

OPERATION EVALUATION

Rwanda PRRO 200744: Food and Nutrition
Assistance to Refugees and Returnees

A mid-term evaluation of WFP's Operation

(2015 – 2016)

Evaluation Report

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Evaluation team: Darren Hedley, Team Leader; Sophia Dunn; Brigitte Izabiriza

Evaluation Manager: Monica Mueller

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Evaluation Commissioning

Evaluation Manager: Monica Mueller, TANGO International

OEV Evaluation focal point: Julie Thoulouzan, WFP

Operations Evaluations Project Manager: Elise Benoit, WFP

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Acronyms

ADRA	Adventist Development and Relief Agency
AIDS	Acquired Immune Deficiency Syndrome
AHA	Africa Humanitarian Action
ARC	American Refugee Committee
ART	Antiretroviral treatment
BR	Budget Revision
BSFP	Blanket Supplementary Feeding Programme
CAADP	Comprehensive Africa Agricultural Development Programme
CARE	Cooperative for Assistance and Relief Everywhere
CBT	Cash-based transfer
CDC	Centers for Disease Control and Prevention
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CERF	United Nations Central Emergency Response Fund
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CO	(WFP) Country Office
COMET	CO Monitoring Tool
CP	Country Programme
CSB	Corn Soya Blend
CSF	Curative supplementary feeding
CSI	Coping Strategy Index
DAC	Development Assistance Committee
DHS	Demographic and Health Survey
DFID	Department for International Development
DRC	Democratic Republic of Congo
EB	Executive Board
EC	European Commission
ECD	Early childhood development
EDPRS	Economic Development and Poverty Reduction Strategy
EM	Evaluation manager
EQAS	Evaluation Quality Assurance System
ET	Evaluation team
FCS	Food Consumption Score
FFT	Food for Training
FFW	Food for Work
FGD	Focus group discussion
FSOM	Food Security Outcome Monitoring
GAM	Global Acute Malnutrition
GBV	Gender-based violence
GDP	Gross Domestic Product
GEEW	Gender Empowerment and Equality of Women
GFD	General food distribution
GII	Gender Inequality Index
GMO	Gender Monitoring Office

HDDS	Household Dietary Diversity Score
HGSF	Home Grown School Feeding
HIV	Human Immunodeficiency Virus
HQ	Headquarters
IDP	Internally displaced person
IFRC	International Federation of Red Cross and Red Crescent Societies
IGA	Income-generating activity
IMAM	Integrated Management of Acute Malnutrition
IYCF	Infant and Young Child Feeding
JAM	Joint Assessment Mission
KII	Key informant interview
LEWIE	Local Economy-wide Impact Evaluation
M&E	Monitoring and evaluation
MAM	Moderate acute malnutrition
MDG	Millennium Development Goal
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINECOFIN	Ministry of Economic Planning and Finance
MOH	Ministry of Health
MoU	Memorandum of Understanding
MT	Metric tonnes
MTE	Mid-Term Evaluation
NEC	Nutrition education and counselling
NGO	Non-governmental organisation
NISR	National Institute of Statistics Rwanda
OEV	Office of Evaluation
OECD	Organisation for Economic Co-operation and Development
OpEv	Operation Evaluation
PLHIV	People living with HIV
PLW	Pregnant and lactating women
PPP	Purchasing Power Parity
PRRO	Protracted Relief and Recovery Operation
RB	Regional Bureau
RC	Reception centre
RFr	Rwandan Franc
RRC	Rwanda Red Cross
SAFE	Safe Access to Fuel and Energy
SAM	Severe Acute Malnutrition
SENS	Standardized Expanded Nutrition Survey
SFP	Supplementary Feeding Programme
SO	Strategic objective
SPR	Standard Project Report
SQEAC	Semi-Quantitative Evaluation of Access and Coverage
STI	Sexually transmitted infection
SUN	Scaling Up Nutrition
TANGO	Technical Assistance to NGOs International

TB	Tuberculosis
TBC	To be confirmed
TBD	To be determined
TC	Transit centre
TOR	Terms of reference
TSFP	Targeted Supplementary Feeding Program
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAP	United Nations Development Assistance Plan
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
US	United States
VSLA	Village Savings and Loan Association
WASH	Water, sanitation, and hygiene
WFP	World Food Programme
WHO	World Health Organization
WVI	World Vision International

Operational Fact Sheet

OPERATION			
Type/Number/Title		PRRO 200744: Food and Nutrition Assistance to Refugees and Returnees	
Approval		The operation was approved by the Executive Director in January 2015	
Amendments		<p>There have been two amendments to the initial project document. ¹ In response to the new influx of Burundian refugees, the first budget revision (BR1)² increased the total number of targeted beneficiaries by 100,000 through general food distributions as well as supplementary feeding and school feeding programmes. It resulted in an increase of the food requirements by 12,706 metric tonnes (MT) and an overall budget increase of US\$12.2 million in order to extend assistance to the new refugees through December 2015.</p> <p>A second amendment (BR2)³ was approved in January 2016. It called for an additional increase of US\$12.99 million in order to extend assistance to Burundian refugees (plus the Congolese from the existing programme) up to December 2016 through general food distribution, blanket and targeted supplementary feeding, school feeding and early childhood development (ECD).</p>	
Duration		<u>Initial:</u> 2 years (January 2015 – December 2016)	<u>Revised (BR1, July 2015):</u> no change <u>Revised (BR2, January 2016):</u> no change
Planned beneficiaries		<u>Initial:</u> 93,900	<u>Revised (BR1, July 2015):</u> 193,900 <u>Revised (BR2, January 2016):</u> no change
Planned food requirements		<u>Initial:</u> In-kind food: 16,676 MT of food commodities Food and related costs: US\$14,571,488 Cash and vouchers and related costs: US\$11,369,363	<u>Revised (BR1, July 2015):</u> In-kind food: 29,382 MT of food commodities Food and related costs: US\$23,861,639 Cash and vouchers and related costs: no change <u>Revised (BR2, January 2016):</u> In-kind food: 44,677 MT of food commodities Food and related costs: US\$33,978,320 Cash and vouchers and related costs: No change
US\$ requirements		<u>Initial:</u> US\$35.1 million	<u>Revised (BR1, July 2015):</u> US\$47.3 million <u>Revised (BR2, January 2016):</u> US\$60.29 million
OBJECTIVES AND ACTIVITIES			
	WFP SO	PRRO specific objectives and outcomes	Activities
	Gender: Gender equality and empowerment improved		
	Protection and accountability to affected population: WFP assistance delivered and utilized in safe, accountable and dignified conditions		
	Partnerships: Food assistance interventions coordinated and partnerships developed and maintained		

¹ Rwanda PRRO 200744 Budget, 2015

² Rwanda PRRO 200744 Budget Revision 1, July 2015

³ Rwanda PRRO 200744 Budget Revision 1, January 2016

Contribute to MDGs 1, 2, 4 and 5, UNDAP outcomes 1, 2 and 3 of Results Area 3 (human development)	Strategic Objective 1	Objective 1: Meet the food and nutritional needs of refugee and returnee populations and treat acute malnourished children 6-59 months	
		Outcome 1.1: Stabilized or reduced undernutrition among children aged 6-59 months	<ul style="list-style-type: none">• Curative supplementary feeding programme for children 6-59 months
		Outcome 1.2: Stabilized or improved food consumption over assistance period for targeted households and/or individuals	<ul style="list-style-type: none">• Transit rations (high-energy biscuits)• General food and cash assistance to refugees and returnees
	Strategic Objective 2	Objective 2: Prevent chronic malnutrition in children 6-23 months, prevent malnutrition while improving adherence to drug protocols of people living with HIV (PLHIV) receiving antiretroviral treatment (ART) and patients, and improve access and quality of education and health facilities in the refugee camps	
		Outcome 2.1 Improved access to assets and/or basic services, including community and market infrastructure	<ul style="list-style-type: none">• School feeding• Early child development (ECD)
		Outcome 2.2 Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–23 months, pregnant and lactating women (PLW), and school-age children	<ul style="list-style-type: none">• Preventive supplementary feeding programme for children 6-23 months and PLW• Preventive supplementary feeding for PLHIV
PARTNERS			
Government		Ministry of Disaster Management and Refugee Affairs	
United Nations		UNHCR, UNICEF, WHO	
NGOs		Adventist Development and Relief Agency (ADRA), Africa Humanitarian Action (AHA), American Refugee Committee (ARC), Plan International, World Vision International, Rwanda Red Cross (RRC)	

RESOURCES (INPUTS) ⁴

Contribution received (as of 27-Apr 2016):

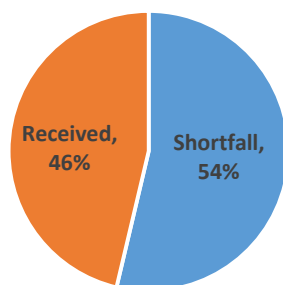
US\$26,546,715

% against appeal: 46%

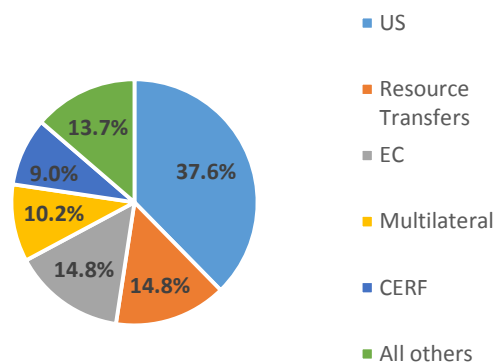
Top 5 donors:

US, European Commission (EC), Multilateral, United Nations Central Emergency Response Fund (CERF), Resource Transfers

% funded of total requirements



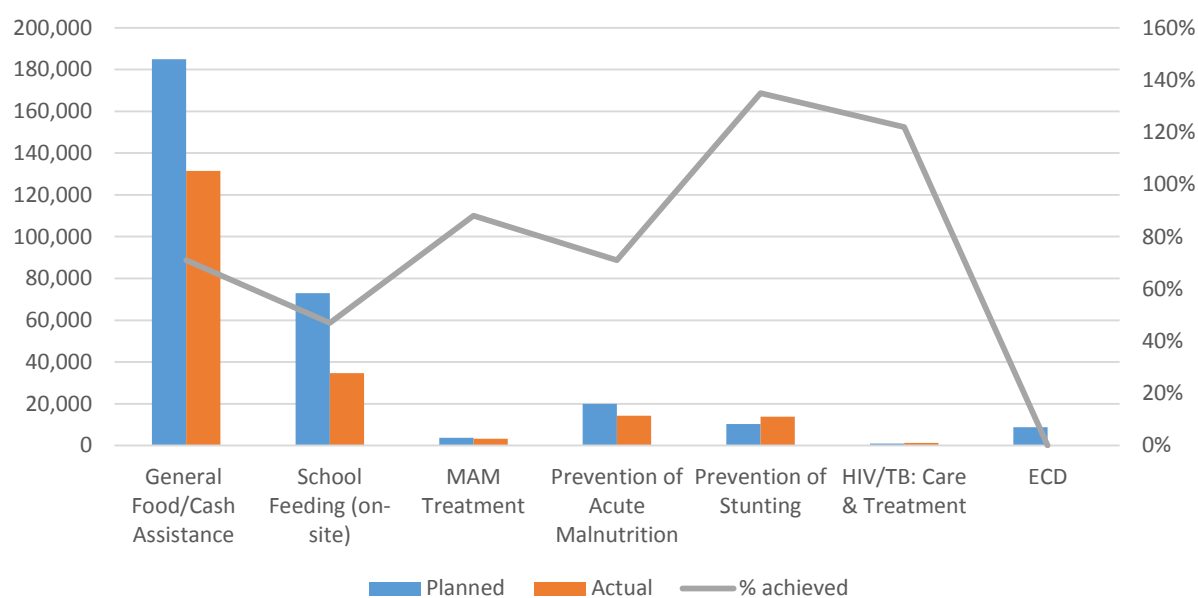
% share by top donors



⁴ Data in this section refer to funds received as reported in WFP Rwanda PRRO 200744 Resource Situation Update, 27 April 2016, and reflect the total budget requested in BR2. Current values may differ.

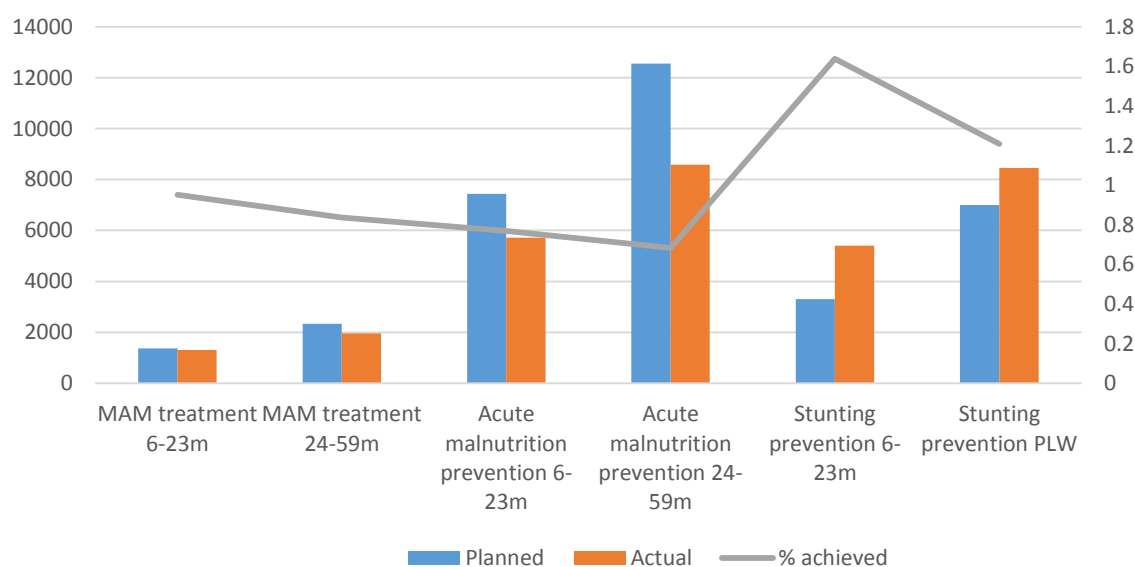
OUTPUTS⁵

Planned and actual beneficiaries (2015)



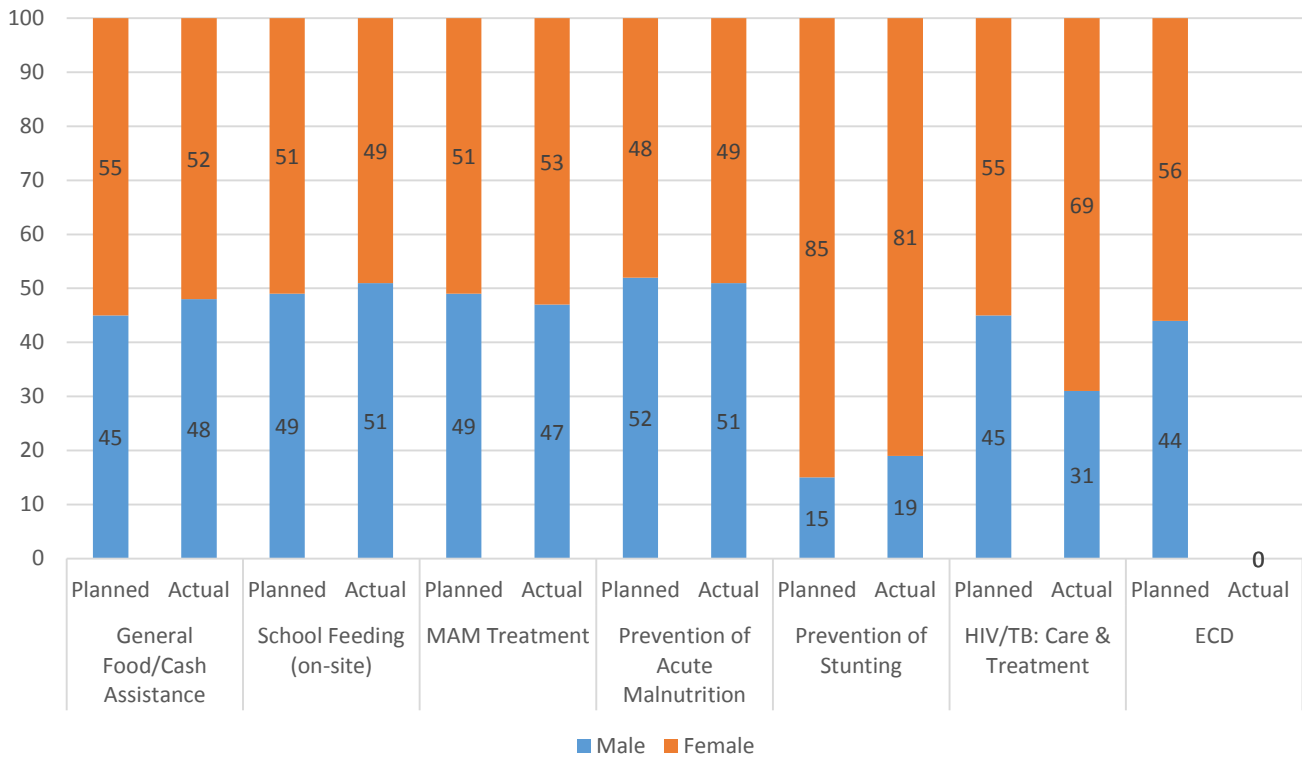
Note: MAM treatment is provided to children 6-59m. Acute malnutrition prevention is provided to children 6-59m. Stunting prevention is provided to children 6-23m and PLW. For figures disaggregated by age of nutrition beneficiaries only, see chart below.

Planned and actual nutrition beneficiaries by intervention type and beneficiary group (2015)



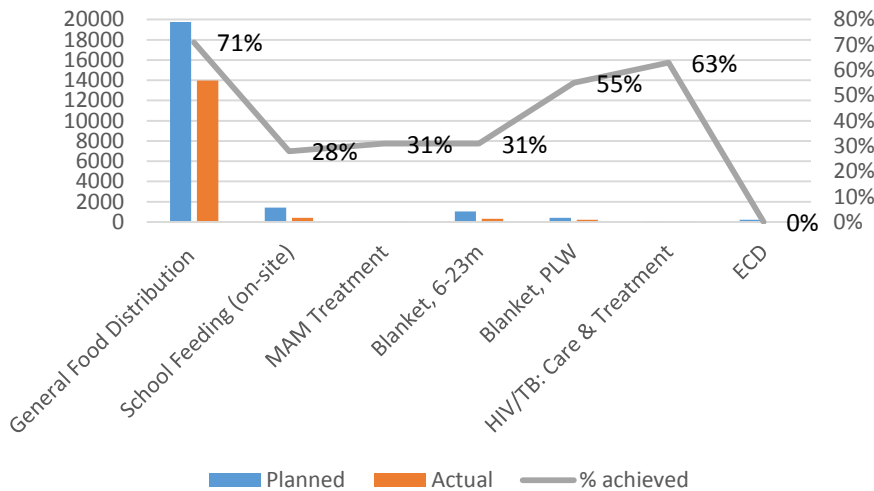
⁵Data in this section refer to figures reported in PRRO 200744 SPR 2015 unless otherwise noted. Additional calculations by TANGO International.

