

Country Portfolio Evaluation

Rwanda: An Evaluation of WFP's Portfolio (2006-2010)

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Factsheet: WFP's Portfolio in Rwanda

Timeline and funding level of RWANDA portfolio operations

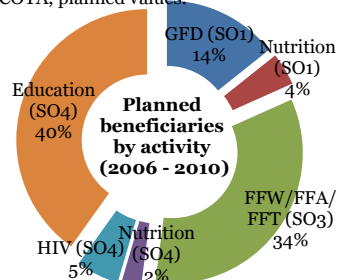
Operation	Title	2006	2007	2008	2009	2010				
DEV 10156	Country Programme	Req.: \$47.5 - Contrib.: \$26.4								
DEV 10677	Food Assist. Education	← 2003		Req.: \$41.3 - Contrib.: \$28.4						
PRRO (Reg.) 10062.2	Food Aid Relief and Recovery (Great Lakes)	Req.: \$33.6 Contrib.: \$14.0*				→ 2012				
PRRO 10531	Assist. to refugees and recovery op. for the most vulnerable HHs		Req.: \$54.0 - Contrib.: \$35.3			→ 2011				
PRRO 200030	Assist. to Refugees, Recovery Support to Host Communities and the Most Vulnerable HHs					Req.: \$36.6 Contrib.: \$4.9				
Food Distributed (MT)		23,909	26,078	22,332	20,488	27,754***				
Direct Expenses** (USD, millions)		\$22.6	\$15.5	\$19.3	\$21.9	N/A				
% Direct Expenses: Rwanda vs. World		0.8%	0.6%	0.5%	0.6%	N/A				
Beneficiaries (actual)		M	F	M	F	M	F	Data by sex n/a		
		265,006	291,632	237,880	271,860	252,100	276,115		222,425	231,292
Total of Beneficiaries (actual)		556,638		509,740		528,215		453,717		529,000
WFP World Direct Expenses (USD billions)		\$2.7		\$2.8		\$3.5		\$4		N/A

Source: last SPR available, Resource Situation (10 August 2010), Annual Performance Report 2009.

Distribution of portfolio activities by beneficiaries¹

	GFD (SO1)	Nutrition (SO1)	FFW/FFA/FFT (SO3)	Nutrition (SO4)	HIV (SO4)	Education (SO4)
DEV 10156					X	X
DEV 10677						X
PRRO (Reg.) 10062.2	X	X	X	X	X	
PRRO 10531	X	X	X	X	X	
PRRO 200030	X	X	X	X	X	
Planned % of beneficiaries	14	4	34	2	5	40
Actual % of beneficiaries	9	6	25	3	7	50

Source: DACOTA, planned values.



Top 5 Donors: USA, Japan, Private Donors, Saudi Arabia, Italy
Partners: Government of Rwanda, 22 NGOs & 16 International Agencies

¹ Colour: % funded (Contrib. vs. Req.). Green: ≥ 75%, Orange: 75% > funded > 50%. Red: ≤ 50%. Grey= % funded N/A (on-going operations). Activities specifications: Education includes school meals and take-home rations; Nutrition (SO1) includes therapeutic and supplementary feeding; Nutrition (SO4) includes MCH/supplementary feeding for pregnant and lactating women.

Req. RWA= Total budget(mt planned in RWA/Total mt planned). Contrib. To RWA= Total Contrib.*(mt distributed in RWA/Total mt distrib).

**Excludes PSA costs. 2008 and 2009 expenses presented are according to IPSAS and not comparable to 2007 & previous years values based on UNSAS.

*** Planning figures for 2010 (Source: ERD PoW 10 August 2010).

Executive Summary

Background

Evaluation Features

1. The Rwanda Country Portfolio Evaluation (CPE) covers WFP operations implemented from 2006 to 2010: two development projects (DEV) and three protracted relief and recovery operations (PRRO). The portfolio was budgeted at US\$207 million, and included additional analytical work that was funded separately.
2. The evaluation serves the dual objectives of accountability and learning; it seeks to assess the performance and results of the country portfolio, to determine the reasons for the observed successes and failures, and to draw lessons from these. This report evaluates the portfolio against three questions: i) How well did WFP position itself strategically and align with government and partner strategies? ii) How did WFP make choices, and how strategic were these? and iii) How did the portfolio perform, and what were the results?
3. The evaluation was conducted by a team of six independent consultants, with fieldwork in November–December 2010.

Context

4. Rwanda has a population of 10.3 million, with an annual average growth rate of 2.7 percent.² It has one of the highest population densities in the world, with an average of 321 people/km²: land is scarce. Rwanda achieved gross domestic product (GDP) growth of 8 percent in 2000, rising to 11 percent in 2008. An estimated 57 percent of the population lives below the national poverty line, and 90.3 percent lives on less than US\$2 per day, with poverty most prevalent in western and southern provinces. In 2008, 62 percent of households headed by women lived below the poverty line, compared with 54 percent of households headed by men. The most vulnerable livelihood groups are small-scale farmers cultivating less than 0.1 ha, who make up 38 percent of the population, and agricultural labourers, with 22 percent.³
5. Education. The literacy level among people aged 15 to 24 years increased from 57 percent in 2000 to 77 percent in 2005/2006; primary school net enrolment increased from 72 percent in 2000 to 93 percent in 2009. The primary school completion rate more than tripled from 22 to 75 percent over the same period, with an attendance rate averaging 83.5 percent in 2005.⁴ The national drop-out rate is 14 percent.⁵ The Government introduced a nine-year basic education programme in 2009, adding three years – grades 7 to 9 – to primary level.
6. The specific challenges confronting Rwanda include the following:
 - Vulnerability to natural disasters. There are areas of chronically low rainfall in southern, eastern and western provinces. Soil erosion is endemic, with 40 percent of farmland at risk.

² United Nations Population Fund (UNFPA). 2010. State of World Population 2010. New York

³ CFSVA 2009.

⁴ Integrated Household Survey, 2007.

⁵ Ministry of Education. 2009. Indicators from the education system, primary education. Kigali.

- Significant refugee flows over the past 15 years, with 54,000 refugees still in camps in 2009. In addition Rwandans who had previously fled the country have continued to return from neighbouring countries and require resettlement.
- Persistent – but improving – household food insecurity. The 2009 comprehensive food security and vulnerability assessment (CFSVA) and nutrition survey found that the food consumption score had improved from 35 percent of households having unacceptable – poor/borderline – food consumption in 2006 to 22 percent in 2009.
- Lack of an agricultural marketing infrastructure. Agriculture is the backbone of the Rwandan economy, supporting approximately 80 percent of the working population, contributing 37.4 percent of national GDP and representing about 85 percent of exports.⁶ The lack of an agricultural market and marketing infrastructure continues to be a challenge for small farmers in particular – even more so since the production of maize, wheat and beans has increased over the past three to four years.
- Small farm sizes. Most farmers are smallholders cultivating less than 1 ha. The 2009 CFSVA found that nationally, 19 percent of farmers cultivated less than 0.1 ha, 37 percent less than 0.2 ha, and 59 percent less than 0.5 ha. Only 4 percent of households had access to 1 ha or more.
- Enduring chronic malnutrition. Despite recent gains in food security, chronic malnutrition (CFSVA, 2009) with a stunting rate of 52 percent has persisted for the past ten years. Women’s nutrition status remains poor. The 2009 CFSVA data showed that global acute malnutrition (GAM) was 4.6 percent, and severe acute malnutrition 1.6 percent. A GAM prevalence of less than 5 percent in children under five is classified as acceptable.
- HIV. There are an estimated 140,000 to 160,000 people living with HIV (PLHIV), although the prevalence rate dropped from 4.3 percent in 2001 to 2.8 percent in 2007.

WFP Portfolio

7. WFP has been present in Rwanda since 1972, with 60 operations⁷ totalling US\$1.8 billion. The Rwanda 2006–2010 portfolio comprised five operations: two DEVs (10156 and 10677); and three PRROs (100622 [regional], 10531 and 200030). Additional activities funded through grants and trust funds included the 2006 CSFVA, the 2009 CSFVA and nutrition survey, and the Purchase for Progress (P4P) pilot, which started in July 2009.

8. Of the US\$207 million total cost of the portfolio, 22 percent was for development and 78 percent for relief and recovery.⁸ The table next page presents the distribution of the portfolio by operation type for the 2006–2010 period.

⁶ World Bank Rwanda country brief, available at <http://web.worldbank.org/wbsite/external/countries/africaext/rwandaextn/0,,menuPK:368714~pagePK:141132~piPK:141107~theSitePK:368651,00.html>.

⁷ Fifty national operations plus ten regional ones that included coverage in Rwanda.

⁸ The budget revision approved in 2011 for DEV 106770, bringing the total budget to US\$68.4 million, is not included in these statistics.

Operation	Title	2006	2007	2008	2009	2010		
DEV 10156	Country Programme	Req.: US\$47.5 - Contrib.: US\$26.4						
DEV 10677	Food Assist. Education	← 2003		Req.: US\$41.3 - Contrib.: US\$28.4				
PRRO (Reg.) 10062.2	Food Aid for Relief and Recovery in the Great Lakes Region	Req.: US\$33.6 Contrib.: US\$14.0				→ 2012		
PRRO 10531	Assist. to Refugees and Recovery Op. for the most Vulnerable Households		Req.: US\$54.0 - Contrib.: US\$35.3			→ 2011		
PRRO 200030	Assist. to Refugees, Recovery Support to Host Communities and the Most Vulnerable Households					Req.: US\$36.6 Contrib.: US\$4.9		
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% Direct Expenses: Rwanda vs. World		0.8%	0.6%	0.5%	0.6%	N/A		
Beneficiaries (actual)	Men	Women	Men	Women	Men	Women	Data by sex n/a	
	265 006	291 632	237 880	271 860	252 100	276 115	222 425	231 292
Total of Beneficiaries (actual)		556 638	509 740	528 215	453 717	529 000		
WFP World Direct Expenses (US\$ billions)		US\$2.7	US\$2.8	US\$3.5	US\$4	N/A		

9. Of the average 526,000 beneficiaries per year, 50 percent were women and girls; 50 percent were assisted through food for education; 25 percent participated in food for work, assets and training (FFW, FFA and FFT); 9 percent received general food distributions (GFD), mainly for refugees and returnees; 7 percent were patients with HIV-related illness on anti-retroviral therapy (ART); 6 percent were malnourished refugees receiving supplementary feeding; and 3 percent were malnourished Rwandans receiving mother-and-child health and nutrition (MCHN) support.

Activity	GFD (1)*	Nutrition (1)	FFW/FFA/FFT (3)	Nutrition (4)	HIV (4)	Education (4)
DEV 10156					X	X
DEV 10677						X
PRRO (Reg.) 100622	X	X	X	X	X	
PRRO 10531	X	X	X	X	X	
PRRO 200030	X	X	X	X	X	
Planned % of beneficiaries	14	4	34	2	5	40
Actual % of beneficiaries	9	6	25	3	7	50

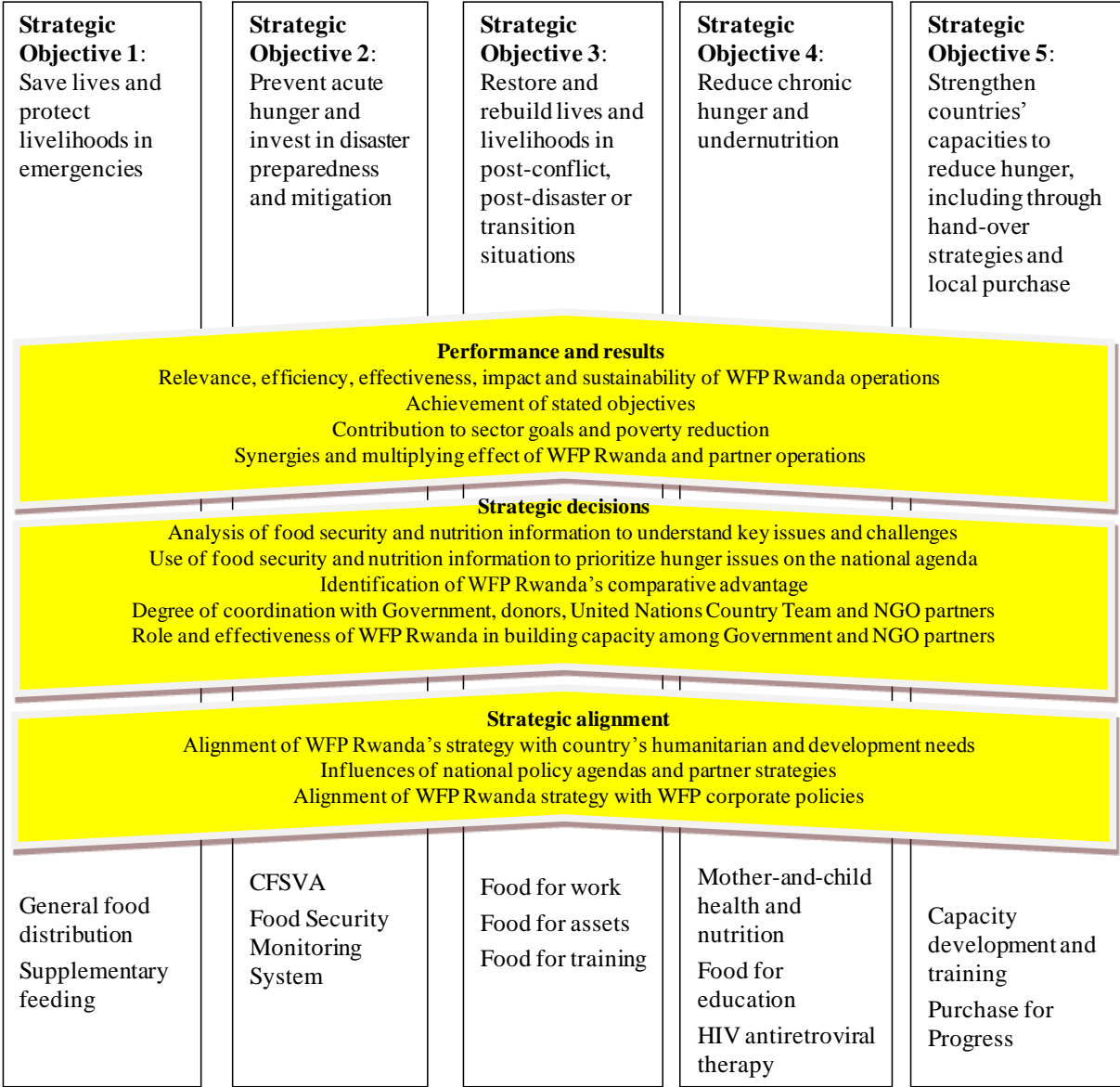
* Numbers in brackets refer to the relevant Strategic Objective.

Performance Highlights

Alignment and Strategic Positioning

10. The objectives of the portfolio were well aligned with the Strategic Objectives in the WFP Strategic Plan (2008–2013), as shown below.

Evaluation Model for Rwanda Country Portfolio



11. WFP’s portfolio in Rwanda demonstrated close alignment with government policies and strategies. The Government provided clear leadership and ownership. Vision 2020 and the Economic Development and Poverty Reduction Strategy (EDPRS) provided the overarching policy framework. WFP’s activities were strongly aligned with Vision 2020’s strategic pillars, especially those for the transformation of agriculture and comprehensive human resource development. WFP worked with the United Nations Country Team (UNCT) in five thematic areas, and with other development partners supporting the Government.

12. The Rwanda Aid Policy (2006) sets forth how the Government implements the Paris Declaration and guides the work of ministries, development partners and other

stakeholders. WFP's participation in the UNCT theme groups and in government committees for the agriculture, health and education sectors ensured excellent alignment and strategic partnership, allowing WFP to influence the ongoing debate regarding the future direction of government policies.

13. WFP was active in Delivering as One pilot initiatives and joint activities. For example, the cultivation of school gardens – involving the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), WFP and the Ministry of Agriculture – was found to be a practical tool for training students in proper agricultural practices. A recent independent evaluation of the Delivering as One pilot initiatives⁹ found that they led to more effective programming and better alignment with national priorities, although the government development initiatives were moving faster than those of the Delivering as One pilot.

14. The analytical work funded by WFP and partners was strongly aligned with the demand for information for planning and other purposes. The CFSVAs provided the Government with information on the hunger and food security situation, leading to development of the Food Security Monitoring System (FSMS). Government departments, development partners and other agencies used the data and information produced, including in the development of higher-level indicators for the common performance assessment framework adopted by government and development partners. However, under the Government's decentralization process, districts now create their own development plans without any reference to this information.

15. WFP was the main partner of the Government and the Office of the United Nations High Commissioner for Refugees (UNHCR) in providing food rations to 54,000 refugees. WFP's support, together with UNHCR and government efforts, assisted the resettlement of Rwandan returnees.

16. The FFW, FFA and FFT objectives of WFP were coherent with the stated national agenda and policies, including the National Agriculture Policy (March 2004), which focuses on increasing arable land, soil conservation and water management. Orienting FFW, FFA and FFT towards rehabilitating or developing rural infrastructure was appropriate.

17. Under the Education Sector Strategy Plan for 2010–2015, WFP's school feeding programme, implemented in partnership with the Ministry of Education, aligned well with the focus on increasing attendance, reducing drop-out rates, improving learning and extending basic education from six to nine years.

18. WFP's MCHN activities were appropriate to the country's current needs, helped increase access to community-based nutrition and health services, and were well aligned with government policies. They were also well aligned with the influential Lancet series and the international Scaling Up Nutrition initiative. WFP was active at the national level: it was co-leader of the UNCT's HIV thematic group, and engaged in debates and development of government strategies for MCHN and PLHIV, including the National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda, Action Plan for Implementation 2010–2013.

⁹ Ministry of Finance/United Nations Rwanda. 2010. Country-Led Evaluation of Delivering as One UN in Rwanda. Presentation of Interim Findings, Hanoi, June 2010.

19. The P4P pilot, launched in Rwanda in 2009 to provide a market for small-scale farmers, is very much in line with government policy and programmes and has strong synergies with the programmes of development partners supporting enhanced agriculture productivity and marketing.

Making Strategic Choices

20. Overall, WFP's collection and analysis of information on the national hunger, food security and nutrition situation in Rwanda helped to place food security and nutrition issues on the national agenda. WFP based its interventions on clear priorities set by the Government, which leads donor coordination efforts. Within the UNCT, WFP's comparative strengths in the relief, education, nutrition, HIV and agriculture sectors resulted in greater synergies with United Nations partners, and access to the One Fund and other multi-donor trust funds.

21. Rwanda has made good progress in reaching Millennium Development Goal (MDG) 2 for universal primary education, but lacks progress on MDG 1 for eradicating extreme poverty and hunger.¹⁰ Over the past five years, WFP's support to school feeding far exceeded its support to MCHN. There is a trade-off, as the WFP-supported MCHN activities – when well implemented by the Ministry of Health – tackled malnutrition, while the school feeding programme had mainly educational objectives. This points to a need for the portfolio to renew the emphasis on activities that address the causes of chronic malnutrition – with partners.

22. In 2009, WFP phased out in-kind food assistance for the widespread land development activities previously undertaken through FFW, FFA and FFT, mainly because resources were lacking. As the Government has a strong strategy for agriculture and land development, it has continued land terracing with other donors' resources, but there are still unmet needs. WFP's P4P pilot project (2009–2010) is timely, as it opens up markets for the surplus food production of smallholders.

23. By leveraging its support to education through the school feeding programme, WFP was able to assist the Government's expansion of primary education and to use schools as venues for additional community-based activities related to food security. This required significant adaptation of WFP's plans in the middle of the five-year DEV, leading to an increase in the number of beneficiaries. Related to this, WFP's hand-over strategy for school feeding was slow to start, mainly owing to insufficient preparation of the Government and communities. However, WFP's support to the school feeding unit in the Ministry of Education resulted in a national school nutrition policy and strategy that, although not yet finalized, are expected to provide impetus to the hand-over process.

24. In 2007, WFP's switch from a regional PRRO, which had been in place from 1999, to a Rwanda-specific PRRO was a timely decision as it permitted greater alignment to needs in the country.

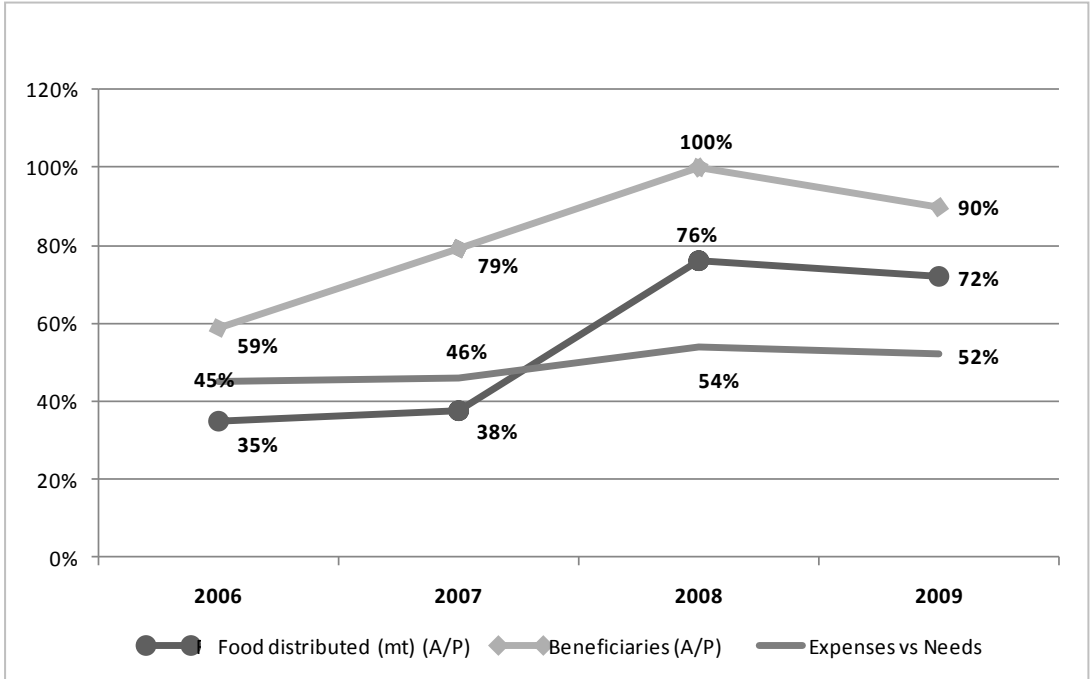
25. In a few cases, WFP was able to take advantage of synergies among projects that coincided geographically, such as FFW and school feeding, which allowed the development of school gardens. In general, however, the interventions were too thinly disbursed throughout the country, with few synergies.

¹⁰ Government of Rwanda. 2008. EDPRS Mini Demographic and Health Survey 2008. Kigali. Status of the MDGs in Rwanda: MDG 1, not likely; MDG 2, attainable by 2015.

Portfolio Performance and Results

26. From 2006 to 2009, the portfolio reached between 450,000 and 580,000 beneficiaries per year – 50 percent of them women and girls. This represented 59 to 100 percent of intended beneficiaries. Food distributed ranged from 35 to 76 percent of planned, while expenses versus needs were about 50 percent. There were no strong differences among the performances of different activities, although some performed slightly better, such as support to refugees, FFW, FFA and FFT, and school feeding.

Food Distributed, Beneficiaries and Expenditures, Actual Versus Planned



Sources: Annual reports and standard project reports.

Relevance

27. The projects contained in the portfolio were relevant to the needs of the people. The assistance was highly appreciated by all beneficiaries interviewed, and WFP is recognized as a strong partner by the Government and development partners, including the UNCT. Relevance was affected by pipeline breaks, mainly due to insufficient funding, which meant that some activities were dropped completely while others suffered prolonged shortfalls.

28. Positive and negative examples of participation in project selection and implementation and ownership were found in the portfolio. FFW, FFA and FFT activities were strongly owned and implemented by the Government, which assumed overall responsibility for ongoing watershed rehabilitation work, while communities are maintaining and using the infrastructure rehabilitated to support their livelihoods. However, FFA to rehabilitate the areas around refugee camps, thereby supporting host populations, did not start, owing to insufficient funding.

29. The Government’s intention of implementing its own national school feeding programme was delayed while it focused on extending primary education by three years in 2009; WFP increased its school feeding coverage to help achieve this reform. More recently, the Government started to move towards a community-based school

feeding programme. WFP assisted this process by implementing school-level pilot projects with community participation; at the national level it assisted the Government with school feeding and nutrition policy development.

30. Government and community ownership were impressively high in the recently initiated P4P pilot. P4P provides market demand and facilitates improved productivity, quality and storage.

31. The MCHN and ART programmes were relevant in reducing levels of malnutrition in pregnant women, children under five and patients with HIV-related illness. The launch of the National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda, Action Plan for Implementation 2010–2013 demonstrated that addressing malnutrition is now firmly on the national agenda. WFP projects to tackle chronic undernutrition should be supported as a matter of priority.

Efficiency

32. When adequate funding was available, food was generally delivered on time, but all activities experienced delays and ration cuts during the period, reducing programme efficiency. Reduced funding led to less food distributed, reducing activity and beneficiary coverage and, in some cases, the size of the ration. In school feeding, for example, although the actual numbers of children fed almost met or exceeded plans, the food distributed ranged from 47 to 83 percent, owing to lack of resources. The number of feeding days ranged from 80 to 90 percent of planned. The situation improved from 2008, when multi-year funding was put in place.

33. Efficiency was also affected by WFP's strategy of working throughout the whole country, with activities in 26 out of 30 districts, covering all five provinces. The school feeding, PLHIV and MCHN activities were all thinly spread.¹¹ The school feeding programme operated in 11 districts, of which only one was entirely covered. Since 2007, WFP's operational model for PLHIV comprised between 100 and 150 multiple small sites, some of which now have fewer than ten beneficiaries. This led to a high logistics burden and reduced cost-efficiency. Furthermore, the health centres served with supplementary feeding were not always the same as those used for PLHIV, adding an additional layer of complexity. The PLHIV activities should be rationalized and aligned with the MCHN activities to maximize synergies and ease logistics.

Effectiveness and Impact

34. The effectiveness and impact of programme activities were strongly affected by the concentration of limited resources in fewer activities. Although funding shortfalls curtailed some activities completely, the activities carried out had good results.

35. Planned outcomes for refugee populations were measured using indicators of acute malnutrition. Nutritional surveys on the refugee populations indicate that GAM and severe acute malnutrition rates were generally within acceptable ranges, but chronic malnutrition measured through stunting rates remained unacceptably high.

¹¹ The people living with HIV and MCHN programmes are aligned with health facility referral systems for specific geographic areas. This has the advantage of creating synergy in terms of beneficiary needs and coverage with nutrition assistance, but has also resulted in wide dispersal of beneficiaries.

36. Although no quantitative surveys were conducted to measure the outcomes of FFW, FFA and FFT,¹² the results regarding infrastructure and other outputs reflected achievement rates of between 50 and 115 percent of planned. Through field visits and stakeholder interviews, the evaluation team found that rural infrastructure was effectively rehabilitated and that terraces were highly effective in curtailing soil erosion. Reviewing the results some years after the FFW, FFA and FFT had ended, the team found evidence that people's lives had been radically changed by the activities, which provided a secure livelihood and significantly reduced dependence and food insecurity. It was considered unfortunate that studies had not been undertaken to illustrate the outcomes and impacts, given the positive results found.

37. School feeding outcomes were achieved, with attendance rates in assisted schools improving marginally from an already impressive 95 percent in 2006, to 97 percent in 2010. Drop-out rates declined in WFP-assisted schools, from 5 percent in 2006 to only 1.8 percent in 2009, a good achievement compared with the national drop-out rate of 14 percent¹³ in 2009.

