the timing of activities; the, at times, late payment of CBTs to farmers; the timing of reception of agricultural inputs; the duration of the intervention (towards medium-term, multiple year support); partners' selection and capacity-building; and the targeting of FFA beneficiaries. *Responsibility: CO. Time-frame: before the finalization of the formulation of the next CSP.*

### **Systemic issues**

**Recommendation 6: Carry out a systematic analysis of key areas of learning from the current CCP in a series of 'learning papers' as an input into the drafting of the next CSP<sup>118</sup>. The lesson learning papers should inform choices around approach and strategies for the next CSP, including in terms of how to engage in social protection (Rec. 2).** The review of the activities under the CCP shows that the WFP CO has designed and rolled out various areas of innovations. However, systematic learning from such experience is found by this evaluation to be constrained by the lack of a systematic approach to capacity development (Rec.1), by insufficient focus corporately on bringing together corporate knowledge, and by reporting formats that are geared to presenting positive accounts to donors, rather than critical analysis for internal learning processes. The learning papers would need to include both positive and negative areas of learning and could be disseminated as part of the capacity development strategy (see Rec. 1) to solicit wide feedback. One of the suggested lesson learning papers could focus on community-based participatory planning, which this evaluation found to be a best practice (see paragraph 28). *Responsibility: WFP CO – with support from the RB. Time-frame by mid-2018.*

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<sup>118</sup> Areas of learning which would lend itself to such an analysis include the nutrition programme, the joint UN-initiatives, CBT, use of innovative ICT, and WFP's approach to working with and through government.

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WFP, 2012 c	Rwanda Common Country Programme (2013-2018). WFP Component Summary 1. WFP Rwanda
WFP, 2012 d	WFP (2012) Nutrition policy. WFP. Rome, Italy
WFP, 2012 e	WFP (2012) Programming for Nutrition-Specific Interventions. WFP. Rome, Italy
WFP, 2014	WFP (2014). Standard Project Report 2013. WFP. Kigali, Rwanda
WFP, 2015 a	WFP (2015). Gender policy: Engaging men is crucial for achieving Gender Equality and Women’s Empowerment. WFP. Rome, Italy
WFP, 2015 b	WFP (2015). Standard Project Report 2014. WFP. Kigali, Rwanda
WFP, 2016	WFP (2016). Standard Project Report 2015. WFP. Kigali, Rwanda
WFP, 2017	WFP (2017). Draft Standard Project Report 2016. WFP. Kigali, Rwanda
WFP, 2013 a	WFP (2013). WFP Rwanda Country Strategy 2013 – 2018. WFP. Kigali, Rwanda
WFP, 2015 c	WFP (2015). Baseline Health, Nutrition And Food Security Indicators In Rutsiro And Nyamagabe Districts. Final Report.

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WFP, 2011	WFP (2011). Climate Change and Hunger: Towards A WFP Policy On Climate Change. WFP. Rome, Italy
WFP, 2015 d	WFP (2015). Saemaul Zero Hunger Communities (SZHC) Nyamagabe, Karongi and Rutsiro, Baseline Survey Report. WFP. Kigali Rwanda
WFP, 2013 b	WFP (2013). Rwanda Country Programme Project Document. WFP. Rome, Italy
WFP, 2013 c	WFP (2013). Rwanda Country Programme Logical Framework. WFP. Rome, Italy
WFP, 2016 a	WFP (2016). Baseline Study Report on Gender Mainstreaming in WFP Rwanda. WFP. Rwanda
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**Annex 1 – TOR**  
**EVALUATION QUALITY ASSURANCE SYSTEM**

Office Of Evaluation

*Measuring Results, Sharing Lessons*

[FINAL, 6 JUNE 2016]

**TERMS OF REFERENCE**  
**OPERATION EVALUATION**  
**RWANDA COMMON COUNTRY PROGRAMME 200539**

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## 4. Introduction

1. These Terms of Reference (TOR) are for the evaluation of Rwanda Common Country Programme 200539. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from May 2016 (preparation) to May 2017 (final report). In line with WFP's outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company's evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

## 5. Reasons for the Evaluation

### 1.1 2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.<sup>119</sup> From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) the Common Country Programme 200539 for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme design (including formulation of new Country Strategic Plan) as well as potential adjustments to the implementation of the ongoing Country Programme.

### 1.2 2.2. Objectives

6. This evaluation serves the dual and mutually reinforcing objectives of accountability and learning:
  - **Accountability** – The evaluation will assess and report on the performance and results of the operation. A management response to the evaluation recommendations will be prepared.
  - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems.

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<sup>119</sup> The utility criteria looked both at the timeliness of the evaluation given the operation's cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs' internal control self-assessments.

### 1.3 2.3. Stakeholders and Users

7. **Stakeholders.** A number of stakeholders both inside and outside of WFP have interests in the results of the evaluation and many of these will be asked to play a role in the evaluation process. Table one below provides a preliminary stakeholders' analysis, which will be deepened by the evaluation team in the inception package in order to acknowledge the existence of various groups (women, men, boys and girls) that are affected by the evaluation in different ways and to determine their level of participation. During the field mission, the validation process of evaluation findings should include all groups.

**Table 1: Preliminary stakeholders' analysis**

<b>Stakeholders</b>	<b>Interest in the evaluation</b>
<b>INTERNAL STAKEHOLDERS</b>	
<b>Country Office (CO)</b>	Responsible for the country level planning and operations implementation, the CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation.
<b>Regional Bureau (RB) in Nairobi</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
<b>Office of Evaluation (OEV)</b>	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
<b>EXTERNAL STAKEHOLDERS</b> (See Table 2 for list of external stakeholders)	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
<b>Government</b>	The Government has a direct interest in knowing whether WFP activities in the country are aligned with its priorities, harmonised with the action of other partners and meet the expected results. Issues related to capacity development, handover and sustainability will be of particular interest. Various Ministries are partners in the design and implementation of WFP activities, including the Ministry of Agriculture and Animal Resources (MINAGRI), the Ministry of Disaster Management and Refugee Affairs (MIDIMAR), the Ministry of Education (MINEDUC), the Ministry of Gender and Family Promotion (MIGEPROF), the Ministry of Health (MOH), the Rwanda Agriculture Board (RAB) and the local government at different levels (e.g. districts, sectors).
<b>UN Country team</b>	The UNCT's harmonized action should contribute to the realisation of the government developmental objectives. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts.

	Various agencies are also direct partners of WFP at policy and activity level. In particular, the Common Country Programme (2013-2018) has been jointly developed by UNDP, UNFPA, UNICEF and WFP. It is worth noticing that Rwanda is a <i>Delivering as One</i> country.
<b>NGOs</b>	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
<b>Civil society</b>	Civil society groups work within the same context in which WFP operates and have an interest in areas related to WFP interventions (food security, nutrition, education, gender equity, etc.). Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships.
<b>Donors</b>	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.

8. **Users.** The primary users of this evaluation will be:

- The CO and its partners in decision-making related notably to programme implementation and/or design, country strategy and partnerships.
- Given RB's core functions the RB is expected to use the evaluation findings to provide strategic guidance, programme support and oversight,
- OEV will use the evaluation findings to feed into an annual synthesis of all OpEvs and will reflect upon the evaluation process to refine its OpEv approach, as required.

## **6. Subject of the Evaluation**

9. Rwanda is a low-income, food-deficit and least developed country, and ranks 163 out of 188 countries based on the 2015 UNDP Human Development Report. Rwanda has one of the highest population densities in Africa and the total population of 11.2 million people is growing at an annual rate of 2.6 percent. Since the 1994 genocide, the country has been rebuilding itself and improving the population's quality of life. Under the Vision 2020 programme, Rwanda plans to increase its per capita income from USD 644 to USD 1,240 by 2020, and has seen an impressive annual GDP growth rate of 7.2 percent since 2010 alongside decreasing income inequality. Agriculture continues to play a key role in the economy, contributing 33 percent of the national gross domestic product (GDP) and generating 80 percent of export revenue<sup>120</sup>. Although Rwanda's food and nutrition situation is classified as "serious" according to the Global Hunger Index (GHI), there has been a remarkable reduction in the country's GHI score from 58.5 in 2000 to 30.3 in 2015.

10. **Common Country Programme:** In the context of the Rwanda United Nations Development Assistance Plan (UNDAP) 2013-2019, a Common Country Programme (CCP) 2013-2018 was jointly developed by UNDP, UNFPA, UNICEF and WFP, aiming to support the Government of

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<sup>120</sup> According to the 2015 CFSVA (Comprehensive Food Security and Vulnerability Analysis) report, 74 percent of households in Rwanda practice agriculture (88 percent of rural households).

Rwanda in designing, implementing and managing its own food assistance programmes. The five-year programme is comprised of two components:

- **Component 1** aimed to enhance the national capacity to design, develop and manage nationally owned hunger solutions. Planned **WFP specific activities** under this component included: **1) Technical support** to relevant Government of Rwanda institutions in the areas of vulnerability analysis and research, disaster risk reduction and management, enhancing market access for smallholder farmers through the Purchase for Progress (P4P) initiative, and school feeding and **2) Home Grown School Feeding (HGFSF)**: transitional direct implementation in vulnerable areas.
- **Component 2** aimed to model innovations in food assistance programming to inform the development, design, targeting and management of nationally owned hunger solutions. Planned small scale **WFP specific activities** under this component included: **1) Nutrition**: preventative Supplementary Feeding for pregnant and lactating women (PLW) and 6-23 month children; **2) Early Childhood Development (ECD)**: integrated ECD Centre Feeding and **3) Food assistance for Assets (FFA)**: asset creation and rehabilitation through cash-based transfers.

The CPP project document including the WFP-specific results and resource frameworks, related amendments (Budget revisions) and the latest resource situation are available at this [link](#).<sup>121</sup> The key characteristics of the operation are outlined in table two below.

11. **Other ongoing WFP interventions:** Since January 2015, WFP Rwanda also implements the Protracted Relief and Refugees Operation (PRRO) 200744, targeting 158,800 people, including Burundian and Congolese refugees, Rwandan refugees returning home and school children from the host communities attending the same schools as refugee children. The assistance is provided through general food distributions and safety net interventions such as blanket supplementary feeding, targeted supplementary feeding and school meals. Cash-based transfers (CBT) are implemented in three camps to enable refugees to purchase food of their choice at the local markets.