Beneficiary proportion by sex (%) (2015)

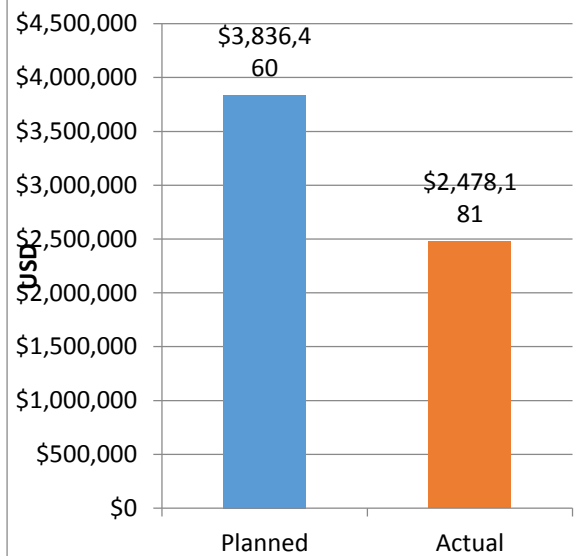


Planned vs actual food distributed by activity (mt)

Source: PRRO SPR 2015 Commodity Figures - 14 Feb 2016 (email communication from CO)



Planned vs. actual cash distributed (2015)



OUTCOMES				
Key:	Attained	Not Attained	Not Measured	
Outcome	Indicator	Target ⁶	Baseline ⁷	SPR 2015 ⁸
Cross-cutting indicators				
Progress towards gender equality	Proportion of households where females and males together make decisions over the use of cash, voucher or food	>30.0%	Congolese camps	
			9.4% (Nov. 2014)	18.6% (Dec. 2015)
			Mahama	
			16.0% (Oct. 2015)	[Baseline is most recent measurement]
	Proportion of households where females make decisions over the use of cash, voucher or food	>50.0%	Congolese camps	
			83.5% (Nov. 2014)	71.9% (Dec. 2015)
			Mahama	
			52.0% (Oct. 2015)	[Baseline is most recent measurement]
	Proportion of women beneficiaries in leadership positions of project management committees	>50.0%	Congolese camps	
			40.8% (Nov. 2014)	51.0% (Dec. 2015)
			Mahama	
			40.0% (Dec. 2015)	[Baseline is most recent measurement]
Proportion of women project management committee members trained on modalities of food, cash, or voucher distribution	>60.0%	Congolese camps		
		55.3% (Nov. 2012)	52.0% (Dec. 2015)	
		Mahama camp		
		[no data]	[no data]	
Protection and accountability	Proportion of assisted people (men) informed about the programme (who is included, what people can obtain, where people can complain)	>80.0%	Congolese camps	
			65.3% (Nov. 2011)	79.5% (Dec.

⁶ Rwanda PRRO 200744 Project Document

⁷ PRRO 200744 Logframe 1.0 and WFP Rwanda PRRO 200744 SPR, 1 January – 31 December 2015.

⁸ Data in this section refer to figures reported in WFP Rwanda PRRO 200744 SPR 2015, 1 January – 31 December 2015 unless otherwise noted.

to affected populations					2015)
				Mahama	
				32.4% (Oct. 2015)	[Baseline is most recent measurement]
	Proportion of assisted people (men) who do not experience safety problems traveling to, from and/or at WFP programme site	>90.00%	Congolese camps		
			97.9% (Nov. 2014)	95.5% (Dec. 2015)	
			Mahama		
			79.7% (Oct. 2015)	[Baseline is most recent measurement]	
	Proportion of assisted people (women) informed about the programme (who is included, what people can obtain, where people can complain)	>80.00%	Congolese camps		
			56.1% (Nov. 2011)	70.7% (Dec. 2015)	
			Mahama		
			28.5% (Oct. 2015)	[Baseline is most recent measurement]	
	Proportion of assisted people (women) who do not experience safety problems traveling to, from and/or at WFP programme site	>90.00%	Congolese camps		
			97.6% (Nov. 2014)	91.5% (Dec. 2015)	
			Mahama		
			67.8% (Oct. 2015)	[Baseline is most recent measurement]	
So1: Save lives and protect livelihoods in emergencies					
1.1: Stabilized or reduced undernutrition among children aged 6-59	Moderate Acute Malnutrition (MAM) treatment performance rates ⁹	Recovery rate	>75%	Congolese camps	
				90.3% (Nov. 2014)	90.0% (Dec. 2015)
				Mahama	

⁹ Coverage for the MAM treatment programme among both Congolese and Burundian refugees was above the target. The coverage rates are derived from a desk-based calculation, based on MAM prevalence for each camp from the May 2015 Standardised Expanded Nutrition Survey (SENS) and programme enrolment figures from 2015. This methodology does not capture the incidence of new children affected by malnutrition during the year, and therefore underestimates the number of MAM cases in each camp, resulting in a coverage figure above 100 percent in Congolese camps. Among Burundian refugees, the prevalence of MAM dramatically decreased from May 2015 onwards, meaning the number of children who needed to be enrolled in treatment for malnutrition during the year was significantly lower than the estimated figure from this desk-based calculation (using the May 2015 MAM prevalence). Due to this overestimation of the MAM prevalence among Burundian refugees, the MAM treatment coverage among Burundian refugees is lower than 100 percent.

months				85.7% (Dec. 2015)	[Baseline is most recent measurement]
				Congolese camps	
				4.1% (Nov. 2014)	1.6% (Dec. 2015)
				Mahama	
				3.9% (Dec. 2015)	[Baseline is most recent measurement]
				Congolese camps	
				0.0% (Nov. 2014)	0.0% (Dec. 2015)
				Mahama	
				0.0% (Dec. 2015)	[Baseline is most recent measurement]
				Congolese camps	
				2.1% (Nov. 2014)	0.0% (Dec. 2015)
				Mahama	
				2.0% (Dec. 2015)	[Baseline is most recent measurement]
1.2: Stabilized or improved food consumption over assistance period for targeted households and/or individuals	FCS: percentage of households with poor Food Consumption Score			All households	
				Congolese camps	
				2.1% (Nov. 2014)	2.6% (Oct. 2015)
				Mahama	
				4.6% (Oct. 2015)	[Baseline is most recent measurement]
				Female-headed households	

		<2.20%	Congolese camps	
			2.20% (Nov. 2014)	3.20% (Oct. 2015)
		<4.80%	Mahama	
			4.80% (Oct. 2015)	[Baseline is most recent measurement]
			Male-headed households	
		<2.00%	Congolese camps	
			2.00% (Nov. 2014)	1.90% (Oct. 2015)
		<4.50%	Mahama	
			4.50% (Oct. 2015)	[Baseline is most recent measurement]
			All households	
Diet diversity score		>4.10	Congolese camps	
			4.1 (Nov. 2011)	4.07 food camps (Oct. 2015)
				4.24 cash camps (Oct. 2015) ¹⁰
		>3.70	Mahama	
			3.7 (Dec. 2015)	[Baseline is most recent measurement]
			Female-headed households	
		>4.00	Congolese camps	
			4.00 (Nov. 2014)	4.10 (Oct. 2015)
		>3.70	Mahama	
			3.70 (Oct. 2015)	[Baseline is most recent measurement]
			Male-headed households	
		>4.20	Congolese camps	
			4.20 (Nov. 2014)	4.20 (Oct. 2015)
		>3.80	Mahama	
			3.80	[Baseline is

¹⁰ ARC and Concern Worldwide. 2015. Results of Oct. 2015 SENS in Mahama Refugee Camp, Rwanda. 29 October.

					most recent measurement]
	Coping strategy index (CSI) (average)			All households	
		<11.40		Congolese camps	
			11.40 (Nov. 2014)	9.70 (Oct. 2015)	
		<10.00		Mahama	
			10.00	[Baseline is most recent measurement]	
				Male-headed households	
		<10.70		Congolese camps	
			10.70 (Nov. 2014)	9.10 (Dec. 2015)	
		<9.50		Mahama	
			9.50 (Dec. 2015)	[Baseline is most recent measurement]	
				Female-headed households	
		<12.20		Congolese camps	
			12.20 (Nov. 2014)	10.20 (Oct. 2015)	
		<10.00		Mahama	
			10.00 (Dec. 2015)	[Baseline is most recent measurement]	
S02: Support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies					
2.2: Improved access to assets and/or basic services, including community and market infrastructure	Retention rate in WFP-assisted primary schools	Boys	>90%	Congolese camps	
				98.2% (Oct. 2014)	99.2% (Dec. 2015)
				Mahama	
		Girls	>90%	[no data]	[no data]
				Congolese camps	
				98.6% (Oct. 2014)	99.3% (Dec. 2015)
	Enrolment rate: Average annual rate	Boys	Annual	Mahama	
				[no data]	[no data]
				Congolese camps	

of change in number of students enrolled in WFP-assisted primary schools		increase of 6%	2.60% (Feb. 2014)	2.46% (Dec. 2015)
			Mahama	
			[no data]	[no data]
	Girls	Annual increase of 6%	Congolese camps	
			5.8% (Feb. 2014)	1.3% (Dec. 2015)
			Mahama	
		[no data]	[no data]	
Proportion of target population who participate in an adequate number of distributions		>66%	Congolese camps	
			97.4% (Nov. 2014)	93.0% (Dec. 2015)
			Mahama	
			0% (May 2015)	89.0% (Dec. 2015)
Proportion of eligible population who participate in programme (coverage)		Stunting prevention coverage >70%	Congolese camps	
			92.9% (Nov. 2014)	90.0% (Dec. 2015)
			Mahama	
			0.0% (May 2015)	73.8% (Dec. 2015)
Proportion of children consuming a minimum acceptable diet		>70%	Congolese camps	
			13.7% (Dec. 2015)	33.5% (Dec. 2015)
			Mahama	
			[no data]	14.4% (Nov. 2015)

Executive Summary

1. **Evaluation features.** The independent mid-term evaluation (MTE) of Rwanda's Protracted Relief and Recovery Operation (PRRO) 200744 was commissioned by the World Food Programme (WFP) Office of Evaluation (OEV) and conducted by TANGO International. The MTE addresses WFP's renewed corporate emphasis on providing evidence and accountability for results. PRRO 200744 provides food and nutrition assistance to refugees and returnees. Its evaluation at midline ensures that findings can inform the programme's anticipated extension into 2017, while also helping shape design for a follow-on project starting in 2017. The MTE covers all activities and processes relating to implementation, resourcing, monitoring and reporting from January 2015 to January 2016. Its intended audience and primary users within WFP are Country Office and field office staff, Regional Bureau and OEV, as well as beneficiaries, host communities, cooperating partners, civil society, the United Nations Country Team, bilateral donors, and Government of Rwanda representatives, in particular the Ministry of Disaster Management and Refugee Affairs (MIDIMAR).
2. **Country context.** Over the past two decades, Rwanda has made great strides toward economic, social and political stability. Life expectancy at birth for men and women increased by 19 years from 2000 to 2012, net primary school enrolment is near universal, and gross domestic product growth is high. Nevertheless, Rwanda faces challenges as a low-income, food-deficit country with poor infrastructure. Agriculture is a critical component of the economy, and the majority of Rwandans depend upon subsistence agriculture. On average, 21 percent of the population is food insecure. Malnutrition rates for stunting and anaemia are high across Rwanda, and higher still in refugee camps. HIV prevalence among Rwandans is 3.7 percent for women and 2.3 percent for men, yet among Congolese refugees it is approximately 6 percent. While Rwanda is making improvements in gender equity, gender-based violence is a critical issue in the refugee camps.
3. Rwanda currently hosts over 140,000 refugees: 74,000 people have arrived in waves since the late 1990s from protracted crises in Democratic Republic of Congo; many are quite settled while still highly dependent on humanitarian assistance. Since early 2015, an additional 70,000 have fled from the political crisis in Burundi, with 30,000 more expected to arrive in 2016. Rwandans who fled during the genocide have recently been returning; during 2015 and early 2016, 10,745 returnees had arrived. The majority of refugees settle in camps managed by MIDIMAR, where they receive food rations from WFP and non-food items from UNHCR. The camps have varying degrees of integration with the Rwandan population; livelihood opportunities are limited and often linked to external assistance. Many refugees relocate on their own to urban areas such as Kigali and Huye, where they integrate with the Rwandan population but do not receive UNHCR or WFP assistance. Refugee relations with host communities are tense in some areas, with long-term camps using scarce resources; some interventions are purposefully targeted to both refugees and host community members to ease tensions.
4. **Methodology.** The evaluation team (ET) employed a mixed-methods approach to address the three key evaluation questions: 1) how appropriate is the operation; 2) what are the results of the operation; and 3) what factors generate the results. Methods involved a thorough desk review, direct observation, in-depth structured and semi-structured interviews with key informants such as WFP and partner staff, and focus

group discussions with beneficiaries and host community members. Data collection took place from 29 February – 17 March 2016 in five camps (Gihembe, Mahama, Kigeme, Nyabiheke, and Kiziba) and two transit centres (Bugesera and Nkamira). The ET selected this sample based on standards agreed to by the ET and CO. Budget limitations precluded the collection of primary quantitative data; this constraint was addressed by consulting available secondary data. The ET sought to understand diverse stakeholder perspectives with a focus on gender dynamics and the voices of women and vulnerable groups, taking care to oversample these groups and include gender questions in all FGDs and interviews. The main methodological limitation was the recency and incomplete resolution of the mVisa problem with cash-based transfers (CBT) at the time of the MTE, which may have biased respondents' overall views, so the ET considered this factor in forming an opinion about the effectiveness of this modality.

5. **Appropriateness of the operation.** Overall, the ET considers PRRO 200744 to have been designed in accordance with the ongoing needs of and international commitments to refugees and the need to build self-reliance capacities. The ET finds the objectives and main components of the PRRO appropriate to the Rwanda refugee context and population needs, namely the provision of food assistance through general food distribution (GFD) or CBT, and nutrition and school feeding programmes. The ET finds the modalities broadly appropriate; the recent shift to expand CBTs, in particular, shows adaptation to the reality of a long-term refugee operation. This is also seen through the programme's pursuit of income-generating activities with an emphasis on women.
6. WFP's work is a complement to the government's assistance and aligns with government policies such as those on nutrition and school feeding. The design is also consistent with WFP's own humanitarian mandates and WFP corporate Strategic Objectives 1 and 2. Further, the operation complies with and reinforces WFP's commitments to United Nations system-wide commitments like the Millennium Development Goals (1, 2, 4 and 5), Sustainable Development Goal 2 and Zero Hunger Challenge, and other global standards for refugees, food security, and gender. Strong partnerships (UNHCR, NGOs, private sector) are expressed as an objective, and form the operation's innovative base.
7. **Results.** All registered camp refugees receive GFD: some camps receive in-kind and others, CBT. In-kind outputs are consistently within reasonable variations from plan. Food distribution reached 81,593 beneficiaries in 2015; this was 58.9 percent of planned because of lower Burundian refugee arrivals than expected. Total commodities of 13,984 MT were delivered in 2015 (71 percent of planned). The supply chain operated smoothly, with no funding interruptions affecting GFD. Commodities are good quality, and maize and beans for GFD are procured locally; approximately 10 percent is purchased from small farmers through WFP Purchase for Progress (P4P). Distribution facilities are well run and accommodating for vulnerable groups, though not uniformly so across camps. WFP Rwanda's resource situation has been relatively positive in 2015, related to the need to respond to the Burundi crisis, though in general the PRRO is still underfunded according to its current budget.
8. CBT continued in Gihembe and was successfully introduced in Nyabiheke and Kigeme, reaching 49,816 beneficiaries in 2015 and distributing US\$2.48 million, 64.6 percent of the planned target due to a delayed introduction to the new areas. The system was functioning well until November 2015, when payments became less predictable due to a

new mVisa platform and a gap in staff oversight from the partner bank, affecting several hundred beneficiaries. A parallel problem developed in accounts payable between the bank and merchants. Solutions to these issues were found and were in the process of being implemented during the MTE mission.

9. Nutrition interventions operated effectively with adequate coverage and only minor implementation issues. During 2015, preventive feeding was provided for 19,700 under-five beneficiaries and 8,458 pregnant and lactating women; curative feeding reached 3,255 children under five and 1,224 medical cases. All categories had lower numbers than planned, with under-fives at 67 percent, owing to fewer Burundian refugees and lower rates of moderate acute malnutrition than expected. Minor implementation issues related to ration reductions and the accuracy of anthropometric measurements all appear to be addressed. The Nutrition Education and Counselling (NEC) component is relatively new; implementation started in early 2016. NEC will be important for addressing anaemia and stunting in children under two and could also contribute to building refugee livelihoods, as the NEC has activities that form the nucleus of a self-reliance approach.
10. The school feeding programme remains a significant and well-managed activity, feeding a reported 34,731 primary children in 2015, of whom an estimated 8,900 are host community students. In 2015, 1,609 MT of corn soya blend was distributed – 41.5 percent of planned due to the lower number of Burundian refugees and a decision not to provide early childhood development (ECD) school feeding except for in Mahama. Focus groups and stakeholders felt that school feeding for ECD centres was more important than for primary and secondary schools. Examples were found where host community parents contributed to the costs of ECD feeding.
11. **Factors affecting results.** The ET finds the PRRO 200744 implementation team to be capable and dedicated in coordinating NGO partners, balancing the demands of rapid caseload growth with the Burundi refugee influx, and addressing the technical challenges of the new cash modality among other minor problems in food distribution systems, though reflection is needed on the best ways for WFP to mitigate such risks in the future. RB and HQ support has been valuable especially in the challenges of innovating the cash transfer mechanism. The project has made a commitment to gender training and staff have advanced in their ability to promote women's management of food and cash, while wider impacts will be possible with greater awareness of other gender issues and related monitoring and evaluation procedures. Supply chain management has been effective overall, particularly thanks to the prepositioned stock. The M&E system is relatively complete, including an efficient online system for entering monthly monitoring data. In Rwanda, communications among implementing partners is led by MIDIMAR which results in good field level coordination, though the camp committees could be more actively involved in some programme aspects.
12. **Overall assessment and conclusions.** Food security conditions in the refugee camps are very much shaped by WFP's intervention, as there are relatively few other livelihood opportunities, therefore it seems reasonable to attribute much of the observed changes to the influence of WFP's programme. Programme data show stabilising or improving indicators in the camps, e.g., households with poor food consumption scores (FCS) remained steady, while the percentage with acceptable FCS rose to 77 percent in October 2015 – its highest point since 2011. Average coping strategies index scores

decreased from 11.4 at baseline to 9.7 overall, meeting targets. Dietary diversity was below expectations in cash camps (4.24), yet still ahead of food camps (4.07). The nutrition programme has helped reduce GAM rates in Mahama and stabilised malnutrition rates for pregnant women and children.