38. PLHIV are given ART by the Ministry of Health. A pipeline break allowed the evaluation team to investigate the effectiveness of WFP's provision of food for ART patients; stakeholder interviews suggested that the food supplement had limited effects on people's attendance at health centres or their compliance with the drug regimen. As such, the effectiveness of WFP's PLHIV activities in achieving the objective of ART adherence was not demonstrated. WFP gave the ration to buffer the side-effects of ART, and to provide nutritious food at the start of patients' long process of increasing weight and fitness to work. Data on patients' weight and other factors need to be collected and analysed to measure the effect of nutrition support. At the time of the evaluation, some data had been collected, but none had been analysed by WFP or its partners.

39. The objectives of MCHN activities were not always clear and, more importantly, were often not feasible. The evaluation found the MCHN support to be highly targeted to the clinically malnourished, and an integral part of a curative health programme; MCHN also encouraged behaviour that would promote health, a key element of the Government's health policy. Available outcome data show results that satisfy Sphere standards.¹⁴ Children did recover, but the level of re-entry into the supplementary feeding programme was average. The supplementary ration of corn-soya blend (CSB) for malnourished children and pregnant and lactating women was effective, based on international and local participatory evidence. This conclusion was reinforced by the recent CSB pipeline break, which permitted the evaluation team to examine how a lack of food affected the programme. Reports from health workers clearly demonstrated that the supplementary ration was efficient in helping children to recover from malnourishment.¹⁵

¹² A decentralized evaluation in 2007 reported that FFW projects increased the technical knowledge and skills of men and women farmers, boosted women's confidence, and promoted social solidarity among villages and their different social groups, in addition to creating and rehabilitating productive rural assets.

¹³ Ministry of Education Indicators in Education System, Primary Education.

¹⁴ The Sphere Project developed the Humanitarian Charter and Minimum Standards in Disaster Response, also known as "the Sphere standards" (see www.sphereproject.org).

¹⁵ Verbal reports included: "Before we had 180 people in the programme, but when the food stopped that fell to 100"; "We had 30 people in each class, but that fell to around ten when the children's food stopped"; and "Mothers are strongly motivated to attend the clinic if they receive food for their children".

40. Generally, qualitative methods were used to collect results relating to outcomes, as the monitoring and evaluation system was ineffective and very few outcome indicators were tracked systematically.

Sustainability

41. The sustainability of the assets created through FFW and FFA schemes depends highly on ownership by beneficiaries and their capacity to maintain the assets. Many assets were well maintained and were providing good yields, while others such as irrigation ponds had technical problems. Concern was raised regarding the conversion of 100 percent of marshlands to productive paddy fields; although this is in line with government policy, it is not in line with good international practice, where environmental screening is obligatory and usually leads to the implementation of mitigation measures.

42. The sustainability of school feeding is supported through the inclusion of school feeding in the Government's policy framework; this is an indication of good intent, but will require capacity development and financial allocations. It also presents an opportunity for developing and implementing a hand-over strategy. The development of school rabbit and cow raising is unsustainable, unless ownership is transferred to an individual. On the other hand, school gardens provide an important, if small, source of income and a small degree of dietary diversity, while complementing the agricultural curriculum by turning theory into practice.

43. The sustainability of the MCHN programme is supported through its inclusion in the Ministry of Health's referral system and the recent prominence the Government has given to tackling malnutrition through a multi-sectoral approach.

Recommendations

44. **Recommendation 1:** The low level of funding, at about 50 percent of needs, affected activities and WFP's credibility. It is recommended that funding be discussed, with a view to scaling back or seeking alternative sources for certain activities, and that funding adopt a multi-year time horizon.

45. **Recommendation 2:** The FSMS is ongoing, and the 2006 and 2009 CFSVAs have been used by development partners and other agencies at the national level. However, there is a gap in information usage at the district level. It is recommended that WFP seek ways of devolving the data collected and conclusions drawn from the CFSVAs and FSMS into the district planning process. Technical assistance to district officials may be required.

46. **Recommendation 3:** The analytical work seems to have been carried out outside government processes. It is recommended that analytical work and processes be institutionalized within the Government, and that crop assessment and price data be integrated into the reporting structure for analytical work.

47. **Recommendation 4:** The analytical work provides the Government with context in the event of a drought, landslide or flood emergency. At present, there is no structure within the Government to assimilate the data and results for informing decision-making. It is recommended that WFP, in discussion with the Ministry of Disaster Management and Refugees, develop a process and structure for ensuring that FSMS outputs are regularly reported and discussed.

48. **Recommendation 5:** The school feeding programme is at a crossroad. The Government's new school feeding and nutrition policy is about to be launched. It is

recommended that WFP's school feeding programme be reoriented with the new policy and retargeted using the 2009 CFSVA results, and that a phased closure of the current school feeding programme be considered once the Government has assumed ownership.

49. **Recommendation 6:** It is recommended that a capacity development strategy be developed to enable the Government to build skills and systems for activities such as food security monitoring, school feeding and nutrition, based on assessed needs.

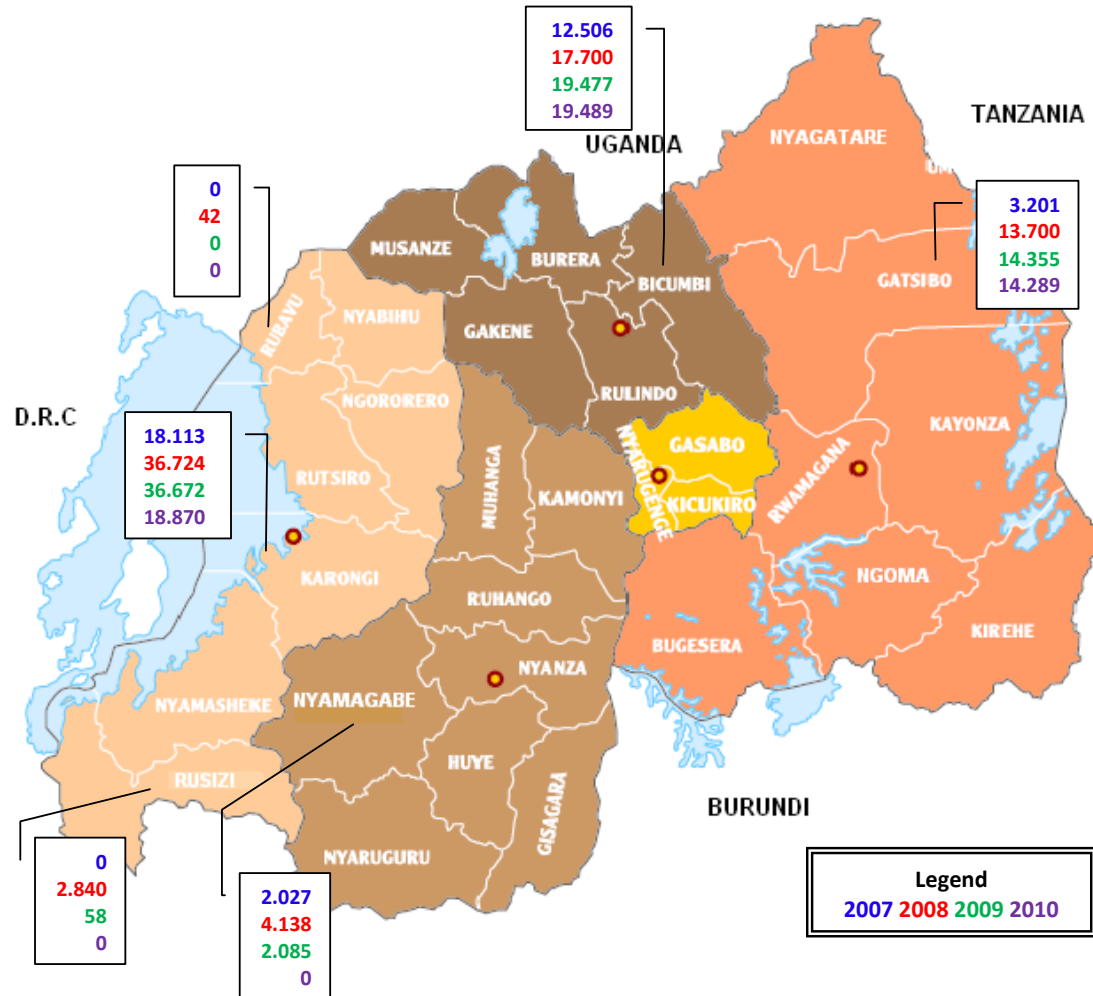
50. **Recommendation 7:** The FAO, IFAD, WFP and Ministry of Agriculture school gardens initiative is strategically positioned as a practical tool for training students in proper agricultural practices. It is recommended that the school gardens continue, but that all initiatives concerning livestock be closed.

51. **Recommendation 8:** With the launch of the multi-sectoral nutrition initiative, nutrition has risen up the Government's agenda. It is recommended that WFP engage with government and partner processes to assess how the analytical work can be used to inform and determine the further support that WFP could provide through the Delivering as One pilot initiatives.

52. **Recommendation 9:** The current monitoring and evaluation system requires review. It is recommended that a mix of data be collected, on both implementation and outcomes.

53. **Recommendation 10:** The PLHIV ART programme is highly dispersed, with low beneficiary numbers in some locations. It is recommended that the ART programme logistics be rationalized and better coordinated with partners' activities.

WFP Programme Districts for General Food Distribution in Rwanda (number of beneficiaries)



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

1. Introduction

1.A Evaluation features

1. The Rwanda Country Portfolio Evaluation reviews the World Food Programme performance from 2006 – 2010. The evaluation's terms of reference (ToR) are given in annex 1; they outline the evaluation aim, purpose and the evaluation questions to be answered.

2. The evaluation is timely as the WFP Rwanda Country office has embarked on a review and stock take of its participation in the UNCT's Delivering as One (DaO) initiative. In addition, IFAD is reviewing its Rwanda Country programme. The Rwanda Country Portfolio Evaluation will feed into the development of WFP's Rwanda Country Strategy Paper.

3. The inception phase took place from 19th October 2010 – 17th November 2010, which included a briefing in Rome and an inception mission (25th October – 31st October 2010). The inception mission was completed with the submission of a revised inception report on 17th November 2010. The evaluation was undertaken from 21st November – 10th December 2010. The six person team consisted of Hugh Bagnall-Oakeley (Team Leader), Kate Godden (Nutritionist), Joanne Philpott (Agricultural Economist), Gerard Rubanda (School feeding expert), Alexis Dukundane (capacity building and decentralisation) and Fiacre Kamanzi (data analyst).

4. The fact sheet outlines the projects that were part of the Rwanda Country portfolio. An evaluation model has been developed, which is outlined in the executive summary; the model uses WFP's Strategic objectives to bind the activities undertaken, that includes the analytical work. The model is used as an overall framework through which to analyse the different projects.

5. **Evaluation methodology.** The evaluation team used a mixed method approach. The evaluation questions, as described in the evaluation matrix, were used as an evaluation tool. The questions asked in the evaluation matrix were the basis for the questions asked of all stakeholders, WFP staff and beneficiaries. A participatory approach, using focus group discussions, semi structured interviews, transit walks, and observation, ensured that a wide range of stakeholders were heard. Stakeholders included: key informants, beneficiaries, refugees, host communities, United Nations (UN) and government agencies and other partner organisations. The mixed methods were chosen to complement one another in the information that they gathered, allowing triangulation and the cross-checking of information. The methodology used was designed to ensure that the assessment findings and recommendations have a sound footing in fact and that they were evidence based.

1.B Context

6. **Country Profile.** Rwanda is a landlocked, resource-poor country with the highest population density in Africa with over 321 persons per square kilometre¹⁶. Over 87 percent of Rwandans live in rural areas. In 2000, the population was 7.96 million, increasing to 9.72 million in 2008¹⁷. The annual demographic growth rate is 2.8 percent. Macroeconomic performance over the past decade has been good, with

¹⁶ Promoting pro-poor agricultural growth in Rwanda, challenges and opportunities, World Bank, 2007

¹⁷ World Bank and Core Standard indicators for Rwanda.

GDP growth averaging 8.0 percent in 2000, increasing to 11.0 percent in 2008, comparing favourably with the Sub Saharan average of 4.8 percent per year¹⁸

7. **Government Strategy.** The Government of Rwanda has embarked on an ambitious development programme. Rwanda's goal is to take charge of its own development; Rwanda's long term goal is outlined in the Vision 2020 document. Vision 2020 identifies six strategic pillars including good governance, the transformation of agriculture, the development of an efficient private sector, comprehensive human resource development, infrastructural development, and the regional integration of Rwanda. These six pillars are tempered by cross-cutting issues of gender, a sustainable environmental and natural resource management. Vision 2020 "is to be achieved in a spirit of social cohesion and equity".

8. Vision 2020 is supported by a medium term strategy for development outlined in the EDPRS. The EDPRS incorporates three flagship programmes: sustainable growth for jobs and exports, Vision 2020 Umurenge Programme (VUP) and Good governance for all.

9. Beneath the above overarching policy structure are sector based policies, strategies and sector wide approaches incorporated into government ministries.

10. The government has put the agricultural sector at the forefront of the national development agenda. Agriculture has an Agriculture Sector Wide Approach, which is in the process of being implemented under the Comprehensive African Agriculture Development Programme (CAADP). The CAADP and the ASWAp are supported by the Agricultural policy (2004) and the Agriculture Sector Investment Plan (2009 – 2012). The Rwanda Agriculture Development Authority (RADA) oversees the land protection programme, including building and maintaining terracing.

11. The education sector is led by the Ministry of Education. The Education Sector Strategy Plan (ESSP) (2010 – 2015) states that basic education shall be provided to all Rwandans. In line with this objective and in order to achieve universal education by 2015, the government has introduced, in 2009, a Nine Year Basic Education programme through which basic education shall be provided equitably to all Rwandans by improving access to primary level. The ESSP also seeks to improve internal efficiency and school management. Access to secondary level is no longer based on the Primary Leaving Examination. At the same time, English has been introduced as the medium of instruction throughout the education system.

12. The health sector has a Health Sector Policy (Feb 2005) and a Health Sector Strategic Plan (2009 – 2012). The HIV/AIDS policy is integrated into the 2005 Health Sector Policy. The Rwandan National Strategic Plan on HIV and AIDS run 2009-2012 and supports temporary nutrition supplementation.

13. A proposed social protection strategy (May 2010) seeks to extend existing programmes (Old Age Grant and Public sector works programme). The objective is a unified social protection programme under the aegis of the Ministry of Local Government and Social Affairs (MINALOC), targeting poverty reduction and the mobilisation of the workforce. The social protection policy seeks to provide transfers of income and consumption (e.g. pensions and other allowances) to the poor, the vulnerable and marginalised against all types of welfare risk implemented through

¹⁸ UNECA. 2009. Economic report on Africa.

the Rwanda Social Security Fund or a programme of labour intensive public works, which includes road maintenance and erosion control.

14. In 2010, the government established a new Ministry – The Ministry of Disaster Management and Refugees (MIDIMAR), which is made up of the refugee section from the Prime Minister’s office and the Disaster Management Unit from MINALOC. MIDIMAR is a new Ministry trying to establish a presence as well as a *modus operandi*. MIDIMAR’s Disaster Management Task Force, comprises a loose grouping of UN agencies, Development Partners and non-governmental organizations (NGO) who respond to natural disasters.

15. In 2007, at a decentralised level, District Development Plans (DDP) for the period 2008 – 2012 were developed and agreed. These outline the development process at village or Imidugudu levels¹⁹.

16. In 2006, the government developed a Rwanda Aid Policy, establishing unequivocal ownership of all Government programmes, and setting out objectives to improve aid effectiveness²⁰.

17. **Agriculture.** Agriculture remains the driving force of the Rwandan economy, with approximately 80 percent of the working population relying, at least partially, on this sector. Agriculture contributes around 37.4 percent to national GDP²¹ and generates about 85 percent of exports percent²². However, the sector continues to face substantial challenges that have stood in the way of it achieving its full potential²³, such as erosion, poor soil fertility and poor market access. 40 percent of farmland is at risk of soil erosion. Low fertilizer use and chronically poor rainfall is a characteristic in Eastern and Southern parts of the country.

18. Rural livelihoods are characterized by small household farms cultivating less than one hectare (ha). Food crops account for 92 percent of cultivated areas, and two thirds of food crops are earmarked for household consumption. A small number of farmers grow higher-value cash crops such as coffee and tea, which occupy 3 percent and 1 percent, respectively, of total cultivable land.

19. Between 2006 and 2009 agricultural production increased by 230 percent for maize²⁴, 312 percent for wheat, and 47 percent for beans, but Peruvian potato saw a 9.4 percent drop in production²⁵. In terms of Kilo Calories per day per person, only two districts, Nyamagabe and Nyanguru, produce less than the recommended 2,100 Kcal/day/person. Despite these obvious successes in agricultural production, the food security situation remains precarious, partly because of the lack of an agricultural market and marketing infrastructure. Other reasons include the small areas cultivated (0.1 – 0.2 Ha), the presence of a chronically ill person within the household, low levels of agricultural biodiversity, lack of livestock and high poverty levels (poor asset wealth). The poor and vulnerable groups, identified by the CFSVA, remain highly vulnerable to shocks.

¹⁹ The planning process is based on a traditional concept of “UBUDEHE” of integrated Community action

²⁰ Government of Rwanda, 2006, Rwanda Aid Policy.

²¹ World Bank and Core Standard indicators.

²² <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/RWANDAEXTN/0,,menuPK:368714~pagePK:141132~piPK:141107~theSitePK:368651,00.html>.

²³ WFP, 2010, Rwanda “Purchase For Progress” Implementation Plan 2010-2014 WFP.

²⁴ Government of Rwanda. 2009. Crop assessment report.

²⁵ 216,604 mt Source: Government of Rwanda Crop assessment reports 2006 – 2010.

20. The cattle population has remained at 1.1 – 1.2 million head, goat numbers have increased by 27 percent. The Vision 2020 Umurenge has successfully emphasised *one cow one family* as a means of increasing household nutrition and food security.

21. **Food insecurity.** Food insecurity and malnutrition remain a recurrent phenomenon. Household food insecurity still persists in Rwanda, although the situation has been improving; the 2009 CFSVA found that the food consumption score (FCS) had improved from 35 percent of households having unacceptable (poor/borderline) food consumption in 2006 to 22 percent in 2009. The CSFVA also showed that the most vulnerable livelihood groups are small-scale farmers cultivating less than 0.1 ha (19 percent of the population), agricultural labourers (22 percent) and those engaged in marginal livelihoods (3.6 percent). In 2008, 62 percent of female-headed households were below the poverty line, compared to 54 percent of male-headed households. Given these results agricultural labourers and small-scale farmers are the two most vulnerable livelihood groups.

22. One of the root causes of food insecurity rests with insufficiently sized farm plots. The CSFVA 2009 found that nationally 19 percent of farms have less than 0.1 ha, and 37 percent less than 0.2 ha, insufficient to feed a family of 6 for one year. Even the 59 percent of farms having up to 0.5 ha, this is probably still insufficient to feed a family for one year. Food insecurity is therefore inherent.

23. **Humanitarian situation and vulnerability.** Rwanda has been subject to a number of natural disasters, including volcanic eruptions and floods, and conflicts in neighbouring countries and inside Rwanda. This has resulted in large population displacements. Rwanda hosts 54,000 refugees in three camps. In addition, in 2006, 19,000 Rwandans returned from Burundi and 65,000 Rwandans from Tanzania. Returnees have trickled back since then.

24. From 2006 to 2010, there were floods in September 2007 in Rubavu, Nyabihu and Musanze, which displaced 4,000 people. In 2008 floods in Musanze and Rubavu displaced 11,346 people and in October 2010 again, floods displaced about 5,000 people.

25. **Nutrition.** Despite recent gains in food security and economic growth Rwanda remains a country with a severe problem of undernutrition. Data from the CFSVA 2009, which included a nutrition survey, presented rates of stunting at 52 percent, wasting at 4.6 percent and underweight at 15.8 percent with little change from the Demographic and Health Survey results for 2005.²⁶ Chronic undernutrition, as measured by stunting, is very high and this will impact on both the cognitive and physical productivity of the population.

26. Women's nutritional status also remains poor, although it slightly improved in 2005. Poor nutrition contributes to the very high maternal mortality rate. Maternal undernutrition rates are presented with two indicators, 7.1 percent with Body Mass Index less than 18.5 and 6.5 percent with Mid-Upper Arm Circumference less than 22.1 cm. Regional data suggest that the Southern province is more affected by both child and maternal undernutrition. There is no apparent trend in these figures and they are similar to data going back to 1992²⁷, notwithstanding specific difficulties due to the insecurity in the 1990's. Data on anaemia rates have not been found but the

²⁶ The DHS results were recalibrated to take into account the new WHO 2006 Growth standards

²⁷ USAID. Evaluating Trends in Children's Nutritional Status in Rwanda.

African average for pregnant women is 57.1 percent, suggesting a large scale problem.

27. Data from the CFSVA and National Surveys (2009) show wasting as 4.6 percent, severe wasting as 1.6 percent and oedema as 2.2 percent respectively. A prevalence of wasting of less than 5 percent in children under five years of age is classified as “acceptable” and it is not sufficiently high to require an external humanitarian response. The figures for severe wasting and oedema are kept separate in the report due to doubts over the levels of oedema.

28. Acute malnutrition or wasting is by definition a short term event and this is why prevalence rates need to be interpreted with caution as seasonal trends in food access and disease trends affect the results significantly. Figures may well not represent undernutrition rates during the hungry or lean seasons. In addition, national and regional data can mask quite severe pockets of GAM and SAM.

29. In Rwanda it is government policy to define acute malnutrition using the indicator Weight/Age. WFP has adopted this for use within the Rwandan context

30. **HIV.** The HIV epidemic has devastating effects on those affected and in Rwanda it is estimated that 140, 000 to 160,000²⁸ (2007) are PLHIV. Prevalence rates have dropped from 4.3 percent in 2001 to 2.8 percent in 2007. (See Figure 1 below). The estimated rate for ART survival and on treatment is 91 percent for 2004-2005²⁹. However data on HIV varies between sources. It is estimated that there are 7030³⁰ or 10,310 pregnant HIV+ in Rwanda.³¹

31. It is known that nutrition is a determinant of the incidence and severity of HIV related infections such as Tuberculosis and diarrhoea³² and that good nutrition can delay the progression of the disease. The World Health Organization (WHO) estimates that energy requirements are likely to increase by 10 percent to maintain body weight and physical activity in asymptomatic HIV infected adults. They also state that there is insufficient evidence to support an increase in protein or fat requirements due to HIV infection.

32. WHO reports a synergistic relationship between ART and nutrition and that ‘improved attention to diet and nutrition may enhance ART acceptability, adherence and effectiveness. The issue of micronutrient requirements in the HIV infected is more complex since it is important to maintain a healthy diet with micronutrient intakes at recommended daily levels. However, there is some evidence that micronutrient supplements - vitamin A, zinc and iron - can produce adverse outcomes in the HIV infected.

²⁸ Rwanda Epidemiological Fact Sheet on HIV and AIDS.

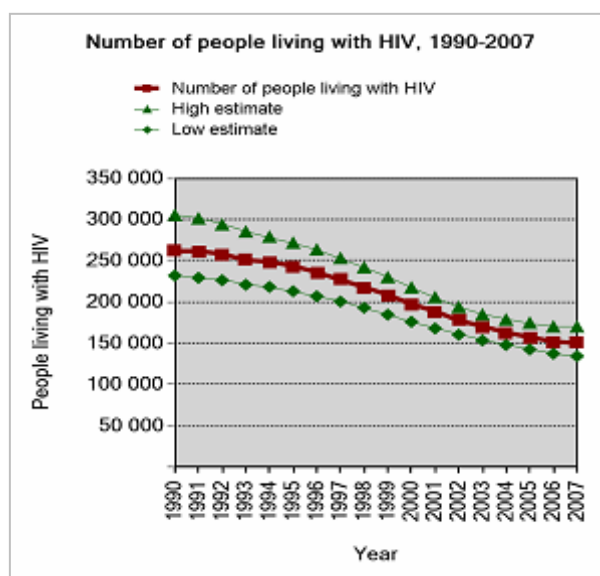
²⁹ UNAIDS, 2010. UN General Assembly Special Session on HIV/AIDS, Geneva.

³⁰ UNAIDS 2010. UN General Assembly Special Session on HIV/AIDS, Geneva.

³¹ Rwanda Epidemiological Fact Sheet on HIV and AIDS 2010, Range of pregnant HIV+ 5,230-15,580.

³² Nutrient requirements for people living with HIV/AIDS. Report of a technical consultation;. WHO 2003.

Figure 1 Number of people living with HIV, 1990 - 2007



Source: WHO/UNAIDS/UNICEF, 2008. Epidemiological Fact Sheet on HIV and AIDS

34. **Education.** Table 1 shows education indicators in 2005, their evolution over time and targets for 2010 in primary school.

Table 1 Education Indicators 2005-2010

	2005	2006	2007	2008	2009	Target 2010
Gross enrolment rate %	138	145	152	128	128	137
Net enrolment rate %	94	95	96	94	93	97
Primary completion rate %	47	52	52	52	75	122
Repetition rate %	16	18	n.a.	15	14	9
Dropout rate %	15	14	n.a.	15	12	5

Source: *Le développement de l'Education* 2008 and Primary indicators from USAID

35. The literacy level among the 15-24 years old has increased from 57 percent to 77 percent between 2000 and 2005/06. (Integrated Household Survey, 2007) and the primary school net enrolment from 72 percent in 2000 to 93 percent in 2009. The primary school completion rate more than tripled from 22 percent in 2000 to 75 percent in 2009. Between 2003 and 2006 the number of schools increased by about 5 percent and teachers by 11 percent. Primary school attendance rate averaged 83.5 percent in 2005, sickness being the main reason for children missing school³³.

36. In the country overall, a number of key challenges remain in regards to access, retention and equity in basic education, namely low completion and high drop-out and repetition rates, poor performance of girls and other vulnerable groups of children, poor hygiene in schools and lack of community ownership of school health.

37. According to ESSP 2010-2015, the vast majority of primary schools have Parent Teacher Associations (PTA) and most have Parent Teacher Committees but there is still poor management and leadership in the area of financial management and accountability.

³³ Government of Rwanda. 2007, Integrated Household Survey

38. **International Assistance.** Official Development Assistance (ODA) has been increasing from US\$589 million in 2006 to US\$931 million in 2008³⁴. The main donors of ODA are the UK, USA, Belgium, Netherlands, Sweden, Japan, International Development Agency (IDA), European Commission, Global Fund, IFAD, United Nations Children's Fund (UNICEF), WFP and the United Nations Development Programme (UNDP). Almost half of ODA is provided through direct budgetary support, with the remainder coming through sector-wide approaches and technical assistance. The Government is steadfast in its efforts to become independent of aid in the next decade, and dependence has fallen from 52 percent in 2008 to 48 percent in 2010.

39. One of the main thrusts to achieve the Aid Policy objectives has been through the One UN Programme in Rwanda. The One UN Programme Common Operational Document is based on the required resource allocation of US\$488 million to the One UN programme for the period 2008-2012 in five priority areas, of which 32 percent was to be mobilized under 'One UN Fund'³⁵ and the rest through each agency's own resources. WFP is a major contributor in the One UN Programme.

1.C WFP's Portfolio

40. WFP has been present in Rwanda since 1972 with 60 operations³⁶ (50 Rwanda operations and 10 regional operations covering neighbouring countries also) totalling US\$ 1.8 billion.³⁷

41. Portfolio to be evaluated. For the purpose of this evaluation the Rwanda portfolio is defined by five operations in the country between 2006 and 2010. Two Development projects (DEV 10156 and DEV 10677) and three PRROs (10062.2 [regional], 10531 and 200030). The major significant activity funded through grants and trust funds was the Comprehensive Food Security and Vulnerability Analysis (CSFVA) conducted in 2006 and CSFVA with a Nutrition Survey, 2009 and the pilot Purchase for P4P, which started in July 2009. Ongoing operations include Dev 10677 and PRRO 200030.