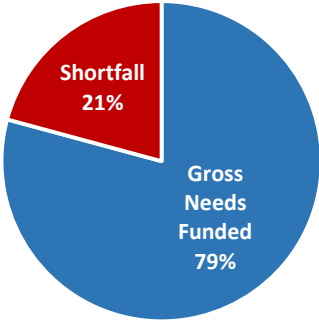
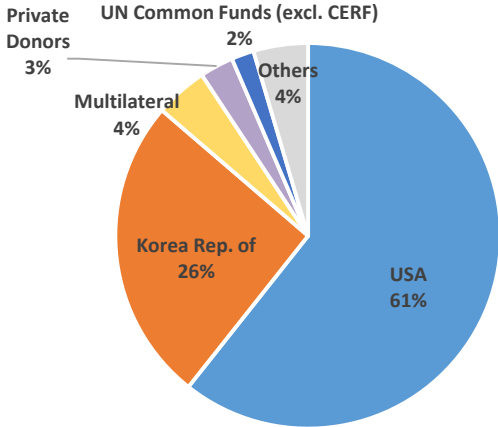
**Table 2: Key characteristics of the operation**

OPERATION	
<b>Approval</b>	The operation was approved by the WFP Executive Board in May 2013.
<b>Amendments</b>	<p>There have been four budget revisions (BR) to the initial project document, the first three being minor amendments to the budget in the course of 2015.</p> <p><b>BR#4 in March 2016</b> represented a more substantial amendment to the total budget, as it planned to:</p> <ul style="list-style-type: none"> <li>• Absorb a multi-year contribution from the McGovern-Dole Food for Education Fund for the Home Grown School Feeding (HGFSF) activity;</li> <li>• Absorb a multi-year contribution from KOICA for the Food Assistance for Assets (FFA) activity;</li> <li>• Increase the number of beneficiaries under the prevention of chronic malnutrition programme;</li> <li>• Replace SuperCereal with SuperCereal Plus for the Early Childhood Development Programme (ECD);</li> <li>• Increase the land transport, storage and handling (LTSH) rate by 23.5 percent.</li> </ul> <p>As of June 2016 BR#5 is underway - more details will be available at the time of the</p>

<sup>121</sup> From WFP.org – Countries - Rwanda – Operations.

	inception phase.		
<b>Duration</b>	<u>Initial</u> : 1 July 2013 – 30 June 2018	<u>Revised</u> : n/a	
<b>Planned beneficiaries</b>	<u>Initial</u> : 167,250	<u>Revised (BR#4)</u> : 197,450	
<b>Planned food requirements</b>	<u>Initial</u> : In-kind: 10,331 mt of food commodities CBT: US\$ 4,293,000	<u>Revised (BR#4)</u> : In-kind: 15,042 mt of food commodities CBT: US\$ 5,023,170	
<b>US\$ requirements</b>	<u>Initial</u> : US\$ 31,034,213	<u>Revised (BR#4)</u> : US\$ 51,964,318	
<b>OBJECTIVES, OUTCOMES AND ACTIVITIES</b> (per updated logical framework <sup>122</sup> as of March 2016)			
	<b>Links with WFP Strategic Objectives (SOs)</b>	<b>Operation specific outcome objectives</b>	<b>Activities</b>
Contribution to: Millennium Development Goals (MDGs) 1, 2, 3, 4, 5, 7, and 8; Rwanda United Nations Development Assistance Plan (UNDAP)	<b>Strategic Objective 3</b>	Increased marketing opportunities for producers and traders of agricultural products and food at the regional, national and local levels	<b>Technical Support to Government</b> (areas: vulnerability analysis and research, disaster risk reduction and management, enhancing market access for smallholder farmers, management of food security)
		Risk reduction capacity of countries, communities and institutions strengthened	
		Improved access to livelihood assets has contributed to enhanced resilience and reduced risks from disaster and shocks faced by targeted food-insecure communities and households	<b>FFA</b> (through CBT)
	<b>Strategic Objective 4</b>	Increased equitable access to and utilization of education	<b>Home Grown School Feeding</b>
Ownership and capacity strengthened to reduce undernutrition and increase access to education at regional, national and community levels		<b>Technical Support to Government</b> (areas: nutrition and school feeding)	

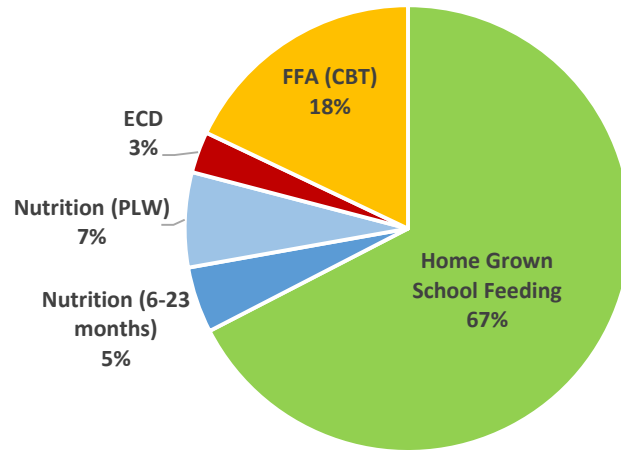
<sup>122</sup> Source: WFP COMET system

	Reduced undernutrition, including micronutrient deficiencies	<b>Nutrition</b> (preventative Supplementary Feeding for PLW and 6-23 mo.) <b>Early Child Development (ECD)</b> <sup>123</sup>																				
<b>Cross-cutting results</b> <ul style="list-style-type: none"> <li>- <b>Gender:</b> Gender equality and empowerment improved</li> <li>- <b>Protection and accountability to Affected Populations:</b> WFP assistance delivered and utilized in safe, accountable and dignified conditions</li> <li>- <b>Partnership:</b> Food assistance interventions coordinated and partnerships developed and maintained</li> </ul>																						
<b>PARTNERS</b>																						
<b>Government</b>	Ministry of Agriculture and Animal Resources (MINAGRI), the Ministry of Disaster Management and Refugee Affairs (MIDIMAR), the Ministry of Education (MINEDUC), the Ministry of Gender and Family Promotion (MIGEPROF), the Ministry of Health (MOH) and the Rwanda Agriculture Board (RAB).																					
<b>United Nations</b>	UNICEF, WHO, FAO, IFAD, UN Women																					
<b>NGOs</b>	Good Neighbors International (GNI), Unity Club, World Vision, ADRA																					
<b>RESOURCES (INPUTS)</b>																						
<b>Confirmed contribution (as of 26 January 2017):</b> US\$ 43,956,175  <b>% against appeal:</b> 79% (elapsed time: 58%)  <b>Top 5 donors:</b> -USA -Korea, Rep. of -Multilateral -Private Donors -UN Common Funds (excl. CERF)	<b>% funded of total requirements</b>   <table border="1"> <caption>% funded of total requirements</caption> <tr><th>Category</th><th>Percentage</th></tr> <tr><td>Gross Needs Funded</td><td>79%</td></tr> <tr><td>Shortfall</td><td>21%</td></tr> </table>	Category	Percentage	Gross Needs Funded	79%	Shortfall	21%	<b>Top five donors</b>   <table border="1"> <caption>Top five donors</caption> <tr><th>Donor</th><th>Percentage</th></tr> <tr><td>USA</td><td>61%</td></tr> <tr><td>Korea Rep. of</td><td>26%</td></tr> <tr><td>Multilateral</td><td>4%</td></tr> <tr><td>Private Donors</td><td>3%</td></tr> <tr><td>UN Common Funds (excl. CERF)</td><td>2%</td></tr> <tr><td>Others</td><td>4%</td></tr> </table>	Donor	Percentage	USA	61%	Korea Rep. of	26%	Multilateral	4%	Private Donors	3%	UN Common Funds (excl. CERF)	2%	Others	4%
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<b>PLANNED OUTPUTS (at design)</b>																						

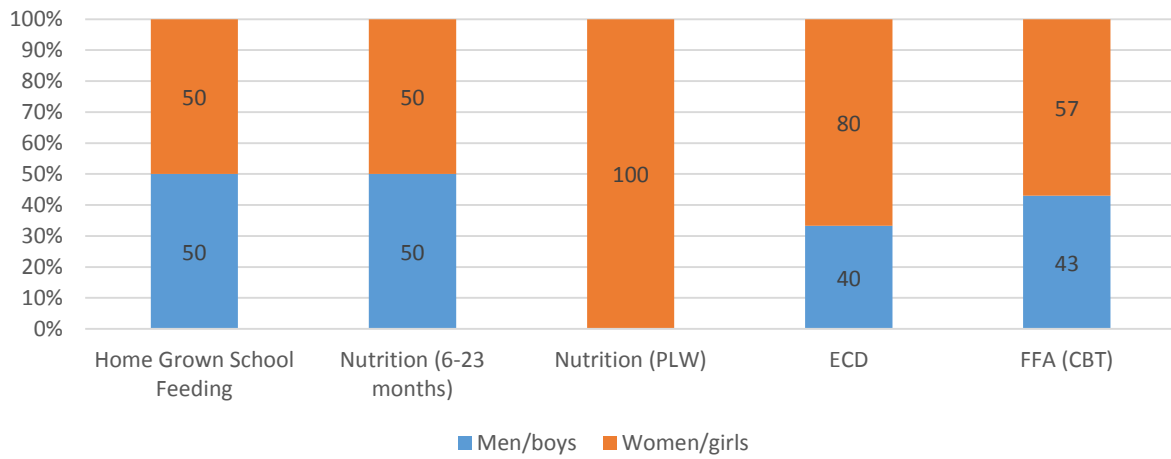
<sup>123</sup> ECD activity not being implemented as of early 2016.