13. The PRRO has been implemented efficiently and effectively. The key areas for development include the need to fully embrace self-reliance approaches and to apply a more nuanced gender analysis, toward which the CO is now taking solid steps.

14. Short-term Recommendations (2016):

15. **R1: Review cash transfer mechanisms and partner contractual arrangements prior to further expanding cash-based transfers.** The CO, with support from the RB, should investigate the potential of other transfer mechanisms while reviewing current contractual and partnership management arrangements to ensure coherent oversight and clear responsibilities among all actors.
16. **R2: Conduct a detailed cost-benefit analysis of the various transfer modalities to inform decision-making in accordance with new WFP guidance.** WFP Rwanda should strengthen the current cost-efficiency analysis of CBT so that it presents all costs ex-ante and satisfies stakeholders in order to measure and facilitate comparing benefits. For more complex cost-effectiveness analyses, the manual and new business process model should be followed, with support from WFP RB and HQ.
17. **R3: Continue implementing all nutrition activities but ensure focus on reducing stunting and anaemia rates in all camps once GAM rates reach acceptable levels.** The CO should continue blanket supplementary feeding while providing complementary activities to promote access to sufficient nutrients, infant and young child feeding practices and hygiene, and nutrition counselling and support. WFP should seek complementary partnerships so that activities can be taken to scale.
18. **R4: Strengthen gender capacities and related monitoring and evaluation, particularly by addressing previously identified issues.** The CO should accelerate capacity-building and ensure its focus is on learning and addressing specific issues during programme design, the role of women in self-reliance, and making key changes to monitoring and evaluation systems.
19. **R5: Evolve the school feeding programme through linkages with government and other partners, and encourage community self-help educational support.** In case of reduced funding, the CO should promote adoption of the schools by the Rwandan government or support by partners such as UNICEF and reinforce existing community-based early childhood development initiatives.
20. **Medium-Term Recommendations (2016-17) - Building a Joint Self-Reliance Vision:** As the global joint UNHCR/WFP refugee self-reliance strategy becomes available, WFP and UNHCR Rwanda should lead other partners to:
21. **R6: Design a long-term strategy with partners to enhance support for self-reliance in refugee households.** The CO should consider a livelihoods, market and sustainability study to identify promising practices, and develop a joint long-term strategy and fundraising plan with partners to build refugee capacities for self-reliance.

22. **R7: Enhance participation of affected populations through more systematic communications, institution-building and accountability.** In accordance with core humanitarian principles, the CO should continue the positive engagement and strong overall camp-level coordination with camp refugee institutions, and extend efforts to strengthen institutional capacities.
23. **R8: Use indicators that capture a long-term vision of household self-reliance and community capacity-building.** The CO should identify new indicators in areas related to self-reliance, e.g., jobs created by mobile banking merchants or sales/income from livelihood activities. Indicators related to community capacity-building could include the active participation by women in community institutions, or the formulation of a development plan by the camp committee.
24. **Longer-Term Recommendations (2017-18) – Further Targeting Transition from Dependency:** As self-reliance capacities develop and assuming future funding shortfalls, additional prioritization may require :
25. **R9. Promote wider learning agenda around cash transfers and their value in livelihoods and personal empowerment.** WFP Rwanda should share its CBT experience with others in Rwanda, first and foremost with UNHCR and the government of Rwanda, as a food assistance modality. Broader learning about the livelihood, economic and personal empowerment aspects are also worth exploring.
26. **R10. Strengthen advocacy approach for issues outside WFP’s direct control.** The CO should promote discussion with MIDIMAR and UNHCR to more permanently address challenging issues, e.g., unregistered refugees, firewood crisis, and gender-based violence).

Introduction

1.1 Evaluation Features

1. **Purpose.** This independent evaluation, commissioned by the World Food Programme (WFP) Office of Evaluation (OEV), and carried out by TANGO International, addresses WFP's renewed corporate emphasis on providing accountability and evidence for results. The Rwanda Protracted Relief and Recovery Operation (PRRO) 200744 was selected for evaluation based on utility and risk criteria.¹¹ The timing at PRRO midline ensures that findings can help enhance implementation until the end of 2016 and through a planned extension into 2017, and also feed into the preparatory work anticipated in 2017 that will shape the next project.
2. **Objectives and scope.** The primary objectives of the midterm evaluation (MTE) are accountability and learning, specifically to assess and report performance and midterm results of the PRRO and to provide stakeholders and users with evidence-based findings to inform operational and strategic decision-making. The MTE generally covers the period from project implementation to MTE (January 2015 through January 2016), including the design phase (July-December 2014), though several crucial developments which took place subsequent to the field visits are also reported on.¹² The scope includes all activities and processes related to PRRO formation, implementation, resourcing, monitoring, and reporting. Key evaluation questions are: 1) How appropriate is the operation? 2) What are the results of the operation? 3) Why and how has the operation produced the observed results?¹³
3. **Stakeholders and users.** The primary internal stakeholders and intended audience are: WFP Country Office (CO) and field office staff, who will be responsible for addressing the evaluation recommendations; WFP Regional Bureau (RB), which will use the findings to provide strategic guidance, programme support and oversight to the Rwanda CO and apply learning to other COs; and WFP OEV, which will continue to improve evaluation processes and compile findings into an annual synthesis to be presented to the Executive Board in November 2016. The primary external stakeholders are beneficiaries, host community members, cooperating partners, bilateral donors, civil society, the United Nations Country Team, and Government of Rwanda representatives.
4. **Methods.** The evaluation team (ET) applied Organisation for Economic Cooperation and Development Assistance Committee principles¹⁴ in the design of the evaluation tools, incorporating the main standards of relevance, effectiveness, efficiency, impact and sustainability; the assessment also integrates a gender lens. The ET used a mixed-methods approach to ensure data triangulation. This included focus group discussions and key informant interviews,¹⁵ direct observation at activity sites and an extensive desk review of secondary literature. Beginning in the inception phase, the team reviewed over 100 documents including project documents, relevant national strategies and policies, external reports, and WFP corporate guidance. Qualitative methods employed included

¹¹ Annex 1, Terms of Reference (TOR).

¹² Some issues were being resolved up to the time of fieldwork in March, and even during revisions of the report, particularly related to problems with the cash transfer mechanism and the registration of asylum-seekers. These were included in the report by request of the OEV to provide a more complete story of what had taken place. Qualitative research during March focused on the period up to January 2016 but respondents may not always make a sharp distinction.

¹³ WFP OEV. 2015. PRRO 200744 TOR.

¹⁴ OECD. 1991. Development Assistance Committee (DAC) Principles for Evaluation of Development Assistance.

¹⁵ Annex 2, Topical Outlines.

in-depth structured and semi-structured interviews; the ET conducted 170 key informant interviews (KIIs) with WFP, government, and cooperating partner staff, donors and partners and 29 focus group discussions (FGDs) (223 women and 105 men).¹⁶ In order to capture the views of a wide spectrum of refugees, the also ET randomly selected sections of the camp to hold impromptu FGDs or interviews with household and neighbour groupings in Gihembe, Nyabiheke and Kigeme camps; these conversations numbered approximately 40. The team observed activities at five refugee camps and one transit centre, including camp layout and management; general food distributions; warehouse management systems; mVisa agents and merchants' operations; nutrition programme activities such as anthropometric measurement, food distribution and review of the nutrition registers; school feeding preparation and distribution; and livelihood activities supported by WFP and partner organizations.

5. The team sought gender balance in FGD participation, which helped the team to understand the dynamics of gender equity and to verify the nature and extent of women's participation in the PRRO. Women beneficiaries were generally interviewed by women at a time that was convenient for them,¹⁷ and the team's national gender specialist held discussions with women on sensitive gender issues. Gender issues were raised and explored in all FGDs and interviews. The ET sought participation of marginalised groups in FGDs, e.g., unaccompanied children, unregistered asylum-seekers; and people living with HIV (PLHIV) and tuberculosis (TB). In several camps, unaccompanied children were interviewed in the presence of Plan International, the non-governmental organisation (NGO) partner that oversees their wellbeing. Participation in interviews and FGDs was voluntary; the ET explained that the information gathered would be used for the benefit of improving the programme, and that its main results would be shared afterwards with camp refugees. Data were analysed per activity for consistency across sources and patterns or deviations in reported outcomes, with the aim of triangulating data from different sources and capturing diverse stakeholder and beneficiary viewpoints.¹⁸
6. The fieldwork took place from 29 February to 17 March 2016. Field sites were selected in consultation with the CO, based on standards agreed by the ET and CO,¹⁹ to capture sites in different states of evolution of food to cash transition, the different refugee populations (Congolese, Burundians, recent arrivals and long-term), the diverse characteristics of the surrounding region, and different degrees of integration with the host community. The ET visited Gihembe camp in Northern Province; Mahama and Nyabiheke in Eastern Province; Kigeme in Southern Province; and Kiziba in Western Province.²⁰ The fieldwork ended with two debriefing presentations: one for WFP staff (CO, RB and OEV) and one with external stakeholders.²¹ While there was insufficient time during the mission to visit transit centres and talk with returnees, the national consultant later visited Nkamira transit centre (for returning Rwandan refugees) and Gashora centre (for Burundian refugees), interviewing key informants and returnees

¹⁶ Annex 3, List of KIIs and FGDs.

¹⁷ An international woman team member was paired with a woman translator to interview pregnant and lactating women (PLW) groups, who were interviewed during their times of food distribution.

¹⁸ Annex 4, Evaluation Matrix.

¹⁹ Annex 5, Sampling Frame and Site Selection Criteria.

²⁰ Annex 6, Operation Map; Annex 7, Fieldwork Schedule.

²¹ Annex 8, Debriefing Participants.

and observing the reintegration of 53 returnees, which afforded the evaluation a fuller view of PRRO activities.

7. **Expertise and quality assurance.** The ET is comprised of three TANGO consultants with expertise in general food distribution, livelihoods, self-reliance, nutrition, cash transfers, and gender.²² The MTE followed OEV Evaluation and Quality Assurance System (EQAS) standards under the guidance of the TANGO evaluation manager, who reviewed the inception and evaluation reports for quality assurance and EQAS compliance. The ET maintained impartiality and transparency during data collection. To ensure quality during the mission, the ET analysed the data regularly, implementing systematic checks on accuracy, consistency, reliability and validity through regular team communication, including with the team's two interpreters, who accompanied the fieldwork and supported the team in data analysis discussions. The two debriefings at the end of the mission also served to validate preliminary findings; the ET continued its discussion with WFP stakeholders during the report-writing phase to clarify information (e.g., teleconference with the CO and RB to preview and discuss draft recommendations to ensure relevance, feasibility, completeness, and prioritization).
8. **Limitations.** The ET notes some challenges to the evaluation process. The short implementation period of the PRRO (one year) meant that it was difficult for the project to have registered significant impacts, which was particularly the case for Mahama for which only baseline data were available (October 2015) at the time of the MTE. Some aspects of the programme did not have reliable methods of measuring outcome and reliably attributing results to WFP's programme, e.g., school attendance and nutrition of HIV and TB patients. In terms of the cash transfer system, the evaluation was conducted when the initially smooth-operating mVisa cash transfer mechanism had just experienced a major technical malfunction and system slowdown. As a result, many beneficiaries experienced delays and incorrect transfer amounts, and a number of local agents had serious differences with the financial service provider. While the problems were on their way to being resolved, it was not possible for the ET to view the entire process of system correction to completion. The recency and incomplete resolution of this problem at the time of the evaluation may have biased respondents' views on the mVisa mechanism overall. To mitigate this bias, the ET probed for input regarding the functioning of the mVisa mechanism since its inception. Second, the livelihood-oriented activities (grinding mill, gardening and rabbit production) had not yet begun; the ET discussion of self-reliance thus focused on approach, not implementation.

1.2. Country Context

9. Rwanda is a small, landlocked country covering 26,000 km² in the Great Lakes region of central Africa.²³ The country has made great economic and social strides and has experienced political stability following the end of the genocide in 1994. Despite these improvements, Rwanda remains a low-income, food-deficit²⁴ country, with an annual gross domestic product (GDP) of US\$7.89 billion, or US\$695.70 per capita.²⁵ Rwanda is

²² Annex 9, Team Composition.

²³ UNDP, 2008. Assessment of Development Results: Evaluation of UNDP Contribution

²⁴ FAO, 2015. Low-income and food deficit countries (LIFDC) – List for 2015

²⁵ World Bank, 2014. Data: Rwanda

the most densely populated country in Africa; in 2015, its population density was 445 people/km²,²⁶ with a total population of 11.34 million.²⁷

10. **Refugees in Rwanda.** Rwanda currently hosts over 140,000 refugees.²⁸ Mineral resource conflicts and political instability in neighbouring Democratic Republic of Congo (DRC) have resulted in decades of violence; Rwanda presently hosts over 74,000 Congolese refugees in a protracted situation.²⁹ In 2015, over 70,000 refugees fled rising political tensions in Burundi and sought refuge in Rwanda; another 30,000 are expected in 2016.³⁰ Rwandans who fled the country during the genocide have recently been returning. WFP served 9,338 returnees in 2015, 1,407 in early 2016.³¹ The majority of refugees settle in camps managed by the Ministry of Disaster Management and Refugee Affairs (MIDIMAR). Congolese refugees are found in Gihembe (North-West Rwanda), Kiziba (West), Kigeme and Mungombwa (South-West), and Nyabiheke (North-East). Burundian refugees are all housed in Mahama (East) where they receive food rations from WFP and non-food items from the United Nations High Commissioner for Refugees (UNHCR). For a breakdown of beneficiaries by site, see Annex 10.
11. Refugees have the right to work and compete for jobs in Rwanda, and to rent or even buy land, though neither practice is widespread; all can travel around the country for employment.³⁰ The camps have varying degrees of integration with the Rwandan population. Livelihood opportunities are limited and often related to external assistance, such working for NGOs or selling items to other refugees, who pay with the food or cash assistance they receive from WFP. Many others relocate on their own to urban areas such as Kigali and Huye, where they integrate with the Rwandan population but do not receive the same assistance packages from UNHCR and WFP. In conjunction with international, national, and local institutions, UNHCR is the lead agency managing refugee needs, including a three-month reintegration protocol for returnees.
12. **Economy.** Agriculture represents 39 percent of the country's GDP and 63 percent of foreign exchange earnings.³² Seventy percent of Rwanda's labour force is employed in agriculture³³ and the majority of the economy is based on subsistence agriculture.³⁴ Poor infrastructure and a lack of consistent access to electricity constitute major constraints to private investment; thus, the private sector remains largely informal.³⁵ Annual GDP growth has been high, averaging 7.2 percent since 2010,³⁶ but a Gini coefficient of 50.8 reflects high levels of income inequality.³⁷
13. **Food security and nutrition.** Food insecurity is prevalent in Rwanda, averaging 21 percent nationally,³⁸ with higher rates in rural areas. The highest rates of food insecurity persist in the northern and western areas.³⁹ Malnutrition rates, particularly stunting and

²⁶ NISR, 2015. Rwanda Statistical Yearbook

²⁷ World Bank, 2015. World Development Indicators

²⁸ This includes refugees residing in camps and those residing outside of camps.

²⁹ UNHCR, 2015. Rwanda Factsheet

³⁰ UNHCR, 2016. Burundi Regional Refugee Response Plan

³¹ Includes 9,388 returnees in 2015 and 1,407 from January to March 2016. Rwanda CO.

³² World Bank, 2013. Agricultural Development in Rwanda

³³ Feed the Future, 2015. Country profile: Rwanda

³⁴ UNDP, 2015. About Rwanda

³⁵ World Bank, 2015. Rwanda: Overview

³⁶ WFP, 2016. Rwanda: Current issues and what the World Food Programme is doing.

³⁷ UNDP, 2013. Human Development Reports: Income Gini coefficient

³⁸ NISR, MINAGRI, and WFP. CFSVA 2012

³⁹ USAID, 2014. Rwanda: Nutrition Profile

anaemia rates, are high across Rwanda and higher still in refugee camps. Stunting occurs in 24 percent of urban children and 41 percent of rural children.⁴⁰ Wasting occurs in two percent of children, with higher rates in rural areas. Maternal nutrition needs improvement; anaemia affects 20 percent of pregnant women.⁴¹ All the refugee camps have stunting rates above the 30 percent international threshold: Kigeme (34.8 percent), Kiziba (32.1 percent) and Mugombwa (30.3 percent)⁴² while Mahama camp, where newly arrived Burundian refugees are living, has even higher rates (44.6 percent). Across all Congolese camps, global acute malnutrition (GAM) rates are below five percent (except Nyabiheke, where GAM is 6 percent), thus meeting the acceptable threshold defined by the World Health Organization (WHO). In Mahama, the GAM rates decreased from 10.3 percent in May 2015 to 6.6 percent in October 2015.⁴³

14. **Public health, water and sanitation.** Life expectancy at birth for both men and women has increased by 19 years in the period 2000-2012.⁴⁴ However, public health and health care in Rwanda remain in need of significant improvements. Proper water, sanitation, and hygiene (WASH) practices are increasing but not universal. Lack of proper WASH facilities and practices contributes to increased morbidity and mortality, especially among children (e.g., diarrhoeal diseases and stunting are more prevalent where WASH facilities are poor).⁴⁵ UNHCR is advocating for refugees to be integrated into the Rwandan public health system, but the capacity of this system must be improved and scaled up in order to accommodate the needs of both locals and refugees.⁴⁶ Water access in refugee camps is limited. In Gihembe and Mugombwa camps, the nearest water sources are located 15 and 28 km away, respectively, so residents receive just 12 litres a day from UNHCR and cooperating partners. HIV prevalence in the Rwandan population is 3.7 percent among women and 2.3 percent among men;⁴⁷ among Congolese refugees it was six percent.⁴⁸
15. **Gender.** The mainstreaming of gender concerns into the government's economic and poverty reduction plan is guided by the National Gender Policy (2010).⁴⁹ Continued attention to gender in government and development programming is critical. In 2014, Rwanda ranked 80th out of 155 countries in the Gender Inequality Index (GII), scoring significantly better than the regional average for sub-Saharan Africa.⁵⁰ Still, 41 percent of women over age 15 have experienced physical violence; 22 percent have experienced sexual violence.⁵¹ Moreover, there is a significant "unmet need" for family planning – 19.3 percent in rural areas, and 17.3 percent in urban areas.⁵² Across Rwanda, though, gender equity indicators are improving: female-headed households accounted for 60 percent of the poor in 2005/06 but only 47 percent by 2010/11.⁵³ In refugee camps,

⁴⁰ DHS, 2014

⁴¹ The Republic of Rwanda, 2013. National Food and Nutrition Policy

⁴² UNHCR, WFP Rwanda and UNICEF. 2015. Standardized Expanded Nutrition Survey (SENS) Report, Rwanda.

⁴³ UNHCR, WFP Rwanda and UNICEF, 2015. (These are the latest GAM data available.)

⁴⁴ WHO, 2015. Rwanda: WHO statistical profile

⁴⁵ United Nations Rwanda, 2014. Social protection, water sanitation and hygiene

⁴⁶ UNHCR. 2015 UNHCR country operations profile - Rwanda

⁴⁷ UNAIDS/Rwanda Biomedical Center. 2013. Gender Assessment of Rwanda's National HIV Response.