42. Portfolio Budget. The total cost of the portfolio (based on project requirements) is US\$207 million, of which 22 percent relate to Development (mainly school feeding) and 78 percent to Relief and Recovery, supporting refugees from the Democratic Republic of Congo (DRC), Rwanda returnees from neighbouring countries, FFW, MCHN and HIV-ART projects. The P4P pilot project has a budget of US\$ 2.8 million (2010-2014) and represents a fraction of the total portfolio budget, as does the CSFVA costs of 470,000 in 2009. Table 2 presents the distribution of the portfolio by operation type.

³⁴ OECD DAC.

³⁵ The One Fund is designed to fund the "unfunded portion" of the UNDAF/One programme.

³⁶ WFP uses an operating model based on single operations of different nature and duration, which can follow one another or overlap. The four traditional operation types are the emergency operation (EMOP), the protracted relief and recovery operation (PRRO), the development project or country programme (CP) and the special operations (SO). A very limited number of activities can also take place outside of the traditional operations framework. These are usually of a much smaller scale, tend to focus on innovative projects and are financed through extra-budgetary resources. The concept of portfolio refers to the entirety of the WFP activities implemented by a CO over the last five years not limited by operating modalities.

³⁷ US\$1.8 billion breaks down to US\$ 1.45 for 10 regional operations and US\$ 0.35 billion for 50 single country operations.

Table 2 WFP portfolio by programme category (2006-2010)

	No. of operations	Approved Budget (US\$ million, as per latest SPR to 2009)	Weight of operations by MT (planned values, %)
Development	2	83	22
Relief and Recovery	3	124	78
Total	5	207	100

Source: SPR

43. **Objectives.** The operations and projects of the portfolio each seek to contribute to the five strategic objectives defined in WFP’s corporate strategic plan.³⁸

44. **SO 1: Save lives and protect livelihoods in emergencies.** Three operations (PRRO 10062.2, 10531, 200030) support refugees and returnees and other vulnerable groups and communities, whose food and nutrition security has been adversely affected by displacement, drought or other shocks.

45. **SO2: Prevent acute hunger and invest in disaster preparedness and mitigation measures.** WFP’s analytical work in Rwanda aims to support and strengthen capacities of the government to prepare for, assess and respond to acute hunger. The specific purpose of the CFSVA conducted in 2006 and again in 2009 is to measure the extent and depth of food and nutrition insecurity and vulnerability, to identify the underlying causes and to analyse trends. In addition, from 2008 onwards, steps were put in place to monitor the food security situation over time (monthly) through the FSMS. The purpose of the FSMS is to track and report on food security conditions, monitor trends in food availability, access and utilisation.

46. **SO3: Restore and rebuild livelihoods in post-disaster or transition situations.** Three operations (PRRO 10062.2, 10531, 200030) support livelihoods of the most food insecure rural inhabitants, including returnees and refugee host communities by protecting and building productive assets.

47. **SO4: Reduce chronic hunger and undernutrition.** Three operations (PRRO 10062.2, 10531, 200030) support HIV and nutrition objectives whereas two development projects (DEV 10156 and 10677) support primary education.

48. **SO5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.** While this objective can be considered cross-cutting, one operation explicitly refers to the P4P initiative and one Development Project (DEV 10156) refers to increased ability of the Government to manage school feeding programmes. Local purchase has been a feature of WFP’s procurement strategy for Rwanda and includes triangular purchases that are exported to other countries in the region.

³⁸ While WFP’s corporate strategic objectives have varied over the portfolio time frame, they are sufficiently similar to allow reference only the 2008-2013 strategic plan.

Table 3 Distribution of portfolio activities by beneficiaries

	GFD (SO1)	Nutrition (SO1)	FFW/FFA/FFT (SO3)	Nutrition (SO4)	HIV (SO4)	Education (SO4)
DEV 10156					X	X
DEV 10677						X
PRRO (Reg.) 10062.2	X	X	X	X	X	
PRRO 10531	X	X	X	X	X	
PRRO 200030	X	X	X	X	X	
Planned % of beneficiaries	14	4	34	2	5	40
Actual % of beneficiaries	9	6	25	3	7	50

49. **Activities.** The main activities of the portfolio include food for education through which 50 percent of the beneficiaries were assisted; food for work and food for training (25 percent); GFD (9 percent) of all beneficiaries were assisted; support to HIV/ART and their families (7 percent) and supplementary feeding for refugees (6 percent) and MCHN support to malnourished women and children (3 percent). See Table 3 for an indication of the type of activity per operation and Table 4 for activities by strategic objectives.).

50. Activities of the P4P pilot project include: capacity-building, pro-smallholder tendering practices, and direct and forward contracting.

Table 4 Activities by WFP strategic objectives

SO1	SO2	SO3	SO4	SO5
<ul style="list-style-type: none"> • GFD • Supplementary feeding 	Analytical work <ul style="list-style-type: none"> • CFSVA • FSMS 	<ul style="list-style-type: none"> • Food for work • Food for Assets • Food for training 	<ul style="list-style-type: none"> • Mother Child Health and Nutrition • HIV/AIDS-ART • School feeding 	<ul style="list-style-type: none"> • Purchase for Progress • Capacity development

51. WFP has been working throughout the whole country with activities taking place in 26 out of 30 districts, covering all 5 provinces. Refugees are located in the Gicumbi and Gatsibo camps in Eastern Province, in the Karongi camp in Western Province and, until 2009, in the Nyamagabe camp in Southern Province. The food for work, assets and training programme was particularly widespread, with 20,000 beneficiaries in 4 different districts in Northern Province and an average of 11,000 each in Western, Southern and Eastern Provinces. The school feeding programme is targeted in Southern and Eastern Provinces. The ART programme averaged 15,000 beneficiaries covering 6 districts in the Western Province and reached lower numbers in all districts of the remaining 4 provinces. The supplementary feeding/MCHN interventions reached an average of 15,000 beneficiaries in the Eastern Province including the two refugee camps, an average of 12,000 beneficiaries in Western Province, and an average of 5,000 each in the Northern and Southern Provinces. Since 2009 MCHN has been withdrawn from the Eastern Province (Kayanza, Kirehe, Ngoma, Nyagatare and Rwanagna Districts).

52. **Key External Events.** From 2006 to 2010 a number of external events led to significant changes in WFP's work. Within Rwanda these include: (a) the strengthening of the economy and amnesty, which brought home a wide range of Rwandan returnees from all walks of life; (b) strong, consistent leadership by

government promoting development and new directions in agriculture, education, health/nutrition and disaster management and mitigation sectors; (c) strong government management and monitoring of donor harmonization initiatives including the new DaO pilot initiative, which brought in new resources for jointly funded programme activities³⁹. An example of a result of the DaO pilot initiative is the link between the school feeding programme and FAO to support school gardens, cows for milk production, beekeeping and rabbit rearing at selected schools. Other external events include the escalating food and fuel price and financial crisis, which affected the Rwandan producers and consumers as well as increased the cost of WFP's operations.

53. **New Initiatives.** Three major new initiatives took place: firstly, in 2007, the DaO pilot was launched and the One Programme established to enhance coherence, effectiveness and efficiency of all 22 agencies' activities, with WFP co-chairing two thematic groups. Secondly, in 2006 and 2009, WFP led the analysis of the food security and nutrition situation (CFSVA) and initial steps were taken to establish a food security monitoring system within the government structures; and thirdly, the P4P pilot started in 2009, described above.

³⁹ Rwanda does not have joint programmes. But because of the Delivering as One configuration, from the UN perspective, it can be construed as a joint programme.

2. Evaluation Findings

2.A Alignment and Strategic Positioning

54. The government requires all Development Partners to align with Government policy as outlined in the Rwanda Aid Policy (2006). Participation, by WFP, in the different UNCT theme groups and government committees on agriculture and health and education sectors ensures excellent alignment and strategic partnership and enables influence of the ongoing debate regarding the future direction of government policy.

Alignment with Government policies and strategies

55. **SO1 activities.** The government does not, at present, have a disaster management policy, but with the advent of MIDIMAR, it is anticipated that the Ministry will lead a process of policy development. WFP is a member of the Disaster Management Task Force, and is thus well positioned to influence and align with current and future policy.

56. WFP's ongoing PRRO addresses the continuing refugee and returnee situation in line with the country's humanitarian priorities and capacities. Within the social protection policy, refugees are acknowledged as a vulnerable group. The registration of refugees is undertaken by both UNHCR and for returnees, UNHCR ensures that the returnee arrives at their village of origin within 24 hrs of returning to Rwanda. UNHCR and MIDIMAR ensure that the village of origin is aware of the returnee's arrival, arrangements for schooling, health and other rights of Rwandan citizenship are made available on arrival.

57. **SO2 activities.** WFP's analytical work -CFSVA and FSMS -supports and aligns with the social protection policy, in acquiring data to define the level of food security of the various vulnerable groups. WFP works closely with the Ministry of Agriculture and FAO in developing the annual crop assessment data.

58. **SO3 activities.** WFP's FFW/FFA objectives are coherent with the stated national agenda and policies, including sector policies, and are in line with the country's humanitarian and development needs. The National Agriculture Policy (March 2004) focused on increasing arable land, soil conservation, and water management. WFP is an active member of the Agricultural Sector Working Group, which identifies and formulates policies. The Ministry of Agriculture has gone through a decentralisation process whereby all initiatives are answerable to the District Council. WFP coordinates FFW activities with the Ministry of Agriculture and with FAO to ensure that activities complement the government's strategies. WFP works very well at the national level, but a gap exists at district levels.

59. **SO4 activities.** WFP's School Feeding Programme, implemented in partnership with the Ministry of Education, aligns well with the education sector's aim to ensure equal access to a quality basic education for all Rwandans by 2015 and to build a community based school feeding programme.

60. The MCHN supplementary feeding programme has been aligned well with the past and current National Nutrition Policy⁴⁰ and also contributes to the current

⁴⁰ Government of Rwanda, Ministry of Health ⁴⁰, National Nutrition Policies 2005 & 2009.

international agenda of ‘Scaling Up Nutrition’⁴¹ and the ‘1000 days’⁴². It is in line with the national agenda to eliminate malnutrition from Rwanda, the National Nutrition Policy, and WFP is well represented in the ‘National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda, Action Plan for Implementation 2010-2013’. WFP’s MCHN activities are appropriate to the country’s current needs and serve to increase access to community based nutrition and health services. WFP has been active at the national level and has clearly been engaged in the ongoing debates and development of government strategies for MCHN and PLHIV.

61. **SO5 Activities.** WFP’s capacity development support to the government involves an ad hoc set of initiatives that includes a limited amount of training, study tours and short term policy experts. WFP’s recent support to the Ministry of Education to develop its own school feeding and nutrition policy, thereby moving forward to create an enabling environment for a sustainable programme, is well aligned with the government’s strategy.

62. P4P activities are clearly in line with government agriculture policies and strategies of providing a market for Rwandan small-scale farmers. Similarly, WFP’s local purchase strategy for operations in Rwanda and in neighbouring countries provides a welcomed market.

63. **Ownership.** Across all sectors, including those covered by WFP’s portfolio, the government has exercised leadership, chairing at all the different committees. The government aims to avoid duplication and to play to agencies’ strengths. On occasions this has resulted in the reallocation of areas of interest between donors and agencies to promote greater levels of synergy between the government’s needs and what the various UN agencies, Development Partners and NGOs can support. In addition, government ministries are directly involved in implementation for most of WFP’s portfolio.

64. SO1. For the refugees and returnees, MIDIMAR manages the refugee camps and the transit centres, supported by the relevant UN agencies.

65. SO2. While the National Institute of Statistics of Rwanda (NISR) staff participate in the analytical work (CFSVA 2006 and 2009) the overall process is conducted and funded outside government structures. The FSMS is addressing this weakness with the Ministry of Agriculture, managing the FSMS process and sharing tasks with different partners. WFP country office is assisting by analysing the FSMS data.

66. SO3. RADA and/or other Government extension staff were involved in food for work and/or assets provided by WFP, together with cooperatives, NGOs and other civil society organisations. As the assistance was managed and administered by the community-based organizations this led to a high level of ownership by recipient communities.

67. SO4. The Government’s ownership of school feeding activities is evident through the Coordination Unit in MINALOC and through the school feeding focal

⁴¹ Scaling up nutrition – a framework for action. June 2010. A wide reaching collaboration of multiple agencies supported financial by the Gates Foundation, Government of Japan, UNICEF and the World Bank.

⁴² ‘1000 days’ is being used in 2 ways. It has been used in some quarters to describe the countdown period to 2015 and the realisation of the MDGs. Hilary Clinton has also coined the expression to encompass the most critical period of child growth namely from conception to 2 years of age (-9 to +24 months).

point in the Ministry of Education⁴³. In terms of community participation of school feeding activities, communities, PTAs and School Feeding Management Committees have contributed in the form of labour, material and cash. An assessment against the 8 school feeding quality standards⁴⁴, indicates that school feeding is not included in annual budgets and plans of national structures and lacks adequate staff at the national and district levels.

68. The health and nutrition activities supported by WFP, MCHN and ART, are clearly under government ownership. In 2006 all WFP's MCHN nutrition activities were implemented by NGO partners but following a successful transition they are now predominantly run through government health facilities, following government policies and procedures. However, ART support continues to be run via government-approved international implementing partners following government guidelines.

69. **Government Processes.** In addition to working through government institutions as noted above, WFP actively interacts with a wide range of different Government Ministries and departments (Health, Education and Agriculture) through sector working groups, which meet monthly. WFP is represented on the government's relevant working groups – Nutrition and HIV and AIDS. WFP staff also attends and in two areas co-leads UNCT thematic group meetings, HIV and AIDS thematic group and the social protection thematic group. Both sets of coordination structures are used extensively to influence policy and strategy.

70. **One Processes.** The DaO initiatives required WFP to consider how its programmes and those of other UN agencies are integrated. A recent (June 2010) country led evaluation of DaO in Rwanda⁴⁵ found greater relevance of the positioning of UN agencies within the Rwanda programming environment and a greater focus on strategic areas. The United Nations Development Action Framework (UNDAF) was found to be fully coherent with the Government's EDPRS and Vision 2020. A significant multiplier effect was observed when the whole UN structure influences Government policy. It was found that One Programme activities led to more effective programming, although the government development initiatives were moving faster than DaO ones.

Synergies through partnership

71. Synergies have been achieved through WFP working in partnership with the government, with NGOs and with Development Partners, including the UNCT. WFP is an active participant in the DaO pilot initiatives, which support government policy objectives. The UNDAF and its results matrix guides UN agency activities with agreed output indicator targets to achieve. The UNDAF is a strategy document, which coordinates activities to better provide support to the government, through a more coordinated and coherent application of UN agency expertise, skills and knowledge.

72. **SO1: Save lives and protect livelihoods in emergencies.** WFP works closely with UNHCR and UNICEF to provide support to refugees and returnees,

⁴³ WFP, 2006, SPR.

⁴⁴ 8 school feeding quality standards are: 1. Sustainability 2. Sound alignment with the national policy framework 3. Stable funding and budgeting 4. Needs-based, cost-effective quality programme design 5. Strong institutional arrangements for implementation, monitoring and accountability 6 Strategy for local production and sourcing 7 Strong partnerships and intersector coordination 8 Strong community participation and ownership.

⁴⁵ Government of Rwanda. June 2010 Ministry of Finance/UN Rwanda, 2010. Country Led Evaluation of Delivering as One UN in Rwanda, Presentation of Interim Findings, Hanoi.

under MIDIMAR's overall management of camps and transit centres. Partnership with host communities, while planned, did not materialize as the proposed activities remain unfunded.

73. SO2: Prevent Acute Hunger and Invest in Disaster Preparedness and mitigation. WFP's analytical work involves a wide range of partners: NISR (a government institution), WFP⁴⁶, World Vision provided funding and/or human resources. In 2009, the CFSVA included a nutrition survey, an important issue, garnering UNICEF interest and funding, which would not otherwise have been forthcoming. NISR seconded a staff member to WFP, on a full time basis and for a 9 month period, to help and guide the enumeration and data analysis process.

74. The Ministry of Agriculture, in conjunction with WFP (P4P) and FAO, publishes annual crop assessments. MINALOC publishes price data for the different District Markets.

75. To enhance synergies, especially for the ongoing FSMS, WFP must continue to work with other data sets exist with government and other partners and that these data sets need to be brought into the FSMS or food security tracking processes. The different data sources, however late or not yet 'cleaned' for inaccuracies, must be part of a process. To this end, the vulnerability assessment mapping (VAM) unit in the country office is working on an integrated database, and expanding the number of FSMS partners.

76. Numerous Development Partners recognise the utility of WFP's analytical work, its use in planning and when developing an appropriate response. WFP's analytical work was used extensively in the recent April 2010 Joint Planning Meeting, particularly when defining indicators in the Common Performance Assessment Framework, where expected performance is monitored against actual performance.

77. SO3: Restore and Rebuild lives and livelihoods in post conflict, post disaster or transition situations. Prior to the termination of FFW/FFA, WFP actively sought and implemented 109 projects with 19 different partners (individuals, NGOs and other civil society based organisations) under the umbrella of Local District Authorities' management. Recently, the government, together with Japan International Cooperation Agency (JICA) and the World Bank, has copied the model and launched the Land Husbandry, Water Harvesting, Hillside Irrigation project⁴⁷. WFP, IFAD and a number of other partners have collaborated to support two ongoing projects.^{48 49}

78. SO4: Reduce Chronic hunger and under nutrition. In education, WFP has effectively partnered with NGOs and UN agencies. World Vision implemented an HIV awareness programme in 2007 in selected schools; since 2009, Plan International is monitoring and evaluating school meals, in selected districts, is providing a package of services to schools (water and sanitation) and is building

⁴⁶ Bill and Melinda Gates Foundation and the One UN fund provided funds.

⁴⁷ Government of Rwanda. Ministry of Agriculture RADA, 2009, Project Annual Report.

⁴⁸ IFAD. 2007 Rwanda: Country Opportunities Strategy Programme (COSOP).

⁴⁹ IFAD, Sept 2010, approach paper, Rwanda. Project for the Strategic Plan for the Transformation of Agriculture – PAPSTA (WFP tentative funding allocation US\$ 2.66 million) and Kirehhe Community Based Watershed Management Programme – KWAMP (tentative WFP allocation US\$ 8.13 million). Participation in both projects, particularly if the promised funding is allocated, will bring WFP to the heart of agricultural policy development.

capacities for local communities. In addition, with Plan International's child friendly school programme, UNICEF and WHO sponsored a programme of de-worming. Starting January 2008, the UN partnership increased, with the development of a school gardening programme sponsored by FAO and IFAD. FAO, in conjunction with WFP, provided milking cows and rabbits to WFP-assisted schools located in the poorest areas. These activities were a contribution in government's VUP Umurenge.

79. A large number of Development Partners are working in nutrition and HIV, including UN agencies (UNAIDS) working through the One UN programme, in addition to a number of NGOs: Partners in Health, International Centre for AIDS Care and Treatment Programme and the Elizabeth Glazer Paediatric AIDS foundation. However, it needs reviewing where various MCHN and ART activities are housed, to ensure optimal synergy. High levels of chronic malnutrition have remained for many years and, greater coordination and synergy between the different Development Partners and other stakeholders, led by the Ministry of Health, is being developed. The Ministry of Health is the main partner for the delivery of supplementary feeding and this is highly appropriate. Targeting of MCHN is done in collaboration with the Ministry of Health, using criteria such as poor food insecurity and a good level of functionality of the health centre. This is appropriate as the rates of stunting are alarmingly high throughout Rwanda. WFP has a range of development partners in HIV and this has led to an increased need for co-ordination and effective two-way communication with partners.

80. FAO and WFP have partnered in a process to address PLHIV food and nutrition needs, through the ART programme. Their partnership has focused on providing skills training on kitchen gardens and in rabbit husbandry at health facilities. The purpose is to reduce malnutrition and morbidity of people living with HIV.

81. **SO5: Strengthen the capacities of countries to reduce hunger, including through handover strategies and local purchase.** The P4P programme has strong synergies with a number of Development Partner programmes; the United States Department of Agriculture (USDA), FAO agribusiness programme and the JICA fertiliser programme.

Alignment with WFP Corporate Strategy

82. The evaluation model for the Rwanda Country Portfolio shows the good alignment of the various activities with WFP's strategic objectives. Some of the new initiatives, which were aligned with government and One UN pilot priorities, such as provided milking cows and rabbits to WFP-assisted schools, are not explicitly within WFP's corporate framework.

2.B Making Strategic Choices

83. Overall, WFP has made major contributions in collecting and analysing information on the national hunger, food security and nutrition situation in Rwanda. It has contributed to placing food security and nutrition issues on the national agenda. WFP has based its interventions on clear priorities set by the government, which strongly leads donor coordination efforts. With the DaO pilot, WFP's comparative strengths in relief, education, nutrition, HIV and agriculture sectors have permitted greater synergies with other UN partners and access to the One Fund and other multi-donor trust funds.

84. WFP's main contribution to generating analytical work on food security is the CFSVA conducted in 2006 and 2009. The CSFVA 2009 highlighted that chronic undernutrition, as measured by stunting at 52 percent, was very high, impacting on both the cognitive and physical productivity of the population. It also confirmed that stunting levels had not improved over a 10 year time horizon. In contrast, gross and net primary school enrolment rates are high at 128 percent and 93 percent for 2009, respectively, academic performance has improved, and more children are graduating and moving to secondary school.⁵⁰ As a result Rwanda has made good progress in reaching the MDG 2 for universal primary education while it lacked progress on MDG 1 (eradicate extreme poverty and hunger)⁵¹. Over the past 5 years WFP's support to school feeding (50 percent of its beneficiaries) far exceeded its support to nutrition, (3 percent of beneficiaries in MCHN). There is a trade-off as clearly the WFP-supported MCHN activities, when well implemented by the Ministry of Health, tackles malnutrition whereas the school feeding programme has mainly educational objectives. This points to a need for renewed emphasis on supporting activities within the portfolio to address, with partners, the causes of chronic malnutrition.

85. In 2009, WFP phased out food assistance (in-kind) for the widespread land development activities previously undertaken with FFW/FFA. Agricultural land development activities were taken over by the government with donor support. This reflects the government's strong ownership of its strategy for agriculture development, which has seen positive results over the past 5 years. WFP's timely arrival with the pilot P4P project (2009-2010) is appropriate as it opens up markets for the surplus food production of small-scale holders.

86. WFP has been able to leverage its support to education through the school feeding programme to assist the government in its expansion of the primary education and to use schools as venues for additional community based activities related to food security. To do so, it had to significantly adapt its plans, mid-stream of the 5 year development project, leading to increased beneficiaries. WFP's transition strategy for school feeding was slow to get off the ground, mainly owing to insufficient preparation of the Government and communities. However, WFP's support to the school feeding unit in the Ministry of Education resulted in a National School Nutrition Policy and Strategy that, although still not final, is expected to provide impetus to the handover process.

87. WFP's switch from a regional PRRO⁵² to a Rwanda-specific PRRO in 2007 was a timely decision as it permitted greater alignment of its response to the needs in the country. A joint analysis of the regional approach in 2006 by WFP, FAO and UNHCR noted that the majority of programmes in Rwanda did not target refugees and returnees but rather focused on relief and recovery interventions for the resident population. The country-based approach allowed greater flexibility for WFP to align with government and donor priorities.

88. In a limited number of cases WFP has been able to take advantages of synergies between projects where they coincided in the same geographic areas, for example, FFW with school feeding for the development of school gardens. In general,

⁵⁰ During this period, the government changed to a 9 year basic education programme, which greatly increased the numbers of children eligible for school feeding.

⁵¹ Government of Rwanda. 2008. Mini Demographic and Health Survey, Kigali. Status for Rwanda of MDGs: MDG 1 – not likely, MDG 2 – attainable by 2015.

⁵² Rwanda participated in four regional PRROs from 1999 to 2007 assisting drought victims, refugees, returnees, and nutritionally vulnerable households.

however, the interventions are dispersed throughout the country, with few synergies. Where synergies were planned, such as support to host populations through FFA around refugee camps, these activities were not started because of insufficient funding. A similar situation occurred with the take-home rations intended for orphans and vulnerable children in the school feeding programme, which have been dropped because of insufficient funds.

89. Below is an analysis of strategic choices related to specific types of interventions. In some cases operational realities have led to some trade-offs.

90. **FFW/FFA/FFT-** The shift to government ownership of the WFP assisted FFW/FFA/FFT is a success story, demonstrating WFP's receptiveness to handover to government, aligning itself with the Vision 2020 Umurenge and with the government's approach to donor coordination and harmonization. Over the period 2006-2009 WFP phased down and eventually ended the widespread FFW and FFT activities⁵³. WFP, however, missed the opportunity to ensure that knowledge of its experience in FFW/FFA/FFT is collected through an appropriate study/evaluation so that lessons can be learned.

91. **Education and School Feeding Programme.** The WFP-assisted school feeding programme, together with the Government's own initiative to launch a Community-Based National School Meals Programme, provided a platform for One UNCT support the poorest communities in rural areas. WFP's co-lead in the One UNCT theme group in the education sector encouraged other UN agencies to provide support to school-based agriculture, health and nutrition initiatives. WFP used this approach to extend school garden projects, together with FAO.

92. WFP has provided support to the Ministry of Education's policy development and implementation activities. WFP funded the provision of 2 consultants to help develop, write and implement the school nutrition and feeding policy. Not only has there been incidental capacity development, but it has put WFP at the heart of the policy making process within the Ministry of Education, increasing WFP's policy making influence. In the longer term this influence and positioning may form a good basis for a more structured package of technical assistance.

93. WFP changed its strategy for the school feeding programme significantly to respond to the Government's request to increase coverage from 2009, rather than to reduce coverage as had been envisaged in the project document. (DEV 10667). This decision assisted the Government to undertake a major change in the primary level, extending it by 3 grades (grades 7-9). Despite overall funding constraints for the Rwanda projects, WFP was able to expand the school feeding programme in order to accommodate the increased coverage because it had successfully negotiated multi-year resources, which were available for 2009-2011 as well as other targeted cash funds. When the change to the 9 year basic education was introduced, WFP accepted the older children without changing the ration. Hence, there was a mismatch in ration and the age of the recipients. When targeting school meals, WFP globally does not have a mechanism that provides meals to selected categories of children within a school but rather, it uses a 'blanket' feeding approach.

⁵³ In 2010, under the new PRRO, WFP plans to continue a more restricted FFA programme with host populations in the vicinity of refugee camps focussed on restoring the natural resource base and reversal of the ecological damage in these areas.

94. WFP's school feeding strategy envisaged supporting the government's initiative to launch a community-based school feeding programme. Despite inclusion in the project document, owing to insufficient preparation of the Government and communities, the national school feeding policy formulation process was delayed. However, WFP's support has put school feeding at the top of the Ministry of Education's agenda but the transition process remains at early stages.

95. WFP's strategy for school feeding included targeting schools in the most food-insecure areas (DEV 10667). In 2002, the school feeding programme underwent a targeting exercise based on food security and malnutrition criteria. The situation in Rwanda vis-à-vis food security was analysed in detail through the CSFVA exercises in 2006 and 2009 under WFP's leadership. The survey results demonstrated that the food insecurity situation across Rwanda had changed. WFP did not use the information generated by the CFSVA surveys to re-target the school feeding programme.

96. **MCHN.** WFP's inability to sustain regular support to MCHN, because of insufficient funding, has led to a lack of credibility within the Ministry of Health. This has reinforced the perception of WFP as being a 'relief' agency, and it is not currently seen as a reliable contributor to appropriate response strategies by stakeholders.