**Planned % of beneficiaries by activity**



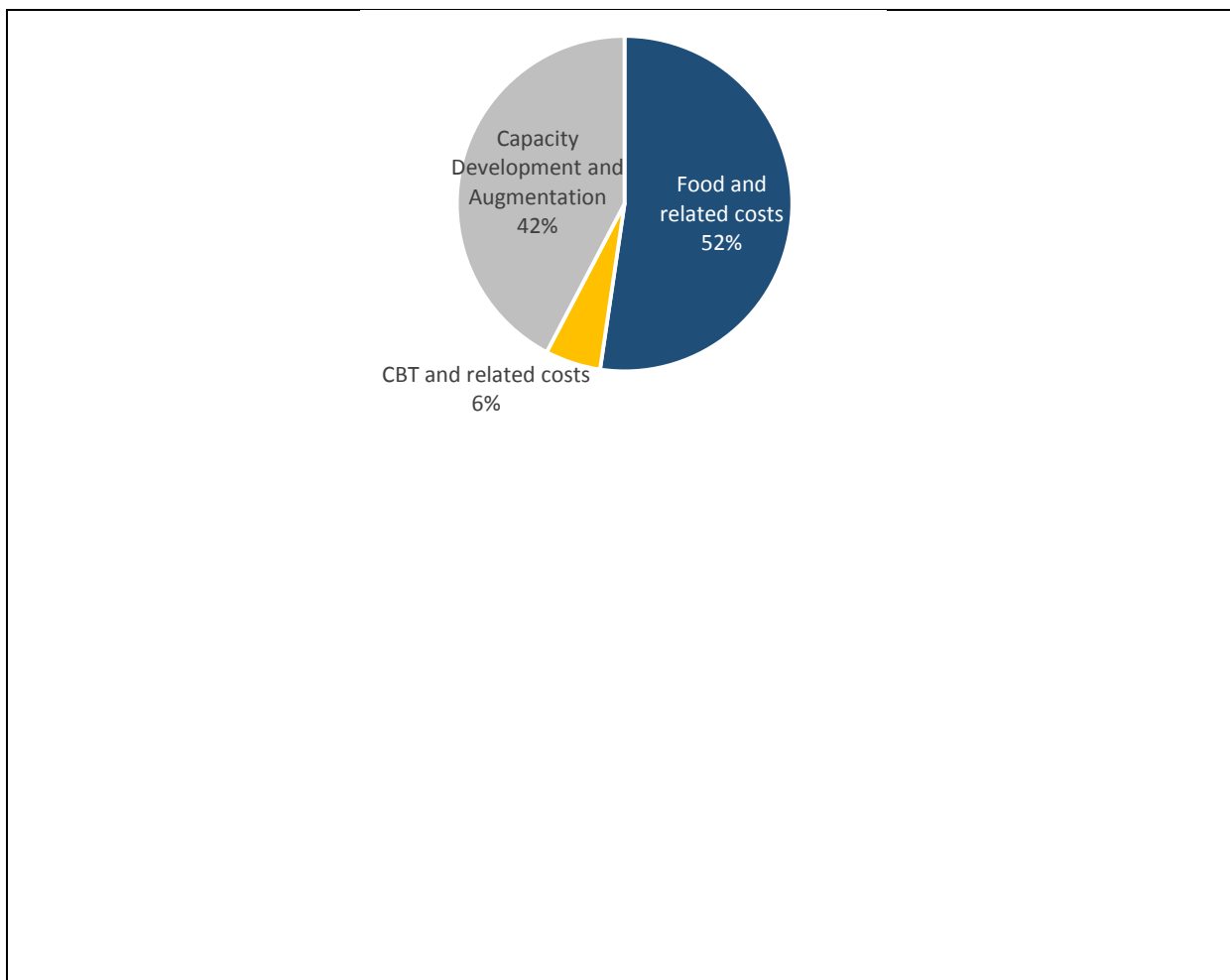
**Planned % of women/girls versus men/boys by activity/component**



**Planned % of food (mt) and CBT (US\$) requirements by activity**



**Updated Breakdown of Direct Operational Costs (as per BR#4)**



## 7. Evaluation Approach

### 1.4 4.1. Scope

12. **Scope.** The evaluation will cover WFP Rwanda Common Country Programme 200539 including all WFP activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation captures the time from the development until the approval of the operation in May 2013, and the period from the beginning of the operation until the start of the evaluation (July 2013 – March 2017).
13. The main focus should be on the evaluation of WFP's efforts in enhancing national capacity to design and manage food assistance programs through innovative, home-grown solutions and models. More specifically, the interest lies in evaluating home-grown school feeding and nutrition activities and WFP's support to/through small-holder farmers. On the other hand, the ECD activity should be covered by the Evaluation Question 1 (Appropriateness) only, as this activity is not currently implemented nor there is a plan to initiate it in the course of 2016.

### 1.5 4.2. Evaluation Questions

14. The evaluation will address the following three questions:

**Question 1: How appropriate is the operation?** Areas for analysis will include the extent to which the objectives, targeting, choice of activities and of transfer modalities:

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time.
- Are coherent with relevant stated national policies, including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners (including identification of the comparative advantages of WFP in the local context) as well as with other CO interventions in the country. The evaluation will be useful in assessing WFP's role in capacity development and the leverage of that role through its activities in the Rwandan context.
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance<sup>124</sup> (including gender), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender rights.

**Question 2: What are the results of the operation?** While ensuring that differences in benefits between women, men, boys and girls from different groups are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, differences for different groups, including women, girls, men and boys; how GEEW results have been achieved;
- How different activities of the operation dovetail and are synergetic with other WFP operations and with what other actors are doing to contribute to the overriding WFP objective in the country; and
- The efficiency of the operation and the likelihood that the benefits will continue after the end of the operation.

**Question 3: Why and how has the operation produced the observed results?** The evaluation should generate insights into the main internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
- Externally (factors outside WFP's control): the external operating environment; the funding climate; external incentives and pressures; etc.

## 1.6 4.3 Evaluability Assessment

15. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically

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<sup>124</sup> Most relevant policies and normative guidance for this evaluation include: [Capacity Development and Hand-Over](#), [Corporate partnership strategy](#), [School Feeding Policy](#), [Safety Nets Policy](#), [Nutrition Policy](#), [Building Resilience for Food Security and Nutrition](#), [Policy on Disaster Risk Reduction and Management](#), [Vouchers and Cash Transfers as Food Assistance Instruments](#), [Gender Policy](#). For gender, please also see the Convention to Eliminate all Forms of Discrimination against Women (CEDAW).

assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.

16. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations or reviews of ongoing and past operations (including the Operation Evaluation of Rwanda PRRO completed in 2016) as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.
17. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives.
18. However, answering question two is likely to pose some challenges owing in part to: i) potential absence of baseline data for specific activities, which will need to be reconstructed using findings from various assessment reports, ii) limited availability of outcome-level results in the areas of FFA and capacity development and iii) potential data gaps in relation to efficiency.
19. For question three, the team members will have access to some institutional planning documents and is likely to elicit further information from key informant interviews.

## **1.7 4.4. Methodology**

20. The methodology will be designed by the evaluation team during the inception phase. It should:
  - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.
  - Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender<sup>125</sup>);
  - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.
  - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
  - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
  - Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
  - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

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<sup>125</sup> These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

## 1.8 4.5. Quality Assurance

21. OEV's Evaluation Quality Assurance System (EQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for quality assurance, templates for evaluation products and checklists for the review thereof. It is based on the UNEG norms and standards and good practice of the international evaluation community (DAC and ALNAP) and aims to ensure that the evaluation process and products conform to best practice and meet OEV's quality standards. EQAS does not interfere with the views and independence of the evaluation team.
22. At the start of the evaluation, OEV will orient the evaluation manager on EQAS and share related documents. EQAS should be systematically applied to this evaluation and the evaluation manager will be responsible to ensure that the evaluation progresses in line with its process steps and to conduct a rigorous quality control of the evaluation products ahead of their submission to WFP. OEV will also share an Orientation Guide on WFP and its operations, which provides an overview of the organization.

### 8. Phases and deliverables

23. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
24. **Preparation phase** (May – August 2016): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
25. **Inception phase** (September 2016 – February 2017): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

- **Deliverable: Inception Package.** The Inception Package details how the team intends to conduct the evaluation with an emphasis on methodological and planning aspects. The IP will be shared with CO, RB and OEV for comments before being approved by OEV. It will present an analysis of the context and of the operation, the evaluation methodology articulated around a deepened evaluability and stakeholders' analysis; an evaluation matrix; and the sampling technique and data collection tools. It will also present the division of tasks amongst team members as well as a detailed schedule for stakeholders' consultation. For more details, refer to the [content guide for the inception package](#).

26. **Evaluation phase** (March 2017): The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

- **Deliverable: Exit debriefing presentation.** An exit debriefing presentation of preliminary findings and conclusions (powerpoint presentation) will be prepared to support the debriefings.

27. **Reporting phase** (April – May 2017): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a

matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users. These will form the basis of the WFP management response to the evaluation. For more details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

28. **Follow-up and dissemination phase:** OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions. The RB will coordinate WFP’s management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP’s Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

**Notes on the deliverables:**

The inception package and evaluation reports shall be written in English and follow the EQAS templates.

The evaluation team is expected to produce written work that is of very high standard, evidence-based, and free of errors. The evaluation company is ultimately responsible for the timeliness and quality of the evaluation products. If the expected standards are not met, the evaluation company will, at its own expense, make the necessary amendments to bring the evaluation products to the required quality level.

The evaluation TOR, report and management response will be public and posted on the WFP External Website ([wfp.org/evaluation](http://wfp.org/evaluation)). The other evaluation products will be kept internal.