⁴⁸ Based on a 2012 unpublished CDC study of 416 refugees. Centers for Disease Control. Congolese Refugee Health Profile. March 2016

⁴⁹ MIGEPROF, 2010. National Gender Policy

⁵⁰ UNDP, 2015. Human Development Report

⁵¹ National Gender Statistics 2014

⁵² NISR, MOH, and ICF International, 2015. DHS 2014-2015. (Document does not define "unmet need.")

⁵³ African Development Bank Group, 2012. Rwanda: New data indicate significant gains in poverty reduction

progress is slower. Gender-based violence (GBV) has been identified as a critical problem in refugee camps.⁵⁴ Girls engage in transactional sex to cover basic needs, leading to increased incidence of GBV, sexually transmitted infections (STIs), and unwanted pregnancies, which can lead to family abandonment.⁵⁵ Centres devoted to curbing GBV have been piloted by the Government of Rwanda and UNHCR in two camps and are open to refugees and host community members.⁵⁴

- 16. Education.** Due to the government's provision of 12 years of free basic education, net primary school enrolment is nearly universal at 96.6 percent.^{46, 26} However, net secondary school enrolment is just 36.4 percent.⁵⁶ The Rwandan school system is already strained, with a pupil-teacher ratio of 62 and a pupil-classroom ratio of 82. Refugees are admitted to local schools. To support attendance and learning, the WFP Country Programme (CP) provides universal feeding at schools that include refugee and host community children.
- 17. Refugee-host relations.** Refugee relations with host communities have both positive and negative aspects. Host community members are able to benefit from programmes designed for refugees, such as the school feeding programme⁶ and GBV centres. However, tensions remain in at least some areas regarding the long presence of the camps. For example, a study of the Munini community surrounding Mahama camp revealed tensions such as competition and conflicts over scarce resources, theft of food and firewood from home gardens and sharply-increased market prices for food due to constrained supply and increased demand. Further, the influx of people has overwhelmed existing water and sanitation facilities, putting refugees and the host community at risk for waterborne diseases and cholera outbreaks.⁵⁷
- 18. Government strategies.** The Government of Rwanda's Rwanda Vision 2020 is the country's overarching national plan covering food security, health, education, social protection and WASH. The plan aims to move the country to middle-income status by 2020. The Economic Development and Poverty Reduction Strategy 2, 2013 - 2018 (EDPRS)⁶ is another key contextual document for WFP's work in Rwanda. These are some of the main government policies relevant to this PRRO, along with the National Refugee Law,⁵⁸ which establishes definitions and protocols for refugee work and outlines the government's approach to social protection and emergency and disaster management as these relate to refugees. See Sec. 2.1 for a description of the PRRO's coherence with these and several other relevant government policies.

1.3. Operation Overview

- 19.** PRRO 200744 is a continuation of refugee support programs implemented by WFP since 1996 in partnership with MIDIMAR, UNHCR and NGOs, which implement most major activities. The programme is serving 74,100 refugees from the DRC, 71,000 Burundian refugees, and has provided food assistance to 10,745 returning Rwandan refugees.⁵⁹ The activities of the PRRO are general food/cash assistance to refugees and returnees; preventive and curative nutrition interventions tackling both acute and chronic malnutrition focusing on refugee children under 5 years of age, PLW and

⁵⁴ MIDIMAR, 2014. "One-stop centres to fight gender violence in refugee camps"

⁵⁵ WFP Rwanda UNHCR Joint Assessment Mission, Rwanda, 2014

⁵⁶ NISR, 2015. Rwanda Statistical Yearbook. Figures presumed to include refugees, as the schools are integrated into the national system.

⁵⁷ IFRC, 2015. Emergency Plan of Action: Rwanda: Burundi refugees

⁵⁸ Republic of Rwanda Ministry of Justice, 2001. Law Relating to Refugees

⁵⁹ 9,388 from 2015 and 1,407 from January to March 2016. Source: WFP Rwanda CO.

PLHIV; school feeding for primary/secondary schools as well as ECD, and self-reliance-promoting activities for refugees. Additional objectives promote gender equality and empowerment, protection, and partnership strengthening. The programme runs from January 2015 to December 2016. It is funded mainly by the United States, the European Union, and the United Kingdom, with additional funds from Switzerland. WFP also implements a Country Programme through which WFP supports the government's efforts to link smallholder farmers with markets, implements direct food assistance to fight chronic malnutrition and increase the resilience of vulnerable communities, and builds national capacity in vulnerability analysis and disaster risk reduction. WFP collaborates closely with other United Nations agencies in Rwanda as One UN in implementing the United Nations Development Assistance Plan (UNDAP), which is linked with Rwanda's Vision 2020 development plan and EDPRS-2 2013-2018.

20. WFP Rwanda has focused a lot of attention on two key programme features during the PRRO design and implementation period to date, which are essential to the remaining implementation period and are included in this MTE as cross-cutting issues: 1) cash transfers as the modality for providing food assistance, and 2) current and potential efforts by all partners to promote refugees' greater self-reliance. The self-reliance aspect demonstrates recognition that continued exclusive emphasis on humanitarian assistance in a protracted refugee situation becomes increasingly untenable. WFP, UNHCR and other partners are rethinking their approach in order to provide refugees with sustainable, long term solutions focused on self-reliance.

Evaluation Findings

2.1 Appropriateness of the Operation

21. This section describes the evaluation findings and conclusions relating to the first evaluation question, "How appropriate is the operation?"

Appropriateness to Needs

22. **Design and objectives.** The underlying strategy of the PRRO was formulated over the years through a series of consultative meetings with the Government of Rwanda, United Nations agencies, cooperating partners and beneficiaries.⁶⁰ The objectives respond to general food security needs of the refugee and returnee populations, the nutritional needs of children and other vulnerable groups, and the importance of reinforcing support to schools and education for safeguarding the future prospects of refugee children. The objectives draw on numerous assessments of the evolving conditions in the camps and the country as a whole, such as the 2014 Joint Assessment Mission (JAM). The 2014 evaluation of the cash transfer pilot⁶¹ informed plans to proceed with implementing the new modality. Significantly, the 2012 CP impact evaluation⁶² emphasized the need to focus more on self-reliance, including the use of food-for-work and cash-for-work programming, and promotion of secondary and vocational school for girls. These works confirm both the need for general food and livelihood assistance for the ongoing survival and well-being of the Congolese and Burundian refugee

⁶⁰ WFP Rwanda, 2016. Operations: Rwanda: Food and Nutrition Assistance to Refugees and Returnees.

⁶¹ Hackstein, K (2014) External Evaluation of WFP Rwanda's Cash Transfer Pilot in Gihembe Refugee Camp.

⁶² WFP Rwanda (2012) The Contribution of Food Assistance to Durable Solutions in Protracted Refugee Situations: its impact and role in Rwanda (2007–2011) - Vol. I Full Report

populations, and the need to reinforce local economies, strengthen host community relations, and begin to confront the reality of a protracted refugee situation in which humanitarian assistance cannot resolve all concerns.⁶³ This section continues with discussions of the appropriateness of PRRO objectives and activities.

23. A general comment should be registered that UNHCR projections of refugee populations (e.g., Burundians, returning Rwandans) have tended to be higher than the reality, and if contingency plans are in place, they are not referred to in project documents. Budget revisions refer to a scenario of larger numbers of Burundian refugees, yet it is not clear how the budget should be adjusted if numbers are lower. WFP does generally provide clarity in reporting Burundian refugees as opposed to Congolese, which helps set a discussion of funding shortfalls in context.
24. **General Food Distribution (Outcome 1.2.)⁶⁴:** The 2014 JAM concluded that self-reliance and income generation continue to be major challenges to refugee food security and well-being. The JAM's main recommendations were to develop a strategy to increase income generation in the camps and to continue to provide food and non-food assistance to refugees in Rwanda. Like its predecessor PRRO 200343 (2012-2014) and consistent with this recommendation, PRRO 200744 continues to have the objective of general support to food and livelihood assistance to Congolese refugees; it also encompasses Burundian refugees. This is appropriate to context because these refugee groups do not currently have alternatives: there is not a viable possibility of repatriation, they have few opportunities to support themselves, and the number that can be resettled is still limited. Currently, the refugees are largely dependent on food assistance: 79 percent of their income is from WFP assistance.⁵⁵ Nonetheless, there are differences in which activities are appropriate to different refugee sub-groups to help meet food and nutritional objectives. There are important differences in capacity and possibilities between long-term Congolese refugees, who have more employment opportunities (e.g., Gihembe) or access to land (e.g. Nyabiheke),⁶⁵ and the newly-arrived Burundians. Some refugee households have members that are able to work in and around the camp, or to travel away from the camp for temporary work, while others are more in need of complete livelihood assistance, such as those with chronic illness, unaccompanied children, female-headed households, and the elderly. Larger households were reported to benefit from economies of scale, being able to purchase large sacks of maize or rice at more economical prices. While some interventions described below do differentiate between these groups, the general food/cash assistance support generally does not. While a uniform value of the food/cash support is appropriate for the current programme, which does not have a clear self-reliance strategy, this may require revision in the future.
25. **Nutrition (Outcomes 1.1, 2.2)⁶⁶:** Nutrition activities were selected based on the 2014 JAM,⁵⁵ which included nutrition data from December 2013, and 20 years of WFP

⁶³ See Sec. 2.2 for a discussion of self-reliance.

⁶⁴ Objective 1: Meet the food and nutritional needs of refugee and returnee populations and treat acute malnourished children 6-59 months. Outcome 1.2: Stabilized or improved food consumption over assistance period for targeted households and/or individuals. Outcome 1.1 under this objective will be discussed in the subsequent discussion about nutrition objectives.

⁶⁵ See discussion in LEWIE study: WFP Rwanda and the UC Davis Temporary Migration Cluster (2015) Refugees and Host Economies: Findings from Three Congolese Refugee Camps in Rwanda.

⁶⁶ Outcome 1.1: Stabilized or reduced undernutrition among children aged 6-59 months. Objective 2: Prevent chronic malnutrition in children 6-23 months, prevent malnutrition while improving adherence to drug protocols of people living with HIV (PLHIV)

nutrition experience with refugees in Rwanda.⁶⁷ Given the high levels of chronic malnutrition (stunting) in Rwanda and WFP's global mandate to treat moderate acute malnutrition (MAM), the ET finds the objectives and corresponding activities appropriate. The 2014 JAM reports on the problem of chronically ill refugees; especially PLHIV and TB patients were having difficulties to obtain nutritious food to regain health and enable PLHIV to tolerate the medicine. Since these are serious life-threatening diseases, it is appropriate to support these treatments. Additional data from Standardised Expanded Nutrition Surveys (SENS) during PRRO implementation indicate that GAM rates in most of the Congolese camps are now within acceptable rates, while stunting and anaemia remain high. The recent influx of refugees from Burundi was not accounted for in the initial project design but the CO has responded with appropriate nutrition interventions – MAM treatment, Blanket Supplementary Feeding Programme (BSFP) for children under 5 years and Targeted Supplementary Feeding Programme (TSFP) for pregnant and lactating women (PLW) and PLHIV. In Mahama, MAM rates of 10.3 percent among Burundian children⁶⁸ and recognition of the particular nutritional needs of the elderly⁶⁹ prompted the inclusion of 60g of corn soya blend (CSB+) in the general food ration as a source of micronutrients in a generally deficient population.

26. ***School Feeding (Outcome 2.1)***⁷⁰: This objective related to education is to “...improve access and quality of education and health facilities in the refugee camps,” and the selected indicators of enrolment and retention do indicate what the focus is. The objective is appropriate for this context, as support for education should have a good return on investment, especially when children finish their schooling and contribute to self-reliance and family development. The activities intended to achieve this objective are school feeding and ECD activities (though the latter has been limited, in practice), but there is insufficient evidence that these are appropriate to the objective. The project document states an assumption that school feeding can especially improve girls' access to education, and that the high attendance rates observed are due to school feeding, but there could be other factors involved. It is true that attendance has been rising, and in 2011, attendance rates for primary school were 86 percent for boys and 87 percent for girls,⁷¹ while by 2014 the rates had reached between 94 to 99 percent among the different camps. But at the same time, this is in the same range as the Rwanda average rate of 96.6 percent⁴⁶, and there could be other factors in the country which have promoted enrolment. Secondary school rates were lower than primary ones, ranging from 18 percent in Kigeme to 80 percent in Kiziba, but still favourable compared with secondary school enrolment in Rwanda as a whole at 36.4 percent.²⁶ This suggests that school feeding could be an important factor in enrolment, though it is instructive also to look at the actual barriers to enrolment. The 2014 JAM reported obstacles to secondary education retention including expenses, distance from home, and lack of employment

receiving antiretroviral treatment (ART) and TB patients, and improve access and quality of education and health facilities in the refugee camps. Outcome 2.2: Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–23 months, pregnant and lactating women (PLW), and school-age children

⁶⁷ WFP began supporting Congolese refugees in 1996 in Kiziba Camp.

⁶⁸ UNHCR and WFP Rwanda. 2015. Results of May 2015 SENS in Mahama Refugee Camp. May 2015.

⁶⁹ Private communication from CO.

⁷⁰ Outcome 2.1 Improved access to assets and/or basic services, including community and market infrastructure

⁷¹ WFP Rwanda. 2011. Rwanda Pre-JAM Household Assessment Report.

prospects. Girls were at higher risk of dropping out of school, due to factors such as early pregnancy and the need to support the household economy. Many of these factors appear to be independent of school feeding, therefore the justification was less thorough than with other programme areas, particularly for secondary school students, who have many barriers to enrolment unrelated to school feeding. The ET finds that rather than assume that school feeding is the principal determinant for enrolment and retention, and taking this as the justification for continuing it, this issue requires more analysis and verification than has apparently been the case in the past.

27. **Self-reliance:** This section discusses self-reliance as a project component with an important if somewhat unclear status in PRRO 2007⁷². The project document discusses self-reliance in the narrative and lists it as a general objective, and arguably, it fits as part of Outcome 2.2 in relation to improved access to assets and services and community infrastructure. No specific intervention for self-reliance is outlined, however, nor does the document specify beneficiary numbers, food/cash requirements, or specific indicators.
28. In the past, livelihood strengthening for a protracted operation has not been a mainstream WFP area of work, and there has not been a straightforward approach to tackle this sizeable challenge. It is important to acknowledge other ways of responding to a need for self-reliance promotion. For example, some consider cash-based transfers (CBT) to be an important step towards livelihood promotion, as having cash circulate would stimulate business activity and employment.⁷³ Some literature refers to personal empowerment effects for women, in areas such as greater knowledge, more proactive approaches to problem solving, and improved self-esteem – though these may be more ambiguous and evidence is still not clear.⁷⁴
29. • **Lessons from partner interventions:**⁷⁵ American Refugee Committee (ARC) and Africa Humanitarian Action (AHA) have historical and ongoing livelihood projects that seem to operate on two scales. ARC's Village Savings and Loan Association (VSLA) intervention has incorporated many refugees, up to 1,000 participants (representing potentially approximately 5,000 household members) in some camps, with some degree of sustainability. It has a wide impact in terms of social benefits, judging from partner reports and from several groups the ET met with, but what is also clear is that there is less of a focus on using savings for investment.⁷⁶ The ARC livelihood specialist also reports that the approach is under review.
30. Other smaller-scale interventions have had significant benefits for several dozen participants per camp, including tailoring or hair-cutting cooperatives. These benefit in some cases from business generated directly from external investments (e.g., the tailors supply school uniforms, paid for by UNHCR), which is a helpful way of multiplying the benefits from these cash infusions. Rabbit rearing and kitchen garden activities appear to have both nutrition and livelihood outcomes, if profitability can be proven. The

⁷² The MTE TOR stipulated that the ET focus on the appropriateness of *self-reliance activities and other opportunities for supporting the livelihoods and self-reliance* of the various groups: i) Rwandan returnees; ii) newly arrived Burundian refugees; and iii) long-standing refugees.

⁷³ UNHCR CO, personal interviews.

⁷⁴ ILO. 2013. Cash transfer programmes, poverty reduction and empowerment of women: A comparative analysis. GED Working Paper 4/2013.

⁷⁵ The MTE TOR asks for a review of partner interventions, which should be a foundation for any WFP involvement.

⁷⁶ One businessman, encountered during random transect walks, was an exception: he had started up his business using VSLA savings.

gardens observed in Kiziba that are managed by individuals appeared to be well-kept, though they depend on continued support from the NGO to pay for seeds. The rabbits being reared in Kiziba are on a household basis and respondents spoke of having maintained and benefited from the activity for several years, mainly for consumption. Rabbit rearing was also observed elsewhere as operated by cooperative groups, and though they reported that it was highly beneficial, the income per member per month was less than the value of the food ration. The method also needed some review, as the rabbits were not provided water, which is not the recommended practice. Calculations using information from AHA staff and external sources suggest that the income could be considerable if using improved feeding practices, even using locally available foods. Most of the livelihood interventions have undoubted benefits in terms of helping refugees be more active and take concrete steps towards self-reliance, which would help them in their current refugee situation and in the future.

31. Like WFP, UNHCR is starting to look at its programme through a self-reliance lens. As part of its global strategy on livelihoods, UNHCR has recently recruited a livelihood advisor and is preparing a strategy for Rwanda. UNHCR aims to secure agreements directly with larger Rwandan or international businesses to operate in or close to refugee camps and sell items that would comprise part of the non-food items provided with external assistance. It is also seeking partnership with private companies that promote small business activities. UNHCR has also reached an agreement with ARC to build on some of its existing approaches. UNHCR is in a position to take a lead on livelihoods, but clearly requests the full engagement of WFP in continuing its ongoing commitment to refugees, particularly through CBT, and working jointly to find approaches that promote greater self-reliance.
32. • **Self-Reliance Activities and Options:** Ideally, this PRRO would have shown a more visible commitment to linking the WFP food security objectives to a livelihood focus. The position today is not much different from 2011, when an evaluation noted that despite a policy on self-reliance, both WFP and UNHCR continued to prioritise relief, care and maintenance due to funding constraints.⁶² However, given the same funding limitations, the same limited land and employment opportunities, and the fact that the core responsibility for refugees' wellbeing and livelihoods is held by UNHCR, it is understandable that this has not happened to date. As it seeks to define an appropriate self-reliance approach, the cash transfer system provides at least part of an appropriate avenue for learning.⁶⁵
33. In terms of specific activities within PRRO 200744, WFP planned to implement grinding mills in Mahama and Mugombwa, and rabbit rearing and garden activities were included in the nutrition education and counselling (NEC).⁷⁷ The grinding mill was to be operated by cooperatives as a small business; it is appropriate because it meets a real demand and uses aid financing to support business activities in parallel, similar to what other partners have done. Rabbit rearing and gardening have nutritional benefits (rabbit venison is high in protein, and the vegetables promoted are diverse) and are equally appropriate as self-reliance activities, giving participants a positive vocation to use as a stepping stone for more improvements in their lives. While the income or consumable food from this type of intervention is not likely on a scale that would completely replace the value of the food or

⁷⁷ Since these have not yet started operation, there is very limited discussion of them in Sec. 2.2.

cash ration, it is potentially an important form of livelihood support. The rabbit rearing and gardening activities are part of the NEC component and therefore the beneficiaries are supplementary feeding programme participants.