97. WFP has analysed well the hunger situation in country, however its response strategy is not clear about what it is trying to achieve, especially vis-à-vis chronic malnutrition. WFP has made no mention of stunting nor oedema in its response paperwork. This is evidenced by WFP's project objectives, which rarely meet the standards of specific, measurable, achievable, relevant and time bound (SMART). In 2006, nutritional objectives were included in the regional PRRO 10062.2; in the 2007 PRRO 10531 they were not and, instead, the project document refers non-specifically to 'support recovery of the most vulnerable groups' as its first main objective. The project PRRO 10531 logical framework does not equate to the project documents' objectives, nor is it tailored appropriately to the Rwandan nutritional context as it contains targets relating only to acute malnutrition, whereas chronic malnutrition is the more prevalent issue in Rwanda. It also includes a performance indicator relating to the prevalence of anaemia in pregnant women, which maybe relevant to the context but it is not relevant to WFP's activities. PRRO 200030 includes nutrition objectives, although they are not clearly aligned between the project document and the logical framework. No attempt has been made to provide performance targets for chronic malnutrition despite this being a corporate strategic objective (SO) and highly relevant within the Rwandan context.

98. The launch of the President's multi-year and multiple sector malnutrition reduction plan suggests that the chronic levels of malnutrition are being targeted and have now risen up the agenda. The strategic choice for WFP is how to capitalise on the initiative, how WFP can contribute to the process through its MCHN work.

99. **HIVAIDS/ART.** The PLHIV activities have been a constant thread in the WFP portfolio since 2006, present in DEV 10156, which was completed at the end of 2007. In 2006, the government based nutritional treatment guidelines⁵⁴ on the then current WFP PLHIV food basket, signifying an influential presence. PLHIV activities were continued with PRRO 105310 and 200030 though the ration was changed from

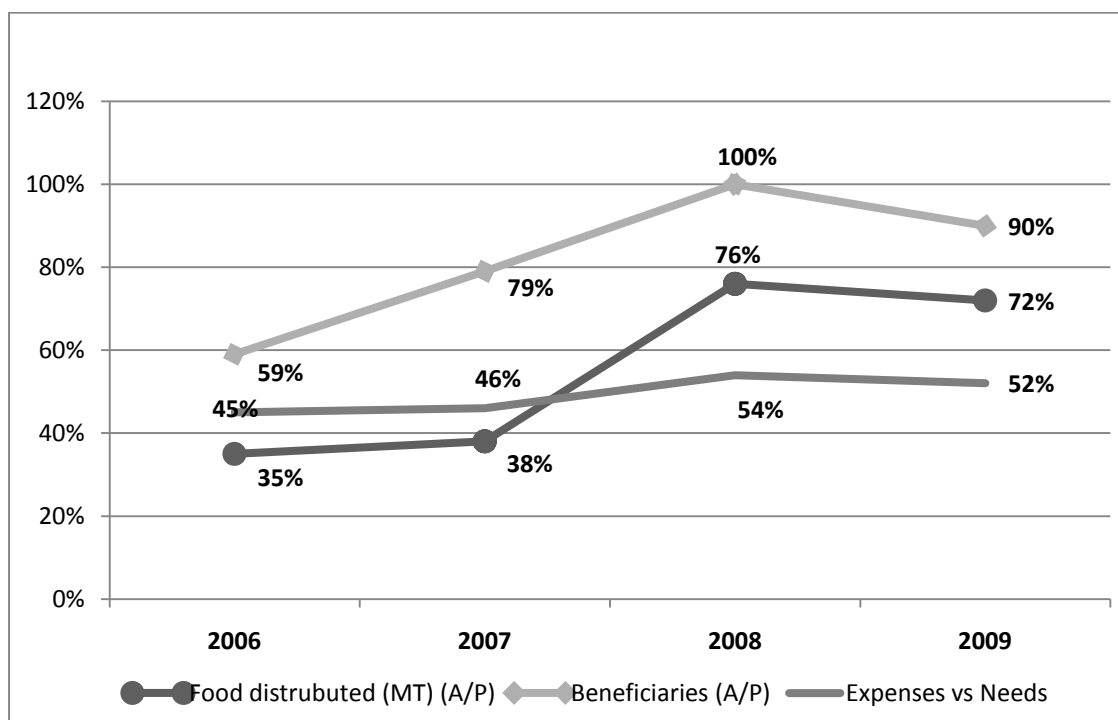
⁵⁴ Government of Rwanda, Ministry of Health. 2006, National Guidelines for Food and Nutritional Support and Care for People Living with HIV/AIDS in Rwanda.

a family to an individual ration. This reduced ration may have been influenced by WFP's evolving policy directions or by the limited funding available or both.

2.C Portfolio Performance and Results

100. Figure 2 compares the trends in planned and actual food distribution and annual number of beneficiaries and direct expenses and gross needs for all of Rwanda's operations from 2006 – 2009; the data for 2010 is not yet available. Project specific data is given later in the report.

Figure 2 Food distributed, beneficiaries and expenses - actual vs. planned (percentage)



Source: Annual reports and SPR's

Beneficiaries and Assistance provided

101. An average of 526,000 beneficiaries (51 percent female) participated in WFP assisted activities during the review period. In 2008 the number of beneficiaries rose to its highest, with 582,000, whilst it fell to its lowest in 2009, with 454,000. SO1 activities accounted for 15 percent of the beneficiaries, SO3 for 25 percent and SO4 for 60 percent, of which 50 percent were school feeding children. As noted in Figure 2 above, actual vs. planned beneficiaries shows a positive trend from 2006-2008; the reduction in 2009, however, may reflect the decision to discontinue support to FFW/FFA activities, thereby reducing the actual number of beneficiaries against planned

102. Table 6 shows the tonnage distributed under PRRO 10531 and covers all beneficiaries related to SO1, SO3 and within SO4 all but school feeding beneficiaries. The relatively low actual tonnage compared to plan (33 percent) in 2007 resulted in rations being cut in all refugee camps for November and December, due to a maize pipeline break. The supplementary feeding ration to the malnourished living in the camps was unaffected.

Table 5 Tonnes distributed (2007-2009) PRRO 10531

Year	Planned (mt)	Actual (mt)	% Actual vs. Planned
2007	26,685	8,804	33
2008	21,975	16,920	77
2009	21,648	14,685	69

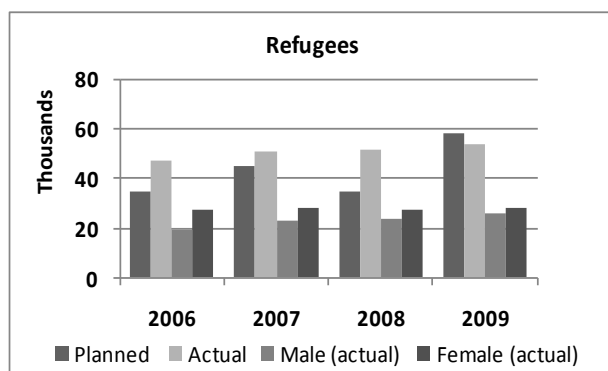
Source: SPRs

SO1: Save lives and protect livelihoods in emergencies

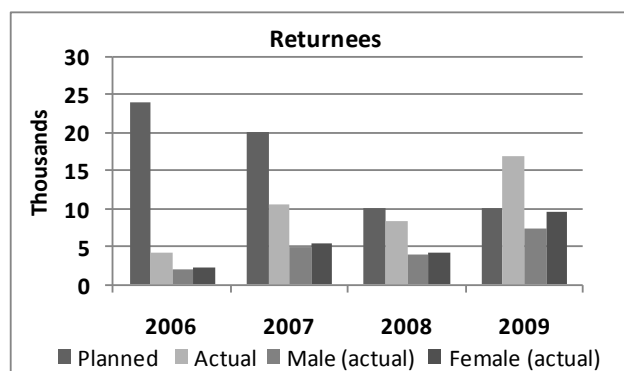
103. The number of refugees in the camps supported by WFP has averaged around 51,000 (55 percent female) from 2006-2009, approximately 7,600 more than planned (see Figure 3 and Table 6). In 2009, this number stands at approximately 54,000. These figures demonstrate WFP’s responsiveness to unanticipated increases of up to 50 percent more than planned, and that WFP is able to better project needs, as was shown in 2009 when plans exceeded actual values. While there was a plan to assist 45,000 refugees in 2007, reducing to 20,000 in 2008, the plan was never implemented, and, in fact was adjusted to 35,000 in light of changing circumstances, which turned out to be an underestimate.

104. The numbers of returnees is also difficult to predict. From 2006-2009, the returnee flow averaged 10,000 per year, starting small at around 4,000 in 2006 and rising to almost 17,000 in 2009 (see Figure 3 and Table 7 a reflection of the uncertain situation in Rwanda and the region. The returnee inflow increased, apparently as the knowledge about increased stability in Rwanda spread throughout the diaspora.

Figure 3 Refugees and returnees receiving food assistance (2006-2009)



Source: SPR (10531, 10062.2)



Source: SPR (10531, 10062.2)

Table 6 Refugees (2006-2009)

Year	Planned			Actual			% Female
	Male	Female	Total	Male	Female	Total	
2006	17,325	17,675	35,000	19,664	27,436	47,100	58%
2007	21,600	23,400	45,000	22,730	28,251	50,981	55%
2008	16,800	18,200	35,000	24,080	27,723	51,803	54%
2009	28,652	29,348	58,000	25,785	27,934	53,719	52%
Average	21,094	22,156	43,250	23,065	27,836	50,901	55%

Source: SPR (10531, 10062.2)

Table 7 Returnees (2006-2009)

Year	Planned			Actual			
	Male	Female	Total	Male	Female	Total	% Female
2006	11,520	12,480	24,000	2,047	2,223	4,270	52%
2007	75,000	75,000	150,000	1,650	2,100	3,750	56%
2008	4,800	5,200	10,000	3,976	4,308	8,284	52%
2009	4,940	5,060	10,000	7,475	9,513	16,988	56%
Average	24,065	24,435	48,500	3,787	4,536	8,323	54%

Source: SPR (10531, 10062.2)

105. Outputs/Activities. The provision of food rations was timely and of good quality for the refugees. When poor quality food was received, it was rapidly replaced. The distribution mechanism was considered fair. Interviews with widows and female headed households and other vulnerable persons revealed that there was no discrimination. Entitlements were known in advance, ration boards publicised the ration entitlement. The distribution committee had a good gender balance and was elected by the refugee community. The warehouses were clean and well kept.

106. A Joint Assessment Mission (JAM) was undertaken in 2008. Overall the JAM came out with a positive conclusion that the camps were functioning, the food distribution was timely, with some pipeline issues, and that no discrimination in distribution was evident. The warehouses were well kept and the entitlements were known in advance⁵⁵. However, a number of issues were highlighted, which to date, for a number of reasons, have not been acted upon. As regards the issue of the weighing scales, which require very frequent calibration because of their poor quality, the Rwanda Bureau of Standards insists on one make of scales. There was a request for accessible and affordable milling facilities, which WFP/UNHCR considered as a non-urgent request since an alternative was available.

107. The returnees, whose numbers per week are variable, are provided with a 3 month ration of maize and oil, in addition to non-food items such as pots, utensils and a mat. According to MIDIMAR, the rations provided were of good quality and were delivered promptly. All partners are very satisfied with WFP's contribution to the returnee operations.⁵⁶

108. The Disaster Management Task Force is convened every time there is a landslide, flood or other natural disaster. The Disaster Management Task Force follows a well-practiced routine of assessment, the results of which are considered in consultation with the local authorities. A response is determined. The system seems to be responsive and works well. It would, however, benefit from data on the food security situation in the various Districts, something that WFP is working on through the FSMS.

⁵⁵ WFP, 2008. Joint Assessment Mission, WFP and UNHCR.

⁵⁶ The evaluation team visited both transit camps where a number of returnees were interviewed.

109. Table 8 and Table 9 outline the number of beneficiaries involved in FFW, FFA and FFT activities from 2007-2009.

Table 8 Food for work and food for assets beneficiaries (2007-2009)

Year	Planned			Actual			
	Male	Female	Total	Male	Female	Total	% Female
2007	64,800	70,200	135,000	24,038	26,357	50,395	52%
2008	9,600	10,400	20,000	9,578	9,860	19,438	51%
2009	10,868	11,132	22,000	3,296	3,570	6,866	52%
Average	28,423	30,577	59,000	12,304	13,262	25,566	52%

Source: SPR

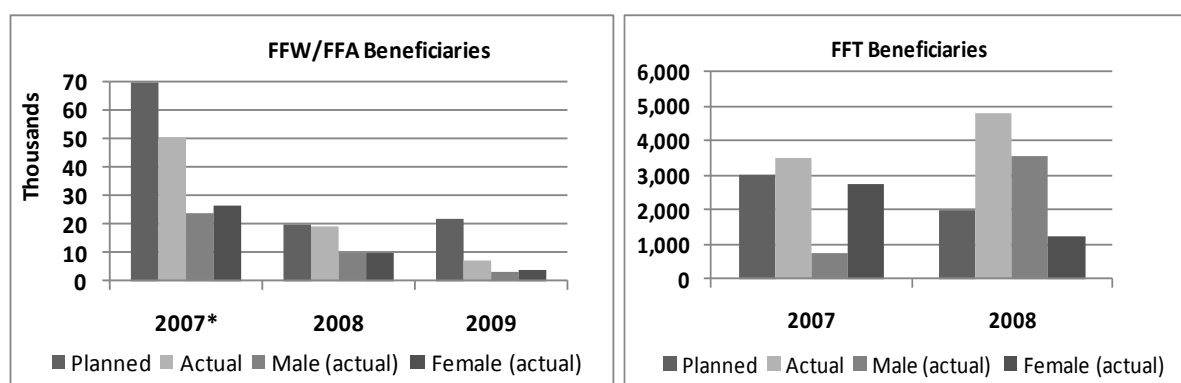
Table 9 Food for training beneficiaries (2007-2008)

Year	Planned			Actual			
	Male	Female	Total	Male	Female	Total	% Female
2007	1,440	1,560	3,000	755	2,760	3,515	79%
2008	960	1,040	2,000	3,578	1,231	4,809	26%
Average	1,200	1,300	2,500	2,167	1,996	4,162	48%

Source: SPR

110. On average, about 26,000 people benefited from FFW/FFA (2007-2009), and 4,200 people benefited from FFT (2007-2008). For all activities, about half of the beneficiaries were female, although the gender balance varied from year to year, especially for training. Comparing planned with actual shows on a yearly basis achievement from 117 to 240 percent for FFT and from 31 to 97 percent for FFW/FFA.

Figure 4 FFT/ FFW/FFA beneficiaries (2007-2009)



Source: SPR

*135,000 planned number of beneficiaries

Source: SPR

111. According to a 2007 decentralized evaluation,⁵⁷ WFP's targeting was appropriate because WFP was pro-poor and participatory. WFP did not target the participants itself but rather, it used the hamlet authorities, which effectively applied the following criteria: 1) one FFW participant per household; 2) people who can do hard work; 3) women as half of the participants; and 4) the most vulnerable and

⁵⁷ WFP, 2007, Formative Evaluation of the WFP Rwanda – PRRO 10531: Assistance to refugees and recovery operations for the most vulnerable households, Adelski E & Magos-Sirugue.

poorest households and people, such as the landless, the food insecure, widows, and orphans. However, the agronomists and implementing partners interviewed consistently reported that there were many more vulnerable/poor people who qualified to participate in the FFW projects than the projects could reach. This led to the strategy of splitting some projects' workdays and rations among as many as three participants.

112. **Activities/Outputs.** Under FFW/FFA, beneficiaries engaged in a number of activities, which included land protection and development (5,077 ha developed); crop production (235 ha) and pest control (172 ha); pond construction (38); tree seedling/planting activities (1.1 million); road rehabilitation (46 km) and housing construction (463). The evaluation team saw outputs from a sample of these activities reported on the results after a period of time had elapsed. (See Table 10 on Attaining Objectives.).

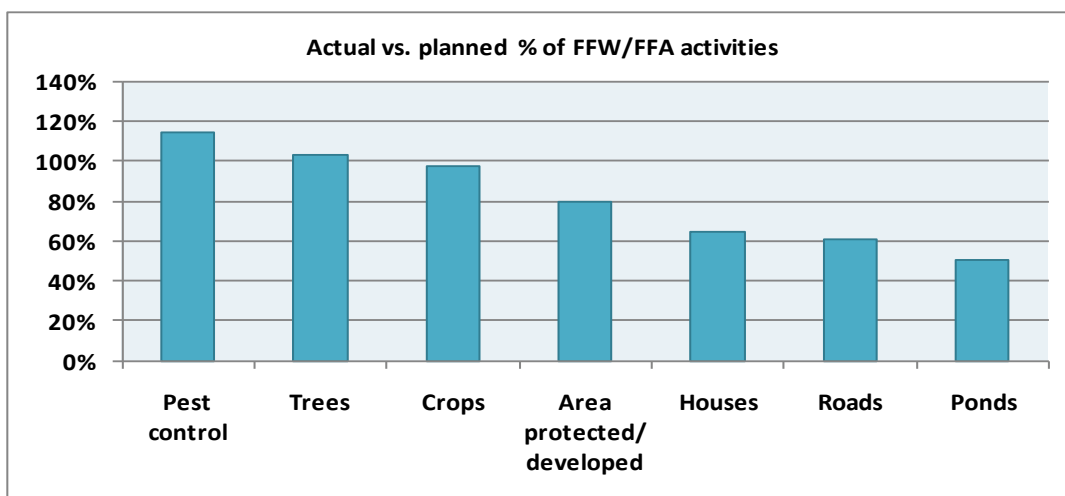
Table 10 Activities and outputs for FFW/FFA (2007-2009)

Output	Unit	Planned	Actual	% Actual vs. Planned
Area (ha) protected/developed, area of land terraced, hilly land terracing, runoff retention trenches, acreage of land protected through irrigation control measures	Hectare	6,400	5,077	79%
Crop production, increased area of land under crop production	Hectare	240	235	98%
Road rehabilitation, Kilometers of roads rehabilitated	Kilometers	75	46	61%
Tree planting, number of tree seedlings prepared	Number	1,100,000	1,139,000	104%
Number of houses constructed	Number	719	463	64%
Number of ponds, irrigation ponds created	Number	75	38	51%
Pest control (Banana wilt)	Hectare	150	172	115%

Source: SPR

113. Average achievement rates varied between 50 to 115 percent with the creation of irrigation ponds having the lowest result and pest control (banana wilt) the highest. (See Figure 5)

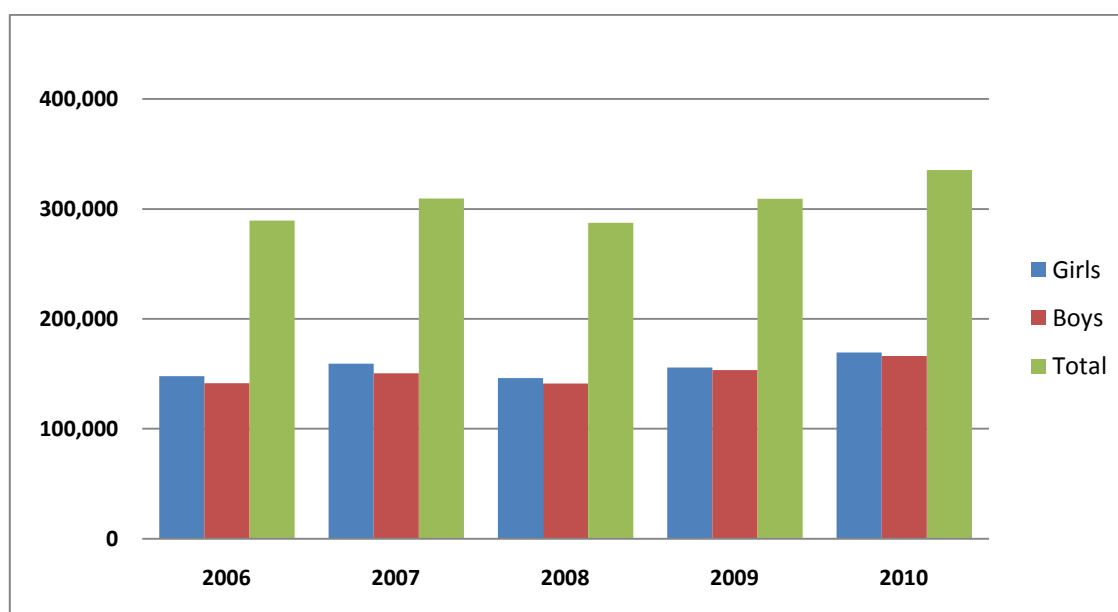
Figure 5 FFW/FFA activities achievements 2007-2009 -actual vs. planned (%)



SO4: Reduce chronic hunger and under nutrition

114. **School feeding programme.** Table 11 shows the total number of children participating in the school feeding programme. The numbers have steadily increased from 289,406 in 300 schools in 2006 to 335,486 in 278 schools in 2010, a 16 percent increase in the total number of children. There are a further 22 satellite schools, bringing the total to 300 schools. Each year, the actual number of children receiving school feeding exceeded the number planned (106 percent on average).

Figure 6 Children participating in school feeding by gender 2006-2010



Source: Rwanda Monitoring and Evaluation Database (RMED)

Table 11 Children participating in the school feeding programme (2006-2010)

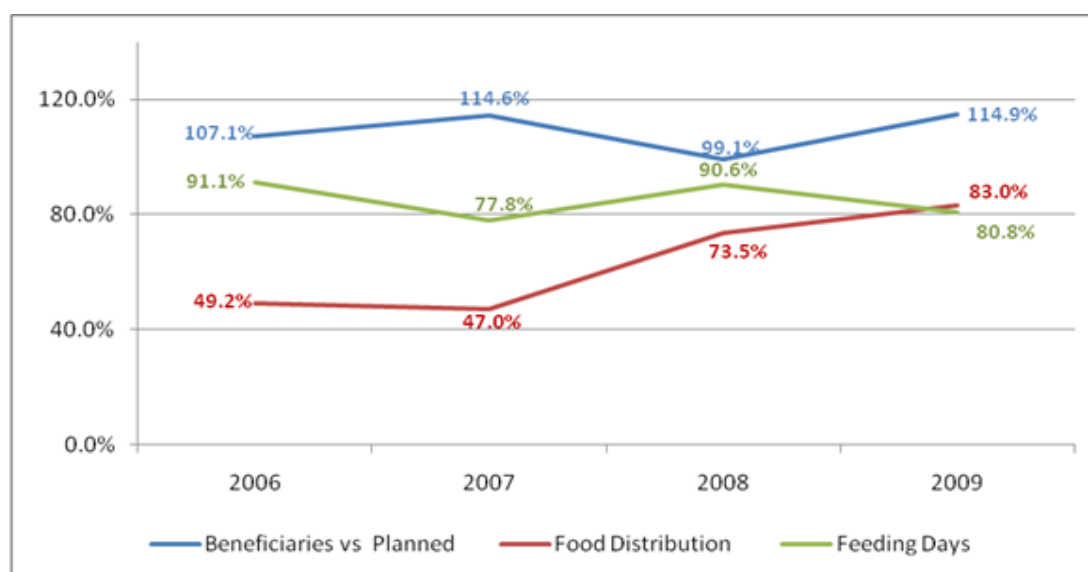
Year	Planned			Actual			
	Girls	Boys	Total	Girls	Boys	Total	% Girls
2006	135,000	135,000	270,000	148,018	141,388	289,406	51%
2007	135,000	135,000	270,000	159,170	150,354	309,524	51%
2008	145,000	145,000	290,000	146,185	141,273	287,458	51%
2009	134,500	134,500	269,000	155,777	153,509	309,286	50%
2010	175,000	175,000	350,000	169,343	166,143	335,486	50%
Average	144,900	144,900	289,800	155,698	150,533	306,232	51%

Source: WFP Rwanda, Rwanda Monitoring and Evaluation Database (RMED)

115. The main reasons for the increase in the number of children are: the Nine-Year Basic Education introduced in 2009 (adding three grades to basic education), the capitation grant for all school children, enrolment of those who had abandoned school or those who came to school older than normal (catch up) and the intensive programme of classroom construction. The decrease in 2008 is due to removal of one district with 24 schools from the programme.

116. Figure 7 shows in percentage the trends for beneficiaries, distributed food and feeding days (actual compared to planned).

Figure 7 Actual beneficiaries, food distributed and feeding days as a percentage of planned (2006-2009) in school feeding



117. Although the actual number of beneficiaries almost met or exceeded plans, food distributed ranged from 47- 83 percent, due to lack of resources. WFP cut rations by a third in 2006 and there were days without meals as stocks were out. The number of feeding days ranged from 80-90 percent of planned over the period. The situation improved from 2008 and beyond, as a multi-year funding was in place.

Table 12 School feeding programme: Food distributed vs. planned in mt

Year	2006	2007	2008	2009	2010
Planned	14,336	12,442	7,361	6,995	
Actual	7,055	5,850	5,412	5,803	7,782
percentage of Planned	49	47	74	90	

118. **Targeting.** In 2001, WFP and the Ministry of Education targeted 300 schools in the 12 most food insecure districts. There was no change in targeting related to findings of the CSFVA results on food insecurity in either 2006 or 2009. In 2008, one district (Nyagatare) left the programme as the authorities considered that food assistance was no longer required. A request from the Ministry of Education brought a further 2 schools from Huye District into the programme, leading 278 schools in 11 districts. Out of those districts, only one was entirely covered; others were partially covered.

Table 13 Number of feeding days – actual vs. planned (2006-2010)

Feeding days	2006	2007	2008	2009	2010
Planned	180	180	180	146	165 ⁵⁸
Actual	164	140	163	118	144
Feeding days as % of planned days	91	78	91	81	87

Source: WFP Rwanda, SPRs

119. The number of feeding days was always less than school days. During pipeline breaks, many children missed school. The most critical year was 2007, where school canteens functioned at 78 percent due to pipeline breaks. In January 2009, a delay in a loan repayment resulted in WFP assisting only 67 out of 278 schools.

120. **MCHN and HIVAIDS.** Two major activities fall under this objective MCHN for malnourished women and children and HIVAIDS patients receiving ART. Table 14 indicates the number of planned and actual children who received a supplementary ration.

Table 14 Children under five receiving of supplementary feeding (2007-2009)

Year	Planned			Actual			
	Male	Female	Total	Male	Female	Total	% Female
2007	10,560	11,440	22,000	11,931	13,898	25,829	54%
2008	9,600	10,400	20,000	12,987	14,838	27,825	53%
2009	8,398	8,602	17,000	8,573	10,389	18,962	55%
Average	9,519	10,147	19,667	11,164	13,042	24,205	54%

Source: SPR (10531)

121. The numbers of clinically malnourished children reached an average of 24,000 per year, about 123 percent of the planned figures, of which 54 percent were girls. This is unusual as typically more boys become malnourished than girls. The beneficiaries are routinely identified by the Ministry of Health staff using the cut-off of <80 percent Weight/Age.

122. Under MCHN, Table 15 indicates the number of planned and actual women who received a supplementary ration.

⁵⁸ Actual feeding days for 2010 is an estimation

Table 15 Pregnant and Lactating women receiving supplementary feeding

	Planned	Actual	% Actual vs. Planned
Year	Female	Female	% Female
2007	15,000	9,849	66%
2008	12,500	11,875	95%
2009	6,000	10,856	181%
Average	11,167	10,860	97%

Source: SPR (10531)

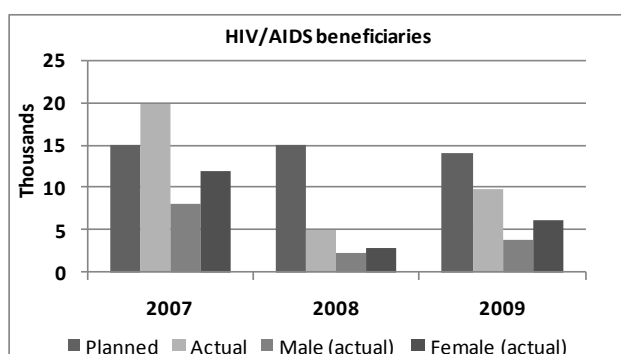
123. On average, almost 11,000 malnourished pregnant and lactating mothers, those with a mid upper arm circumference as <22.1 cm, received supplementary feeding, on average 97 percent of the planned numbers. While the actual numbers reached changed little over the period, the planned figures ranged from a low of 6,000 in 2009 to a high of 15,000 in 2007.