**Table 3: Key dates for field mission and deliverables**

Entity responsible	Phase	Activities	Key dates (tentative)
EM/ET	Inception	Draft Inception Package	15 January 2017
EM/ET	Inception	Final Inception Package	10 February 2017
CO/ET	Evaluation	Evaluation field mission	27 February – 17 March 2017
ET	Evaluation	Exit Debriefing Presentation	17 March 2017
EM/ET/CO/RB	Reporting	Conference call on emerging areas of recommendations	12 April 2017

EM/ET	Reporting	Draft Evaluation Report	24 April 2017
EM/ET	Reporting	Final Evaluation Report	22 May 2017
CO/RB	Follow-up	Management Response	7 June 2017

## 9. Organization of the Evaluation

### 6.1 Outsourced approach

29. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.
30. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.
31. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).
32. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

### 6.2 Evaluation Management

33. The evaluation will be managed by the company's EM for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:
  - Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
  - Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
  - Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
  - Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
  - Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
  - Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

### 6.3 Evaluation Conduct

34. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.
35. **Team composition.** The evaluation team is expected to include three members, including the team leader. It should include women and men of mixed cultural backgrounds and at least one national of Rwanda. At least one team member should have WFP experience.
36. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas (listed in order of priority):
  - **Nutrition expertise;**
  - **Capacity Development:** good understanding and demonstrated experience in technical assistance and country capacity strengthening in the context of food security and food assistance;
  - Experience in **home-grown school feeding;**
  - Experience in **resilience/livelihoods;**
  - **Gender** expertise/good knowledge of gender issues within the country/regional context as well as understanding of UN system-wide and WFP commitments on gender.
37. All team members should have strong analytical and communication skills (in oral and written English); evaluation experience and familiarity with the country or region. Some understanding/knowledge of French (verbal) would be an asset to facilitate communication during field work, none withstanding the need for translation into Kinyarwanda/Ki-rundi/other languages depending on specific populations encountered.
38. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.
39. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
40. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
41. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.



## 6.4 Security Considerations

42. As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.
43. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:
- Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
  - The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
  - The team members observe applicable UN security rules and regulations – e.g. curfews etc.

For more information, including the link to UNDSS website, see [EQAS for operations evaluations](#) page 34.

## 10. Roles and Responsibilities of WFP Stakeholders

44. **The Country Office.** The CO management will be responsible to:
- Assign a focal point for the evaluation. **Mari Hassinen**, Head of Programme, will be the main CO focal point for this evaluation. **Mahamadou Tanimoune**, Programme Officer, will be the alternate CO focal point.
  - Comment on the TORs, inception package and the evaluation report
  - Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
  - Organise security briefings for the evaluation team and provide any materials as required
  - Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
  - Organise and participate in two separate debriefings, one internal and one with external stakeholders.
  - Prepare a management response to the evaluation recommendations.
  - Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
45. **The Regional Bureau.** The RB management will be responsible to:
- Assign a focal point for the evaluation. **Geneviève Chicoine**, Regional M&E Advisor, will be the main RB focal point for this evaluation. **Fiona Gatere**, Regional M&E Officer, will be the alternate RB focal point.
  - Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
  - Provide comments on the TORs, inception package and the evaluation report.
  - Coordinate the management response to the evaluation and track the implementation of the recommendations.

- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.
46. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.
47. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and **Filippo Pompili**, Evaluation Officer, will be the OEV focal point for this evaluation. OEV's responsibilities include to:
- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
  - Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
  - Comment on the draft inception package.
  - Comment on the evaluation report and approve the final version.
  - Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
  - Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
  - Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

## **11. Communication and budget**

### **8.1. Communication**

48. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5 (paragraph 27) describes how findings will be disseminated.
49. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

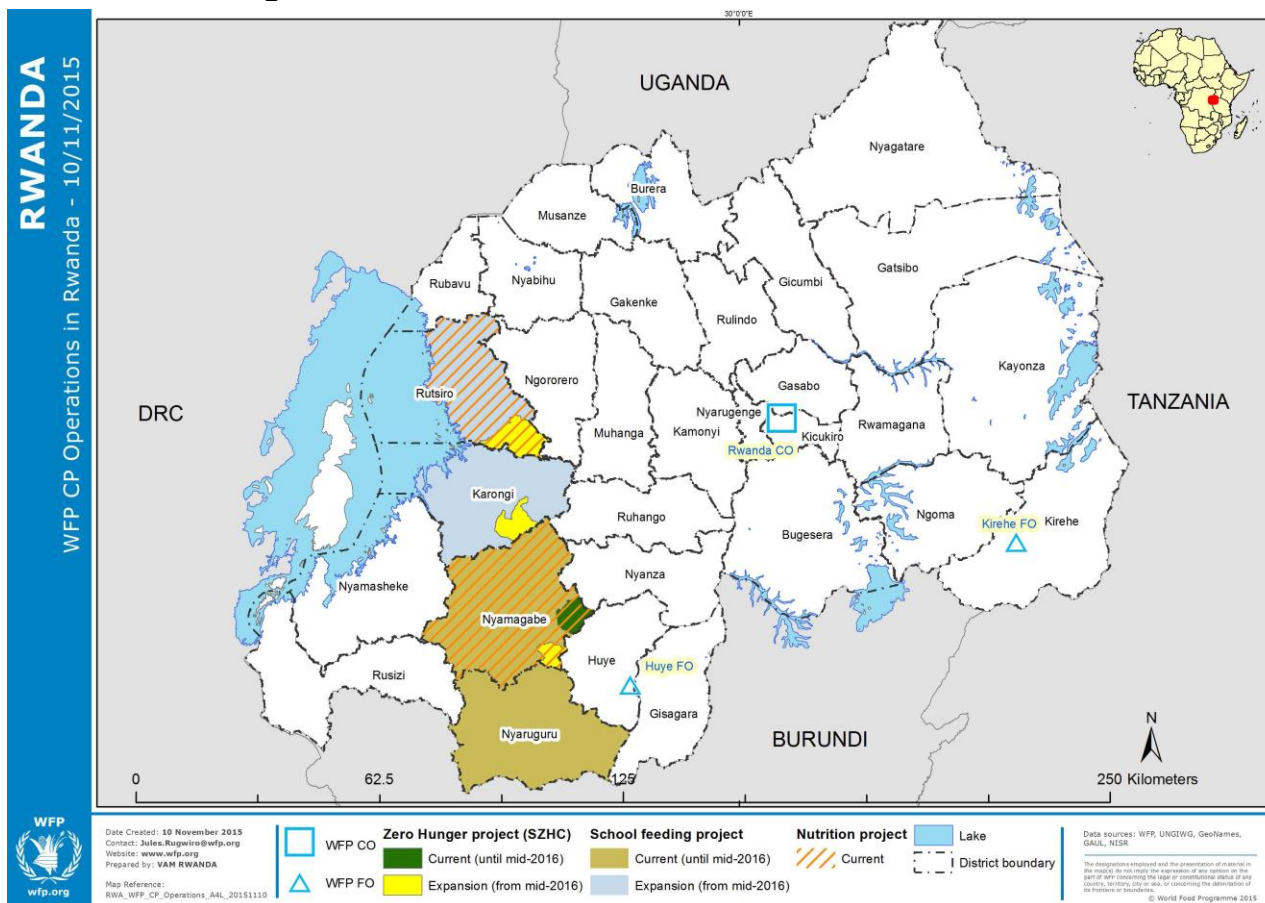
### **8.2. Budget**

50. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012 and July 2015). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).
51. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:
- Use the management fee corresponding to a small operation;
  - not budget for domestic travel, as ground transportation will be supported by the Country Office.

*Please send queries to Filippo Pompili at:*

- email: [filippo.pompili@wfp.org](mailto:filippo.pompili@wfp.org)
- phone number: +39 06 6513 6454

## 2 Annex 1: Map



**3 Annex 2: Evaluation timeline**



## 4 Acronyms

AAP	Accountability to Affected Populations
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BR	Budget Revision
CBT	Cash-based transfer
CIAT	International Centre for Tropical Agriculture
CO	Country Office (WFP)
CP	Country Programme
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
ECD	Early Child Development
EQAS	Evaluation Quality Assurance System
EM	Evaluation Manager
ER	Evaluation Report
ET	Evaluation Team
FFA	Food Assistance for Assets
FAMA	Farm to Market Alliance
GEEW	Gender empowerment and equality of women
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
Mt	Metric Ton
NGO	Non-Governmental Organisation
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)

SZHC	Saemaul Zero Hunger Communities
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team
UNEG	United Nations Evaluation Group
WFP	World Food Programme



## Annex 2 – Methodology

### Approach and methodology

1. WFP's Office of Evaluation commissioned IRAM to carry out the mid-term evaluation of the Rwanda Common Country Programme (200539). The CCP 2013-2018 was jointly developed by UN agencies: UNDP, UNFPA, UNICEF, and WFP in the context of the Rwanda UNDAF 2013-2019. The purpose of the programme is to support the Government of Rwanda in designing, implementing and managing its own food assistance programmes.
2. The evaluation has two key objectives which are complementary.
  - a. **Accountability** – the evaluation has assessed and reports on the results and performance of the operation. This includes a comprehensive review of the activities implemented, the results achieved and progress towards outcomes. This review allows the evaluation to provide recommendations targeted at ensuring further progress and at addressing any challenges that emerged, and at informing and potential adjustments to the on-going country programme. The recommendations will also feed into the formulation of the new Country Strategic Plan. The Rwanda CO will prepare a management response to the recommendations.
  - b. **Learning** – the evaluation has taken an in-depth look at the reasons why certain results occurred or failed to occur, and has drawled out evidence-based lessons, good practices and areas for learning. These lessons will be disseminated and incorporated into lesson learning systems.
3. The evaluation has covered all activities and processes of the WFP Rwanda Common Country Programme. The time-period for the evaluation has covered the time from the design of the Country Programme until its approval in May 2013 and has covered the duration of the evaluation period (July 2013 to March 2017). It has covered the various budget revisions and amendments that were introduced and which are reflected in the preceding sections.
4. The evaluation has answered the evaluation questions as specified in the Terms of Reference (ToR). The evaluation was guided by the OECD/DAC criteria.
5. The evaluation has covered three main evaluation questions (EQs), with a series of sub-questions aimed at focusing the inquiry and at ensuring adequate coverage of the issues of importance to the programme. The main questions and sub-questions are provided below. A small modification has been made under evaluation questions (EQ) 1 through the addition of a fourth sub-question. This change was made in consultation with the CO during the planning stage to ensure that the evaluation adequately covers WFP's role in capacity development and assesses any possible leveraging effect that it has had.

#### **Question 1 – How appropriate was the operation?**

- Extent to which the objectives, targeting, choice of activities and transfer modalities were appropriate at the project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups and has remained so over time?
- Extent to which the objectives, targeting, choice of activities and transfer modalities were coherent with relevant stated national policies including sector and gender policies and strategies and seek complementarity with the interventions of relevant humanitarian and development partners as well as with other CO interventions in the country?