34. Other activities relevant to self-reliance may have been possible but were not incorporated into the PRRO, including food or cash for work, which is in the WFP country strategy.⁷⁸ Community asset creation and rehabilitation was envisaged under the CP and is being implemented there.
35. **Gender:** The cross-cutting objective of improved gender equality and empowerment is appropriate for the Rwanda refugee camps: WFP JAM and project documents highlight a number of key gender factors, some of which are built into the design. These include exploitation of/ violence against women and girls, their perceived obligation to engage in transactional sex due to economic need, school drop-out rates, early pregnancy, challenges of pregnant women in food distribution,⁷⁹ the particular vulnerability of women-headed households to indebtedness and exploitation, the negative effect on PLW of reducing meals as a coping strategy, and the gender sensitivity of cash transfers.⁶ The indicators for household decision-making regarding rations are appropriate, in that they emphasize women's empowerment but also measure change in women's joint decision-making with their husbands. As discussed elsewhere, the gender aspects of cash transfer are complex, and though gender training did not start at the beginning of the PRRO, the project is now gearing up to address these more fully. In terms of early pregnancy, school dropouts and livelihood issues, the 2014 JAM suggested different interventions to address them such as vocational training and advocacy for reproductive health, which were not included in the PRRO design due to a lack of funding and mandate.
36. **Protection and accountability to affected populations:** This objective is important, especially in a context with a violent past, such as the context that gave rise to the refugee flows addressed by this PRRO. In camps receiving food assistance through a cash transfer mechanism, WFP has a complaints and feedback mechanism run by World Vision International (WVI). In camps receiving in-kind assistance, a suggestion box is run by Adventist Development and Relief Agency (ADRA) and UNHCR and a verification desk at distribution handles certain registration and ration size issues. In Mahama, an accountability desk is also reported to be present at the sub-camp level of the village (there are 24 such units) run by Save the Children. While it is positive for Mahama refugees to have recourse to an independent complaints mechanism, the overall Mahama distribution committee still brought concerns up to the ET that suggested a need to strengthen the system. The ET also found that more could be done to improve the accountability to the community, ensuring, e.g., that camp committees in cash camps are aware of what is being done to follow up on concerns they have raised. The objective on accountability would be clearer in both strategic and operational terms if indicators were defined to understand its concrete implications and to monitor progress.

⁷⁸ WFP Rwanda Country Strategy, 2013-2018.

⁷⁹ JAM 2014.

37. **Partnerships⁸⁰:** This objective implies having partners co-invest in the project, beyond merely being intermediaries for delivering assistance to beneficiaries. The ET finds this objective highly appropriate, as multi-level and local collaboration is needed to address the complex issues in a protracted refugee situation.

Transfer Modalities

38. **In-kind food assistance:** This has been an effective modality in past PRROs as a means of providing food in refugee camps that are often remote and without ready access to food markets, and as a method for reaching all intended beneficiaries. Its gradual replacement during PRRO 200744 by CBT is appropriate to the shifting approach to refugee assistance in protracted situations: it gives beneficiaries greater control over the type of food they eat, incorporates more empowerment and dignity into the assistance provision system, and has multiplier benefits for refugee welfare and poverty reduction.⁶⁵ In-kind distribution is used in Mahama with recently-arriving Burundian refugees, which seems the most appropriate way to ensure that food supplies reach a dynamic population in a context where WFP has not yet been able to put in place arrangements for cash transfers. A transition to CBT will be considered in the remaining food camps after the current problems with the mobile banking platform have been resolved, and market studies have been done.
39. Three months of in-kind food assistance is also provided as a settling-in food security package for Rwandan refugee returnees. There is an argument to make for providing in-kind food to returnees, since they are only passing through the transit camps briefly as they arrive in country and return to their home communities across the country. Indeed, interviews with some returning Rwandan refugees suggest that the food ration is highly beneficial to them, and they appreciate the transport provided for them to their chosen destinations. Nonetheless, carrying a three-month food ration from a transit centre across the country is probably not an ideal solution, and alternatives could be considered – particularly with steady or increasing numbers of returnees in coming years – such as providing cash, depositing cash into returnees’ bank accounts, or a combination of in-kind assistance for the first month, then cash into a bank account once settled.
40. **Cash transfers:** The decision to implement CBT in some of the Congolese refugee camps was based on a number of comprehensive assessments and a successful pilot project implemented in 2014 during PRRO 200343. The 2011 pre-JAM⁷¹ recommended that WFP consider alternative ways of providing food assistance and suggested that opportunities for developing cash or vouchers be explored. An estimated 20 percent of food aid was sold under poor terms of trade to finance other needs, and this sale comprises 60 percent of household income;⁵⁵ it was deemed more efficient to provide cash directly. Following the JAM, with support from the WFP Regional Bureau, multiple assessments were undertaken and a pilot cash project began in Gihembe camp in January 2014 in partnership with MIDIMAR, UNHCR, Bank of Kigali, Visa, AirTel, and World Vision International. An external evaluation deemed the pilot a success, concluding it had increased effectiveness, efficiency and sustainability of the project.⁸¹

⁸⁰ Food assistance interventions coordinated and partnerships developed and maintained (corporate-level objective).

⁸¹ Hackstein, K (2014) External Evaluation of the WFP Rwanda’s Cash Transfer Pilot in Gihembe Refugee Camp. PRRO 200343. WFP. 2015. Project Document: Protracted Relief and Recovery Operation Rwanda PRRO 200744.

41. Appropriately, before expanding, the WFP RB conducted a comprehensive feasibility study⁸² to review the potential modalities for providing cash transfers. Decisions on which camps were appropriate for piloting and utilizing CBTs were based on the length of time refugees had been in camps and the market availability and accessibility surrounding the camps. A weighted ranking system identified the existing mVisa solution as the most appropriate option, followed by a multiple-wallet solution. The mVisa platform was therefore used for the expansion of the CBT during PRRO 200744.
42. Since the value of the cash transfer was initially determined in June 2013, it was appropriate that this be reviewed before expanding to other camps in 2015. During the pilot, beneficiaries received 6,300 Rwandan Francs (RFr) per person per month plus a 295 RFr withdrawal fee in lieu of direct food assistance. Regular review of the value has found that this amount remains sufficient to purchase the general food/cash assistance basket in all the Congolese camps, even taking account of regional price differences.⁸³ The price of maize has decreased and at the time of the evaluation, the value of the general distribution food basket is approximately 5,500 RFr per person per month. In general, the ET finds the design of the CBT modality to be appropriate and responsive to the needs of beneficiaries.

Targeting

43. The general food/cash assistance intervention targets all refugees registered with MIDIMAR/UNHCR who maintain regular residence in the camps and Rwandan returnees in transit centres. Challenges exist related to excluding unregistered refugees. The potential for this type of exclusion error should have been flagged in the project formulation phase⁸⁴ as a risk to monitor and mitigate in conjunction with UNHCR and MIDIMAR: the 2014 JAM clearly discussed that legitimate refugee cases were not being processed in a timely manner at that time. An estimated 9,000⁸⁵ refugees lacked status (seven percent of current beneficiaries), and the ET met informally with unregistered women refugees who had been in the camp for years in some cases: some stated they were not registered simply because they were not in the camp when registration was done. This is a particularly vulnerable group, at risk of being pulled into undesirable activities. While it is undeniable that careful screening must be done and at times the applications of some asylum seekers require more time, speedy resolution of the bulk of these cases is in the interest of everyone. UNHCR officials stated that while it was foreseen that regular registrations would take place, there had not been one for more than a year. This group constituted the most significant targeting problem for the PRRO, and though WFP does not have the primary responsibility for screening and registering them, WFP should be proactive and define a strategy for handling the situation.⁸⁶ To its credit, the CO has been following this closely and at the time of the MTE there appeared to be progress toward resolving the situation.

⁸² WFP Rwanda (June 2014) Feasibility study

⁸³ The average cost of the general distribution basket in the cash camps in October 2015 (latest data) was RFr 5,385. For the Congolese food camps, the average value of the general distribution basket was RFr 5,423 (WFP data provided by CO).

⁸⁴ One would expect to see evidence that it was under discussion, but it does not receive a mention in the PRRO formulation mission findings.

⁸⁵ WFP Rwanda personal communication.

⁸⁶ See also discussion under Outcomes Partnership

44. All children in primary or secondary schools at or near camps are targeted for school feeding, including refugees and host community students. This is appropriate from the perspective that including host community children promotes good will and relations between refugee and host communities; in contrast, to deselect host community children could harm already-sensitive relations. Moreover, most refugee and host community households are vulnerable to food insecurity. In addition, as a practical matter, it would be logistically challenging to provide school food to sub-groups within the school population. Also, a common opinion expressed by FGD participants related to school feeding targeting, is the pre-school population should receive school feeding, and that while primary school students should be retained, it was less important for secondary students. An ECD intervention was originally part of the project design, but it was deprioritized due to funding shortfalls, while feeding to both primary and secondary schools continued. Given the strong opinion of community members, and different factors associated with secondary school retention, the ET considers the decision to continue feeding in secondary schools to have been insufficiently substantiated.
45. Targeting for nutrition interventions is based on nutritional status and /or programme specific criteria (e.g., HIV status, pregnancy). Curative TSFP is intended for children under 5 with MAM, BSFP is for PLW and children aged 6-23 months, and HIV and TB clients are identified through the health centres to receive a take-home ration to supplement their treatment. Stunting, anaemia and GAM are persistent in the region and the camps, and HIV and TB are also prevalent. Targeting nutrition interventions to these groups is appropriate in the Rwanda refugee context.

Coherence with WFP Strategic Plan, policies and normative guidance

46. **Coherence with WFP Corporate Strategy:** PRRO 200744 is aligned with WFP Strategic Objectives (SO) 1, “save lives and protect livelihoods in emergencies,” and 2, “support or restore food security and nutrition and establish or rebuild livelihoods in fragile settings and following emergencies.” WFP Rwanda’s shift in recent years⁸⁷ from in-kind food assistance to a cash transfer model in the PRRO aligns with WFP’s Cash and Voucher Policy, which increases people’s capacity to manage risks, enhance their livelihoods and improve their nutritional status. Among advantages anticipated are that it allows them to prioritize needs, reduce costs, and increase market activities.⁸⁸
47. School feeding contributes to WFP Strategic Objective 2, “to improve refugees’ access to and the quality of education and health facilities in the refugee camps.”⁸⁹ WFP’s vision is to reduce hunger among schoolchildren so that it is not an obstacle to their development. The WFP School Feeding Policy (2013) specifies, “WFP will focus increasingly on helping countries to establish and maintain nationally-owned programmes linked to local agricultural production. In countries still requiring WFP’s operational support, it will implement school feeding programmes with clear hand-over strategies, where appropriate.” While WFP is doing this through its Country Programme, working with the Government of Rwanda to transition to a Home Grown School Feeding model, this has not yet happened for the refugee camps.

⁸⁷ WFP Rwanda has been providing food assistance to Congolese refugees since the opening of Kigeme camp in 1996.

⁸⁸ WFP Cash and Voucher Policy, 2008. According to the corporate directive (2011/004), the rationale for the choice of transfer modality (in-kind, cash, vouchers or any combination of these) in every operation should be the most appropriate and effective alternative.

⁸⁹ WFP Strategic Framework 2014-2017

48. The PRRO is also consistent with WFP's global mandate to treat MAM through targeted supplementary feeding programmes (TSFP) using the Integrated Management of Acute Malnutrition (IMAM) approach. However, with GAM rates in many camps now within acceptable rates, MAM treatment is no longer the priority and the focus should be on reducing the high stunting and anaemia rates. In addition to the corporate indicator of Food Consumption Score (FCS), the CO has appropriately included Household Dietary Diversity Score (HDDS) and Coping Strategy Index (CSI) to assess the outcomes of cash assistance. This is coherent with the WFP Nutrition Policy,⁹⁰ which emphasizes a greater focus on nutrition across operations. The policy recognizes that WFP is part of a multi-stakeholder global effort to achieve an integrated and comprehensive response to undernutrition. The specific objective of the PRRO was to reduce acute malnutrition, which is consistent with Strategic Objective 1. The focus on maternal and child health and the critical 1000-day window is consistent with WFP Nutrition Policy and WFP's commitment to the Scaling Up Nutrition (SUN) Initiative.⁹¹ PRRO support to people living with HIV/AIDS and TB is coherent with the WFP HIV/AIDS Policy (2010), which advocates provision of a food-based safety net for all HIV clients regardless of their nutritional status.
49. WFP's global commitments related to livelihoods are numerous, such as the WFP Gender Policy commitment to use its food assistance to support income-generating activities for women and girls. The economic empowerment of women is a key aspect of the WFP gender policy and national policy. It could be strengthened with a greater focus on women's cooperatives, job creation and access to finance. Other aspects of the gender policy are generally reflected in the PRRO's provisions for empowering women's decision-making over food assistance, while GBV and other selected gender aspects are not completely covered.⁹² WFP's Enabling Development policy acknowledges the potential for dependency, and emphasizes the targeting of aid, the active participation of women, and the participation of community, local and national government in selecting and managing activities. The WFP Policy on Building Resilience for Food Security and Nutrition (2015) aims to build "the capacity to ensure that shocks and stressors do not have long-lasting adverse development consequences." There is also a clear policy orientation in the partnership between WFP and UNHCR toward assisting long-term refugees in attaining self-reliance;⁹³ numerous reviews have emphasized the need for this.⁶² WFP and UNHCR are developing a strategy on long-term solutions in refugee settings, which also will emphasize livelihoods.⁹⁴
50. **Coherence with government policies:** WFP works within the Government of Rwanda's very clear framework for managing refugees, articulated within the National Refugee Law. This law, among other things, grants recognition and establishes a legal basis for international agencies to assist refugees. It gives them permission to work and encourages them to secure a livelihood.
51. MIDIMAR ensures the integration of all departments of the government with respect to refugees. The ET noted numerous examples of government capacity to provide

⁹⁰ WFP Nutrition Policy, 2012 WFP/EB. 1/2012/5-A.

⁹¹ SUN focuses on the 1,000-day approach from pregnancy to 24 months. Rwanda joined the SUN network in December 2011.

⁹² See discussion on Gender Outcomes in Sec. 2.2.

⁹³ WFP and UNHCR. 2002. Global Memorandum of Agreement.

⁹⁴ Personal communication, WFP Policy and Programme Division.

leadership and establish a firm basis for WFP's work in food and nutritional security for refugees. Aspects of the PRRO align with Rwanda's Vision 2020 and Economic Development and Poverty Reduction Strategy, in terms of reducing poverty, promoting education and health. At the operational level, WFP coordinates very closely with the MIDIMAR Camp Manager, District Mayor and Council to ensure the security of refugees, manage relations with host communities, and resolve problems.

52. The United Nations promotes the deepening of democracy, citizen participation and accountable governance in Rwanda,⁹⁵ and the Government of Rwanda, in its Community Development Policy, calls for far-reaching measures to promote community participation. It lays out a standardized pattern for local institutions starting from the household and *umudugudu* (neighbourhood) and extending through cells, sectors, district and central government. This is applied in an adapted form to the refugee context; the PRRO cross-cutting objective on protection and accountability responds to this, in part. Project documents do not specify the role of refugees and their institutions in the project formulation.
53. The Government of Rwanda has committed to improving nutrition through its multi-sectoral National Food and Nutrition Policy.⁹⁶ The policy includes ongoing programmes to sustain a low prevalence of severe acute malnutrition (SAM) and micronutrient nutrition but also calls for more innovative and aggressive action on anaemia prevention – especially among children under two years and pregnant women. It also calls for sustained and enhanced efforts on nutrition and HIV/AIDS. The nutrition interventions included in the PRRO align well with these government priorities. The protocol for the treatment of MAM follows the Ministry of Health (MoH) National Protocol for the Management of Malnutrition. The MoH is in the process of reviewing these protocols, and WFP has taken the lead in the revision of the MAM protocol. New protocols should be available around June 2016, and WFP will be responsible for ensuring that the cooperating partners receive training in the new protocol. All the nutrition interventions are coherent with the interventions implemented through the government-run health centres outside of the refugee camps. They also help address maternal malnutrition and stunting, which are a focus of the Government of Rwanda campaign to promote optimal nutrition during the critical 1000-day period (from conception to two years of age).⁹⁷
54. Since 2012, the Government of Rwanda and WFP,⁹⁸ through the CP, have been working on a transition to a Home Grown School Feeding (HGSF) model to replace the traditional food distribution model of school feeding in four districts: two in Southern region and two in Northern. The HGSF programme hands the responsibility of school feeding over to the districts and schools to procure food locally. The current school feeding model in the PRRO, where WFP is the sole provider of food for school feeding, is no longer consistent with this new direction, particularly in the secondary schools outside the refugee camps. The challenge is that refugee families' ability to contribute to costs has been very limited, though in the future – with a greater emphasis on livelihood

⁹⁵ United Nations Rwanda, 2014.

⁹⁶ Republic of Rwanda Ministry of Health, 2013. National Food and Nutrition Policy 2013-2018

⁹⁷ Republic of Rwanda Ministry of Health, 2013. "Rwanda launches a unique intervention '1,000 days campaign in the land of a 1,000 hills' to combat Malnutrition."

⁹⁸ Presentation on Home-Grown School Feeding Programme: Developing Local Agriculture, Nourishing Young Minds -- Presenter: Dr. Habimana Fabien. Director General of Science, Ministry of Education. February 2014

strengthening – increasing numbers of households can and should make modest contributions. Women’s representation and participation in decision-making bodies (e.g., camp-wide and/or issue-specific committees) is aligned with international and national commitments to gender equality and women’s empowerment, as well as the Rwandan constitution, which requires at least 30 percent of decision-making positions to be held by women.⁹⁹

55. **Coherence with United Nations system-wide commitments:** PRRO 200744 is coherent with international commitments for support to refugees, such as the 1951 United Nations Convention 1967 Refugee Protocol. The programme also aligns with Millennium Development Goals 1, 2, 4 and 5, and with Sustainable Development Goal 2. The programme objectives¹⁰⁰ state that it supports United Nations Zero Hunger Challenge pillars of zero children less than two stunted and “100 percent access to adequate food year round”, though there is need for clarification on what WFP Rwanda can feasibly provide as opposed to what is a long-term aspiration, and consistency in the way this is stated in reports, websites and other communications.¹⁰¹ The PRRO observes the Convention for Elimination of all Forms of Discrimination against Women (CEDAW) and the Gender Equality and Empowerment of Women (GEEW) policy. For example, the PRRO supports many of corporate commitments to gender by 1) providing food assistance to PLW, children under five and adolescent girls, 2) encouraging women to be the food ration holders, according to the judgment of the households, and ensuring they are not put at risk of abuse as a result of this, 3) continue facilitating the participation of women in food committees, and 4) supporting access to education and reducing the gender gap in primary and secondary education.
56. **Coherence with partners in Rwanda.** WFP Rwanda’s refugee operation is consistent with the EDPRS-2 and works within the framework of the 2013-2018 United Nations Development Assistance Plan (UNDAP),¹⁰² with programmes jointly designed and implemented through one funded work plan. Technical integration occurs in many areas such as nutrition and gender, and WFP participates in these working groups. PRRO 200744 supports UNDAF Outcome 1.2 related to adding value in the agriculture chain and supporting exports, given the large volume of commodities it purchases, both through standard procurements from Rwandan wholesalers, and through P4P, which comprised approximately 10 percent of PRRO purchases in 2015.¹⁰³ With CBT, by redirecting resources to district-level merchants, the programme is lending further dynamism to the agricultural economy, potentially leading to multiplier effects.⁶⁵
57. UNHCR and WFP have a Memorandum of Understanding (MOU) for bilateral collaboration on food assistance, joint assessments and nutrition surveys in relation to refugees, asylum seekers, and returnees.¹⁰⁴ As such, WFP’s coordination with them is

⁹⁹ Constitution, Article 9 [4]. Quota Project: Global Database of Quotas for Women. <http://www.quotaproject.org/uid/countryview.cfm?CountryCode=RW> Accessed 3 May 2016.