124. Investigation into the reason behind the pipeline break to the MCHN activities, in effect programme closure, revealed that it was due to a lack of finance rather than a lack of access to CSB.

125. The planned beneficiaries and numbers reached, for the HIV/AIDS under project 10531 are outlined in Figure 8 and Table 16.

126. On average, there were 11,500 beneficiaries, ranging from 5,037 in 2008⁵⁹. to 19,900 in 2007. Up to 2009 HIV patients received a 5 person family ration, while under PRRO 200030 (2010); rations are provided for the patient only. The majority of the beneficiaries are women (averaging 60 percent).

Figure 8 HIV beneficiaries (2007-2009)



Source: SPR (10531)

Table 16 HIV ART beneficiaries (2007-2009)

Year	Planned			Actual			
	Male	Female	Total	Male	Female	Total	% Female
2007	6,000	9,000	15,000	8,060	11,840	19,900	59%
2008	7,200	7,800	15,000	2,184	2,853	5,037	57%
2009	7,000	7,000	14,000	3,778	6,043	9,821	62%
Average	6,733	7,933	14,667	4,674	6,912	11,586	60%

Source: SPR (10531)

⁵⁹ An additional 10,000 HIV/AIDS beneficiaries were supported by a PEPFAR grant in 2008.

127. WFP's PLHIV activity serves 100-150 health centres⁶⁰, several of which currently have less than 10 beneficiaries. The warehouse of one small health centre visited by the evaluation team, with 17 WFP PLHIV beneficiaries, contained CSB from two other sources (Ministry of Health and Catholic Relief Service), each batch intended for a slightly different beneficiary groups. Furthermore, the health centres served with supplementary feeding are not the same as for PLHIV, adding an additional layer of complexity (i.e. not all the 58 MCHN centres provide services to PLHIV).

SO 5: Strengthen Countries' capacities to reduce hunger, including through handover strategies and local purchase.

128. **Purchase for progress.** (P4P) started in March 2009 and since then has engaged with ten cooperatives and two cooperative unions in the Eastern and Southern provinces. These cooperatives represent over 14,000 smallholder farmers. To date, over 4,100 mt of combined maize and beans have been contracted to these farmers. The contracts are worth US\$1,261,293 (741,640,284 RF) in commodity value.⁶¹

129. Of the total quantity of grain contracted so far, 67 percent was delivered in 2010 while 16 percent was carried over to 2011, whereas the remaining 17 percent was not accepted mainly because of quality issues. There is an ongoing training programme on quality standards which is beginning to have positive results.

130. **Capacity development.** Table 17 and Table 18 show the training and study tours undertaken. The training and study tours undertaken were ad hoc, some related to implementation of school feeding while others related to soil and water conservation practices and strategic grain reserves. It appears that 73 Government officers were trained in different aspects of school feeding management for the period 2007 – 2009 and 5 participated on a study tour to Ivory Coast and Ghana. About 1,000 people were trained on a range of topics related to implementation of school feeding at school level, including management of livestock.

Table 17 Training undertaken 2007-2009

Type of Training	Dates	Number involved	government officials
1. Food management and hygiene in WFP – assisted schools	Aug 27 th – 30 th 2007	36	25
2. Training for VUP schools on livestock health, hygiene and management	Oct 13 th – 14 2008	69	6
3. Training sessions on hygiene and food management	January 2009	50	31
4. Training on hygiene in kitchen and food stores	June 2008 – June 2009	929	11
Total		1,084	73

Source: RMED and School feeding database

⁶⁰ Ar med database, WFP CO. January 2010

⁶¹ P4P presentation to CPE mission in November 2010

Table 18 Study Tours 2007-2010

Date	Where	Activity	No. of
2007	China	Study Tour to assess the Chinese soil and water	5
2008	Uganda	Study tour to assess the management of the	5
2010	Ivory Coast	Study Tour to assess school feeding practices	5

Attaining Objectives

SO1: Saving Lives and protect Livelihoods.

131. **Relevance, effectiveness, impact, sustainability.** The main stated objective related to the SO1 saving lives objective is reduced acute malnutrition in children under five in targeted, emergency-affected populations (acute malnutrition among targeted beneficiaries). While two indicators are cited for the 2007-2009 period (10531), only one has been collected and reported on, that is, 'prevalence of acute malnutrition (weight-for-height as percent) among children under five (target <5 percent)'. The other indicator is crude mortality rates among targeted beneficiaries (Target <1/10,000/day for adults; and <2/10,000/day for children under five years). Other nutrition indicators have been reported on, such as stunting, and are indicated below.

132. For the refugees, the 2008 JAM assessment cited a nutritional survey conducted in March 2008, which showed the GAM and SAM rates in the Gihembe camp to be within acceptable ranges, with a stunting rate of 45.5 percent. The health centre in the Nyabiheke camp cited SAM at 3.5 percent, but the GAM rate was very high at 10.6 percent, stunting was 49.3 percent. This is unacceptably high. The nutrition services to prevent these situations were requested as a matter of urgency. In the Kiziba Camp, the March 2008 nutrition survey found GAM rates at 9.1 percent, SAM at 2.6 percent and stunting at 48.1 percent. In the Kigeme Camp, there was no health centre, data was unavailable, but the nutritional survey showed GAM and SAM to be acceptable, but stunting was unacceptably high at 56.6 percent, of which 18.5 percent were severely stunted. It was recommended that nutritional surveys be conducted on a regular basis, which has not been done.

133. The post distribution monitoring, a crucial monitoring mechanism, regrettably, has not been implemented. The JAM (2008) assessment recommended the post distribution monitoring be undertaken on a 2 monthly basis.

134. For the returnees, no information is available on their nutritional status. The logical framework for the most recent project (20030) foresaw the indicator of 'household consumption score' which was measured in the CFSVA in April 2006 and in July 2009. In general, the percentage of households with a poor food consumption score improved from 6.7 percent in 2006 to 4.2 percent in 2009. Similarly, the percentage with borderline food consumption score improved from 27.9 percent in 2006 to 17.3 percent in 2009⁶².

135. Host populations. Various mitigation measures were planned, such as gully control, erosion control and tree planting but the programme was never implemented, due to funding constraints. Priority was given to refugees.

⁶² WFP, 2009, SPR for PRRO 105310.

SO2: Prevent acute hunger and invest in disaster preparedness and mitigation

136. In Rwanda, there are no beneficiaries associated with this strategic objective. The analytical work, however, as discussed elsewhere in the report, fits within this SO, and is an input related to the other SOs. WFP has undertaken 2 major surveys: CFSVA in 2006 and 2009. The CFSVA has been taken forward, with the launch of FSMS.

SO3: Restore and rebuild lives and livelihoods in post conflict, post disaster or transition situations

137. The food for work, assets and training programme objectives are: (a) to support the re-establishment of livelihoods and food and nutrition security of communities affected by shocks, through asset creation focusing largely on land rehabilitation and building resilience to shocks in food insecure areas and (b) improve the productive capacities of refugee host communities and returnees by addressing the effects of environmental degradation. The following analysis relates to the first major objective, as the second objective was not implemented due to lack of funding. While outcome measurement was foreseen in the project documents (10531)⁶³, Standardized Project Reports (SPR) from 2007 and 2008 state that “no survey or study was conducted to measure outcomes of FFW and FFT”. This evaluation has used qualitative methods during field visits to collect information, which corroborates a similar exercise conducted by an evaluation team in 2007, when activities were ongoing.

138. The food for work, assets and training programme was highly successful. FFW terracing activities have had impressive impacts in restoring the natural resource base and reversing ecological damage. Radical and progressive terracing has impressive soil conservation outcomes, with reduced soil erosion from flash floods. Inputs such as improved seeds, fertiliser or manure are no longer washed away. The actual area of cultivatable land at the household level is also increased by enabling farmers to cultivate stretches of land that were hitherto inappropriate due to gradients of slope.

139. A 2007 decentralized evaluation⁶⁴, reported that government and implementing partners stated that *FFW projects increased men and women farmers’ technical knowledge and skills, women’s confidence in their technical capacity, and social solidarity among hamlets and different social groups, in addition to creating/rehabilitating productive rural asset. The evaluation found that all stakeholders said that FFW projects were effective because “the immediate effect of FFW projects is that the vulnerable obtain food” and this allowed the FFW participants to save money that, combined with income from their usual income generating activities, enabled them to invest in a number of basic needs and productive assets. Participants bought tools to work in the FFW projects; they*

⁶³ Increased ability to meet food needs within targeted households located in food insecure areas. Indicators: reduction in proportion of beneficiaries eligible for emergency food assistance. And Proportion of beneficiaries with access to communal assets. And Outcome: Increased ability to manage shocks within targeted households in crises situation or vulnerable to shock. Indicators: 1. Proportion of beneficiaries who got new productive assets to back them up during the periods of shock. 2. Actual % of physical assets rehabilitated/created as a %age of planned assets, by type within target communities; 3. % of created assets properly maintained by beneficiaries. (2007-2009: 10531).

⁶⁴ WFP, 2007, Formative Evaluation of the WFP Rwanda – PRRO 10531: Assistance to refugees and recovery operations for the most vulnerable households, Adelski E & Magos-Sirugue.

invested in medical care so illnesses decreased, and livestock (goats, pigs) to provide manure for their terraces. In particular, women reported that the soil/water conservation projects address some of women's agricultural priorities: they help control erosion on their hillside fields, protect their marshland fields from flooding and mud, and terraces provide space to grow forage for their livestock. FFW gave some women the opportunity to invest in small livestock (chickens, ducks, goats); buy state health insurance and to trade some rations for basic consumer necessities such as salt, soap, and hoes to work on the projects. Women also appreciated participating in the FFW projects: two groups said that "many women worked and all the women liked that; most projects hire only men."

140. The FFW results generally appeared sustainable, based on field visit evidence collected by the evaluation team in 2010, a year or more after the FFW activities had been completed. The areas of land terraced were of excellent quality, the areas were being maintained, the beneficiaries' livelihoods had been positively impacted, they had a productive resource, which if maintained will provide yields and revenue. Irrigation ponds had been created, the lack of water was a problem. As regards the location of the irrigation pond, which was technically correct, it is more difficult to discern who actually benefited from it. A number of the irrigation ponds constructed could have been better located, more in favour of female headed households and the poor; less in favour of wealthier people⁶⁵. Some 325,000 tree seedlings have been planted. Different tree species had been used. But key to the successful outcome of such activities is the tree survival rate; there is no record of survival rate, making a proper assessment difficult. A number of trees were seen, planted in farm forestry blocks. Most of the trees were exotics as they were fast growing; there needs to be a mix of trees, exotic and indigenous, fruit trees and timber species.

141. In one cooperative seen by the evaluation team, 120 Ha had been treated with bench terraces; there were 230 cooperative members, who all have access to approximately 0.5 Ha of terraced land. In 2009, that cooperative sold 75 mt potatoes and 42 mt wheat⁶⁶; making a RF 6 million profit, of which RF 26,000 was shared with each member. 400 agricultural labourers had been hired to help with the cultivation. Prior to the construction of the bench terraces these families had been very food insecure.

142. FFW marshland projects⁶⁷ converted marshlands into productive paddy fields. The 100 percent conversion of swamp lands is in line with government policy; it is not, however, in line with good international practice, where environmental screening is obligatory⁶⁸. A watershed approach has been successfully utilised for erosion control and improving agricultural production. The area under rice increased as a result of marshland reclamation and utilization with the support of rural development projects and programmes.

143. Taken together, the food for work and assets programme achieved much, radically changing people's lives, giving them a secure livelihood and significantly reducing dependence and food insecurity. The model has been copied by the government, the World Bank and JICA in their Land Husbandry, Water Harvesting,

⁶⁵ Field interview during CPE mission with 3 women, who were heads of household.

⁶⁶ Rukozo Cooperative, Rukozo sector.

⁶⁷ Site Visit, Bugesera District.

⁶⁸ DFID, 2009, Environmental practice manual.

Hillside Irrigation project⁶⁹. WFP plans to continue using the FFA approach around the three refugee camps and in returnee settlement areas (allocating 16 percent of the food resources to this activity) but because of a lack of resources did not start in 2010 as envisaged.

144. WFP has not undertaken any impact studies on the food for work programme, unfortunately, as there will be some very positive impacts to discuss and illustrate. There is a need to evaluate the degree of asset accumulation by beneficiaries to know if vulnerability is reducing and resilience increased.

SO4: Reduce chronic hunger and under nutrition

145. **HIV/AIDS – ART.** Support to HIV/AIDS had the initial objective of improving the quality of life of beneficiaries (10531). Over time the objective changed to “increase the percentage of adults and children living with HIV and receiving nutritional support who are still on ART 6-12 months after starting” (20030). The provision of supplementary food to PLHIV is recommended to allow stabilisation onto ART drug therapy and to regain lost weight and strength usually over 2-3 months⁷⁰. The Rwanda National Strategic Plan on HIV and AIDS 2009-2012 supports temporary nutrition supplementation followed by access to income generating activities.

146. In 2007 the targeting criteria for PLHIV changed from all those starting on ART to the malnourished HIV + starting ART receive support for six months. Thus, those starting on anti-retro viral therapy, who are not malnourished have not been supported by WFP since 2007. This is at odds with the objective of improving adherence to the drug therapy of PRRO 10531 but meets PRRO 200030 objective of supporting the undernourished HIV+.

147. In 2006-2007 rations were distributed for the household, not just the patient, which in 2008 changed to individual rations. The decentralized evaluation conducted at the end of 2007 found *that good nutrition increases the effectiveness of medical treatment, reduces its negative secondary effects, and increases the life span of people with HIV/AIDS. The ART programme’s family ration is socially significant. WFP food encourages adherence to the programme and is a contribution that beneficiaries bring to their families. The effectiveness of the programme is improved whenever a Partner continues the food assistance of the ART component or links ART beneficiaries to Income Generating Activities.*⁷¹

148. Compliance to drug therapy for the HIV+ is typically run at 60 percent after two years and this is why food is now often used as an incentive to increase health seeking behaviour.⁷² The pipeline break to the ART service allowed investigation as to the effects of food in Rwanda and stakeholder reports revealed limited effect as to whether the food supplement was available or not on attendance at health centres or with compliance with drug regimen. Data to corroborate or conflict with this have

⁶⁹ World Bank Project Document (P114931) and interview with JICA Agriculture Adviser

⁷⁰ GAIN, October 2009, Food by prescription: A landscape paper.

⁷¹ WFP, 2007, Formative Evaluation of the WFP Rwanda – PRRO 10531: Assistance to refugees and recovery operations for the most vulnerable households, Adelski E & Magos-Sirugue.

⁷² Rosen S. S, Fox MP, Gill CJ 2007, Patient Retention in Antiretroviral Therapy Programs in Sub-Saharan Africa: A Systematic Review. Loss to follow-up is the major cause of attrition, followed by death. Better patient tracing procedures, better understanding of loss to follow-up, and earlier initiation of ART to reduce mortality are needed if retention is to be improved. Retention varies widely across programmes, and programmes that have achieved higher retention rates can serve as models for future improvements.

not been found, though standard data on attendance, defaulting, death and recovery are collected they had not been routinely analysed or included in narrative reporting.

149. Symptomatic PLHIV have raised requirements for energy but not for protein and micronutrients.⁷³ The WFP food basket is over-nutrient dense for the beneficiary group⁷⁴ in terms of protein and vitamin A. At best this represents low cost-effectiveness but at worst it may have negative effects on recipients. Particular concern has been raised over vitamin A supplementation which may increase transmission of HIV from pregnant women to child⁷⁵. The WFP ration provides fortified CSB, which has a much lower dosage than supplementation; the ration, however, does provide 287 percent ⁷⁶ of the daily requirements to PLHIV. WFP's Rwanda ration is not unique in vitamin A content; in Burkino Faso, Tanzania and Ivory Coast it provides over 200 percent or requirements, 352 percent in the case of Ivory Coast⁷⁷.

150. Under the ART programme, people living with HIV are given ART by the Ministry of Health. WFP gives a ration to buffer the ART side effects as well as to provide a nutritious food to start the long process of increasing weight and fitness to work.

151. The effectiveness of the PLHIV activities was not demonstrated to the evaluation team despite a pipeline break that allowed for a discussion with health workers and a small number of beneficiaries as to the effect of the absence of food. Reported effects appear to be limited and mixed health workers reported limited effect of the lack of food. Unsurprisingly there was appreciation for the ration received from staff and beneficiaries but also complaints about the ration now being too small. However, the stoppage in food reportedly made little change to the attendance at health centres for HIV services or to improved compliance with ART therapy regime.

152. The evidence base supporting the use of food supplements to improve compliance with drug therapy is referred to, but not identified, in the WFP HIV and AIDS policy 2010. Current recommendations support the provision of the RNI (recommended nutrient intake)⁷⁸ to the HIV infected.

153. Work is being conducted by Partners in Health (PIH) to try to establish if the PLHIV food support is effective in improving nutrition. Regrettably the data provided so far was not of sufficient accuracy to be valid⁷⁹, however it is felt that this could be improved relatively easily and would help fill this knowledge gap.

154. **MCHN.** Supplementary feeding has been an integral part of the WFP service delivery over the past 5 years but the objectives of the activity have not always been clear, and, importantly, feasible. In 2007 PRRO 10531 refers rather non-specifically

⁷³ WHO Nutritional requirements for PLHIV, FANTA nutrition requirements PLHIV 2004

⁷⁴ See NutVal calculations in Annex.

⁷⁵ Mehta S, Fawzi W, 2007, Effects of Vitamins, Including Vitamin A, on HIV/AIDS Patients. *Vitam Horm.*75:355-383.

⁷⁶ NutVal calculation based on 250g CSB, 20g oil, 15g sugar.

⁷⁷ WFP, 2008, Thematic evaluation of WFP's HIV and AIDs Interventions in Sub-Saharan Africa, Office of Evaluation.

⁷⁸ INF, 2010, Saskia, de Pee, Richard D., Food and nutrition bulleting December 2010. Supplement 4. Role of nutrition in HIV infection.

⁷⁹ PIH database sent by Laetitia Gahmibaza 15 Dec 2010. Weight measured to nearest kg. Reported back to WFP CO 14 Jan 2010.

to ‘support recovery of the most vulnerable groups’ as its first main objective⁸⁰. The project document states that the supplementary feeding programme (SFP) will reduce moderate acute malnutrition (MAM) in targeted areas and increase caregivers’ knowledge of care and feeding practices. A supplementary ration for malnourished pregnant/lactating women under the MCHN programme aims to prevent malnutrition and attract them to clinics for training in healthcare and safe motherhood. The project PRRO 10531 logical framework does not relate to the project documents’ objectives, nor is it tailored appropriately to the Rwandan nutritional context as it contains targets relating only to acute malnutrition, whereas it is chronic malnutrition that is the most prevalent issue in Rwanda (this was also highlighted in the good decentralized evaluation of 2007)⁸¹. It also includes a performance indicator relating to the prevalence of anaemia in pregnant women, which may be relevant to the context but is not relevant to the WFP activities.

155. This evaluation found the MCHN support to be highly targeted to the clinically malnourished and an integral part of a curative health programme; it also encourages good health seeking behaviour, a key element of the government’s health policy.

156. Data is routinely collected via the Ministry of Health clinics and fed into the Rwanda Monitoring and Evaluation Database (RMED) database and is available for routine analysis for narrative reporting. The latest SPR 105310 for 2009 presents some outcome data with results that satisfy Sphere standards⁸². The results provided are: 3.8 percent (2009) supplementary feeding defaulter rate; 0.4 percent (2009) supplementary feeding death rate reduced from 3 percent (2006) and 94.1 percent (2009) supplementary feeding recovery rate.

157. The decentralized evaluation in 2007⁸³ noted that the Ministry of Health handles the United States Agency for International Development (USAID) funds, in cash or in kind, which are being used by different partners and which represent a real complement to WFP programme. Under PRRO 10531, 9 NGOs were involved, either in implementation (distributing and monitoring) – 8 NGOs; or in coordination (technical assistance) – 1 NGO; while NISR (government statistics arm) supported the analysis of CFSVA. Seven UN agencies’ activities were complementary to PRRO 10531’s operations. There are similar synergies the ongoing operations. Partners try to enhance effectiveness of the programme by carrying out nutrition education activities, cooking demonstrations and gardening activities, as well as home visits. Mothers assist the Centre by helping in the meal preparation, by working in the vegetable gardens, etc. Some partners like INTRAHEALTH assist households in creating vegetable gardens and others in organizing households into associations. In some rural areas, family planning services are attracting mothers with malnourished children or with HIV, with the husbands’ consent.

158. The supplementary ration of CSB for malnourished children, pregnant and lactating mothers is effective, based on international and local participatory

⁸⁰ PRRO 10531 logical framework does not relate to the project documents objectives, nor is it tailored appropriately to the Rwandan nutritional context as it contains targets relating only to acute malnutrition whereas it is chronic malnutrition that is the more prevalent issue in Rwanda. It also includes a performance indicator relating to the prevalence of anaemia in pregnant women, which maybe relevant to the context but is not relevant to the WFP activities.

⁸¹ Adelski, Magos-Sirugue, 2007, Formative evaluation of WFP’s Rwanda PRRO 10531

⁸² Sphere project. Minimum standards in disaster relief.

⁸³ Adelski, Magos-Sirugue, 2007, Formative evaluation of WFP’s Rwanda PRRO 10531 pg 57.

evidence. The conclusion was further reinforced by the recent CSB pipeline break, which permitted semi-structured interviews to focus on how the lack of food impacted on the programme. The reports from health workers clearly demonstrated that the availability of the supplementary ration was an efficient way for children to recover from malnourishment⁸⁴ and a significant contribution to the humanitarian and development agenda.

159. **School feeding.** The main objective of the school feeding is improved attendance and retention of boys and girls in WFP-assisted primary schools.

160. Table 21 and Figure 9, attendance at WFP-assisted schools has improved for both boys and girls from 2006 to 2010, except for a little decrease of 2 percent for girls in 2007, probably due to the discontinuity of take home ration. Equality in attendance was reached since 2007.

Figure 9 Trend in attendance rates for boys and girls

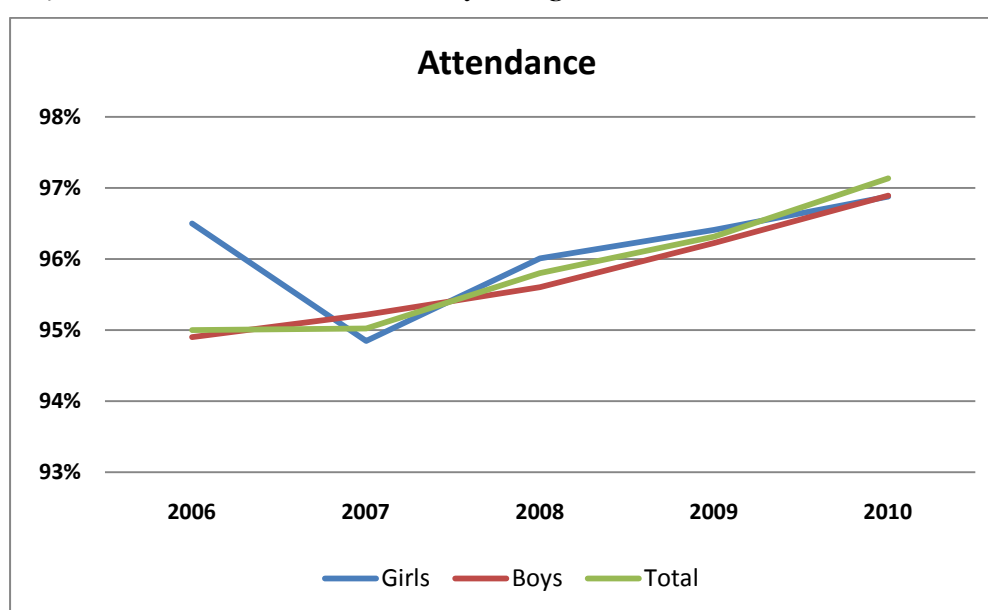


Table 19 Attendance rates in WFP-assisted primary schools

	2006	2007	2008	2009	2010
Girls %	97	95	96	96	97
Boys %	95	95	96	96	97
Total %	95	95	96	96	97

Source: RMED data analysis

161. These findings should be interpreted with caution. As noted above, the number of feeding days was always fewer than school days. During periods of 'pipeline breaks', many children missed school. Daily absenteeism due to absence of meals has been estimated by cooperating partners at 30 to 50 percent⁸⁵. In Bugesera District for instance, where WFP is present in all primary schools, the CFSVA 2009 found that school attendance was of 79 percent⁸⁶ against 97 percent in RMED,

⁸⁴ Verbal reports such as 'before we had 180 people in the programme but when the food stopped that fell to 100', and 'we had 30 people in each class but that fell to around 10 when the children's' food stopped' and 'mothers are strongly motivated to attend the clinic if they receive food for their children'.

⁸⁵ Plan, 2008, Country Strategy Paper for Plan International, Rwanda.

⁸⁶ WFP, CFSVA, 2009, Frequency distribution of attendance, figure 4.

giving 18 points of discrepancy⁸⁷. During our field visits to schools, WFP-assisted schools had attendance rates of 95 percent and above (Biharagu, Mbuye, Tunda and Munini primary schools). In non-assisted schools (e.g. Gitare primary school), attendance in 2010 was of 90 percent, with a drop-out rate of 9.3 percent. ⁸⁸

162. The drop-out rates have decreased in WFP-assisted schools from 5 percent in 2006 to only 1.8 percent in 2009 as indicated in different SPRs. This is a great achievement if we consider that the drop-out rate stood at 14 percent ⁸⁹ nationally in 2009 (see Table 20). This was also checked in the field and teachers met reported an annual drop-out rate of 5 percent or below. The table compares the drop-out indicator between country level and in areas of WFP’s intervention.

Table 20 Comparison of drop-out rates country level and districts for school feeding (2006-2010)

Drop-out rates	Country level %	Districts covered by WFP %
2006	15	5
2007	14	5
2008	n.a.	1.8
2009	14	1.8
2010	12	n.a.

163. According to SPR 2006, 89 percent of the interviewed school teachers in 114 WFP assisted schools confirmed that children’s ability to concentrate and learn better was attributed to school feeding. In 2007, 100 percent of the interviewed school teachers confirmed the same observation. This was confirmed in visited schools, with the additional comment that those attending in the afternoon were much more alert than those coming in the morning if school has a double-shift system.

164. School feeding met government enrolment targets, and clearly kept children in school. Academic performance has improved; more children are graduating through to secondary school. Conversely enrolment and academic performance in Nyagatare, the District that withdrew from the school feeding programme, are comparable.

165. An adjunct to the school feeding programme is the school gardens, milking cows, pigs, honey and rabbits. These projects have been developed as part of the school feeding programme, with the assistance of FAO. The Minister of Education ordered that livestock rearing be discontinued, as it was incompatible with a school’s education mandate. As regards school gardens, the strategic choice is to continue with these, as they are a useful learning tool. Their use for bringing dietary diversity into the school meal and as a substitute for purchased commodity is small. An additional strategic choice is for schools to link with the extension service to bring fallow land into production, to raise cash for the school and to supplement the school meal.⁹⁰

⁸⁷ RMED is the reference database for attendance rate data in the supported schools in 2010. CFSVA is concerns all schools in Rwanda in 2009.