- Extent to which the objectives, targeting, choice of activities and transfer modalities were coherent at project design stage with relevant WFP and UN-Wide system strategies, policies and normative guidance and remained so over time? To what extent did the design include gender empowerment and equality of women (GEEW) in the objectives and mainstreaming principles?
- What has been WFP's role in capacity development and the leverage of that role through activities in the Rwandan context<sup>126</sup>?

**Question 2 – What are the results of the operation?**

- Have the planned outputs been achieved?
- Have the objectives been attained, including with respect to GEEW and were there any unexpected outcomes?
- Have the different activities of the operation been complementary and have they been in synergy with what other actors are doing to contribute to WFP's overarching objectives for the country?
- To what extent has the operation been efficiently implemented and what is the likelihood that benefits continued after the end of the operation?

**Question 3 – Why and how did the operation produce the observed results?**

- What internal factors (which WFP can influence) caused the observed changes and affected how results were achieved?
  - What external factors (factors which are outside of WFP's control) impacted on the observed changes and affected how results were achieved?
6. The evaluation ensured appropriate attention to WFP's GEEW objectives. As part of the inquiry the evaluation assessed to what extent the Country Programme has adequately assessed the needs of women at the planning/design stage, whether these needs have been adequately taken into account, what the evidence suggests have been the main outcomes for women. In doing this the evaluation make a critical assessment of the extent to which GEEW has been mainstreamed in programme design and implementation and whether this complies with WFP's gender policy.
  7. The evaluation team has examined key capacity issues within the overall context and has examined technical support and capacity building systematically as an issue that cuts across all components. The evaluation team has followed the perspective of the evaluation of WFP's capacity development policy in considering both organisational and institutional capacity as well as in the capacity building of individuals. As the Country programme aims at contributing to capacity development, hand-over and sustainability these have been specific aspects that was examined more in-depth.
  8. Finally, the overall goal to which all WFP interventions seek to contribute is food and nutrition security. Food and nutrition security will therefore, be an overarching theme for the evaluation to be assessed across the three evaluation questions.
  9. The evaluation process has been guided by an Evaluation Matrix (Annex 1). This matrix has been drawn up based on the evaluation questions and sub-questions, and has been slightly modified as mentioned above to ensure attention to WFP's role in capacity development.
  10. The evaluation matrix reflected detailed indicators for each of the evaluation questions and sub-questions, specifies how the information to be collected and stated what the information sources were expected to be. The evaluation matrix has guided the drafting

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<sup>126</sup> Note: this question was added by the evaluation team, currently it is part of question 1.2

of the evaluation tools which are provided in annex 2. The main primary data collections tools were interviews with stakeholders, and direct observation.

11. The evaluation approach was based on a set of elements aimed at ensuring that the information that has been obtained was as reliable and in-depth as possible. This included:
  - a. Mining the secondary documentation prior to the field work so as to optimize the usefulness of the primary data collection and ensure that it takes place with a good understanding of how the programme has evolved.
  - b. Ensuring adequate attention to the starting point and how things have changed over time. The evaluation team has sought to reconstruct baselines for the different areas of focus of the country programme and sought to establish what has changed, and why these changes took place. The evaluation team paid particular attention to understanding who the key actors have been so that WFP's actions are examined as part of an overall set of activities (using a contribution analysis approach)
  - c. Ensuring that programme stakeholders were able to provide inputs into the evaluation process at various moments and that the views of women and men are adequately represented and any differences reflected. The evaluation team has ensured that stakeholder groups had a chance to provide their views, and that their interpretation of the operation and its achievements was reflected in the reporting. Separate groups for male and female respondents has been organized as necessary to ensure that all respondents feel empowered to provide their inputs.
  - d. Use a culturally sensitive approach and respect principles of confidentiality, protection of information sources and the dignity of the persons who have been interviewed. The team has likely done some interviews with children and has in this context as the authorities to inform the appropriate structures (parent-teacher committees and schools) of the work that has been done and its objectives. All interviews – and those with children – included an explanation of the purpose of the work and the option was given to informants to indicate that they did not wish to participate. All information on the interviews was kept in a separate confidential dropbox and the team has made sure not to make references to specific sources of information in the report or debriefing.
  - e. Using a mixed data collection approach that covered qualitative and quantitative sources to ensure adequate triangulation of findings. Each area of inquiry has been examined through the lens of different data sources and different data collection methods.
  - f. Systematically recording and analysing the findings. The team has used the evaluation matrix as a template for systematically recording against each of the detailed evaluation questions, what the main findings of the evaluation were, and what sources these were drawn from (e.g. interviews, documentation, data analysis). The record of the findings was linked back to the interview notes, documentation, and other sources, so that each of the team members could trace from where they originated, and what the sources were. In this manner, as the evaluation progresses, the team has been able to identify what the emerging findings were, and importantly, in what areas further triangulation might be needed (i.e. where insufficient sources/data exist) in order to ensure that findings – and ultimately the conclusions and recommendations – were based on solid evidence.

### **Data collection methods and tools**

12. The main sources that have been used for data collection as reflected in the evaluation matrix were:

13. **Secondary document/ literature review** – the documentation has been systematically reviewed to feed into the analysis of the overall context, to identify elements that fed into decision making, to understand how progress was monitored, and to identify what results were recorded from the various interventions. Records of lessons learnt from interventions have also been an important area of focus. This process was initiated during the inception phase and informed the evaluation design. The team has continued to review the documentation prior to the field work in Rwanda and has begun completing the evaluation matrix with relevant information based on this review.
14. **Review of secondary data.** The quantitative information has primarily been drawn from the review of secondary data. The e-library included a comprehensive collection of WFP’s internal data, including Standard Project Reports (SPR) and annual work plans, together with country-level data, as well as the McGovern Dole studies. The evaluation team has drawn systematically on earlier studies, including any evaluation work that has been done, and has also used existing data to do any additional analysis that is needed to strengthen the findings of the evaluation. The secondary data analysis has – similarly to the documentation review – been mined prior to the visit to Rwanda and used to assist in answering the questions in the evaluation matrix.
15. **Key informant and stakeholder interviews** have been the main form of primary data collection. This has covered interviewees from the different stakeholder groups (see stakeholder analysis section of this report). Individual interviews have likely constituted the bulk of the data collection, as previous evaluation experience has shown that these are most useful in obtaining detailed information and opinions. However, a small number of group interviews, for example with WFP staff, and with UN organizations have helped to provide insights into retrospectively understanding the processes of decision-making (which might not have been systematically recorded) as well as the implementation processes (where participants have identified together what elements fed into decisions, and how the implementation process took place over time). The group discussions have also been an important means by which to engage the WFP CO staff as well as other intervening parties in dialogue around the evaluation process and emerging findings.
16. In some cases the evaluation team has opted to conduct follow-up interviews with respondents from group interviews to obtain additional information. All interviewees have received advance notice of the interviews as well as a brief explanation of the purpose of the interview, how the findings have been used, the confidentiality of the information provided to the evaluation team, and has been given the option not to participate in the interview. At community level, male and female beneficiaries have been interviewed in separate focus groups to ensure respondents feel comfortable with providing responses and to enable the evaluation to bring out the perspectives of different groups.
17. By default, all interviews have been treated as confidential. The evaluation team has updated interview guides the day before each interview based on the evaluation matrix and the information already gathered and the evidence already available and sufficiently triangulated. Interviews have been systematically written up by team members using a standard template and shared through a compendium in a confidential section of the e-library. The compendium enables interview notes to be easily searched by topic, and facilitates triangulation of different interviewee recollections and perspectives. The interview notes also included a section on issues to be further explored and this has allowed team members to keep a focus on areas that needed further information/understanding as the data collection progresses. In line with good evaluation practice, the evaluation has sought to minimize the burden of the evaluation on stakeholders through careful organisation (in coordination with the CO).
18. **Field visits.** The field visits that have been planned for the main evaluation mission have been identified in such a manner that they covered the main elements (in terms of

components and operations) of the WFP portfolio, as well as different geographical regions of the country. Field visits have been used to mitigate some of the gaps in available data and for triangulation. They have helped in the assessment of capacity issues, not least through observation of service delivery at local level, and have also helped in a further understanding of gender issues by systematically including questions related to gender in the interviews.

19. **Initial briefing and de-briefing of findings.** The evaluation team has had a preliminary discussion with WFP CO staff upon arrival. This discussion has focused on sharing details on the evaluation approach, the data collection methods, and has allowed staff to provide inputs into the key areas of inquiry of the evaluation. It has also organized a separate joint briefing of key partner ministries. Prior to the field work the team has also had a joint meeting with the UN partners with which WFP is collaborating, as well as a small selection of individual interviews with technical staff from the collaborating ministries.
20. At the end of the fieldwork in Rwanda there have been two exit briefs. The exit briefs that have given a summary of the work of the evaluation team, shared first impressions and possibly tentative preliminary findings, as well as provided a means to clarify issues and identified following steps (such as information needs by the team and possible sources of that information). A first session to present the exit brief has been held for the internal WFP stakeholders (WFP CO, with telephone link with RB & OEV), scheduled on the penultimate day of the evaluation field mission. A second debriefing has been held for core stakeholders from government and aid agencies in the afternoon of the following day. These events have strengthened the team's understanding of the programme and promoted ownership of the evaluation, ensured engagement with core stakeholders, thus enhancing utility of the evaluation process.

### **Site selection**

21. The review of documentation and preliminary discussion with the WFP CO has fed into the identification of sites visited. The evaluation team has visited a sample of districts where the CO has activities in implementation, so as to ensure appropriate coverage of all activities and modalities that are used by WFP.
22. Within each district the field visit has taken place to locations that are as representative as possible of different factors that influence the implementation, outputs and outcomes, with consideration for issues of accessibility and maximizing the time available to the evaluation team.
23. In each district a selection of locations (schools, community health facilities, farmer associations, etc.) have been visited. The sampling reflected key criteria as follow:
  - urban, semi urban and rural settings;
  - geographic diversity;
  - accessibility;
  - presence/absence of other partners with whom WFP interacts;
  - size of schools;
  - nutrition profiles; etc.