¹⁰⁰ PRRO Project document, paragraph 19.

¹⁰¹ There is a lack of clarity regarding what the project actually provides in this regard, particularly since the WFP Rwanda website states on its home page: “registered refugees in camps receive monthly food rations to meet 100 percent of their needs.” This appears to be an aspiration aligned with the ZHC goals, since in its 2015 SPR report, WFP Rwanda refers to this ZHC pillar as “100 percent access to adequate food all year round.” Some WFP staff state that the ration cannot be expected to do this.

¹⁰² UN. 2013. Rwanda UNDAF 2013-2018 Results Framework.

¹⁰³ WFP Rwanda Supply Chain department personal communication.

¹⁰⁴ WFP and UNHCR. 2011. Memorandum of Understanding Between the Office of the United Nations High Commissioner for Refugees (UNHCR) and the World Food Programme.

central to the PRRO. While the initial approach to the refugees in Rwanda was to temporarily meet their humanitarian needs, UNHCR has recognized that refugees stay in host countries for an average of seventeen years,¹⁰⁵ and the agency seeks to help displaced people become economically active.¹⁰⁶ WFP has been liaising with UNHCR to adapt its approach as well. The crucial relationship with UNHCR for PRRO 200744 is consistent and positive, grounded in an ongoing series of JAMs and regular coordination meetings. There was some ambiguity in the roles for food distribution and accountability lines with implementation partners, an issue WFP has recognized and is working on. Notwithstanding these minor issues, generally excellent working relations between WFP and UNHCR form an effective basis for camp management.

2.2. Results of the Operation

58. This section discusses findings regarding the second evaluation question, “What are the results of the operation?”

Attainment of Outputs

59. **General food and cash distribution.** As of January 2016, the PRRO reached 71 percent of planned general distribution (in-kind and cash) beneficiaries overall (Table 1). There are more females (68,946) than males (62,463), which is to be expected given that there are also more females among the general population.¹⁰⁷ There was however a somewhat different actual gender ratio among beneficiaries than was planned, with males comprising almost half of the beneficiaries.¹⁰⁸ Actual versus planned ratios for general food/cash assistance were higher in 2012-2014 (close to or above 90 percent) as the refugee populations were relatively stable, and the lower actual versus planned ratios in 2015 are mainly due to fewer-than-expected Burundian refugees.

Table 1: Beneficiary numbers: planned vs. actual, by activity (2015)

	Planned			Actual			% achieved
	Male	Female	Total	Male	Female	Total	
General food/cash assistance	83,250	101,750	185,000	62,463	68,946	131,409	71%
School feeding (on-site)	35,721	37,179	72,900	17,558	17,173	34,731	47.6%
MAM Treatment	1,813	1,887	3,700	1,546	1,709	3,255	88%
Prevention of Acute Malnutrition	10,300	9,700	20,000	7,311	6,983	14,294	71.5%
Prevention of Stunting	1,584	8,716	10,300	2,645	11,219	13,864	134.6%
HIV/TB: Care & Treatment	452	553	1,005	382	842	1,224	121.8%
Total	133,120	159,785	292,905	91,905	106,872	198,777	67.9%

Source: WFP PRRO 200744 Standard Project Report (SPR) 2015 and Budget Revision 2 (2015). Additional calculations by TANGO International. General distribution figures include all refugees who receive general food distribution (GFD) or CBT, including those who simultaneously participate in other activities.

¹⁰⁵ UNHCR Rwanda personal interview, 7 March 2016

¹⁰⁶ UNHCR. 2014. Global Strategy for Livelihoods.

¹⁰⁷ Disaggregated figures from SPR 2015. The actual population of males and females in the refugee camps was not available at the time of reporting. Gihembe has 7743 females and 6496 males.

¹⁰⁸ Comparing actual/planned ratios for general food/cash assistance to previous years, rates were much higher: 92.1 percent in 2014 (90.2 percent for females and 94.5 percent for males); in 2013 and 2012 these figures were also close to or above 90 percent (SPRs 2014, 2013, 2012). This was however a relatively stable period which did not include as large an influx as in 2015.

60. The percent achievement differed by beneficiary category (Table 2): 97.5 percent for Congolese refugees, 48.9 percent for Burundians, and 93.36 percent for Rwandan returnees (Table 2). The percentage reached for Congolese camp refugees is within a normal variation, as numbers vary from month to month, even when new refugees are not arriving in any significant numbers. Numbers can vary due to birth, death, international resettlement, and movement outside of the camp for employment or other reasons. The budget was revised to make a provision within the PRRO to assist the Burundian refugees who had been previously assisted through the IR EMOP. The second BR was to extend the assistance for 2016; the level of assistance was aligned with the regional refugee response plan.¹⁰⁹ Fewer Burundians arrived than the estimates, which explains much of the discrepancy between planned and actual figures for Burundian beneficiaries.

Table 2: Beneficiary numbers: planned vs. actual, by target population

	2015 Target	2015 Actual	% achieved
Congolese Camps	75,000	73,126	97.5%
Burundian Camps	100,000	48,947	48.9%
Total Camp refugees	175,000	122,073	70%
Rwandan Returnees	10,000	9,336	93.36%
Total general distribution (food/cash assistance)	185,000	131,409	71.0%

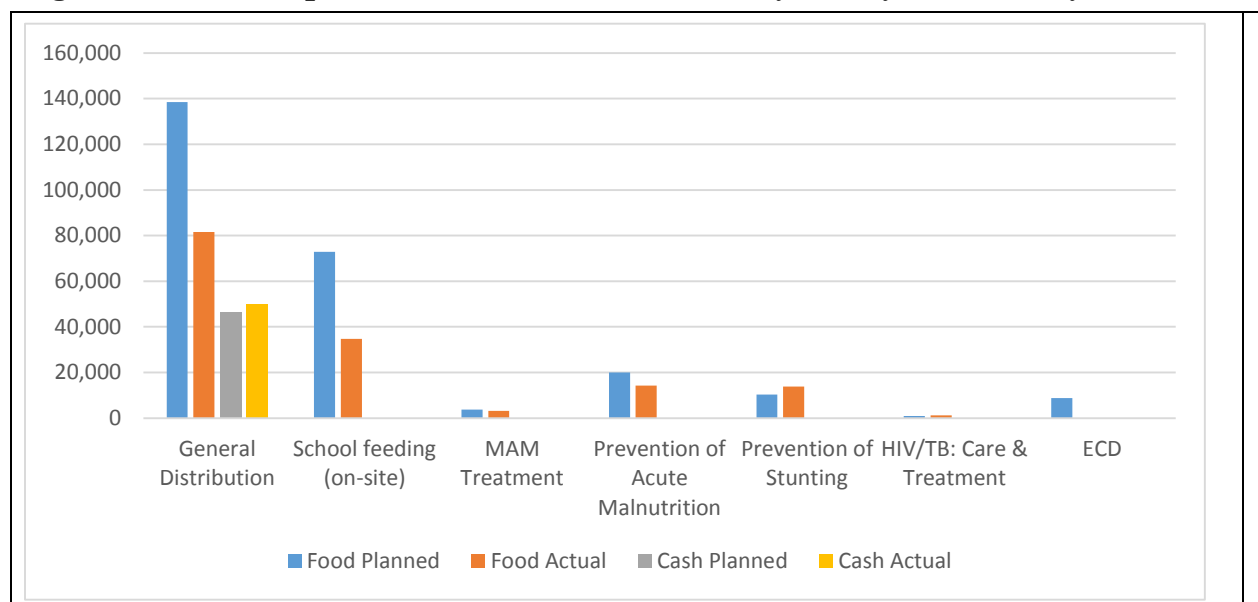
Source: WFP Rwanda CO, per ET inquiry

61. A high number of unaccompanied child refugees was recorded in Mahama, numbering 1,096.¹¹⁰ Interviews revealed that this was common due to the participation of children in political demonstrations in Burundi, and that they were targeted with violence and forced to flee in large numbers. WFP responded effectively to the situation, along with Plan and other partners, such as devising arrangements to help them plan the use of their rations.
62. Figure 1 (next page) shows the breakdown of beneficiaries by activity, also differentiating by cash versus in-kind modality.

¹⁰⁹ The budget revision revised planned numbers upward to 175,000 camp refugees and 10,000 for returnees.

¹¹⁰ UNICEF. 2016. Rwanda Humanitarian Situation Report.

Figure 1: Number of planned and actual beneficiaries by activity and modality



Source: WFP Rwanda PRRO 200744 SPR 2015

63. ***In-kind:*** Table 3 shows general food distribution (GFD) food tonnage distribution in metric tonnes (MT). As discussed above, the actual percentages of commodities delivered are low due to Burundian refugee numbers being lower than expected.

Table 3: Planned vs. actual food (MT) distributed by commodity

Commodity	Planned (MT)	Actual (MT)	% achieved
Maize	13,569	9,286	68.4%
Maize meal	-	167	-
Corn Soya Blend	3876	1609	41.5%
Beans	4,252	2,921	68.7%
Oil	1,113	745	66.9%
Salt	177	119	67.3%
Biscuit	130	10	7.9%
Plumpy'Sup	53	11	21.0%
Sugar	211	81	38.2%
Total	23,380	14,949	63.9%

Source: WFP Rwanda PRRO 200744 SPR 2015

64. KIs and FGDs reported GFD food delivery to be satisfactory and timely. Safety at distribution points or travelling home were not mentioned as an issue, a finding consistent with project reports.¹¹¹ WFP and partners ensure a functional pipeline, with ADRA managing stocks in the camps under WFP oversight and distributing to refugees

¹¹¹ Post-distribution monitoring (PDM) Nov 2015

under UNHCR oversight. The ET observed that camp distribution facilities were clean and well-organized, with refugee representatives helping to supervise, and with provision of crowd control measures. The number of distribution warehouses has expanded to two, with a third one planned, to improve accessibility.

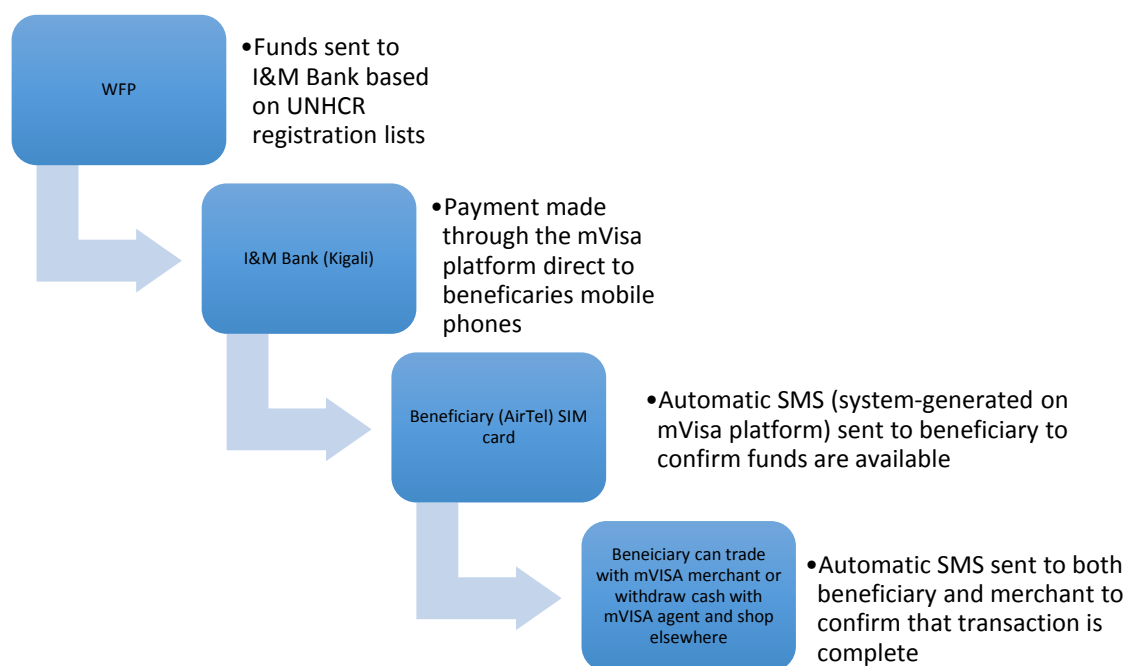
65. In Mahama, a monthly distribution schedule allows for beneficiaries to know what day of the month they will receive their ration and thus enable them to plan. It also streamlines delivery to the most vulnerable groups (e.g., elderly), who receive their food on specific days at the beginning of the cycle and receive transport assistance. FGDs confirmed this system worked effectively. In Kiziba, vulnerable categories (including PLW) are intended to receive their rations on the same days as others but in two separate line-ups. This arrangement was not taking place in practice, however, and the ET observed that the residents did not understand or accept when the WFP officer tried to bring PLW to the front of the line.
66. The main complaint made to the ET regarded measuring the ration using cut-off oil containers for scoops; these were uneven and too flexible to provide a reliable measure. The Mahama food distribution committee was dissatisfied because while ADRA met with them to demonstrate how scooping would be done, subsequently in practice the officers were perceived to skim off maize/beans from the top of the scoop, leaving them feeling short-changed. They reported that officers discontinued this practice when the WFP coordinator was present, and continued when he left. In fact, the levelling of scoops is the correct practice, so it would appear that there is a misunderstanding that needs to be resolved regarding levelling versus skimming. Numerous actors are involved in verification and accountability in Mahama,¹¹² and the matter has been under discussion, but by the time of the MTE it had not been resolved to the satisfaction of residents. With the provision of digital scales by WFP in March 2016 in all camps, beneficiaries will be able to verify their ration amounts after receiving them, and have adjustments made, though the actual disbursal is still via the improvised scoops.
67. The ration is based on international standards for energy needs (2100 kcal per person per day), but beneficiaries are not generally satisfied with the amount: FGDs and FSOM data indicate that it only meets their needs for about 20 days. FSOM data confirm the near-universal dissatisfaction with the amount. While there may be little leeway to make an exception to the standard ration size, this finding confirms the importance of self-reliance efforts to reduce beneficiaries' dependence on the GFD.
68. Food quality is good according to respondents, consistent with FSOM data. The only complaints the ET heard about poor maize quality date back years before PRRO 200744 started. In terms of beneficiary satisfaction of the composition of the food ration, many FGD participants report preferring maize meal rather than the maize grains that are provided. To its credit, WFP is installing grinding mills in two camps, allowing refugees to obtain maize meal at no cost initially, and later at an affordable price. Some respondents would prefer rice, though the project has opted to continue providing the more economical and locally purchased maize. Food beneficiaries expressed fatigue with having to eat the same maize for years, which lends support to the argument for cash transfers, which allow beneficiaries can purchase what they prefer to eat.

¹¹² See Sec. 2.3.1.

69. **Cash transfers:** WFP provided food assistance to beneficiaries in Gihembe, Kigeme and Nyabiheke camps through a cash transfer modality. WFP had also initially planned to expand CBT to returnees during this PRRO. The value of the transfer was based on the WFP food basket in local markets and the cash was distributed using mobile phone technology. The value of 6300 RFr per person per month is sufficient to cover the cost of the WFP general distribution basket in each of the cash camps.
70. • **Establishment of the Cash Delivery Mechanism:** In order to ensure adequate supply of food items would be available to beneficiaries, WFP pre-identified traders in the relevant local markets who were able to supply sufficient quantities of good quality food. These traders then registered with mVisa, an interoperable mobile phone-based payment system, and became mVisa merchants (to sell food), mVisa agents (where beneficiaries can withdraw their cash), or both. Beneficiaries can either trade directly with the mVisa merchants or withdraw their entitlement as cash through an mVisa agency, and then shop anywhere.
71. WFP cash assistance is implemented in partnership with UNHCR, MIDIMAR, World Vision International (WVI), AirTel, I&M Bank¹¹³ and Visa. WFP provides cash assistance to all registered refugees based on a list provided by UNHCR. Cash is transferred to beneficiaries' mobile phones through I&M Bank using a Visa product called mVisa; beneficiaries are informed of the transfers and transact using the AirTel mobile phone network. WVI is responsible for monitoring and managing the complaints/feedback system (Figure 2).
72. The expansion of cash transfers after the Gihembe Camp pilot project (January – June 2014) has gone according to plan, and the number of beneficiaries has reached or exceeded planned figures. Nyabiheke Camp became a “cash camp” from May 2015, and Kigeme Camp was added in November 2015.
73. • **Delivery to Beneficiaries:** Over the course of the PRRO, WFP planned to distribute US\$9,836,460 to 46,500 beneficiaries. By December 2015, US\$2,478,181 had been distributed to 49,816 beneficiaries and an additional US\$400,218 was distributed in January 2016 to 46,332 beneficiaries (Table 4). WFP has decided not to expand cash transfers to additional beneficiary groups including returnees until a more viable cash mechanism can be found. For this reason, they will not meet their 50,000 beneficiary target for 2016, nor the target of distributing US\$6 million. Even if all 46,332 beneficiaries for 2016 continue to be paid each month until December, WFP will be on track to distribute only approximately US\$ 4.8 million (80 percent of target).

¹¹³ The Bank of Kigali was the Financial Service Provider for the 2014 Gihembe Pilot. I&M Bank has been the Financial Service Provider since December 2014.

Figure 2: PRRO 200744 Cash transfer mechanism



Source: Created by ET

Table 4: Planned vs. achieved cash transfer beneficiaries (Jan 2015 – Jan 2016)

	2015			2016		
	Planned	Actual	%	Planned	Actual	%
Beneficiaries reached	46,500	49,816	107.1	50,000	46,332 (Jan)	92.6%
USD distributed	US\$3,836,460	US\$2,478,181	64.6%	US\$500,000 (Jan) ^a	US\$400,218 (Jan)	80.0%

Source: Email communication from CO (18 April 2016)

^{a)} Monthly amount computed based on CO report of US\$6,000,000 annual target.