⁸⁸ The CFSVA 2009 has a map where attendance is given for each district. Information could be checked at ministry level as attendance statistics were not received.

⁸⁹ Indicators in education system, primary education, the Ministry of Education.

⁹⁰ The extension service will provide advice; the school will use the plot as a living classroom, which at the same time will raise food and revenue for the school. Great caution is required; schools should not be directly involved in any commercially oriented activity and certainly not using children as labour.

SO5: Strengthen countries' capacities to reduce hunger including through handover strategies and local purchase

166. A country assessment mission visited Rwanda in 2009. In July 2009 the P4P coordinator started work. Actual purchases, using P4P modalities, started in March 2010. It is too early to assess outcome.

167. **Capacity development.** A number of courses were held between 2007 – 2010 There is no evidence of the effect that these courses had; it is unknown if any behavioural change resulted.

168. Interviews with a number of study tour participants have shown that some of the best practices have been recognised. But how these practices can be incorporated into the Rwandan context does not appear to have been either considered or discussed. Assurances are required to ensure that not only a report is written, but that some (or none) of the practices observed can be introduced on a trial basis, within Rwanda.

Contribution of the portfolio to National Humanitarian/Development changes

SO1: Saving lives and protecting livelihoods in emergencies

169. Providing for refugees and returnees is a core WFP activity. The Government, which itself receives 50 percent of its development budget from external donors, is in no position to support the refugees without assistance, other than to administer and manage the different camps. The government and the development partners appreciate WFP, UNHCR and other UN agencies' support to the refugees. As the refugee situation has no solution in the short term, the government wants WFP to retain its support.

SO2: Prevent acute hunger and invest in disaster preparedness

170. Work on the CFSVA and the FSMS seeks to monitor the food security situation in Rwanda; this analytical work has made a significant contribution to the national humanitarian and development agenda. It would appear that the output and results from the CFSVA prompted the Ministry of Agriculture to take the initiative by establishing the FSMS, which seeks to better understand the choices and coping strategies available to food insecure households at different times of the year, in addition to determining how and when these households react when subjected to shock and increased vulnerability.

171. Within the UNCT, WFP has the co chair of thematic group 5 – sustainable growth and social protection. Through its position in the UNCT, WFP has been well positioned to drive forward an agenda focused on nutrition, vulnerability and food security. WFP pursued the inclusion of the nutrition survey as part of the CSFVA in 2009, which otherwise left to the normal national Multi Indicator Cluster Survey cycle; the survey would not have been undertaken until a year or so later. With the nutrition and food security results available, WFP and other partners have used evidence to participate in the development of strategies to implement the President's multi-year initiative on nutrition.

SO3: Restore and rebuild lives and livelihoods in post conflict, post disaster or transition situations

172. As with elsewhere in post conflict situations, the food for work, assets and training programme has made a highly significant contribution not only the

humanitarian agenda, by reducing tension and getting people to work collectively, but also to the development agenda, by providing beneficiaries with improved factors of production. In fact, so successful was the bench terrace construction that the model has been copied by the government and the World Bank, where 150 Ha of steeply sloping land will be treated with bench terraces, but under a cash-for-work scheme. The treated areas will then be irrigated.

SO4: Reduce chronic hunger and under nutrition

173. **MCHN** WFP Rwanda has not been able to maintain the alignment of the MCHN programme to the NNP and country requirements. This has been evidenced by the number of pipeline breaks, which, in effect, closed WFP's activity, and through the feedback of a range of interviewed stakeholders from national to field level. The choice to allow pipeline breaks, over more tailored programming or financial management, has damaged WFP's reputation in the country and it is viewed by some as an agency that provides 'relief' and not as a reliable development partner. One stakeholder stated '*if only WFP would do what they said they would do*'; another mentioned that '*it is difficult to understand what they do*'.

174. **School feeding programme.** WFP has had considerable influence on the policy making process, helping to formulate the national school feeding and nutrition policy thus contributing to the school feeding agenda at national level. Implementation of the school feeding programme at school level has had little impact on the national humanitarian or development agenda as a result of its overall coverage. The school feeding programme covers 300 primary schools in 11 Districts. WFP provides school meals for 335,486 children. Put in the context of 30 Districts, 2,432 primary schools and 2.2 million primary school children in 2009, the contribution is insignificant. WFP provides a contribution to about 15 percent of the total primary school children.

175. From 2006 – 2008, local purchases for school feeding have played a role in stimulating a local economy. Because of the school feeding programme, 1,526 mt beans and 3,540 mt maize have been procured from local sources. These are not inconsequential purchases and will have made a contribution to the local Rwandan economy as well as to the development of a more vibrant agricultural marketing sector.

SO5: Strengthen countries' capacities to reduce hunger including through handover strategies and local purchase

176. The P4P is set to make a significant contribution to the national development agenda, through the provision of a market, at pre-determined quality standards to smallholder farmers in selected locations. The potential to make a significant contribution is there; the P4P is still in a pilot phase, but in the longer term, the plan is to purchase smallholder crops for use in Rwanda or outside Rwanda. The process has already started and is ongoing.

Factors explaining the results

177. A wide range of internal and external factors have influenced the results seen. This section articulates and discusses some of these factors.

External Factors

178. **Refugees.** The refugee situation is a long term situation. The refugees have been located in Rwanda for 15 years. As far as UNHCR is concerned the refugee

situation will only resolve once stability returns to DRC. Thus the refugees continue to be fed, which is a WFP and UN responsibility, in the face of increasing donor fatigue as well as some impatience from local people and the Government. The lack of donor support means that around 50 percent of the planned budget is received. Consequently WFP has to prioritise, and as a result the planned support to the host population was dropped. According to the JAM 2008 (draft) WFP has been generally consistent with the monthly deliveries, but pipeline shortages have resulted in the rations being changed.

179. **Economic Growth.** Due to Government policy and the development assistance programmes, Rwanda has enjoyed a period of considerable economic growth. Regrettably, Rwanda's recent impressive growth has largely by-passed the rural poor. Indeed, Rwanda's Gini coefficient has increased from 0.47 to 0.51, from 2001 to 2006.⁹¹ Because of the rising inequality, it is estimated that Rwanda may exhaust its ability to reduce poverty through economic development alone. High levels of chronic malnutrition persist, compounded by 90.3 percent of the population living on less than US\$2/day.

180. **Government priorities and policies.** The government has a comprehensive range of policies, starting from the over-arching documents Vision 2020 and the EDPRS, through to the sectoral levels. The policy framework has proved extremely helpful to WFP in guiding the country office. In addition, the Government-run crop intensification programme has provided farmers with fertilisers and good quality seeds. The crop intensification programme has seen crop production increase significantly.

181. **District level dialogue.** WFP is supposed to work at national, District and community levels. There is excellent engagement at the national level with policy makers, government officials and Development Partners. Where WFP is working at the community level, there has been good engagement. But at the District level, there has been very poor engagement, with many WFP activities not appearing in DDP.

182. **Development partner network.** Because the government has a comprehensive policy framework, the development partners have a highly structured network with regularly timetabled meetings at the start and end of each season. These meetings break up into sectoral sessions. The April planning meeting agrees indicators and targets according to the common performance assessment framework. Achievement against indicators is assessed in September – October. The existence of the common performance assessment framework greatly facilitates WFP's work and the support of the UNCT and other Development Partners as it gives guidance on the areas on which to focus.

183. **Delivering as One.** The DaO pilot initiative has brought all the 22 different UN agencies together giving them a common goal. The UN has become more coordinated in the activities undertaken, resources, human, financial and logistical have been shared, resulting in the more targeted allocation of resources and results. Furthermore, the different theme groups provide a coordination mechanism.

Internal Factors

184. **Funding.** With reference to Figure 2, which shows expenses vs. needs, the level of underfunding is graphically shown, with the funding running at between 45 –

⁹¹ UNDP, 2007, Rwanda's National Human Development Report.

54 percent of needs. This graph starkly represents the serious funding constraint that WFP is working under.

185. **Pipeline breaks.** There have been regular annual pipeline breaks for CSB. The most recent pipeline break for CSB was February 2010 – June 2010. Prior to that the CSB was in short supply in March – April 2009 and again in 2007. CSB pipeline breaks significantly impact the MCHN and ART programmes.

186. **Staff Turnover.** At present there are 88 locally recruited staff, with 5 internationally recruited staff. Staff turnover in the five year period from 2006 – 2010 has occurred, with 58 percent of staff being recruited before 2005, 14 percent from 2005 – 2008 and 28 percent from 2009-2010. While the staff of longer tenure positively benefit the programmes based on their experience and familiarity with government and other partner staff and programmes, the relatively newly recruited, while bringing new skill sets, require some time to become familiar with WFP's and partners' systems and to gain insights into WFP's past activities and lessons learnt.

187. **Cost effectiveness.** The cost or effectiveness of the ration or activity is frequently not considered by WFP, yet cost effectiveness is a key management issue, which frequently appears forgotten or sidelined

188. **WFP and NGOs.** WFP has relationships with a large number of NGOs; these relationships have brought positive benefits, as WFP's presence on the ground is limited. Working with NGOs has increased the efficiency and effectiveness of various programmes. WFP does need to share management information with the NGOs.

189. **Food for Work, assets and training.** The Food for work and assets programme was ideally located in terms of time and the stage of Rwanda's development. Rwanda was coming out of a difficult period and needed to rehabilitate rural infrastructure. This has resulted in a very successful outcome for WFP.

190. **Environmental issues.** Environment and the conservation of natural resources is a key sustainability issue. There is evidence to suggest that there is an absence of environmental screening.

191. **Capacity development.** The whole WFP capacity development programme is ad hoc; many decisions appear to be 'on the spur of the moment' decisions, linked to the knowledge that funds are available. The unstructured approach resulted in an uncoordinated training programme. Nevertheless, much of the training targeting the country office staff is corporately or regionally sponsored and based on real training needs.

3. Conclusions and recommendations

3.A Alignment and Strategic Positioning

192. The objectives of the portfolio are well aligned with the WFP global Strategic Objectives in the WFP Strategic Plan (2008–2013).

193. WFP's portfolio in Rwanda has demonstrated a high level of alignment with the government's policies and strategies. The government has provided clear leadership and ownership, supported by a comprehensive suite of policies and strategies. Vision 2020 and EDPRS provide the over-arching policy framework. The government has embarked on an ambitious development programme. Vision 2020 identifies six strategic pillars including good governance, the transformation of agriculture, the development of an efficient private sector, comprehensive human resource development, infrastructural development, and the regional integration of Rwanda. WFP is considered by the government and the Development Partners to be a reliable and capable partner in supporting the Government's key policies. WFP's activities are well aligned and supportive of the government policy and strategy objectives. WFP is working with the UNCT in delivering the expected results in the 5 designated thematic result areas. WFP is also working in concordance with other Development Partners in supporting the Government of Rwanda.

194. The Rwanda Aid Policy (2006) provides partners with guidance on how the government implements the Paris Declaration. There are sector policies and investment plans and strategies that guide the work of the Ministries, development partners and other stakeholders. Participation, by WFP, in the different UNCT theme groups and government committees on agriculture and health and education sectors ensures excellent alignment and strategic partnership and allows for influencing the ongoing debate regarding the future direction of government policy.

195. WFP has been an active participant in the *Delivering as one* pilot initiative. UNCT and the UN programme support government policy objectives and WFP, with other UN agencies, has undertaken joint activities, especially in support of school based agriculture and health. All UN agencies, including WFP, have recently reviewed their activities with a view to improving alignment, coordination, focus and outcome.

196. The analytical work funded by WFP and partners is strongly aligned with the demand for information for planning and other purposes. The CFSVA provided the government with information on the hunger and food security situation; it has been followed through with FSMS. A number of government departments, development partners and other agencies are also using the data and information produced and it contributed to developing the higher level indicators adopted by government and development partners for the common performance assessment framework. However, with the government's decentralisation process, districts now create DDP without any reference to this information.

197. WFP is the key strategic partner of the Government and UNHCR, providing food rations to 54,000 refugees; a situation which has persisted for the last 15 years, and suffers from a degree of donor fatigue. In addition, WFP's support, together with UNHCR and the government (MIDIMAR), has assisted Rwandans returnees to resettle.

198. WFP's food for work, assets and training (FFW/FFA/FFT) objectives are coherent with the stated national agenda and policies, including the National

Agriculture Policy (March 2004) that focused on increasing arable land, soil conservation, and water management. Orienting the food for work, assets and training towards rehabilitating and/or developing rural infrastructure was appropriate.

199. Under the ESSP 2010 – 2015, WFP’s school feeding programme, implemented in partnership with the Ministry of Education, aligns well with the focus on increasing attendance, reduced dropout rates and improved learning. The WFP school meals programme meets gender equity requirements of government policy and of WFP’s gender policy.

200. WFP’s MCHN activities are appropriate to the country’s current needs, serve to increase access to community based nutrition and health services and are well aligned with past and present government policies. WFP’s supplementary feeding to malnourished pregnant and lactating mothers and children under the age of 5 is well aligned with the influential Lancet series, the international Scaling Up Nutrition. WFP has been active at the national level and has clearly been engaged in the ongoing debates and development of government strategies for MCHN and PLHIV, including the ‘National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda, Action Plan for Implementation 2010-2013’.

201. The P4P pilot, launched in Rwanda in 2009, that aims to provide a market for small scale farmers is strongly in line with government policy. The P4P programme has strong synergies with a number of government and Development Partners’ programmes, supporting enhanced agriculture productivity and marketing, and is well positioned to strongly influence policy making.

3.B Making Strategic Choices

202. Overall, WFP has made major contributions in collecting and analysing information on the national hunger, food security and nutrition situation in Rwanda. It has contributed to placing food security and nutrition issues on the national agenda. WFP has based its interventions on clear priorities set by the government, which strongly leads donor coordination efforts. With the DaO pilot, WFP’s comparative strengths in relief, education, nutrition, HIV and agriculture sectors have permitted greater synergies with other UN partners and access to the One Fund and other multi-donor trust funds.

203. Over the past 5 years WFP’s support to school feeding (50 percent of its beneficiaries) far exceeded its support to nutrition, (3 percent of beneficiaries in MCHN). There is a trade-off, as the WFP school feeding programme is clearly neither the most effective nor the most efficient way of addressing chronic malnutrition.

204. In 2009, WFP phased out food assistance (in-kind) for the widespread land development activities previously undertaken with FFW/FFA/FFT mainly because of a lack of resources. As the government has strong ownership of its strategy for agriculture and land development it has continued land terracing with other donors’ resources, however, there are still unmet needs. WFP’s timely arrival with the pilot P4P project (2009-2010) is appropriate as it opens up markets for the surplus food production of small-scale holders, some produced on terraced lands.

205. WFP’s timely arrival with the pilot P4P project (2009-2010) is appropriate as it opens up markets for the surplus food production of small-scale holders.

206. WFP has been able to leverage its support to education through the school feeding programme to assist the government in its expansion of the primary education and to use schools as venues for additional community based activities related to food security. To do so, it had to significantly adapt its plans, mid-stream of the 5 year development project, leading to increased beneficiaries.

207. WFP's switch from a regional PRRO⁹² to a Rwanda-specific PRRO in 2007 was a timely decision as it permitted greater alignment of its response to the needs in the country.

208. In a limited number of cases WFP has been able to take advantage of synergies between projects where they coincided in the same geographic areas. In general, however, the interventions are dispersed throughout the country, with few synergies.

3.C Portfolio Performance and Results

209. Between 2006 and 2009 the Rwandan portfolio reached between 450,000 and 580,000 beneficiaries (51 percent were women and girls), i.e. 60-100 percent of its intended beneficiaries. Food distributed ranged from 35-76 percent of planned whereby expenses vs. needs was around 50 percent in all years. There was no strong difference in the performance of the various activities, although some activities performed slightly better, such as support to refugees, FFW/FFA and school feeding. Some activities were phased out (FFW/FFA completely in 2009), while others – MCHN and HIVAIDS/ART - suffered prolonged food shortages thereby affecting their results.

210. **Relevance.** The projects contained in the portfolio (2006 – 2010) were relevant to the needs of the people. The assistance was highly appreciated by all beneficiaries interviewed and WFP is recognised as a strong partner by the Government and the Development Partners, including the UN. The relevance of the activities was affected by pipeline breaks, mainly due to insufficient funding, which meant that some activities were dropped completely.

211. Positive and negative examples of participation in project selection and implementation and ownership were found in the WFP portfolio. The FFW/FFA activities were strongly owned and implemented by the Government and communities to the extent that the ongoing watershed rehabilitation work has been assumed by the government with donor support, while the communities are maintaining and using the infrastructure rehabilitated under FFW/FFA to support their livelihoods.

212. FFA's intent to support the host populations to rehabilitate the areas around refugee camps, although planned and relevant, did not start due to insufficient funding. In school feeding, the government's intention of implementing its own national school feeding programme was delayed as it implemented a major education reform by extending primary education by three years in 2009, and WFP increased its coverage (rather than decrease it as had been planned) in order to help achieve the reform. The government has taken steps to move towards a community based school feeding programme and WFP has assisted the process by implementing a number of pilot projects at school level with community participation, while assisting the government at the national level with school feeding policy development.

⁹² Rwanda participated in four regional PRROs from 1999 to 2007 assisting drought victims, refugees, returnees, and nutritionally vulnerable households.

government and community ownership are impressively high in the recently initiated P4P pilot. The P4P is highly relevant and relevant to both farmers' needs and government policies. The P4P provides market demand and facilitates improved productivity, improved storage and quality of produce. Purchasing of food in-country for WFP operations is also perceived as highly preferable to imported food aid in-kind.

213. WFP's analytical work was relevant to further understanding the hunger and food security situation and it pointed out the unresolved gap in addressing chronic malnutrition. Planners and policy makers were more informed. While chronic malnutrition rates are persistently high, the MCHN and ART programme are relevant in reducing levels of malnutrition in pregnant women, children under five's and those suffering from HIV/AIDS. The launch of the President's multi-year and multiple sector malnutrition reduction plan suggests that the chronic levels of malnutrition are being targeted and have now risen up the agenda. WFP's portfolio has not clearly or sufficiently identified chronic malnutrition as its objective; and its chronic malnutrition interventions have been relatively small in comparison with its relief/recovery, rural infrastructure and education activities.

214. **Efficiency.** When the funding was available, the food was generally delivered on time. All activities, however, experienced delays and ration cuts during the period. The coverage of beneficiaries exceeded the plans in almost all activities, so rations were reduced for each beneficiary. In school feeding, for example, although the actual number of children almost met or exceeded plans, food distributed ranged from 47- 83 percent, due to lack of resources. WFP cut rations by a third in 2006 and there were days without meals as stocks were out. The number of feeding days ranged from 80-90 percent of planned. The situation improved from 2008 and beyond as a multi-year funding was in place.

215. Efficiency was also affected by WFP's strategy of working throughout the whole country with activities taking place in 26 out of 30 districts, covering all 5 provinces. The school feeding and PLHIV/MCHN were all thinly spread. The school feeding programme operates in 11 districts, one of which is entirely covered, while others are partially covered. Since 2007, WFP's operational model for PLHIV comprised multiple small sites (100-150), several of which currently have less than 10 beneficiaries. This has led to a high logistic burden and reduced cost-efficiency. Furthermore, the health centres served with supplementary feeding are not always the same as for PLHIV, adding an additional layer of complexity. PLHIV activities need to be rationalised and aligned with MCHN activities to maximise synergies and ease logistics.

216. **Effectiveness and Impact.** The effectiveness and impact of the programme activities were strongly affected by the concentration of limited resources in fewer activities. Despite funding shortfalls curtailing some activities completely, the remaining activities carried out had good results. Generally, qualitative methods were used to collect results relating to outcomes, as unfortunately, the M&E system was ineffective and very few outcome indicators were tracked systematically.

217. Planned outcomes for refugee populations are measured using indicators of acute malnutrition. Nutritional surveys on the refugee populations indicate that, generally, GAM and SAM rates were within acceptable ranges. However, chronic malnutrition measured through stunting rates remained unacceptably high.

218. Although no studies including quantitative surveys were conducted to measure outcomes of FFW/FFA/FFT⁹³, the results regarding infrastructure and other outputs were achieved at rates between 50-115 percent of planned. Through field visits and stakeholder interviews the evaluation team found that the rural infrastructure was effectively rehabilitated and that terraces have been highly effective in curtailing soil erosion. Reviewing the results some years after the FFW/FFA/FFT had ended, this evaluation team found evidence that people's lives had been radically changed, providing a secure livelihood thereby significantly reducing dependence and food insecurity. It was considered unfortunate that studies have not been undertaken to illustrate the outcomes and impacts, given the positive results found.

219. A decentralized evaluation in 2007 reported that FFW projects increased men and women farmers' technical knowledge and skills, boosted women's confidence and promoted social solidarity among hamlets and their different social groups, in addition to creating and rehabilitating productive rural assets. This evaluation team, reviewing the results some years after the FFW/FFA/FFT had ended, considered that people's lives had been radically changed, providing a secure livelihood and significantly reducing dependence and food insecurity. It is unfortunate that impact studies have not been undertaken to discuss and illustrate the positive impacts.

220. School feeding planned outcomes were achieved in that attendance rates in assisted schools marginally improved from 95 percent to 97 percent from 2006-2010. Similarly drop-out rates were drastically reduced in WFP-assisted schools from 5 percent in 2006 to only 1.8 percent in 2009 as indicated in different SPRs, a good achievement compared to the drop-out rate of 14 percent ⁹⁴ nationally in 2009.

221. Under the ART programme, people living with HIV are given ART by the Ministry of Health. The food pipeline break to the ART beneficiaries allowed investigation as to its effects and stakeholder reports revealed limited effect of whether the food supplement was available or not on attendance at health centres or with compliance with drug regimen. As such the effectiveness of the PLHIV activities was not demonstrated to the evaluation team regarding its objective for ART drug adherence. Data to corroborate or conflict with this have not been found, though standard data on attendance, defaulting, death and recovery are collected they had not been routinely analysed or included in narrative reporting.

222. Supplementary feeding has been an integral part of the WFP service delivery over the past 5 years but the objectives of the activity have not always been clear, and, importantly, feasible. This evaluation found the MCHN support to be highly targeted to the clinically malnourished and an integral part of a curative health programme; it also encourages good health seeking behaviour; a key element of the government's health policy. Outcome data available show results that satisfy Sphere standards⁹⁵. Children did recover, but the level of re-entry into the supplementary feeding programme was average. The supplementary ration of CSB for malnourished children, pregnant and lactating mothers is effective, based on international and local participatory evidence. The conclusion was further reinforced by the recent CSB

⁹³ A decentralized evaluation in 2007 reported that FFW projects increased men and women farmers' technical knowledge and skills, boosted women's confidence and promoted social solidarity among hamlets and their different social groups, in addition to creating and rehabilitating productive rural assets.

⁹⁴ Indicators in education system, primary education, the Ministry of Education.

⁹⁵ Sphere project. Minimum standards in disaster relief.

pipeline break, which permitted semi-structured interviews to focus on how the lack of food impacted on the programme. The reports from health workers clearly demonstrated that the availability of the supplementary ration was an efficient way for children to recover from malnourishment⁹⁶.

223. Sustainability. The sustainability of the assets created through FFW/FFA schemes depends highly on local ownership and capacity to maintain the assets. Many assets had been well maintained and were providing good yields, whereas others such as irrigation ponds had technical problems or were owned by the relatively wealthy. Some concern was raised regarding the conversion of marshlands into productive paddy fields, which, while in line with government policy, was not in line with good international practice, where environmental screening is obligatory. The sustainability of school feeding is supported through the inclusion of school feeding in the Government's policy framework but this will require capacity development and financial allocations. The implementation of the government's school feeding and nutrition strategy will present an opportunity for an exit strategy. The development of school gardens and the keeping of rabbits and cows is unsustainable, unless ownership is transferred to an individual. The exception is school gardens, which provide an important, if small source of income, a small degree of dietary diversity, and complements the agricultural curriculum, by turning theory into practice.

3.D Recommendations

Recommendation 1: Funding: The level of funding has been low (about 50 percent of needs) impacting activities as well as WFP credibility. It is recommended that the funding be discussed with a view to scaling back or to seeking alternative sources for specific activities and that funding be made for a multi-year time horizon.

Recommendation 2: Analytical work: The FSMS is ongoing and the CFSVA 2006 and 2009 have been used by development partners and other agencies at a national level, however, there is a gap in information usage at district level. It is recommended that WFP seeks ways to devolve the data collected and conclusions drawn from the CFSVA (2006 and 2009) and from the FSMS into the district planning process. Technical assistance to district officials may be required.

Recommendation 3: The analytical work has the appearance of outside government processes. It is recommended that the analytical work and processes be institutionalised within the government and crop assessment data and price data be integrated into the analytical work reporting structure.

Recommendation 4: The analytical work provides context to the government in the event of an emergency – drought, landslide or flood. At present there is no structure within government to assimilate the data and results that will inform the decision making. It is recommended that WFP, in discussion with Ministry of Disaster Management and Refugees, develops a process and structure whereby the output from the FSMS can be regularly reported and discussed.

Recommendation 5: The school feeding programme is at a crossroads. The Government's new school feeding and nutrition policy is about to be launched. It is

⁹⁶ Verbal reports such as 'before we had 180 people in the programme but when the food stopped that fell to 100', and 'we had 30 people in each class but that fell to around 10 when the children's food stopped' and 'mothers are strongly motivated to attend the clinic if they receive food for their children'.

recommended that the school feeding programme be reoriented to the new policy, retargeted using the CFSVA 2009, and a phased closure of the current school feeding programme be considered once the Government has assumed ownership.

Recommendation 6: It is recommended that a capacity development strategy be developed to enable the government to build skills and systems related to activities such as food security monitoring, school feeding and nutrition, based on assessed needs and encompassing an approach that includes the enabling environment, institutional and individual levels.

Recommendation 7: School Agriculture. An initiative between FAO, IFAD, WFP and the Ministry of Agriculture, the cultivation of school gardens is strategically well positioned as a practical tool to train students in proper agricultural practice. It is recommended that the school gardens continue, but that all initiatives concerning livestock be closed.

Recommendation 8: Nutrition, with the launch of the Multi-sectoral Nutrition initiative, has risen up Government's agenda. It is recommended that WFP engage with government/partner processes to assess how the analytical work can be used to inform and to determine further support that WFP can provide through the Delivering as One pilot initiatives.

Recommendation 9: The current M & E system requires review. It is recommended that a mix of data is collected, both key implementation data and outcome data.

Recommendation 10: The people living with HIV ART programme is highly dispersed with low beneficiary numbers in some locations. It is recommended that the ART logistics be rationalised and better coordinated with other partners.

Annexes

Annex 1 Terms of Reference

Rwanda-2006-2010 Country Portfolio

September 2010

1. Background

1.A Introduction

1. Country Portfolio Evaluations encompass the entirety of WFP programme related activities during a specific period. They evaluate the performances and results of the portfolio as a whole and provide evaluative insights to make evidence-based strategic decisions about positioning WFP in a country, strategic partnerships, operations design and implementation. The draft ToR was prepared by the WFP Office of Evaluation (OE) evaluation manager based on a document review and discussions with stakeholders. The purpose of these ToR is to provide key information to stakeholders about the proposed evaluation, to guide the evaluation team and specify expectations during the various phases of the evaluation.

2. The ToR are structured as follows: Section 1 provides information on the context; Section 2 presents the rationale, objectives, stakeholders and main users of the evaluation; Section 3 presents the WFP portfolio and defines the scope of the evaluation; Section 4 identifies the key issues; Section 5 spells out the evaluation approach; and Section 6 indicates how the evaluation will be organized. The annexes provide background information on Rwanda and the WFP portfolio in Rwanda.