The site selection has been discussed with the CO. Complementary exchanges with the CO have still been done at the start of the mission and resulted in minor modifications to these choices.

24. During the first week of the visit the team has jointly conducted field work to one district (Nyamagabe in the Southern Province). This has allowed the team to jointly test the methodology and to make any adjustments to the approach and interview guidelines.

25. The second week has started with a feedback meeting to WFP on some preliminary findings and has allowed for clarification. There have also been additional meetings in Kigali with key stakeholders at this time, including a joint/group meeting with NGO partners. The second part of the second week the team has also jointly conducted field work visit in two further districts (Rutsiro and Karongi in Western Province). The third week has started with another field visit to the other remaining districts (Nyaruguru and Gisagara Districts /Southern Province). Remaining interviews in Kigali have been held at the end of the third week.
26. Maximum effort has been made to ensure that the locations selected were representative of the areas where WFP operates. Nonetheless it was not possible to eliminate the introduction of some bias in the findings as the limited amount of time means it was not possible to visit all locations.
27. A further limitation of the methodology was that the field work was relied primarily on interviews. Care has been taken to ensure that the evaluation has identified in what manner respondents have been involved with the process and that respondents were given the opportunity to indicate when they did not feel comfortable with replying. Triangulation with other sources of information (monitoring reports, data sets, information from other donors, etc.) has been essential in using the information collected in this manner.

### **Quality Assurance**

28. IRAM has provided quality assurance as required by OEVs Evaluation Quality Assurance System (EQAS). This has covered the quality of the methodology and analysis, respect of the different steps of the process, respect of templates, and assurance of the various deadlines. Before submission to WFP, IRAM has ensured a quality check of all evaluation products (Inception Package, Exit debriefing presentation, draft and final evaluation reports).

### Annex 3 – List of Persons met

Last and First Name(s)	Job Title and Main Responsibilities
1. Jean Pierre de Margerie	Representative and Country Director
2. Abdurrahim SIDDIQUI	Deputy Country Director
3. Mari HASSINEN- AGOYA	Head of Programmes Unit (CP)
4. Didace KAYIRANGA	Programme Policy Officer (CP)
5. Tesi UWIBAMBE	Intern
6. Jules MUNYARUYANGE	Programme Policy Officer (cross cutting)
7. Agnes MUSHIMIYIMANA	Programme Policy Officer (FFA)
8. Mahamadou TANIMOUNE	Programme Policy Officer (Nutrition)
9. Damien NSENGIYUMVA	Programme Policy Officer (Nutrition)
10. Nikhila Gill	WFP School Feeding
11. Emmyson GATERA	Programme Assistant (SF)
12. Karl Fredrik SVENSSON	M&E Officer
13. Marie Claire GATERA	Programme Policy Officer (M&E)
14. Claire MUNAZIRIKAZI	Programme Assistant (M&E)
15. Genevieve CHICOINE	WFP M&E form Nairobi Regional Bureau
16. Jean Paul DUSHIMUMUREMYI	VAM Officer
17. Yuta FUNAKOSHI	Support Officer for Emergency Preparedness and Response / Field Operations (UNV)
18. Moses OJOTA	Programme Consultant
19. Saori KITAJIMA	WFP PPP Coordinator / M&E
20. Patrice NZEYIMANA	Programme Policy Officer (P4P)
21. Innocent NYAMULINDA	Programme Assistant (P4P)
22. Aboh ANYANGWE	P4P M&E Officer
23. Viateur NGIRUWONSANGA	Head of Huye FO
24. Stanislas KAMANAYO	Programme Assistant (SHZC Huye FO)
25. Alexis KABERA	Monitoring Assistant (HGSF Huye FO)
26. Elie Antoine BIGIRIMANA	Head of Karongi FO
27. Esperance NIKUZE	SZHC Monitoring Officer Karongi FO
28. Gerome MUTESA	Monitoring Assistant Karongi FO
29. Thacienne MUSHIMIYIMANA	Programme Associate Karongi FO
30. Alfred MWESIGYE MUHINDA	Monitoring Assistant Karongi FO
1. Attacher MAIGA	FAO Representative in Rwanda
2. Sanne HOLSLAG	FAO Associate Professional Officer and Social Protection Focal Point
3. Otto MUHINDA	FAO Programme Manager
4. Vincent GAHAMANYI	UNICEF Social Protection Specialist, Social Policy and Research Section
5. Denise UWERA	UNICEF Nutrition Specialist
6. Farah BARROW	UNDSS Rwanda Security Adviser

<b>Last and First Name(s)</b>	<b>Job Title and Main Responsibilities</b>
7. Daniel ALEMU	UNFPA Deputy Representative
8. Chantal GEGOUT	WHO nutrition and NCD Technical Officer
9. Marie Chantal RWAKAZINA	One UN coordination Analyst (RCO)
10. Jeannette KAYIRANGWA	National Facilitator of the OU UN Joint Programme for Nutrition
11. Arnaud DE VANSSAY	EU 2 <sup>nd</sup> Secretary – Team leader Rural Development
1. Hyeong Lae CHO	KOIKA Country Director
2. Jeyun CHOI	KOIKA Deputy Country Director
3. Ellinah BATAMULIZA	KOIKA Multilateral Cooperation Program Coordinator
4. Tommaso TABET	SDC Deputy Regional Director
5. Theoneste TWAHIRWA	SDC Nutrition Specialist
6. Emmeline SKINNER	DFID Social development Adviser
7. Innocent MATABISHI	Dutch Embassy in charge of Agriculture
1. Ananias SENTOZI	World Vision (WVI) Programme Director
2. Jules NSABIMANA	WVI Zero Hunger and Nutrition Specialist
3. Magnus NTWALI	WVI Literature Boost and WASH Coordinator in Nyamagabe and Nyaruguru Districts
4. Nicole RIZIKI	In charge of SZHC M&E for WVI in Rutsiro
5. Alphonse NSHIMIYIMANA	Literature Boost and WASH field officer for WVI in Karongi and Rutsiro
6. Emmanuel NTAKIRUTIMANA	Market Facilitator for WVI In Rutsiro
7. Deni BAGAZA	ZH Cash adviser for WVI in Rutsiro
8. Jean Bosco KAGABO	In charge of Nutrition for WVI in Rutsiro and Nyamagabe
9. Innocent MUSABYIMANA	ADRA Manager In Karongi and Rutsiro
10. Hana YU	GNR Country Director
11. Innocent CYIZA	GNR Project Manager in Charge of Agriculture
12. Clet IYAMENYE NIBEHO	GNR in charge of Community Mobilisation in Nyamagabe /Kamegeli
13. Samuel NDAYISHIMYE	GNR Administration Manager
1. Sylvia GATA	HGSF project Manager for MINAGRI
2. Manuel KAYIRANGA	MINAGRI Programme Manager of the National Grain Strategic Sock Reserve
3. Claudine MUKAGAHIMA	MINEDUC Professional in charge of Environment, Hygiene and Nutrition
4. Sylvie UWIMBABAZI	MINEDUC Director of cross-cutting Programme
5. Jean Claude RWAHAMA	MIDIMAR Director of Refugee Affairs Unit
6. Philippe HABINSHUTI	MIDIMAR Director of Disaster and Recovery Response
7. Beltilde MUKANGANGO	MIDIMAR in charge of Social Affairs and Camps Coordinator
8. Lenarda UWINKESHA	Gender Adviser in GMO
9. Rebecca ASIIMWE	Director of Monitoring Gender Mainstreaming in GMO



<b>Last and First Name(s)</b>	<b>Job Title and Main Responsibilities</b>
10. Thacien YANKURIJE	MINALOC Social Protection MIS Sipecialist
1. Prisca MUJAWAYEZU	V/Mayor Social Affairs in Nyamagabe
2. Andre NTZIRYAYO	Nyamagabe Director of Education
3. Jean de Dieu Karemera	Nyamagabe District Planner
4. Dieudonne MWIZERWA	Nyamagabe HGSF District Coordinator
5. Jean Chrysostom NDAHIMANA	Cyanika Sector Executive Secretary in Nyamagabe District
6. Eugene MUTABAZI	Cyanika Sector Agronome
7. Veneranda MUKABUTERA	Cyanika Sector in Cooperatives Manager
8. Jean Pierre NZABIRINDA	Kamegeri Sector Executive Secretary in Nyamagabe District
9. Charles MUBERUKA	Kamegeri Sector Education Officer
10. Remi KAMUGIRE	Kamegeri Sector Social Affairs Officer
11. Chantal NYIRAHABIMANA	Kamegeri Sector Agronome
12. Jean Herman BUTASI	Rutsiro District V/Mayor Social Affairs
13. Raphael REBERAHO	Director of Education in Rutsiro
14. Celvirien TURAMYE	Agronome of Rutsiro District
15. Emanuel KUBWIMANA	Agronome of Manihira Sector in Rutsiro District
16. Drocella MUKASHEMA	Karongi District V/Mayor Social Affairs
17. Jean Baptiste BIKORIMANA	Karongi DEO
18. Robert HITUMUKIZA	Karongi Director of Education
19. Protogene HABIMANA	Gitesi Sector Executive Secretary in Karongi District
20. Jean Pierre NSENGIYUMVA	Gitesi Sector Agronome in Karongi District
21. Samuel IYAMUREMYE	Gitesi Sector Education Officer
22. Collette KAYITESI	Nyaruguru District V/Mayor Social Affairs
23. Jean de Dieu IYAMUREMYE	NYARUGURU District HGSF Coordinator