74. The total dollar amount distributed in 2015 was 64.6 percent of planned due to a late start using the cash modality in Kigeme and Nyabiheke. All the cash camps were previously receiving in-kind food, so the small delay in starting the cash distributions meant that in-kind food assistance was received for slightly longer than planned, before providing cash. All beneficiaries have received their full cash entitlement each month since the time when cash was first provided.
75. Women are actively targeted to receive the cash assistance because women are generally responsible for the household food budget. Project monitoring indicates that on average, 69.6 percent of cash assistance payments are made to women.¹¹⁴
76. January 2014 to November 2015 saw relatively few problems with the cash transfer modality. Implementation challenges were minor, affecting small numbers of people, for short periods. These included problems with network coverage that resulted in SMS notifications not appearing, and loss of SIM cards. Overall, the cash transfer mechanism

¹¹⁴ PRRO 200744 Food Security Outcome Monitoring and Post Distribution Monitoring – Round 7, October 2015.

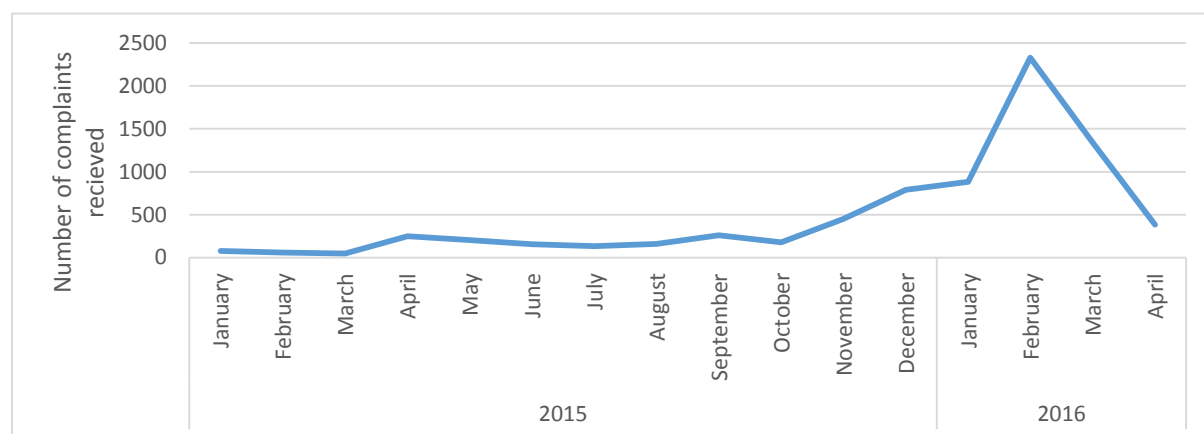
was successful up to this point, providing beneficiaries with predictable payments since January 2014 when the pilot project started. As a result, WFP planned to continue the expansion of cash transfers to other camps during PRRO 200744.

77. • **Current Problems:** Data from the WVI accountability system show that from January to November 2015, complaints about cash assistance generally numbered under 200 per month,¹¹⁵ and were resolved within seven days. Despite this initial success, there have been two notable problems with the cash transfer system. Firstly, in September 2015, I&M Bank notified WFP that they had identified a problem with the payments made to mVisa merchants and agents: more than US\$120,000 of incorrect payments had been made from bank funds over the preceding year.¹¹⁶ The late identification of this problem, and the way I&M Bank handled the reconciliation of funds, led to disputes between the merchants/agents, which resulted in a number of merchants leaving the system until the problems were sorted out. At the time of the MTE, the situation had not been resolved. I&M Bank was able to provide WFP with sufficient documentary evidence that all beneficiaries had been paid the correct amount each month, and that the contract between WFP and I&M had been fulfilled. WFP therefore decided not to become involved in the resolution of this dispute.
78. Secondly, in December 2015 the mVisa product was “upgraded,” which resulted in numerous payment problems including changes to the payment notifications for both beneficiary and trader. This meant that although most beneficiaries were paid, they were not notified, and/or were unable to see how much money had been paid. At the same time, traders were unable to verify that transactions had been made into their account from beneficiaries, and refused to provide the purchased items. At the same time, the Kigali I&M Bank office was closed for holidays, and unavailable to provide the necessary information to answer beneficiary questions. In addition, the cash transfer mechanism was not set up with detailed monthly distribution reports from I&M Bank to WFP or WVI, or with transaction reports for traders. This means that WFP and WVI are unable to provide beneficiaries any information on their payment without asking I&M on a case-by-case basis.
79. From December 2015, complaints starting rising, up to February 2016, when WVI recorded 2,329 complaints about cash assistance (Figure 3). In response, WFP organized I&M Bank senior management visit the camps in February 2016 to explain the situation and pay beneficiaries who experienced problems directly in cash. Discussions with Visa and I&M Bank during MTE fieldwork suggested that the glitches had been resolved and that payment processing would be smooth from March 2016. However, although there has evidently been significant improvement, the CO reports that additional problems have arisen since the ET was in Rwanda, including new beneficiaries not able to be registered on the system. As a result, the mVisa payment method is no longer a viable payment mechanism; WFP has decided to put plans for further expansion of the cash modality on hold until a new viable mechanism is in place.

¹¹⁵ From January to November 2015 the number of complaints only increased above 200 during the first month when a camp transitioned from food assistance to cash: April for Nyabiheke and November for Kigeme.

¹¹⁶ All WFP monies were correctly paid to beneficiaries. However, I&M Bank inadvertently paid traders incorrectly from their own funds.

Figure 3: Cash assistance complaints, January 2015 - April 2016



Source: Compiled by Evaluation Team from WVI data

80. The problems that have arisen during the system upgrade highlighted issues with the cash transfer mechanism that the ET believes need to be addressed. First, the management and oversight of the cash transfer system needs to span across all actors in the chain, with clearly defined roles and accountabilities. Currently, WFP has a direct contract with I&M Bank to transfer funds to beneficiaries, and an MOU/Field Level Agreement with WVI to conduct awareness, mobilization, management of the complaints and feedback desk, cash distribution and market monitoring activities. WFP also has a contractual relationship with AirTel only in relation to communication services.¹¹⁷ There is no contractual obligation between WFP and Visa or the mVisa merchants/agents, and no contractual relationship between any of the other partners except for between I&M Bank and Visa. As a result, when problems arose with non-contracted parties including Visa and the traders, WFP was not in a position to directly address them. Likewise, I&M Bank was not contractually obligated to affected parties (beneficiaries or traders) and Visa and the traders were not contractually obliged to rectify the situation. Interviews with Visa, I&M Bank and traders indicated that although none felt that WFP was at fault, it was unclear who was responsible for rectifying the problems. The ET finds that in future, clearer contracts need to be in place, specifying each party's responsibilities and interrelationships.
81. The contract with I&M Bank was due to end in March 2016; it has been extended three months to June in order to give WFP time to review the cash transfer mechanism, ensure that problems have been addressed, and put out a new tender for the next period. This time should be used to review the contracts between all cash transfer partners, ensuring they define clear management responsibilities and require written contingency plans and monthly reporting from key partners.
82. **School Feeding:** In partnership with ADRA, WFP provides one meal each school day to all children attending 13 primary schools, as well as to secondary schools that refugee children attend in camps or host communities. Early child development (ECD) centres were intended to be included, but this programme was left out due to funding limitations,

¹¹⁷ The contract with AirTel for communication services enables WFP to send bulk informational and nutritional SMS to beneficiaries and establishes the toll-free service that beneficiaries can use for registering complaints and feedback.

though it was included in Mahama camp since September 2015 to respond to high rates of malnutrition. No other partner is currently supporting ECD, but UNICEF has started a nation-wide programme that could conceivably cover the refugee camps.

83. WFP has reached 54.2 percent of overall planned school feeding beneficiaries (Table 5). The Congolese and host community children all received school meals as planned, however the number of primary school children receiving school meals was lower than planned, due to the lower-than-planned number of Burundian refugees.

Table 5: School feeding beneficiaries, planned vs. actual (Jan – Dec 2015)

Category	Level	Planned			Actual			% Achieved		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Camps	Primary	31,409	32,691	64,100	17,558	17,173	34,731	55.9%	52.5%	54.2%
ECD	Pre-primary	4,312	4,488	8,800	0	0	0	0%	0%	0%
Host community*		4,310	5,135	9,445	3,088	3,539	6,627	71.6%	68.9%	70.2%

Source: WFP Rwanda PRRO 200744 SPR 2015. Note: while school feeding is provided to both primary and secondary school students, SPR data refer to primary students only.

*Host community figures are within the other figures given – not in addition.

84. From January – April 2015, WFP provided a mid-morning meal of porridge made from 120g SuperCereal and 15g sugar, per child, five days a week (120 days/year). However, following the influx of Burundian refugees, from May 2015 the ration was reduced by 50 percent (to 60ml per child) in order to ensure children continued to receive assistance throughout the 2015 school year as planned, and this was subsequently formalized as the new ration. Similarly, since March 2016 in Mahama camp, the school feeding ration was 60g CSB+ and 15g sugar. In total, WFP has distributed 402.9 MT of food for the school feeding activity (Table 6). This is 24.8 percent of planned, due to the non-implementation of ECD, school feeding for Burundian refugees starting later than planned and for lower numbers than expected, and the reduction to the 60g ration.

Table 6: School feeding distribution, planned vs. actual, Jan 2015 – Jan 2016

Activity	Commodity	Planned (MT)	Actual (MT)	% Achieved
School feeding (primary and secondary schools)	SuperCereal with sugar	1,260.61	339.58	27%
	Sugar	157.58	63.3	40%
ECD	SuperCerealPlus with sugar	182.84	0	-
	Sugar	22.85	0	-
TOTAL		1623.9	402.9	24.8%

Source: PRRO Commodity figures tracking table, updated 14 Feb 2016.

85. **Nutrition:** In 2015, WFP did not reach planned figures for any of the nutrition interventions. This is due to a number of factors including an improvement of the GAM rate across all camps – so less MAM children required treatment – and fewer Burundian refugees than planned. In 2016, the targets are also unlikely to be reached unless additional refugees arrive (Table 7).

Table 7: Nutrition interventions, planned vs. achieved beneficiary numbers

	2015			2016		
	Planned	Achieved	%	Planned	Achieved (Jan)	%
Curative supplementary feeding programme (SFP): MAM	4,200	3,255	77.5	2,090	694	33.2
Preventive SFP (6-59m)	14,000	16,781	67.3	Not implemented in 2016		
Preventive SFP (6-23m)	10,950			6,820	4,882	71.6
Preventive SFP (PLW)	8,700	7,744	89	5,200	3,540	68.1
Preventive SFP: Medical cases (HIV/TB)	1,655	1,414	85.4	1,360	993	73.0

Source: WFP Rwanda PRRO 200744 BR2 figures (planned) and SPR 2015 (achieved) + monitoring data (2016 achieved)

86. It is important to note that the coverage rates for MAM and for preventive SFP activities are high and above targets¹¹⁸ (Table 8), so this has not contributed to the reduced number of beneficiaries. The coverage rate of 108.7 percent for MAM treatment in the Congolese camps is the result of a desk-based calculation by the CO. A Semi-Quantitative Evaluation of Access and Coverage (SQEAC) is planned for June 2016 that will provide more accurate coverage data on the nutrition interventions. Beneficiaries are also participating in an adequate number of distributions¹¹⁹: 93 percent in the Congolese camps and 89 percent in Mahama according to November 2015 figures.

Table 8: Additional output indicators – nutrition interventions

Output indicator	Target	Achieved
Participation in adequate number of distributions	Overall, >66%	Congolese camps: 93% (Nov. 2015)
		Mahama camp: 89% (Nov. 2015)
Proportion of eligible population who participate in programme (coverage)	Stunting prevention coverage, >70%	Congolese camps: 90% (Nov. 2015)
		Mahama camp: 73.8% (Nov. 2015)
	MAM treatment, >90%	Congolese camps: 108.7% (Dec. 2015)
		Mahama camp: 92.7% (Dec. 2015)

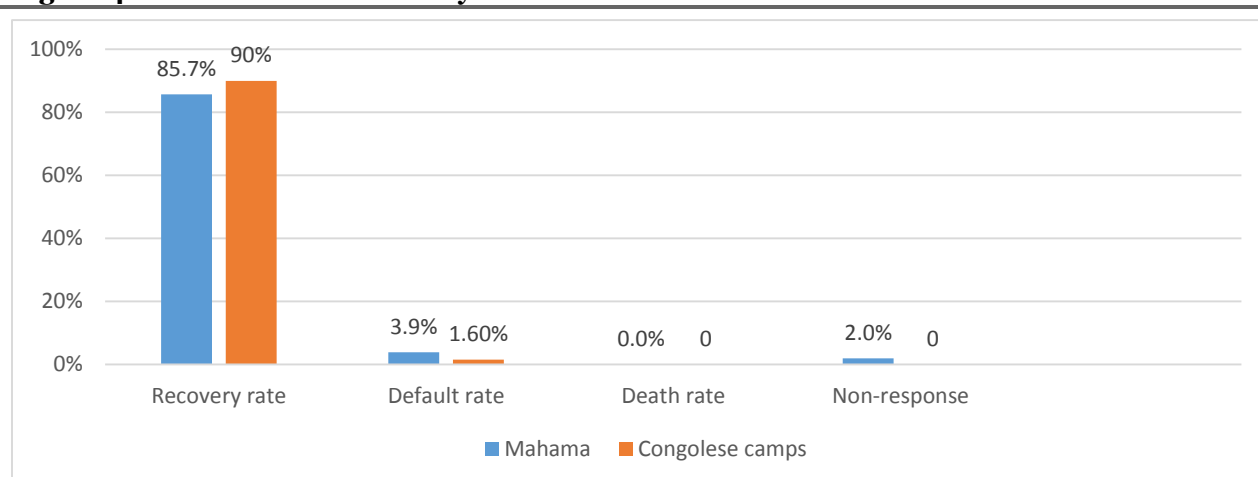
Source: WFP Rwanda PRRO 200744 SPR 2015.

87. MAM treatment efficacy indicators (Figure 4) indicate that treatment in all camps is being implemented effectively, with all indicators above international standards.

¹¹⁸ Coverage rates per SPR 2015 (original references WFP PDM surveys) - November 2015 and December 2015

¹¹⁹ "Participation in adequate number of distributions" is a WFP corporate indicator from the 2014 – 2017 Strategic Framework.

Figure 4: MAM treatment efficacy indicators



Source: WFP Rwanda PRRO 200744 SPR 2015; direct communication with CO [14 March 2016]
International standards: recovered >75%; default <15%; death <3%; non-response <15%

88. All of the nutrition interventions provide SuperCereal or SuperCereal Plus as a take-home premixed ration (Table 9). *Plumpy'Sup* is provided only in Mahama Camp for MAM treatment. In the Congolese camps, MAM patients receive SuperCereal Plus. All the nutrition rations are appropriate as per WFP guidance.^{120, 121}

Table 9: Composition of nutrition intervention supplementary rations

Nutrition intervention	Food provided
Curative SFP – MAM	200g SuperCereal Plus or <i>Plumpy'Sup</i> (Mahama only)
Curative SFP – HIV/TB	200g SuperCereal, 25g oil, 15g sugar (premixed)
Preventive SFP – 6-23	200g SuperCereal Plus
Preventive SFP – PLW	200g SuperCereal, 25g oil, 15g sugar (premixed)

Source: WFP Rwanda Country Office response to ET inquiry, 2016

89. WFP is implementing wet feeding for MAM in order to ensure that the food supplement is eaten by the malnourished child and not shared with other family members, and to ensure that the food commodities are not sold. The duration of treatment usually ranges between two and three months, which is appropriate.
90. WFP planned to provide 2,013 MT of food through its nutrition interventions.¹²² WFP distributed 693.8 MT (34 percent against total planned) up to end of March 2016 (Table 10). The planned amounts for the whole duration of the PRRO may still be achieved by the end of project as, despite the low numbers of MAM cases, the need for the preventive SFP activities has increased due to the presence of the Burundian refugees.

¹²⁰ WFP (n.d.). Specialized Nutritious Foods Sheet.

¹²¹ WFP, 2012. Nutrition at the World Food Programme: Programming for Nutrition-Specific Interventions

¹²² BR2 commodity planning figures. Note: Figures in BR are given by activity, not by commodity, hence the analysis is ultimately in terms of actual versus planned total of commodities.

Table 10: Actual commodities provided for nutrition interventions (MT), January 2015 – March 31, 2016

	Supercereal	Supercereal Plus	Oil	Sugar	Plumpy'Sup (Mahama only)	Total (MT)
Curative SFP: MAM	-	11.4	-	-	11.2	22.6
Preventive SFP (6-23m)	-	204.2	-	-	-	204.2
Preventive SFP (24-59m)	-	167.7	-	-	-	167.7
Preventive SFP: PLW	207.2		22.6	14	-	231.2
Preventive SFP: Medical cases (HIV/TB)	46.9	-	5.4	3.2	-	55.5
TOTAL	254.1	383.2	28.0	17.2	11.2	693.8

Source: Email communication from CO [22 April 2016]. Additional calculations by TANGO International.

91. Interviews with nutrition beneficiaries and nutrition cooperating partners identified very few concerns related to food quality. Likewise, food distributions were reported to be timely, with only occasional delays. These delays appear to be due to communication issues between the cooperating partner and the WFP warehouses in the field, rather than a pipeline problem per se. Only one reported delay in food arrival (May 2015) was due to pipeline issues. The main complaint from nutrition beneficiaries was that ration size has been reduced over the last few years; they prefer the larger ration sizes. However, since the ET found the rations to be in line with WFP guidance¹²¹ the issue is perhaps more around greater accountability and communication with camp committees and beneficiaries to explain why things have changed.
92. Another concern of both beneficiaries and cooperating partner staff was about the accuracy of ration measurement, particularly in Mahama. As of March 2016 WFP has provided all camps with digital weighing scales, which should address these concerns. Lastly, when establishing Mahama Camp, interviews with nutrition staff indicated issues around training of new staff including anthropometric measurement errors, admission and discharge errors, and recording errors (due to lack of appropriate registers), all of which can result in either inclusion or exclusion errors. The ET finds that the majority of these issues have now been addressed. Checking of the registration books and observation of anthropometric measurement showed that staff were well trained and able to carry out the required measurements.
93. In addition to the supplementary feeding programmes implemented by WFP, the ET notes that WFP is supporting partner agencies ARC and Plan International to implement an NEC Programme. The NEC includes nutrition specific activities, and should contribute to reducing anaemia in children and pregnant and lactating women by focusing on Infant and Young Child Feeding (IYCF) education and behavioural change. It includes practical components such as kitchen gardens, and poultry and rabbit rearing to provide a high source of iron to women with anaemia and to households of malnourished children. The implementation of NEC Programme only began shortly before the ET field mission, so it is therefore not yet possible to draw

conclusions about the effectiveness of the approach. It will be important for the NEC implementation to include both men and women, in order to ensure that key nutrition messages reach as many people as possible.