1.B Country context⁹⁷

3. Rwanda has a population of 9.8 million, increasing every year by 2.6 percent, with a population density of about 321 people per square km. Land in Rwanda is scarce.

Main natural disasters in Rwanda and estimation of people affected		
Year	Natural disasters	People affected
2003	Drought	1,000,000
2003	Flood	7,016
2006	Mass movement wet	2,000
2007	Flood	4,000
2008	Flood	11,346
2008	Earthquake (seismic activity)	643

Source: EM-DAT: The OFDA/CRED international disaster database

4. Poverty. Rwanda, a low-income food deficit country, ranks 167th on the 2009 United Nation Development Programme Human Development Index (HDI). 57 percent of the population is living below the national poverty line⁹⁸ and 90.3 percent of the population live below US\$2 per day⁹⁹. Poverty is most prevalent in the west and south and poor households are more likely to have a female or older or uneducated (or all) head of

⁹⁷ See map in Annex 1 and indicators about Rwanda in Annex 5.

⁹⁸ Republic of Rwanda, 2007, MDG Country Report. Poverty in Rwanda is measured using a *poverty line* which represents the cost of an adult's basic needs: enough food to provide 2,500 calories per day, and some basic non-food items or RF 250 per day in January 2006 prices.

⁹⁹ UNDP, 2009, Human Development Report (HDR).

household, have limited access to land and livestock and use unimproved sources of water and sanitation¹⁰⁰. In 2008, about 62 percent of female-headed households were under the poverty line compared to 54 percent of male-headed households, while in 1996, 34 percent of households were female-headed, out of which 21 percent were widows.¹⁰¹

5. Natural disasters. Rwanda is vulnerable to various types of natural disasters. There are areas of chronically poor rainfall in the south and east, as well as recurrent plant and animal diseases. Erosion costs the country 1.4 million tons of fertile soil each year as almost 90 percent of arable land is on hillsides. Torrential rain on more than half of the slopes causes erosion and subsequent flooding and silting in the valleys beneath.¹⁰²

6. Food security. The 2009 CFSVA and Nutrition Survey¹⁰³ found an overall improvement in the FCS, from 35 percent of households having a poor/borderline FCS in 2006 to 22 percent in 2009. The most vulnerable livelihood groups remain small-scale farmers cultivating less than 0.1 ha (38 percent of the population), agricultural labourers (22 percent) and those engaged in marginal livelihoods (3 percent). 80 percent of women continue to work in the agricultural sector as unpaid labour force. They have limited access to and control over assets such as fertilizer, seeds, pesticides, credit and extension services.¹⁰⁴

7. Agriculture. Agriculture is the backbone of Rwanda's economy, accounting for about 37 percent of GDP and 90 percent of the country's food needs. It also generates about 63 percent of total export revenues. The country estimates consistent growth rates of 8 percent or more in agriculture¹⁰⁵. The agricultural sector grew from 0.7 percent in 2006 to 15 percent in 2008, thereby lifting the national GDP to slightly over 11 percent.¹⁰⁶ Access to land is central for the livelihood of most rural households. Demographic pressure and underdevelopment of the agricultural sector have resulted in small, semi-subsistence, and increasingly fragmented farms.¹⁰⁷ For the main crops cultivated over 70 percent of the production is self-consumed.¹⁰⁸ Livestock ownership is widespread with 62 percent of households owning farm animals.¹⁰⁹

8. Nutrition/Health. Despite improvements in food security, the nutrition situation has remained poor: stunting and wasting rates have remained static at 51 percent and 5 percent in 2005 and 52 percent and 4.6 percent respectively in 2009 (see Annex 11). 27 percent of the women and 48 percent of the children are anaemic; and the goitre rate is 15 percent. Exclusive breast feeding is only 38 percent. The prevalent diseases are diarrhoea, 13 percent, and acute respiratory infections, 14

¹⁰⁰ CFSVA, 2009, p39-40.

¹⁰¹ WFP, 2008, Purchase for Progress in Rwanda, Gender Assessment Report.

¹⁰² World Bank, 2010, News and Broadcast, Five Country Receive Food Security Support Through Multi-Donor Fund (June 23, 2010) downloaded from <http://web.worldbank.org>.

¹⁰³ WFP, 2009, Comprehensive Food Security and Vulnerability Analysis (CFSVA) and Nutrition Survey (NS).

¹⁰⁴ WFP, 2008, Purchase for Progress in Rwanda, Gender Assessment Report (October 2008).

¹⁰⁵ WB, 2010.

¹⁰⁶ President Kagame, New-York, 26 September 2009, The UNGA "PARTNERING FOR FOOD SECURITY EVENT".

¹⁰⁷ Nationally 19 % have less than 0.1 ha, 37 % less than 0.2 ha and 59 % less than 0.5 ha. Only 4 % of the households had access to 1 ha or more. Less than 5 % of households cultivate coffee and 1 % sugarcane and 2 % passion fruit as cash crops.

¹⁰⁸ WFP, 2009, CFSVA, pp 31-33.

¹⁰⁹ WFP, 2009, CFSVA 2009. 30 % owned goats, 26 % cattle, 21 % chicken. However the average was 0.64 chickens, 0.63 goats and 0.41 cows.

percent. However, Vitamin A supplementation coverage (for at least one dose) is relatively high at 91 percent ¹¹⁰. Nearly three out of four children received deworming tablets in the 6 months prior to the 2009 survey¹¹¹. The high prevalence of malnutrition is due to inadequate dietary intake, disease, and inadequate child care practices. A notable achievement in Rwanda's efforts to improve its health record is the creation of a low-fee national health insurance scheme, which has achieved coverage over 80 per cent.¹¹² The prevalence of HIV/AIDS is 3 percent, with 149,000 people living with HIV and AIDS (2008); with women between 35-39 years the most affected (7 percent).¹¹³ There are 869,000 orphans and vulnerable children, of whom 203,000 are AIDS-affected orphans.

9. Education. The Integrated Household Survey (2007) states that the literacy level among the 15-24 years old has increased from 57 to 77 percent and the primary school net enrolment from 72 to 95 percent between 2000 and 2005/06. The primary school completion rate more than doubled from 22 to 52 percent during the same period. Between 2003 and 2006 the number of school increased by about 5 percent and the teachers by 11 percent. Primary school attendance rate averaged 83.5 percent, sickness being the main reason for children missing school. Female heads of household were less likely to be literate (43 percent) compared to males heads of household (73 percent), 56 percent of female heads of households had no education.
¹¹⁴

10. Migration and Displacement/Refugees. Rwanda hosts approximately 55,000 refugees, mainly from DRC, the majority of whom live in 4 camps. There continues to be internal movement of Rwandans, with 12 percent of households having at least one member who moved or migrated, mainly within the country for work/economic and education opportunities.¹¹⁵

11. Government strategy. The Government has put the MDGs at the centre of its policy framework (see Annex 13 for targets and status) and has a goal to become a middle-income country by 2020. Its 'Vision 2020' incorporates six pillars: ensuring good governance; creating a knowledge-based society through human resource development; enabling a private sector-led economy; enhancing infrastructure; modernizing the agricultural sector; and archiving regional and international economic integration (see Annex 10 for cross cutting areas). The Government's five-year EDPRS (2008-2012)¹¹⁶ aims to raise agricultural productivity, while ensuring food security for people and includes the provision of social assistance to the most needy while supporting the able-bodied to progress out of extreme vulnerability and poverty into more sustainable means of self-support. ¹¹⁷ Gender equity has been exceptionally well mainstreamed into the Rwandan governance policy framework, with women holding 56 percent of seats in Parliament.¹¹⁸ The Government has adopted a land consolidation policy and regionalization of crops to support improvement of agricultural productivity and reduce poverty. Rwanda was the first country to sign CAADP COMPACT in 2007 calling for agriculture-led economic

¹¹⁰ 72% in DHS 2007-2008.

¹¹¹ WFP, 2009, CFSVA 2009, p 68.

¹¹² WFP/EB.A/2009/15-B.

¹¹³ WFP, PRRO 200030.

¹¹⁴ WFP, 2009, CFSVA 2009.

¹¹⁵ WFP, 2009, CFSVA 2009, p 29.

¹¹⁶ Republic of Rwanda, 2007, Economic Development and Poverty Reduction Strategy (EDPRS 2008-2012)

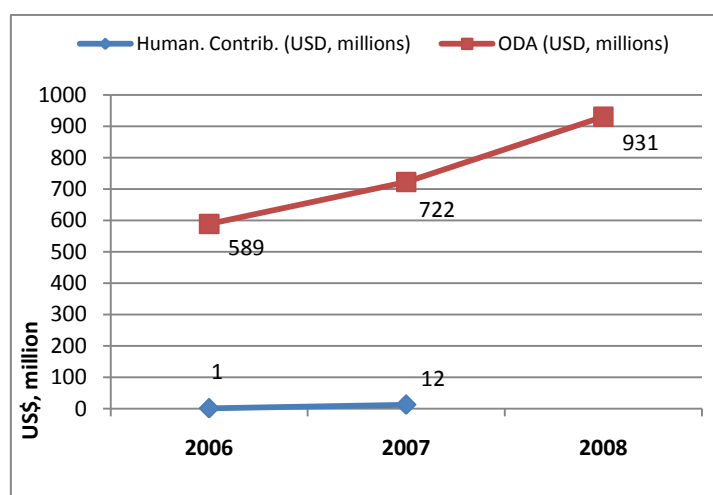
¹¹⁷ EPRSP.

¹¹⁸ WFP/EB.A/2009/15-B.

growth as a means to combat hunger, poverty and malnutrition.¹¹⁹ The Government has put in place a National Nutrition Policy and, in 2009, a National Emergency Plan to fight Malnutrition, including HIV/AIDS. The Government's ESSP fits within EDPRS and encompasses free primary education (since 2003) and, since 2009, extended basic education from 6 to 9 years. The Government has also embarked on a Community-Based National School Meals Programme, specifically targeted to the poorest and food insecure areas. The one cup of milk per child is also being piloted in six districts with high prevalence of malnutrition, in the Southern, Eastern and Northern provinces, with 5 schools in each district. WFP provides cows in support to this initiative and promotes school garden development to increase schools and community production and school meals sustainability, as part of a home grown school feeding initiative.

12. International assistance. In 2006 the Government developed an Aid Policy that sets out objectives to improve aid effectiveness within the context of country ownership¹²⁰. The main donors of ODA are the UK, USA, Belgium, Netherlands, Sweden, Japan, IDA, European Commission, Global Fund, IFAD, UNICEF, WFP and UNDP. Almost half of ODA is provided through direct budgetary support, with the remainder coming through sector-wide approaches and technical assistance. The Government is steadfast in its efforts to become independent of aid in the next decade, and dependence has fallen from 52 percent in 2008 to 48 percent in 2010.

Official Development and humanitarian aid contributions



Source: OECD-DAC and UN-OCHA

¹¹⁹ WFP, 2009, Analytical and Information Support to the Review of WFP-Rwanda Strategies, Kigali (draft).

¹²⁰ Republic of Rwanda, 2006, Rwanda Aid Policy.

13. One of the main thrusts to achieve the Aid Policy objectives has been through the One UN Programme in Rwanda. The One UN Programme Common Operational Document foresaw a resource allocation US\$488 million from UN agencies for the period 2008-2012 in five priority areas of which 32 percent was to be mobilized under 'One Fund' and the rest through each agencies own resources. WFP is a major participant in the One UN Programme.

2. Reason for the evaluation

2.A. Rationale

14. With its latest Strategic Plan (2008-2013) WFP has operated a major shift from a food aid to food assistance agency with a more nuanced and robust set of tools to respond to critical hunger needs. As they align country level planning with the strategic plan, country office are required to develop country strategy outlining WFP strategic orientations, priorities and expected results in a country.

15. The rationale for the CPE is to assist the Rwanda country office in reviewing past performance and comparative advantage. This evaluation will support its effort to define the strategy for future WFP activities in the country.

16. The evaluation is undertaken at this point in time to inform in a timely manner the Rwanda country strategy. The country strategy should be synchronised with the analytical processes preceding the preparation to UNDAF scheduled to start in 2013.

17. Finally, considering that the previous evaluation of WFP's portfolio of activities in Rwanda was conducted by the Office of Evaluation in 2004¹²¹, the CPE is the opportunity for the country office to benefit from an independent assessment of its operations.

2.B. Objectives

18. Evaluations serve the dual objectives of accountability and learning. As such, the evaluation will:

- Assess and report on the performance and results of the country portfolio in line with the WFP mandate and in response to humanitarian and development challenges in Rwanda (accountability); and
- Determine the reasons for observed success/failure and draw lessons from experience to produce evidence-based findings to allow the country office to make informed strategic decisions about positioning itself in Rwanda, form strategic partnerships, and improve operations design and implementation whenever possible (learning).

2.C. Stakeholders and users

19. The list of stakeholders at project level is available in Annex 6, while their interest in the evaluation is summarised in the next page.

¹²¹ WFP, 2004. Summary Evaluation Report on WFP's Portfolio of Activities in Rwanda, WFP/EB.3/2004/6-D

Stakeholders	Interest in the evaluation
Internal stakeholders	
Country Office	Primary stakeholder of this evaluation. Responsible for the country level planning and operations implementation, it has a direct stake in the evaluation and will be a primary user of its results to reposition WFP in the country context, if necessary, and readjust advocacy, analytical work, programming and implementation as appropriate.
Regional Bureaux and Headquarters Management	Both have an interest in learning from the evaluation results, especially regarding unique aspects such as the experience with the one UN pilot and linkages with CAADP.
WFP Executive Board (EB)	Nineteen EB members from UNDP/UNFPA, UNICEF and WFP undertook a joint field visit to Rwanda from 20-30 March 2010 and prepared a report presented to EB.A 2010. Presentation of the evaluation results will inform Board members about the performance and outcome of WFP activities in Rwanda 2006-2010 in the context of the One-UN pilot.
External stakeholders	
Beneficiaries. Refugees in camps, Rwandan returnees, people with poor food consumption score, malnourished children and pregnant/lactating women, undernourished PLHIV enrolled in ART, primary school children in food insecure areas.	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. They will be consulted during the field mission.
Government. Mainly Ministry of Local Government and Social Affairs, Ministry of Education, Ministry of Health, Ministry for Gender and Family Promotion, National Institute for Statistics, Min of Agriculture, Community Development and Social Affairs, Disaster Management Centre, local associations, district authorities and intergovernmental authorities including CAADP, Provincial Food Aid Committees	The Government of Rwanda has a direct interest in knowing whether WFP activities in the country are aligned with their priorities, those of others and meet the expected results. Various Ministries are direct partners of WFP activities at project level (see Annex 6 for details).
NGOs. Includes international and national NGOs and local cooperatives	NGOs are WFP partners for most of its operations in the country while at the same time having their own activities. The results of the evaluation might affect the WFP activities and therefore the partnerships.
Donors UK, USA, Belgium, Netherlands, Sweden, Japan, IDA, European Commission, Global Fund, IFAD, UN CERF, UN Common Funds, private donors, among others and donor sector coordination groups	WFP activities are supported by a large group of donors. They all have an interest in knowing whether their funds have been spent efficiently and if WFP's work is effective in alleviating food insecurity of the most vulnerable.
One – UNCT One UN- Programme Planning Oversight Committee; UNICEF, WHO, UNAIDS UNHCR, FAO, UNFPA, UNESCO, UNIFEM, among others	WFP is partnering with various UN Agencies under the one UN pilot to implement its activities which therefore have a direct interest in the findings of the evaluation. In addition the results of the evaluation could be used as inputs in the preparation of the next UNDAF/Common Operational Document as well as for development of yearly consolidated annual plans.

3. Subject of the evaluation

3.A. WFP's Portfolio in Rwanda

20. WFP has been present in Rwanda since 1972 with 62 operations including support to emergency, recovery and development operations. Annex 9 provides a list of all WFP operations implemented in Rwanda.

21. WFP uses an operating model based on single operations of different nature and duration, which can follow one another or overlap. The four traditional operation types are the emergency operation EMOP, the PRRO, the development project or country programme (CP) and the special operations (SO). A very limited number of activities can also take place outside of the traditional operations framework. These are usually of a much smaller scale, tend to focus on innovative projects and are financed through extra-budgetary resources (see Annex 6).

22. The concept of portfolio has been introduced by the Office of Evaluation to refer to the entirety of the WFP activities implemented by a country office over the last five years to ensure that the analysis is not limited by operating modalities.

23. **Portfolio to be evaluated.** The portfolio comprises two development projects and three PRROs budgeted at US\$207 million over the last five years, and it includes some analytical work funded separately. Details of the portfolio including number, title, duration, planned and actual mt, beneficiaries, food and total costs, etc. are available in Annex 5 and the timeline and funding level, beneficiaries and direct expenses are presented below.¹²²

WFP portfolio by Programme Category in Rwanda (2006-2010)			
	No. of operations	Approved Budget (US\$ million, as per latest SPR)	Weight of operations by mt (planned values, %)
Development	2	83	22
Relief and Recovery	3	124	78
Total	5	207	100

Source: SPR

¹²² WFP adopted and implemented IPSAS for financial accounting in 2008.

Timeline and funding level of RWANDA portfolio operations

Operation	Title	2006		2007		2008		2009		2010
DEV 10156	Country Programme	Req.: \$47.5 - Contrib.: \$26.4								
DEV 10677	Food Assist. Education	← 2003				Req.: \$35.5 - Contrib.: \$28.4				
PRRO (Reg.) 10062.2	Food Aid Relief and Recovery (Great Lakes Region)	Req.: \$33.6 Contrib.: \$14.0*								→ 2012
PRRO 10531	Assist. to refugees and recovery op. for the most vulnerable HHs			Req.: \$54.0 - Contrib.: \$35.3						→ 2011
PRRO 200030	Assist. to Refugees, Recovery Support to Host Communities and the Most Vulnerable HHs									Req.: \$36.6 Contrib.: \$10.3
Food Distributed (MT)		23,909		26,078		22,332		20,488		27,754***
Direct Expenses** (USD, millions)		\$22.6		\$15.5		\$19.3		\$21.9		N/A
% Direct Expenses: Rwanda vs. World		0.8%		0.6%		0.5%		0.6%		N/A
Beneficiaries (actual)		M	F	M	F	M	F	M	F	Data by sex n/a 529,000***
		265,006	291,632	237,880	271,860	252,100	276,115	222,425	231,292	

Source: last SPR available, Resource Situation (10 August, 2010, for ongoing projects), Annual Performance Report 2009.¹²³

Objectives and activities.

24. **Objectives.** The operations and projects of the portfolio seek to contribute to one or more of the five strategic objectives defined in the WFP corporate strategic plan as summarized below¹²⁴.

Distribution of portfolio activities by beneficiaries

	DEV 10156		DEV 10677		PRRO 10062.2		PRRO 10531		PRRO 200030		Planned % of beneficiaries	Actual % of beneficiaries
	F	M	F	M	F	M	F	M	F	M		
	HIV (SO4)	X	X			X	X	X	X	X		
Education (SO4)	X	X	X	X							40	50
FFW/FFA/FFT (SO3)					X	X	X	X	X	X	34	25
GFD (SO1)					X	X	X	X	X	X	14	9
Nutrition (SO1)					X	X	X	X	X	X	4	6
Nutrition (SO4)					X	X	X	X	X	X	2	3

Source: WFP, DACOTA. Note: F: Female; M: Male.

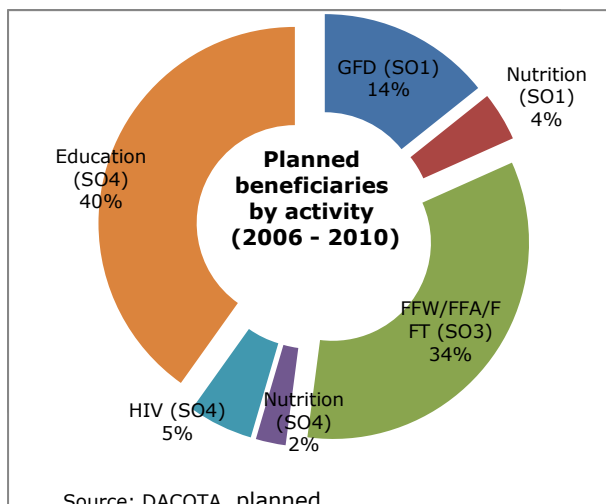
¹²³ Colour: % funded (Contrib. vs. Req.). Green: ≥ 75%, Orange: 75% > funded > 50%. Red: ≤ 50%. Grey= N/A (on-going operations). Requirements (Req.) and Contributions (Contrib.) are US\$ millions.

* **Req. RWA**= Tot budget*(mt planned in RWA/Tot mt planned). **Contrib. To RWA**= Tot Contrib.*(mt distributed in RWA/Tot mt distrib.).

** Excludes PSA costs. 2008 and 2009 expenses are according to IPSAS and not comparable to 2007 and previous years' values based on UNSAS.

*** Planning figures for 2010 (Source: ERD PoW 21 June 2010).

¹²⁴ WFP, Dec 2009, Draft Analytical and Information support to review of WFP-Rwanda Strategies, usefully maps WFP interventions against WFP Strategic Objectives and goals, CAADP Pillars and Themes, Government Agriculture Sector Investment Program sub-programme and MDGs. Objectives are also aligned with: three of the five UNDAF results areas, namely Health, Population, HIV and Nutrition (R2a, R2b), Education (R3) and Sustainable Growth and Social Protection (R5).



SO 1: Save lives and protect livelihoods in emergencies: Three operations support refugees and returnees and other vulnerable groups and communities whose food and nutrition security has been adversely affected by drought or other shocks. **SO2: Prevent acute hunger and invest in disaster preparedness and mitigation measures:** WFP's analytical work - Contingency Planning, CFSVAs in 2006 and 2009, Food Security and Nutrition Monitoring System - and training to the National Institute of Statistics and National

Disaster Response support the resilience of communities to shocks. **SO3: Restore and rebuild livelihoods in post-disaster or transition situations (SO3).** Three operations support livelihoods of the most food insecure rural inhabitants, including returnees and refugee host communities by protecting and building productive assets. **SO4: Reduce chronic hunger and undernutrition:** A development project and three operations support HIV/AIDS and nutrition objectives whereas two development projects support primary education. **SO5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase:** While this objective can be considered cross-cutting one operation explicitly refers to the P4P initiative and one development project refers to increased ability of the Government to manage school feeding programmes. Local purchase has been a feature of WFP's procurement strategy for Rwanda and includes triangular purchases that are exported to other countries in the region (see Annex 14).

25. Geographical focus. The map (attached Annex 1) illustrates the locations of the refugee camps and the administrative boundaries of the rural areas throughout which WFP works.

26. Previous Evaluations. A Country Portfolio Evaluation (2004), the Evaluation of the WFP Strengthening Emergency Needs Assessment Implementation Plan (2007), conducted by the Office of Evaluation, the Report of the Joint Field Visit to Rwanda of the Executive Board of UNDP/UNFPA/UNICEF and WFP as well as the President of Rwanda, in his speech to the UNGA in September 2009, all pointed to WFP's significant and timely contributions in helping the Government to transition from relief to development. WFP's positive achievements in land reclamation and support to small-scale agriculture, primary education, relief assistance and capacity development related to food security and early warning systems were noted. While progress had been made, evaluators recommended that greater effort was needed in supporting the government's strategies and programmes in combination with other donors and in aligning with sectoral or thematic strategies as appropriate. In particular, poor progress in the nutrition sector led to recommendations for greater integration of WFP's food assistance with community health services. Progress made so far on the One UN pilot was positive, however, greater emphasis on supporting thematic sectors rather than projects, and more capacity development, considering the comparative advantage of the UN, was recommended. Likewise,

recommendations directed at UN agencies' headquarters included reducing approval/procedural constraints impacting country level work. (For more details refer to Annex 12.).

3.B. Scope

27. The time frame for portfolio evaluations is 5 years (2006-2010). In light of the strategic nature of the evaluation, the focus shall not be on assessing individual operations but rather to evaluate the WFP portfolio as a whole, its evolution over time, its performances, and the strategic role played by WFP in Rwanda. The evaluation will assess the portfolio of WFP projects/operations and analytical work noted above. However, due to the short implementation time of the P4P project and of a concurrent global P4P evaluation, the evaluation will not assess the performance of this project but will limit itself to P4P's contribution within the context of key questions 1 and 2 in section 4 below.

28. In addition to the operations, the evaluation will also review the analytical work conducted by WFP over the period as well as WFP's participation to strategic processes, not to assess the methodology or quality of products as such, but to determine the extent to which it contributes to WFP priorities and objectives in the country and enables a strategic positioning of the Programme (supporting, complementing the work and strategies of others).

29. The geographic scope includes all areas covered by the portfolio. The field work, however, will focus on a limited number of regions/sites and transparent selection criteria will be developed by the evaluation team during the inception phase

4. Evaluation questions

30. The CPE will be addressing the following three key questions, which will be further detailed in a matrix of evaluation questions to be developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons from the WFP country presence and performance, which could inform future strategic and operational decisions. These are:

Question one - Strategic alignment of the WFP portfolio including the extent to which:

- i) its main objectives and related activities have been in line with the country's humanitarian and developmental needs, priorities and capacities and;
- ii) its objectives have been coherent with the stated national agenda and policies, including sector policies;
- iii) its objectives have been coherent and harmonised with those of partners (multilateral, bilateral and NGOs); and
- iv) there have been trade-offs between aligning with national strategies on one hand and with WFP's mission, strategic plans and corporate policies on the other hand.

➤ **Question two - Making strategic choices** including the extent to which WFP:

- i) has analysed the national hunger, food security and nutrition issues, or used existing analyses to understand the key hunger challenges in the country;

- ii) contributed to placing these issues on the national agenda, to developing related national or partner strategies and to developing national capacity on these issues;
- iii) positioned itself as a strategic partner for the government, multilateral, bilateral and NGO partners and in which specific areas; and
- iv) identify the factors that determined existing choices (perceived comparative advantage, corporate strategies, national political factors, resources, organisational structure, monitoring information etc.) to understand these drivers of strategy and how they need to be considered and managed when developing a country strategy.

➤ **Question three - Performance and Results of the WFP portfolio including¹²⁵:**

- i) the relevance to the needs of the people;
- ii) the level of efficiency, effectiveness, impact and sustainability of the main WFP programme activities and explanations for these results (including factors beyond WFP's control);
- iii) the level of synergy and multiplying effect between similar activities in different operations and between the various main activities regardless of the operations; and
- iv) the level of synergies and multiplying opportunities with partners (multilateral, bilateral and NGOs) at operational level.

5. Evaluation approach

5.A. Evaluability assessment

31. The CPE will benefit from past independent evaluations managed by the Office of Evaluation. The portfolio was evaluated in 2004 and Rwanda was a case study in the 2007 Evaluation of the WFP Strengthening Emergency Needs Assessment Implementation Plan and in a thematic evaluation on HIV/AIDS (2008).¹²⁶

32. OE will share with the evaluation team an extensive library of relevant documents dealing with key aspects of the government, partners and WFP strategies and programmes. Output monitoring is regularly conducted for all activities and some outcome indicators. In addition, SPRs are prepared for each operation and Joint Assessment Missions are taking place for the refugee camps on a periodic basis.

33. Each operation has its own logical framework and the formulation of the operations at different points in time refers consequently to different strategic plans, however, in the absence of an overall strategy or set of objectives for the portfolio, this will need to be reconstructed by the Evaluation Team at the inception phase. The 2008-2013 Strategic Plan should be used as the main reference for the discussion on strategic alignment of the overall portfolio, as well as its related strategic results framework. In addition, the 2009 WFP School Feeding Policy has a very comprehensive School Feeding Logic Model which should be used.

¹²⁵ In relation to question three, it should be emphasised that in light of the strategic nature of CPEs, the focus shall not be on assessing individual operations per se but rather to look across operational divides to provide an assessment of the performance and results of the portfolio.