### Annex 4 – Programme of work

<b>Time/Date</b>	<b>Activities</b>	<b>Evaluation</b>			<b>Location</b>
<b>Sunday 19/02/2017</b>					
End of day	Arrival and installation	Muriel Visser and Philippe Bacle			Airport/Hotel
<b>Monday 20/02/2017</b>					
Meetings at WFP					
08:30-09:30	Core team meeting	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
10:00-11:00	Security briefing	M. Visser	P.Bacle	A. Dukundane	UNDSS office
11:30-12:30	Briefing with CO (management team)	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
14.00 - 15.30	Nutrition (WFP HQ Team)	M. Visser			Tanimoune's Office
14.30 - 15.30	FFA (WFP HQ Team)		P.Bacle	A. Dukundane	Didace's Office
<b>Tuesday 21/02/2017</b>					
Interviews with WFP technical units + Group meeting with UN agencies					
10:00-11:30	School Feeding (WFP HQ Team)	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
11:30-12:30	P4P (WFP HQ Team)		P.Bacle		P4P's Office
14:45-17:15	Group meeting with UN Partners (WHO, One UN Rwanda Coordination Office, UNICEF, FAO, UNDP and UN Women)	M. Visser	P.Bacle	A. Dukundane	WFP large Conference Room
<b>Wednesday 22/02/2017</b>					
Interviews with Government institutions respective key stakeholders					
09:20-11:10	MINAGRI (HGSF and National Strategic Grain Stock Reserve Programme Managers)	M. Visser	P.Bacle	A. Dukundane	Ministry's Offices
11:30-12:30	M&E (WFP HQ Team)	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
14:30-16:40	CCP coordination mechanism (Didace)	M. Visser	k		Didace's Office
15:40-17:10	EPR and DRR (VAM officer, EPR consultant and Emergency Coordinator)		P.Bacle	A. Dukundane	WFP large Conference Room

<b>Time/Date</b>	<b>Activities</b>	<b>Evaluation</b>			<b>Location</b>
Thursday 23/02/2017	Field visit to Nyamagabe via Huye (FFA and HGSF)				
07:00-09:30	Travel Kigali-Huye (by car) 2.5h	M. Visser	P.Bacle	A. Dukundane	Huye District
09:30-10.15	Meeting with Huye WFP Sub-office	M. Visser	P.Bacle	A. Dukundane	Huye Field Office
	Hotel Installation	M. Visser	P.Bacle	A. Dukundane	Huye District
10:15-11:00	Travel Huye- Nyamagabe (by car)	M. Visser	P.Bacle	A. Dukundane	Nyamagabe District
11:45-13:10	Meeting Nyamagabe Local Leaders at district levels (V/Mayor Social Affairs, DEO, District Planer and District HGSF)		P.Bacle		Nyamagabe District Office
12:05-13:30	Meeting with regional representatives of WFP's NGOs partner in Nyamagabe district (GNR and World Vision)	M. Visser		A. Dukundane	Nyamagabe District (Golden Monky Hotel)
15:20-17:30	Cyanika Sector Field visit and Focus group discussion with beneficiaries' representatives (FFA) and Local Leaders at sector level	M. Visser	P.Bacle	A. Dukundane	Nyamagabe district/ Cyanika Sector community center
17:30	Back and Night in Huye	M. Visser	P.Bacle	A. Dukundane	Huye district
Friday 24/02/2017	Field visit to Kamegeli sector in Nyamagabe District (FFA, HGSF and Nutrition)				
08:30-09:20	Travel Huye- Kamegeli/Nyamagabe (by car)	M. Visser	P.Bacle	A. Dukundane	Kamegeli Sector/ Nyamagabe
9:20-10:30	Interview with Local Leaders at sector level (Executive Secretary, Sector Education Officer, Sector Social affairs and Sector Agricultural officer)	M. Visser	P.Bacle	A. Dukundane	Nyamagabe district (Kamegeli Sector)
10:30-13:15	Field visit and Focus group discussion with beneficiaries' representatives (HGSF, FFA and Nutrition)	M. Visser	P.Bacle	A. Dukundane	Nyamagabe district (Kamegeli Sector)
13:15	Back to Kigali	M. Visser	P.Bacle	A. Dukundane	Kigali
Monday 27/02/2017	Preliminary Debriefing and Meeting with key Partners				
08:30-09:10	Meeting with the Head of Programmes (CCP)	M. Visser	P.Bacle		Head of Programmes' Office

<b>Time/Date</b>	<b>Activities</b>	<b>Evaluation</b>			<b>Location</b>
09:00-10:00	Debriefing from field work District 1 (Nyamagabe) + farther clarifications (CO management team)	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
10:30-11:50	MIDIMAR Meeting (PS, Recovery Response and Social affairs and Camps	M. Visser	P.Bacle	A. Dukundane	MIDIMAR's Office
14:50-15:20	Gender Monitoring Office (GMO)	M. Visser		A. Dukundane	GMO's Office
17:20-18:10	UNFPA	M. Visser		A. Dukundane	UNFPA's Office
<b>Tuesday 28/02/2017</b>	<b>Meeting with GNO Partners and key Donors</b>				
08:20-09:00	Meeting with the Head of Programmes on Gender issues	M. Visser	P.Bacle	A. Dukundane	Head of Programmes' Office
09:15-10:10	Group meeting with NGO partners at national level (ADRA, GNR and WVI)	M. Visser	P.Bacle	A. Dukundane	WFP large Conference Room
10:20-11:10	Meeting with Country Director on Capacity Development	M. Visser	P.Bacle	A. Dukundane	Country Director's Office
11:30-12:10	SDC Meeting (Nutrition Programme)	M. Visser		A. Dukundane	SDC's Office
14:50-15:20	MINALOC Meeting (Social Protection and Nutrition Secretariat)		P.Bacle	A. Dukundane	Ministry's Office
14:30-16:10	Meeting with WFP M&E team	M. Visser			WFP Office
16:00-16:30	Meeting Deputy Country Director		P.Bacle		DCD's Office
<b>Wednesday 01/03/2017</b>	<b>Field visits in Karongi and Rustiro Districts /Western Province (HGSF, FFA and Nutrition)</b>				
07:30-11:00	Travel Kigali-Rutsiro (by car)	M. Visser	P.Bacle	A. Dukundane	Rutsiro District
11:00-12:00	Meeting Local Leaders at Rutsiro District Level (V/Mayor social Affairs, Education, Agricultural and Planer Officer)	M. Visser	P.Bacle	A. Dukundane	Rutsiro District
13:00-14:45	Travel to Manihira School	M. Visser	P.Bacle	A. Dukundane	Rutsiro District (Manihira School)

<b>Time/Date</b>	<b>Activities</b>	<b>Evaluation</b>			<b>Location</b>
14:45-16:10	Field visit and Focus group discussion with beneficiaries' representatives (HGSF) and local leaders at Sector, Cell and Village levels	M. Visser	P.Bacle	A. Dukundane	Rutsiro District (Manihira School)
17:20-18:30	Group meeting with Karongi WFP Field office	M. Visser	P.Bacle	A. Dukundane	Karongi WFP Field Office
Thursday 02/03/2017	Field visits in Karongi and Rustiro Districts /Western Province (HGSF and FFA)				
07:50-09:00	Meeting Karongi Local leaders at District level (V/Mayor Social Affairs and District Education Officers)	M. Visser	P.Bacle	A. Dukundane	Karongi district Office
09:30-11:30	Travel from Karongi District to Kirambo School in Gitesi Sector and Focus group discussion with beneficiaries' representatives (HGSF) and local leaders at Sector, Cell and Village levels	M. Visser	P.Bacle	A. Dukundane	Kirambo School in Gitesi Sector, Karongi District
12:40-13:10	Meeting Mukura SACCO Manager (FFA)	M. Visser	P.Bacle	A. Dukundane	SACCO Tugendane n'Igihe Mukura Office in Rutsiro district
13:20-14:10	Focus group discussion with SZHC Mukura beneficiaries representatives	M. Visser	P.Bacle	A. Dukundane	Mukura FFA Site in Rutsiro District
14:10-16:20	Travel from Mukura FFA Site to Sanza School and Focus Group Discussion at Sanza School (HGSF) and back to Karongi	M. Visser	P.Bacle	A. Dukundane	Sanza School in Murunda Sector, Karongi District
Friday 03/03/2017	Field visits in Karongi and Rustiro Districts /Western Province				
09:25-11:00	Meetings with Regional NGO partner representatives on SZHC an HGSF in Karongi and Rutsiro Districts	M. Visser	P.Bacle	A. Dukundane	Karongi WFP Field Office (FO)
11:10-12:30	Meeting with the Head of WFP Karongi FO	M. Visser	P.Bacle	A. Dukundane	Karongi WFP Field Office (FO)
13:30	Back to Kigali	M. Visser	P.Bacle	A. Dukundane	Kigali
Monday 6/03/2017	Field visits in Nyaruguru and Gisagara Districts /Southern Province				

<b>Time/Date</b>	<b>Activities</b>	<b>Evaluation</b>			<b>Location</b>
07:30-11:20	Travel Kigali-KOJYAMUGI Cooperative via Huye District (by car)	M. Visser	P.Bacle	A. Dukundane	Mamaba Sector in Gisagara District
11:30-13:30	Field Visit and Focus Group Discussion with KOJYAMUGI Cooperative representatives and staffs (P4P)		P.Bacle	A. Dukundane	KOJYAMUGI Cooperative Site in Mamaba Sector, Gisagara District
11:30	Back to Kigali and Meeting with MINEDUC on HGSF + Debriefing preparation	M. Visser			MINEDUC Office
13:40	Back to Huye + Hotel installation		P.Bacle	A. Dukundane	Huye district
17:05-18:20	Meeting with Head of the Huye FO (Nutrition, ZH, HGSF and P4P)		P.Bacle	A. Dukundane	Boni Consilli Hotel in Huye District
<b>Tuesday 7/03/2017</b>	<b>Field visits in Nyaruguru and Gisagara Districts /Southern Province + Debriefing preparation</b>				
08:30-09:10	Travel Huye- Nyaruguru (by car)		P.Bacle	A. Dukundane	Nyaruguru district
09:15-10:30	Meeting Nyaruguru Local Leaders (V/Mayor Social Affairs and HGSF District Coordinator)		P.Bacle	A. Dukundane	Nyaruguru district Office
11:00	Back to Kigali via Huye District by car		P.Bacle	A. Dukundane	Kigali
	Meeting with FAO Country Director and Debriefing preparation	M. Visser			Kigali
<b>Wednesday 08/03/2017</b>	<b>Additional meetings at national level + Debriefing preparation</b>				
10:40-11:20	Meeting with KOIKA (Country Director and Deputy Country Director)		P.Bacle	A. Dukundane	KOIKA Office
14:10-15:20	Meeting with WFP Partner in Food Security, Agriculture and Nutrition (EU, FAO and UNICEF)	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
15:30-17:10	Internal Debriefing with CO	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
<b>Thursday 9/03/2017</b>	<b>Additional Data Collection + Debriefing preparation</b>				
8:30-9:30	Meeting with Patrice (P4P)		P.Bacle	A. Dukundane	WFP Small Conference Room

<b>Time/Date</b>	<b>Activities</b>	<b>Evaluation</b>			<b>Location</b>
14:05-15:10	Social Protection Sector Working Group Representatives Meeting (UNICEF, WB, FAO and DFID)	M. Visser	P.Bacle	A. Dukundane	WFP Small Conference Room
15:35-17:10	Debriefing with External Stakeholders (FAO, UNICEF, UNFPA, UN Women, KOIKA, SDCD, Dutch Embassy, MINAGRI, GNR, WVI and ADRA)	M. Visser	P.Bacle	A. Dukundane	WFP Large Conference Room
Friday 10/03/2017	Additional Data collection				
8:30-9:30	Meeting with Saori Kitajima (PPP)		P.Bacle	A. Dukundane	WFP Office
9:30-10:30 (TBC)	Meeting with Solomon Asea of CBT		P.Bacle	A. Dukundane	WFP Small Conference Room

## Annex 5 – Data Annex

**Table 6 - Beneficiary numbers versus actuals for the Rwanda CCP - 2013 to 2016**

Planned and actual figures	Planned (as per PD/BR)			Actuals (as per SPR)			% achieved	
	Component and activity	Male	Female	Total	Male	Female		Total
<b>2013</b>	<i>Component 1 - Enhance Capacity Development</i>							
	School Feeding (primary)	41 000	41 000	82 000	40 214	41 419	81 633	100%
	<i>Component 2 - Model Innovations in Food Assistance</i>							
	School Feeding (ECD)	1 500	1 500	3 000	-	-	-	0%
	FFA	1 500	1 500	3 000	-	-	-	0%
	Nutrition	1 500	3 400	4 900	-	-	-	0%
	<b>Sub total Year 1</b>	<b>45 500</b>	<b>47 400</b>	<b>92 900</b>	<b>40 214</b>	<b>41 419</b>	<b>81 633</b>	<b>88%</b>
<b>2014</b>	<i>Component 1 - Enhance Capacity Development</i>							
	School Feeding (primary)	41 000	41 000	82 000	12 194	12 743	24 937	30%
	<i>Component 2 - Model Innovations in Food Assistance</i>							
	School Feeding (ECD)	500	500	1 000	-	-	-	0%
	FFA	600	600	1 200	525	539	1 064	89%
	Nutrition	1 000	2 900	3 900	1 360	3 403	4 763	122%
	<b>Sub total Year 2</b>	<b>43 100</b>	<b>45 000</b>	<b>88 100</b>	<b>14 079</b>	<b>16 685</b>	<b>30 764</b>	<b>35%</b>
<b>2015</b>	<i>Component 1 - Enhance Capacity Development</i>							
	School Feeding (primary)	40 180	41 820	82 000	12 554	12 733	25 287	31%
	<i>Component 2 - Model Innovations in Food Assistance</i>							
	School Feeding (ECD)	400	600	1 000	-	-	-	0%
	FFA	1 100	1 400	2 500	901	1 249	2 150	86%
	Nutrition	980	2 920	3 900	4 935	11 561	16 496	423%
	<b>Sub total Year 3</b>	<b>42 660</b>	<b>46 740</b>	<b>89 400</b>	<b>18 390</b>	<b>25 543</b>	<b>43 933</b>	<b>49%</b>
<b>2016</b>	<i>Component 1 - Enhance Capacity Development</i>							
	School Feeding (primary)	40 670	42 330	83 000	41 703	40 657	82 360	99%
	<i>Component 2 - Model Innovations in Food Assistance</i>							
	School Feeding (ECD)	490	510	1 000	-	-	-	0%
	FFA	3 036	3 864	6 900	2 980	3 347	6 327	92%
	Nutrition	3 822	7 778	11 600	6 467	17 068	23 535	203%
	<b>Sub total Year 4</b>	<b>48 018</b>	<b>54 482</b>	<b>102 500</b>	<b>51 150</b>	<b>61 072</b>	<b>112 222</b>	<b>109%</b>
<b>Total</b>		<b>179 278</b>	<b>193 622</b>	<b>372 900</b>	<b>123 833</b>	<b>144 719</b>	<b>268 552</b>	<b>72%</b>

Source: SPR 2013, 2014, 2015, and 2016 (WFP Rwanda)



**Table 7 - Planned versus actual transfers in metric tonnes (2013-2016)**

Table1 : Food distributions - Planned versus actual in metric tonnes				
Year	Component/Activity	Planned	Actual	%achieved
2013	<b>Component 1 - Enhance Capacity Development</b>			
	School Feeding (primary)	992	559	56%
	<b>Component 2 - Model Innovations in Food Assistance</b>			
	School feeding (ECD)	-	-	0%
	Nutrition	-	-	0%
	<b>Sub total 2013</b>	<b>992</b>	<b>559</b>	<b>56%</b>
2014	<b>Component 1 - Enhance Capacity Development</b>			
	School Feeding (primary)	2 479	333	13%
	<b>Component 2 - Model Innovations in Food Assistance</b>			
	School feeding (ECD)	-	-	0%
	Nutrition	366	4	1%
	<b>Sub total 2014</b>	<b>2 845</b>	<b>337</b>	<b>12%</b>
2015	<b>Component 1 - Enhance Capacity Development</b>			
	School Feeding (primary)	25 000	7 000	28%
	<b>Component 2 - Model Innovations in Food Assistance</b>			
	School feeding (ECD)	-	-	0%
	Nutrition	381	667	175%
	<b>Sub total 2015</b>	<b>25 381</b>	<b>7 667</b>	<b>30%</b>
2016	<b>Component 1 - Enhance Capacity Development</b>			
	School Feeding (primary)	2 257	734	33%
	<b>Component 2 - Model Innovations in Food Assistance</b>			
	School feeding (ECD)	-	-	0%
	Nutrition	1 002	1 076	107%
		<b>Sub total 2016</b>	<b>3 259</b>	<b>1 810</b>
	<b>Total</b>	<b>32 477</b>	<b>10 373</b>	<b>32%</b>

Source: SPR 2013, 2014, 2015, 2016 (WFP Rwanda)

**Table 8: Planned versus actual CBT in USD (2013-2016)**

Planned versus actual CBT Value transferred		
Year	Planned (USD)	Actual (USD)
2013	429,300	0
2014	858,600	0
2015	858,600	0
2016	966,578	400,427

## Acronyms

ADRA	Adventist Development and Relief Agency
CBT	Cash Based Transfer
CCP	Common Country Programme
CDF	Community Development Fund
CFM	Complaint Feedback Mechanism
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CIP	Crop Intensification Programme
CO	Country Office
CP4P	Common Purchase for Progress
CS	Country Strategy
CSI	Coping Strategy Index
CSO	Civil Society Organization
DaO	Delivering as One
DDP	District Development Plans
DDS	Diet Diversity Scores
DP	Development Partners
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
EAC	East African Community
ECD	Early Childhood Development
EDPRS	Economic Development and Poverty Reduction Strategy
EGRA	Early Grade Reading Assessment
EPR	Emergency Preparedness and Response

ET	Evaluation Team
EWS	Early Warning System
FAO	Food and Agriculture Organization
FCS	Food Consumption Scores
FFA	Food Assistance for Assets
FSNMS	Food Security and Nutrition Status Monitoring Surveys
FO	Farmers Organizations
GBV	Gender Based Violence
GDP	Gross Domestic Product
GEEW	Gender Empowerment and Equality of Women
GIS	Geographic Information System
GMO	Gender Monitoring Office
GNR	Good Neighbors Rwanda
GoR	Government of Rwanda
HGSF	Home Grown School Feeding
HQ	Head Quarters
IFAD	International Fund for Agriculture Development
IT	Information Technology
JADF	Joint Action Development Forum
KOIKA	Korea International Cooperation Agency
LTSH	Local Transport Storage and Handling
M&E	Monitoring and Evaluation
MAD	Minimum Acceptable Diet
MDG	Millennium Development Goals
MGD	McGovern-Dole

MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Governance
MINEACOM	Ministry of Commerce and East African Community affairs
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MINECOFIN	Ministry of Economic Planning and Finance
MINEDUC	Ministry of Education
MININFRA	Ministry of Infrastructure
NISR	National Institute of Statistics of Rwanda
MoU	Memorandum of Understanding
MSB	Swedish Civil Contingencies Agency
NCI	National Capacity Index
NGO	Non-Governmental Organization
NMSEM	Multi-Sectoral Strategy for the Elimination of Malnutrition
OEV	Office of Evaluation
P4P	Purchase for Progress
PHHS	Post Harvest Handling and Storage
PHLR	Post-Harvest Loss Reduction
PLW	Pregnant and Lactating Women
PPP	Patient Procurement Platform
PRRO	Protracted Relief & Refugees Operation
PSF	Private Sector Federation
PTA	Parent Teacher Association
RAB	Rwanda Agriculture Board
RB	Regional Bureau

RDHS	Rwanda Democratic Health Survey
REACH	Renewed Efforts Against Child Hunger and Undernutrition
RIAS	Rabo International Advisory Services
RWEE	Rural Women Economic Empowerment
RWF	Rwandan Franc
SACCO	Sector Savings and Credit Cooperation
SDC	Swiss Development Cooperation
SDG	Sustainable Development Goals
SF	School Feeding
SO	Strategic Objective
SPR	Standard Project Report
SUN	Scaling Up Nutrition
SZHC	Saemaul Undong Zero Hunger Community Project
TA	Technical Assistance
ToR	Terms of Reference
UN	United Nations
UNDAP	United Nations Development Assistance Programme
UNDP	United Nations Development Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
USA	United States of America
VAM	Vulnerability Analysis and Mapping
VDC	Village Development Committees
VUP	Vision 2000 Unumenga Programme
WASH	Water Sanitation and Hygiene

WHO	World Health Organization
WFP	World Food Programme
WVI	World Vision International

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