¹²⁶ A Country-Led Evaluation of the Delivering as One in Rwanda was conducted in the first half of-2010 the summary of which as presented on 14th June at the Tripartite conference on "Delivering as One" in Hanoi. .

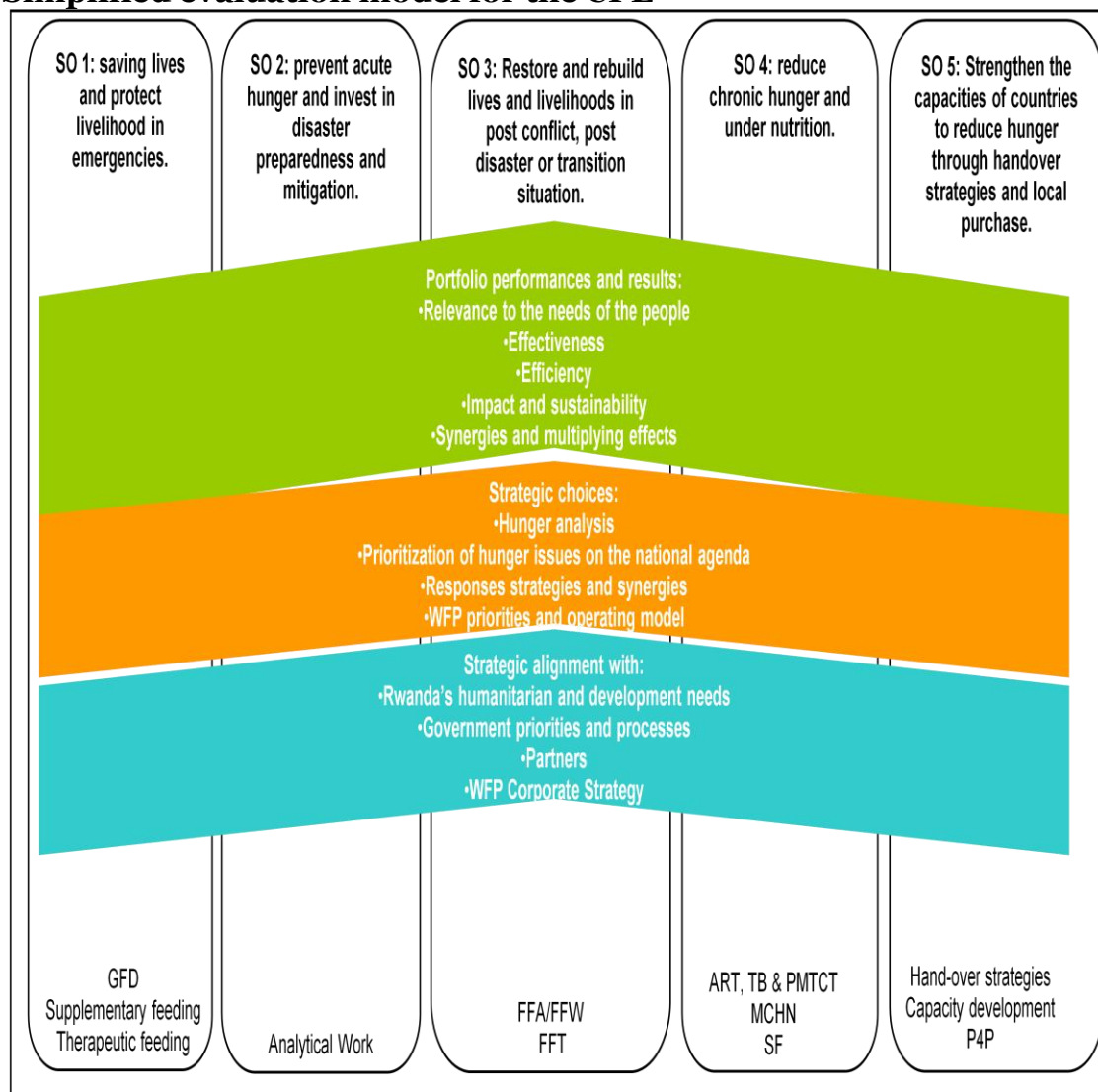
5.B. Methodology

The evaluation will employ relevant internationally agreed evaluation criteria of relevance, efficiency, effectiveness, impact, and sustainability.

34. During the inception phase, the evaluation team will design the evaluation methodology to be presented in the inception report. The methodology should:

- Build on the logic of the portfolio and on the common objectives arising across operations.
- Be geared towards addressing the evaluation questions presented in section 4.
- Allow for the aggregation of findings related to groups of main activities across the various portfolio operations by ensuring that the focus is put on how groups of main activities across operations have contributed together to their respective objectives. Below is a simplified evaluation model for the CPE that summarizes the main activities grouped according to Strategic Objectives (SOs) across the three main evaluation questions presented in section 4.
- Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using a mixed methodology (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. The sampling technique to impartially select field visit sites and stakeholders to be interviewed should be specified.
- Take into account the limitations to evaluability pointed out in section 5.A as well as budget and timing constraints.
- Analyse the CFSVA 2006 and 2009 datasets (available in SPSS format) comparing with datasets related to WFP projects (monitoring/coverage data) and other secondary datasets such as the 2005 Demographic and Health Survey (after transformations into predicted values based on the 2006 WHO standards) in order to analyse, for example, coverage compared with needs and targeting efficiency of specific operations, and, if possible, impact of interventions through comparison of datasets in similar households with and without assistance.

Simplified evaluation model for the CPE



5.C. Quality Assurance

35. WFP's evaluation quality assurance system (EQAS) is based on the United Nations Evaluation Group norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out processes within-built steps for quality assurance and templates for evaluation products. It also includes quality assurance of evaluation reports (inception, full and summary reports) based on standardised checklists. evaluation quality assurance system (EQAS) will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team. The evaluation manager will conduct the first level of quality assurance, while the OE Director will conduct the second level review. This quality assurance process does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.

36. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases.

6. Organisation of the evaluation

6.A. Phases and deliverables

37. The evaluation will take place in 6 phases summarised in the table below.

Main Phases of the Evaluation

Phase	Indicative Timing (2010-11)	Expected output
1. Design	July-September	ToR
2. Inception (including team briefing in Rome and mission to Rwanda for Team Leader)	September- October	Inception report
3. Mission in Rwanda	November-December	PowerPoint Presentation or aide-memoire
4. Reporting	December- February	Evaluation report
5. Follow-up	April	Management Response
6. Executive Board	June 2011	Summary Evaluation report

38. See below details of the main activities:

- **Design phase:** drafting ToRs, preparing the budget, selecting and hiring the evaluation team.
- **Inception phase briefing in Rome:** it will be the opportunity for OE to brief the evaluation team on the approach and for the evaluation team to meet the various technical units. (3 days to briefing, 2 days to on-site team work).
- **Inception mission:** conducted jointly by the team leader and the evaluation manager in Rwanda, its main objective is to discuss the ToR and the evaluation approach with the country office, the main stakeholders in the Government, donors and NGO partners.
- **Inception report.** The main objective of the inception report is to ensure the evaluation team has a good understanding of the scope of work in the terms of reference and has developed a coherent methodology for the main evaluation phase and presented it according to the report template in Annex 3.
- **Mission.** The mission will consist of field work in Rwanda focussing on various areas identified in the inception report. The mission will start with a briefing with the country office and other stakeholders to inform them on the evaluation and will end with a formal debriefing to internal and external stakeholders to present the evaluation findings and preliminary conclusions.
- **Evaluation report.** The data will be analysed and presented according to the template provided in Annex 3. The executive summary of the evaluation report will be the core of the report to be presented at the Executive Board.

6.B. Evaluation team / Expertise required

39. In order to uphold the evaluation independence in line with the WFP Evaluation Policy, the evaluation will be conducted by a team of external consultants identified through a transparent selection process. Members of the team will not have been significantly involved in work for the Rwanda country office or have other conflicts of interest.

40. The evaluation team should combine between its various members the following competencies:

- Strong experience in strategic positioning and planning related to development assistance, humanitarian assistance and food security;
- Ability to conceptualize complex evaluations and to design an optimal approach and methodology;

- Technical expertise in: (i) Food security and small-holder agriculture livelihood development¹²⁷, especially in the context of food assistance (ii) Nutrition/HIV/AIDS expertise, especially for role of food aid in relief and development contexts (iii) Education-school feeding (iv) Capacity development including issues related to national and decentralized public administration and governance, donor harmonization/One-UN processes, handover strategies of food assistance and (v) Skills in analysing databases such as CFSVA/nutrition surveys;

41. National expertise is encouraged as part of the team or to complement it by assisting in research/field work, etc. In addition, knowledge of the Rwandan-specific context, and technical expertise related to the scope (refugees/returnees) could also be brought in.

6.C. Roles and responsibilities

42. The evaluation manager, Marian Read, is responsible for drafting the ToR; selecting and contracting the evaluation team/firm; preparing and managing the budget; organizing the team briefing in Headquarters (HQ); assisting in the preparation of the field missions; conducting the first level quality assurance of the evaluation products and consolidating comments from stakeholders on the various evaluation products. She will also be the main interlocutor between the evaluation team, represented by the team leader, and WFP counterparts to ensure a smooth implementation process.

43. The Country Office is expected to provide information necessary to the evaluation; be available to the evaluation team to discuss the programme, its performance and results; facilitate the evaluation team's contacts with stakeholders in Rwanda; set up meetings and field visits, organise for interpretation if required and provide logistic support during the fieldwork.

44. Relevant WFP stakeholders at HQ and the Regional Bureau (RB) (through telecom) are expected to be available for interviews/meetings with the evaluation team and to comment on the various reports throughout the evaluation process

45. To ensure the independence of the evaluation, the country office and RB staff will not be part of the evaluation team nor participate in meetings where their presence could bias the responses of the stakeholders.

¹²⁷ Experience should include: labour intensive infrastructure work for improved swamp, terraces and wood lots and its relationship with livelihood development, as well as kitchen/school gardens and animal husbandry.

6.D. Communication

All evaluation products will be in English.

46. Initial findings, conclusions and recommendations of the evaluation team will be shared with stakeholders during debriefing sessions at the end of the mission. There will be two such meetings one with external stakeholders in Rwanda and a second one with WFP stakeholders at country office, RB and HQ levels. This early feedback is important to verify the initial findings of the team with stakeholders, give stakeholders in the country the opportunity to clarify issues and ensure a transparent evaluation process.

47. The evaluation report will be posted on the internet and briefs disseminated. The country office might envisage undertaking a workshop after the evaluation has been completed to discuss the conclusions and recommendations and determine follow-up actions with its partners.

48. Once the evaluation is completed, OE will ensure dissemination of lessons through various means such as inclusion in the annual evaluation report, presented to the Executive Board, and through presentations made in relevant meetings. Lessons will be incorporated into OE's system for sharing lessons.

6.E. Resources / budget

49. The evaluation will be financed from OE's budget at a total cost of US\$210,000.

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Annex 3: List of persons met

Name	Position	Organisation
Dr Kwame Kwofi	Management and M & E consultant	Monitoring & Evaluation plus Ltd
Oumar Sy	Management and M & E consultant	Lead ICT Consultant
Dr Jane Muita	Deputy Representative	UNICEF
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Juvenal Rubayiza	Programme manager, Bugasera	Plan International
Raphael Rurangwa	Director General - SPPC	Ministry of Agriculture
Brian Frantz	General Development Officer	USAID
Molly Brostrom	Education Advisor	USAID
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Jan Delbaere	Deputy Country Director	WFP
Diane Mukamwezi	Staff Assistant	WFP
Marie Claire Gatera	Database Assistant	WFP
Didace Kayiranga	National Programme Officer	WFP
Peter Saano	Senior Programme Assistant	WFP
Leon Clement Nsengiyumva	Senior Programme Assistant	WFP
Jean Baptiste Ntakirutimana	National School Meal Officer	WFP
Emmanuela Mashayo	P4P Office	WFP
Dunford Chibolyani	Senior VAM Assistant	WFP
Viateur Ngiruwonsanga	Senior Programme Assistant	WFP
Cyprian Gatete	Commissioner, Disaster Management and Refugees	Ministry of Disaster management and refugee affairs
Diego Zurdo	2nd Secretary, Rural Development	EU
Susan Kiragu	Monitoring and Evaluation Adviser	UNAIDS
Fumihiko Suzuki	Programme Manager (Agriculture)	JICA
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Egide Rugamba	MINALOC	Government of Rwanda

Name	Position	Organisation
Lydie Mukashyaka	Ministry of Education (School feeding Unit)	Government of Rwanda
Norbert Sendege	RADA (Ministry of Agriculture)	Government of Rwanda
Odette Mbabazi	Deputy Director	National Institute of Statistics
Wamalia, Rose	Coordinator	Kamonyi
Godance	Officer in Charge	Kayenzi Health Centre
Julius Mkondo	Deputy Mayor	Rulindo District
Bernard Bajyanama	Officer in Charge	Mukosi Health Centre
Forster Havudimana	CARITAS	Ruhungeri District
Josephine Ntawukigivuwei	Officer in Charge, Nutrition	Rwaza Health Centre
Francoise Abuigoma	National Programme Officer	UNHCR
Alex Kanurane	Social Protection Specialist	Bugesera District
Dr Abuid Omwega	Nutrition Specialist	UNICEF
Dr Fidele Ngabo	Director, Mother & Child Health	Ministry of Health
Dr Alfonsine Nyirahabineza	Nutrition Expert	Ministry of Health
Dr Lamine Sarr	Representative	<u>WHO</u>
Dr Jean Pierre Uhira	Food safety focal point	WHO
Dr Laetitia Gahimbaza	National Programme Officer, HIV/AIDS and Nutrition	WFP
Father Jean Bosco	Mugina Catholic Parish	
Maria Rose	Co-ordinator	ABC Co-operative
Coproriza Abahuzabikorwa	Director	Co-operative 2
Sister Godance	Head of Nutrition	Kayenzi health centre
George Gitau	Director	World Vision
Saaden Meena	Finance & Admin Director	World Vision
Pascal Karemera	Quality Assurance Director	World Vision
Francis Karambizi	Director of Health, Bugasera district offices	Ministry of Health
Celine Niragire	Community health advisor, Nyamata health centre	Ministry of Health
Beatrice Kambuha	Head of Health Advisors, Kambuha health centre	Ministry of Health
Sister Scholastica	Ruhaha health centre	Catholic Church
Mayor Bernard Kayumba	Karongi district offices	
Vianney Muchura	Field monitor, Huye sub-office	WFP
Godlieve Mukasharangabo	Social assistant, Ruhengeri health centre	Ministry of Health
Xaveline Nyirarukundo	Nutritionist, Ruhengeri health centre	Ministry of Health
Gilbert Ngirabakunzi	Head of Nutrition Centre, Kisiba camp	Africa Humanitarian Action
Deo Nzamwita	Vice Mayor, Rulindo district	
John Nkuzurwando	Mayoral Adviser, Rulindo district	
Representative	Caprocyn Co-operative	Rusiga

Name	Position	Organisation
Bernard Bajyanoma	Director Rukoso health centre	Ministry of Health
Abbe Theoneste Munyankindi	Director, Diocese of Ruhengeri	Caritas
Faustin Hayugimana	Head of Admin & Planning, Ruhengeri office	Caritas
Josephine Ntawukigiruwe	Head of Nutrition, Rwaza health centre, Musanze	Ministry of Health
Yohondamkoul Sakor	Seinior Programme Officer	UNHCR
Professor Njunwa Kato	Dean, Faculty of Community Health & Development	Kigali Health Institute
Abiud M. Omwenga	Unicef Rwanda	Nutrition Specialist
Peter Van Dommelen	Plan Rwanda	Country Director
Juvenal Rubayiza	Plan Rwanda	School Feeding and HIV officer
Alvera Munganyinka	WFP Rwanda	Senior Logistics Assistant
Jean-Baptiste Butera	Kigali sub-office	Food Monitor
Dawit Getachew	WFP Rwanda	Logistics Officer
Lydie Mukashyaka	Minister of Education	Expert, school feeding unit
Deo Ntivuguruzwa and PTA	Gitare Primary School	Head master and PTA members
Alexandre Kamegeri	Kambyeyi Primary School	Head master
Seraphine Nyiribambe	Kigusa Primary school	Head of studies
Alphonsine Niyomuhoza	Nyagihamba primary School	Head master
Martin Rutazigwa	ADRA Rwanda	Deputy Planning & programme Director
Johnson Gatsinzi	Bugesera district	District Education Officer
James Mihanda and his team	Biharagu Primary school	Head master and teachers
Evariste Yamuremye	Tunda Primary school	Head master
Jeannette Nyatebuka	Tunda Primary school	PTA's president
Olive Kanzayire	Rugarama primary school	Head master
Donatilla Yankurije	Butereri Primary school (satellite school)	Head master
Eugene Hakizimana	Mbuye primary school	Head master
Seleverien Ndacayisenga	Mbuye primary school	Teacher
Beatrice Muhawenimana	Mbuye primary school	Storekeeper, PTA's member
Jean Damascene Niyoyibuka	Murama primary school	Teacher
Jean-Claude Bonane	Murama primary school	Local defence
Jean de Dieu Nsengiyumva	Groupe scolaire Munini	Head master
Evariste Munyaneza	Groupe scolaire Munini	Teacher
Enoch Muhirwa	Groupe scolaire Munini	PTA's President
Lucienne Murenzi	Groupe scolaire Munini	PTA's counsellor
Solange Nyirabugingo	Groupe scolaire Munini	Store keeper

Name	Position	Organisation
Callixte Binenwa	Groupe scolaire Munini	Deputy Head master
Adeline Nyiraberwa	Groupe scolaire Munini	Counsellor
Evariste Munyaneza	Groupe scolaire Munini	Teacher
Juvenal Twahirwa	Groupe scolaire Munini	Teacher
Christine Rutuyema	Gatsibo district	Vice-mayor for Social Affairs
Frederic Rutebuka	Gatsibo district	District education officer
Immaculee Niwemugore	WFP Ngoma sub-office	Field Monitor
Ngabo Munyawera	Gakiri primary school	Head master
Jeanne Kabatesi	Gakiri primary school	PTA's president
Vincent Nsengiyumva	Gakiri primary school	PTA's vice-president
Jean-Paul Iribanje	Gakiri primary school	Storekeeper

Annex 4: Evaluation methodology

1A. Methodological Approach

1. The evaluation team will be using a mixed methods approach. The mixed methods chosen complement one another in the information that they gather and allow triangulation and cross-checking of information, an important means of minimising bias. The four-legged mixed methods approach can be summarised as:

- a) Pre-mission desk study review and stakeholders' interviews.
- b) This desk work and briefings at HQ build an understanding of the interventions and their context.
- c) During mission collection of secondary information, literature and data from in country stakeholders. This work will build upon, test and amplify the conclusions from the initial desk study and allow the inclusion of new informants and information sources.

Qualitative field visits

- d) The evaluation questions, as described in the evaluation matrix, will be the basis for the analysis in the field. Methods such as semi-structured interviews, focus group discussions, direct observation, timeline analysis and mapping exercises will be implemented as appropriate with stakeholders. To maintain independence these activities will require interpreters who are independent from WFP. A participatory approach will ensure that all stakeholders are heard including key informants, beneficiaries, refugees, host communities, UN and government agencies and other partner organisations. Perceptions and perspectives will be triangulated with reports and observations.
 - e) PRA tools will include focus group discussions, semi structured interviews, transit walks, and observation. Where possible, the evaluators will visit sites with key technical experts such as extension workers or health workers.
 - f) The evaluation tools to be used are contained in the evaluation matrices; these are questions which can be addressed to the various stakeholders (WFP staff, beneficiaries, Development Partners and other stakeholders). Furthermore the strategic results framework and other documents will guide the process.
 - g) Using the evaluation matrices, an evaluation tool will be developed and will appear in the evaluation report appendices.
 - h) Review of secondary data. This will include revisiting the CFSVA of 2006 and 2009, assessing the comparability of the reports, and analyse the data again when this is seen to be adding value.
2. All methods are flexible and will be reviewed and refined in the light of the inception mission and the ongoing evaluation process.
3. The CFSVA has provided a wealth of data, some of which have been analysed. It is thought that further data analysis could be carried out that could be used to inform planning processes. Given that a large quantity of survey data have been collected, the CPE will, therefore, rely on collecting qualitative information, using the CFSVA and other data sources to provide the quantitative information.

1B. Evaluation Matrix

4. In conjunction with the evaluation questions asked, the evaluation matrices (available through OE) have been created to reflect the breath of the WFP portfolio. The sub-components include:

- Relief Assistance;
- Food security and Agriculture;
- Health/Maternal health and child health and nutrition;
- Education;
- Food for work and/or food for assets;
- Capacity development;
- HIV/AIDS (ART).

5. Each evaluation matrix has 3 sections which directly correspond to each evaluation question asked; these are:

- Section 1: Strategic alignment of the WFP portfolio;
- Section 2: Making Strategic choices;
- Section 3: Performance and results of the WFP portfolio.

6. The evaluation matrices are presented as a table; with the principle evaluation question and a number of subsidiary questions, which will provide information to answer the evaluation question by the various sub-components.

7. For each question or issue raised, a number of indicators have been identified. Sources of information have been identified for the various indicators. These information sources may be reports, but frequently they will come from interviews with key informants. A wide range of different information sources has been identified, through which it will be possible to triangulate and test the veracity of the information. The diversity of information sources minimises the threat of validity of the information obtained.

1C Data Collection Methods

8. The evaluation team will be using a mixed methods approach. The mixed methods chosen complement one another in the information that they gather and allow for the triangulation and cross-checking of information, an important means of minimising bias. The methods approach can be summarised as

- a) Pre-mission desk study review and stakeholders' interviews.
 - i. This desk work and the briefings held at HQ build an understanding of the interventions and their context.
- b) During the mission, the collection of secondary information, literature and data from in country stakeholders. This work will build upon, test and amplify the conclusions from the initial desk study and enable the inclusion of new informants and information sources.
- c) Qualitative field visits: The evaluation questions, as described in the evaluation matrix, will be the basis for the analysis in the field. Methods such as semi-structured interviews, focus group discussions, direct observation and mapping exercises will be implemented as appropriate to the stakeholders. To maintain independence these activities will require interpreters, and the evaluation team will therefore be independent from WFP.

- i. An evaluation tool will be developed out of the questions in the evaluation matrices, split according to informant being interviewed.
- d) Review of secondary data. This will include revisiting the CFSVA of 2006 and 2009, assessing the comparability of the reports, and analyse the data again when this is seen to be adding value.
- e) End of evaluation workshop: a workshop at the end of the evaluation is planned. The workshop is an integral part of the evaluation process. The workshop enables the evaluation team to test some hypotheses and to tentatively suggest conclusions. It is also a process through which to bring WFP's stakeholders further into the evaluation process, to start the process of bringing ownership of the evaluation to the WFP Country office as well as to some of its key stakeholders. The stakeholders will be interviewed at the beginning of the evaluation. Having the workshop at the end of the process enables stakeholders to comment on the validity and veracity of the tentative conclusions reached.

9. All methods are flexible and have been reviewed and refined in the light of the inception mission and will be further refined in the light of the ongoing evaluation process.

10. In addition, the evaluation team will be supported by a Data Analyst, who will have access to both CFSVA databases (2006 and 2009). It is the intention of the evaluation team to extract further information from the two databases, in order to support the ongoing planning processes.

11. It is known that the country office wants to generate more tabulated information; the data analyst can provide assistance in this process. Moreover, it is thought that some of the child health data from both 2006 and 2009 can be subjected to further analysis.

12. It is recognised that the 2009 CFSVA data, in conjunction with the 2006 CFSVA data, will provide trend analysis and other comparative analyses. WFP has already undertaken some data analysis of both the 2006 and 2009 surveys. The 2006 survey used food economic zones; the 2009 survey used Districts and Sectors. The team has been cautioned that it may not be easy to disaggregate and analyse the food economic zones into individual districts. If this is not possible, then a comparison between the 2006 and 2009 data sets will be difficult. The risk of presenting confounded results needs to be guarded against.

13. The sampling frame was arrived at by examining maps showing the location of various WFP sponsored activities and in discussion with WFP staff. The objective was to ensure that a sample evaluated by the evaluation team was representative of WFP's work. Annex 5 presents the 6 Districts selected and the numbers, by sector, of the beneficiaries involved.

14. The evaluation will undertake field work in the following Districts over a 6 day period:

- Kamonyi (will be used to ground truth the team)
- Bugesera
- Rulindo
- Musanze

- Karongi
- Gatsibo

15. The coverage of the above Districts has been discussed with the country office, which has indicated that these 6 Districts will cover all components of the WFP programme. Visiting these 6 Districts will allow for a range of WFP sponsored activities to be evaluated, and the strategic and operational contexts to be assessed. The activities to be evaluated include school feeding, MCHN, FFW/A/T, Income Generating Activities', ART, GFD, capacity development, refugee work and work with returnees and Internally Displaced Persons. The importance of WFP analytical work can also be assessed in the context of the actual project.

16. **Sample frame and strategy.** The sampling strategy is based on a purposive sample of Districts in which WFP is working and on some Districts where a number of WFP activities are not being pursued. For example, the team will be visiting Kamonyi, Bugesera and Gatsibo to assess the impact of school feeding. Similarly the team will be visiting the Rulindo, Musanze and Karongi Districts, where it is understood that no school feeding has taken place. Visiting three Districts with school feeding and three Districts without school feeding will enable the evaluation team to compare a 'with' and a 'without' situation. Similar opportunities present themselves in FFW/A and food in ART. The exception is nutrition: all the Districts visited have had supplementary and therapeutic feeding programmes. Thus no comparison will be possible, but a comparison with regional and global statistics will give an indication of performance.

Acronyms

ART	Anti-retroviral therapy
CAADP	Comprehensive African Agriculture Development Programme
CFSVA	Comprehensive Food Security and Vulnerability Analysis and Nutrition Survey
CPE	Country Portfolio Evaluation
CSB	Corn-soya blend
DaO	Delivering as One
DDP	District Development Plans
DEV	development project
DFID	UK Department for International Development
DRC	Democratic Republic of Congo
EB	Executive Board
EDPRS	Economic Development and Poverty Reduction Strategy
ESSP	Education Sector Strategy Plan
FAO	Food and Agriculture Organization of the United Nations
FCS	Food Consumption Score
FFA	Food for asset
FFT	Food for training
FFW	Food for work
FSMS	Food Security Monitoring System
GAM	global acute malnutrition
GDP	Gross Domestic Product
GFD	general food distribution
HIV	Human immunodeficiency virus
HQ	Headquarters
IDA	International Development Association
IFAD	International Fund for Agricultural Development
INF	International Nutrition Foundation
IPSAS	International Public Sector Accounting Standard
JAM	Joint Assessment Mission
JICA	Japan International Cooperation Agency
MCHN	Maternal and Child Health and Nutrition
MDG	Millennium Development Goals
MIDIMAR	Ministry of Disaster Management and Refugees
MINALOC	Ministry of Local Government and Social Affairs
NGO	Non-Governmental Organization
NISR	National Institute of Statistics of Rwanda
NNP	National Nutrition Policy
ODA	Official Development Assistance
OE	Office of Evaluation
P4P	Purchase for Progress
PLHIV	People Living with HIV/AIDS
PRRO	protracted relief and recovery operations
PTA	Parent Teacher Associations
RADA	Rwanda Agriculture Development Authority
RB	Regional Bureau
RMED	Rwanda Monitoring and Evaluation Database

RF	Rwandan Franc
SMART	Specific, Measurable, Achievable, Relevant and Time bound
SO	Strategic Objectives
SPR	Standardized Project Report
ToR	terms of reference
UNCT	United Nations Country Team
UNDAF	United Nations Development Action Framework
UNDP	United Nation Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	vulnerability assessment mapping
VUP	Vision 2020 Umurenge Programme
WHO	World Health Organization

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