94. *Self-Reliance Outputs:* The grinding mill operations in Mahama and Mungombwa were just about to commence at the time of the MTE. The design suggests they will be effective as a means of affordably transforming maize to a more palatable form, a problem that was mentioned in numerous focus groups. The grinding mills are a livelihood intervention in that they are operated by a cooperative as small businesses: this manner of creating jobs has been demonstrated by other partners, such as with the numerous tailoring and hairstyle/barber groups. Providing the milling service free initially, and gradually introducing a modest fee of 40 RFr, is reasonable; the fee will continue to be more affordable than other grinding services in camps and vicinities. A grinding mill has also been suggested for Kiziba, but has been resisted by leaders there, related to a desire by many to prioritize commencing cash transfers instead. WFP also recognizes that part of the resistance could be related to existing grinding mill businesses. This does raise, the question, however, of whether WFP could have made arrangements with existing businesses to expand their operations to better meet population needs, even changing to a cooperative format if needed. The ET would consider a market study as essential, and emphasize criteria of sustainability and profitability in designing such interventions.

Attainment of Outcomes

95. **GFD and Cash Distribution.** The intended outcomes are: “reduced prevalence of poor food consumption of targeted households/ individuals by 80 percent,” “increased diet diversity score of targeted households,” and “average CSI of targeted households is reduced or stabilised.” According to October 2015 Food Security Outcome Monitoring (FSOM) data in October, average CSI scores in Congolese camps decreased from 11.4 at baseline to 9.7 overall (10.2 for women and 9.1 for men). Dietary diversity did not improve overall and remained at 4.1; though it was slightly better in cash camps (4.24) than in food camps (4.07), it was still below expectations. Outcome data are not available for Burundi refugees who arrived through mid-2015, and for whom the baseline was done in Mahama only in October 2015.
96. The percentage of households with a poor FCS remained relatively stable, around 2.0-2.2 percent over the period. For Congolese refugees overall that percentage had increased from 2.1 to 2.6, with an increase from 2.2 to 3.2 for female-headed households. However, with such a low proportion of households with poor FCS, reporting the number of households with acceptable FCS may be equally useful.
97. The cash transfer is considered a means of supplying the food ration in monetary form; the October 2015 FSOM found that 86 percent of the cash transfer is spent on food.¹¹⁴
98. WFP monitoring data suggest that cash may be more effective than food assistance for enhancing food security and improving FCS. Table 11 shows data from the October 2015 PDM and compares the outcomes in food and cash camps. Cash camps have a higher percentage of households (89 percent) recording acceptable FCS than the camps where food is distributed directly (77 percent). It should be noted that providing food assistance through a cash modality has the potential to contribute to a more diversified diet if a range of foods is available in the local market. However, dietary diversity data

indicate only slightly better results in cash camps (4.24) than in food camps (4.1), which is below expectations. Collecting data on the food purchases of cash beneficiaries would help to understand this situation better.

Table 11: Food security outcomes – food camps and cash camps (2015)

Indicator		Gihembe and Nyabiheke (cash camps)	Kiziba, Kigeme, and Mugombwa (food camps)
Food Consumption Score	Male	46.9	43.9
	Female	43.6	40.7
	Overall average	45.2	42.2
	Acceptable FCS	89%	77%
	Poor FCS	1.4%	3.4%
Dietary Diversity Score	Male	4.36	4.16
	Female	4.14	4.00
	Overall average	4.24	4.07
Coping Strategies Index	Male	7.6	10.1
	Female	8.3	11.4
	Overall average	8.0	10.8

Source: PRRO 200744 Food Security Outcome Monitoring and Post Distribution Monitoring – Round 7, October 2015.

99. While such comparisons are of interest, interpretation is complex and a more conclusive comparison on the effectiveness of food vs. cash transfers will need to factor in the different historical and geographical conditions between camps. For example, an external survey in 2011 showed that 69 percent of refugees in Gihembe (currently cash camp) had acceptable FCS scores, compared with only 46 percent in the more remote Kiziba (food camp).¹²³ In retrospect, an improvement from 46 to 86 percent over five years of in-kind assistance is substantial, and the data show that Kiziba caught up with Gihembe despite the latter benefiting from two years of cash transfers. The WFP-commission Local Economy-wide Impact Evaluation (LEWIE)⁶⁵ study did however take account of regional differences and attempt to interpret the results, and found that the cash camps still have improved food security outcomes. The ET finds the initial comparative data intriguing, but inconclusive without further research, e.g., robust quantitative studies with adequate sample sizes.
100. The food camps show a higher (worse) CSI score (10.8) than the cash camps (8.0), with women having a higher score than men regardless of transfer modality. The value of the cash transfer is calculated based on the GFD basket, so cash beneficiaries can only purchase other foods if they decrease consumption of WFP staples. Overall, there is little difference between food camps (4.07) and cash camps (4.24) in HDDS; it appears that households are using their cash transfer to purchase staple foods and non-food items, rather than eat a more diverse diet. However, the LEWIE study found that, in addition to maize, beans, salt, and oil, more than half the households in Gihembe also consume fresh vegetables, potato, and rice. There has not been any follow-up yet on Burundian refugees, since their baseline status was measured in October 2015.

¹²³ Based on a survey of 1200 randomly selected refugee households in Kiziba and Gihembe, conducted by TANGO International. WFP Rwanda and TANGO International. 2011. The Contribution of Food Assistance to Durable Solutions in Protracted Refugee Situations: its impact and role in Rwanda (2007-2011)

101. The ET noted a number of other benefits resulting from changing from in-kind food assistance to the cash modality:
- In all the cash camps the ET visited, the preference for cash noted in FGDs was overwhelming, despite the problems with the cash transfer mechanism in the last few months. Likewise, other stakeholders, including UNHCR, MIDIMAR and NGO partner agencies all reported a preference for cash, mainly due to the flexibility that it provided beneficiaries, and the reduced distribution time. The main negative point was that beneficiaries report that value of the transfer was inadequate, often not understanding that the value is based on the cost of food needs, and the WFP food basket. Many people commented on the daily rate per person rather than the monthly rate per household, and felt that with 210RFR per person per day (US\$0.27) it was impossible to buy all the food they need.¹²⁴
 - The reduced time for distribution gave beneficiaries more time to engage in other activities including seeking or engaging in employment opportunities.
 - FGDs with beneficiaries in the cash camps suggest that more children are in school during the distribution period, as they are no longer required to help parents carry their food home.
 - The transaction costs of the sale of in-kind food assistance have been removed. Previously beneficiaries sold their food assistance at greatly reduced value due to oversupply in the market. Now beneficiaries receive the full, fair value of the transfer. The latest FSOM data found that approximately 20 percent of cereal and oil are either sold or exchanged to meet other needs or obtain other food items.¹¹⁴
 - Welfare indicators¹²⁵ also suggest that refugees in the cash camps are better-off than those in the in-kind camp.⁶⁵
 - KIIs suggest that host communities have an improved view of refugees because they are now contributing to the local economy. They have also increased the demand for a larger range of food commodities, which has benefits for the host community as well.
 - A market study done in 2014¹²⁶ showed that changes in the price of commodities were independent of the cash transfer in Gihembe. The presence of additional cash in the marketplace has therefore not resulted in market price inflation, which would adversely affect purchasing power.
102. The LEWIE study found that each adult refugee receiving cash assistance adds between US\$129 and US\$249 to total income within a 10 km radius of the three camps, in addition to a US\$31 to US\$53 increase in trade between the local economy and the rest of Rwanda. Cash assistance also increases trade between the local economy and the rest of Rwanda by an additional US\$0.27 to US\$0.42. Refugees receiving in-kind aid add considerably less to local income and do not create positive income spill-overs to host-country households.
103. It is however important to note that since December 2015 when the mVisa system was upgraded, the loss of predictability in the system has reduced its effectiveness. The evaluation found that beneficiaries whose payments were affected were taking on debt /

¹²⁴ Confirmed in FSOM Oct 2015.

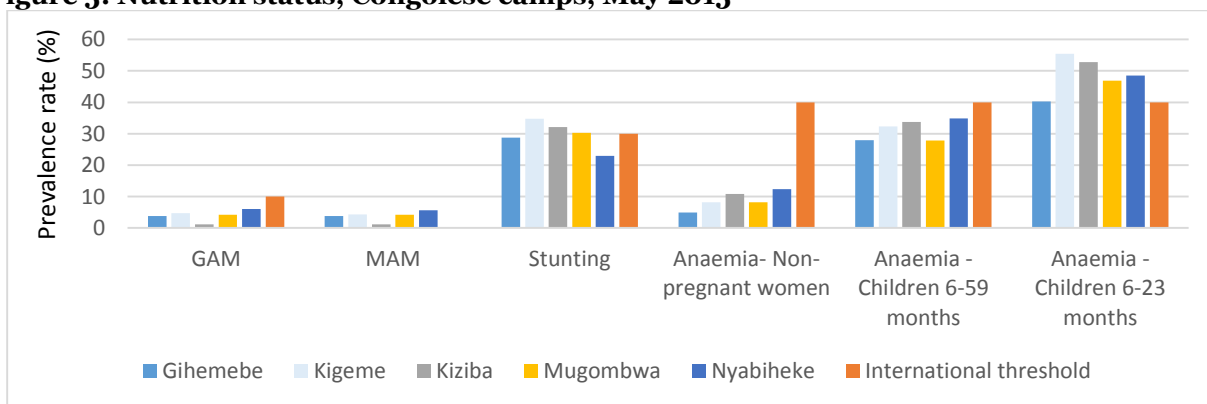
¹²⁵ Welfare indicators included self-reported welfare status of the households and whether households had to consume less preferred foods, borrow foods, eat fewer meals, or smaller portions in the 7 days prior to the LEWIE survey.

¹²⁶ WFP, 2014. Market assessment: Towards a market based food assistance for refugees

food loans at higher prices from merchants in the local markets and leaving their SIM card as collateral. This restricted the beneficiaries' freedom to go to other merchants. A number of mVisa agents/merchants lost money during December 2015 because they did not keep a hard copy of their transactions and therefore could not be adequately reimbursed when the system failed. As a result, a number of mVisa agents were reluctant to provide cash payments during January and February 2016 because of reconciliation issues. This meant that beneficiaries were forced to transact only with mVisa merchants. Unfortunately, it is not possible to tell whether the system failure impacted the food security of beneficiaries, as there was no FSOM during this period. The next FSOM is planned for May 2016.

104. **Nutrition.** The intended outcomes of the nutrition interventions are to reduce the incidence and prevalence of GAM, stunting and anaemia, to improve nutrition from conception to two years of age, and to prevent deterioration in the health status of people living with HIV and/or TB.
105. Figure 5 shows that the malnutrition rates in the Congolese camps for pregnant women and children less than 59 months are all below international thresholds. However, stunting remains high in Kigeme and Kiziba, as do anaemia rates in children 6-23 months in all camps. GAM rates in the Congolese camps have been relatively stable throughout the PRRO period, and SAM rates very low.

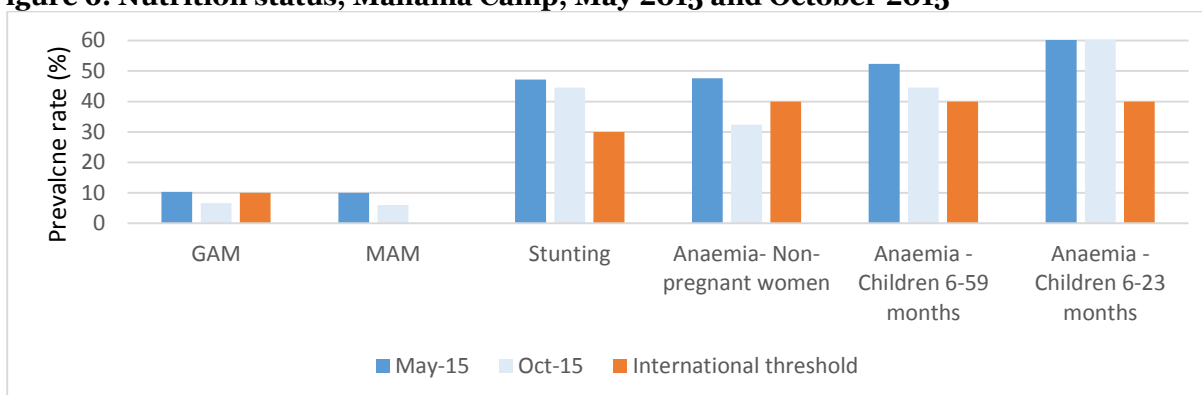
Figure 5: Nutrition status, Congolese camps, May 2015



Source: UNHCR and WFP Rwanda SENS Survey, May 2015

106. In Mahama, the nutrition situation is understandably not as positive as in the Congolese camps, as the situation is new and still being addressed. However, it is important to credit WFP and cooperating partners for quickly scaling up operations in Mahama, and not only preventing the GAM rate from increasing beyond 10.3 percent (May 2015) but contributing to a significant reduction (Figure 6). As of October 2015, the GAM rate in Mahama was 6.6 percent. The next Standardized Expanded Nutrition Survey (SENS) will be conducted in April 2016. As in the Congolese camps, stunting and anaemia in children under 5, and particularly among 6-23 months remain above the international threshold. As per WFP guidance,¹²¹ the current interventions to address stunting are appropriate, however a full package of additional, complementary activities to improve access to sufficient nutrients (either through purchase, production or product), promote IYCF practices and hygiene, and provide nutrition counselling and support, would help to reduce the stunting rates more quickly, while also addressing anaemia.

Figure 6: Nutrition status, Mahama Camp, May 2015 and October 2015



Source: WFP Rwanda SENS Surveys, May and October 2015

107. In addition to addressing malnutrition, WFP is monitoring whether children are consuming a minimum acceptable diet. To date, this has only been achieved by 33.5 percent of children in the Congolese camps and 14.4 percent of children in Mahama. This is clearly an area which requires more focus.

Table 12: Children consuming minimum acceptable diet, November 2015

Outcome indicator	Target	Achieved
Children consuming minimum acceptable diet	>70%	Congolese camps: 33.5% (Nov. 2015) Mahama camp: 14.4% (Nov. 2015)

Source: WFP Rwanda PRRO 200744 SPR 2015

108. The support provided to medical cases (HIV and TB) has no documented outcomes. WFP recently changed the objective of this intervention from a curative intervention (supporting only HIV patients on ARV and based on nutritional status), to a more preventive approach where all HIV and TB cases are eligible for support. There is therefore no data collection on nutritional status, ARV treatment adherence or similar. The ET could therefore only ascertain the success of this intervention through FGD with beneficiaries. Overall, FGDs with patients found that the food contributes significantly to their well-being and provides them with a diverse diet and sufficient calories. The WFP dry food ration is complemented by fresh food from nutrition cooperating partners and support from community kitchen gardens.
109. **School Feeding and ECD.** School feeding is intended to contribute to school attendance, enrolment and retention, though the official indicators are the latter two. Attendance in 2015 was 96.95 percent for girls, 96.9 percent for boys.¹²⁷ Table 13 shows that retention rates are very high for both boys and girls (99 percent), while enrolment rates are below target, though this is due to fact that the vast majority of children are already in school and therefore it is difficult to continue a significant increase in the number of students attending. Attendance rates are important to be able to interpret these data and plan for school feeding, but they are not currently included in reporting.

¹²⁷ Email communication, WFP Rwanda CO.

Table 13: School feeding outcomes: achieved vs. target

	Target	Achieved	
	Overall	Boys	Girls
Enrolment rate	Annual increase of 6%	2.46	1.3
Retention rate¹²⁸	>90%	99.2	99.3

Source: WFP SPR 2015

110. FGDs with parents indicated school feeding provides some incentive to encourage rapid enrolment (e.g., with newly-arrived refugees), attendance and retention of both young boys and girls, especially unaccompanied and separated children, who are assisted by NGOs in the camps (e.g., Plan International Rwanda). At the same time, other KIIs suggested that in the absence of school feeding, attendance may not drop significantly.
111. In addition to the educational outcomes mentioned above, KIIs with school staff and FGDs with parents identified other positive outcomes of school feeding including job creation for both male and female refugees, e.g., teaching, cooking, and construction services;¹²⁹ improvement in wellbeing and performance; and the consolidation of social relations between host community and refugee populations. The main improvement FGDs suggested was to reduce the workload for kitchen workers by employing more people; this would also provide employment opportunities for more refugee households.

Gender Outcomes

112. ***Access to and management of food and cash distribution.*** Some delicate gender-related issues surrounding food and cash distribution were noted during FGDs and KIIs. The PRRO has successfully emphasized women's central role in managing rations and CBTs, such that over 70 percent of food ration cards or phones for cash transfer are issued in women's names.¹³⁰ Management of food by women is a common cultural practice, and beneficiaries confirm that having greater authority over the rations contributes to their self-esteem and dignity. The challenge is that given that rations do not last a full month,¹³¹ this negatively affects gender relations, and women feel much of the responsibility and in some cases are blamed for mismanaging the household allotment. The problems accessing cash from November 2015 through March 2016 led some women to experience pressure from men and a loss of dignity by having to arrange credit from merchants, a role they are not accustomed to. Similarly, women reported that they were sometimes blamed when seasonal increases in food prices led to decreased household food security.
113. The project does work to employ a gender approach and positively engage men as well, though this is still a challenge. In Congolese camps, for example, females make decisions over use of the ration/transfer in 72 percent of households, thus surpassing the project target, whereas the practice of both females and males making decisions together is only found in 19 percent of households, below the target of 30 percent. The importance of men's support is underlined by the common observation that men may be more likely to use part of the rations to purchase non-essential items (including alcohol), that do not

¹²⁸ Defined as whether a student who enrolls in WFP-assisted schools is retained throughout the school year without dropping out.

¹²⁹ The ET confirmed that approx. 40 people are employed for school feeding in Gihembe, 15 in Kigeme, and 12 in Mahama.

¹³⁰ SPR 2015

¹³¹ Discussed above under Outcomes, Food and Cash Distribution. Based on FGD feedback, also FSOM Oct 2015.

contribute to household food security.¹³² This can be mitigated by emphasizing women's control over rations, however merely issuing ration cards in women's names does not necessarily give them control in all cases, as some women lack decision-making power within the household. In addition, FGDs revealed that the practice of issuing ration cards to women can lead some men to feel deprived of their ability to provide for the household. Combined with the lack of other employment or livelihood opportunities in the camps, this situation can contribute to psychological malaise.

114. The practice of prioritizing giving ration cards to women is not in question, but actively encouraging men in household resource management is also important. Other gender issues that were identified during the last JAM and mentioned in the project document have not been addressed by WFP, such as early or illegal marriage, or the pressure on young women to engage in transactional sex. As these issues seriously affect the ability of women to ensure their food security, there are steps that WFP could take with partners during the upcoming project to gently move along the discussion, such as promoting more discussion among refugees and stakeholders about prevention and response to these problems. Most of the issues are intertwined with the need for job opportunities and a possible self-reliance strategy.
115. ***Female and male representation in community decision making.*** According to the feedback from FGDs and KIIs, expectations have been met for this indicator.¹³³ The interventions have focused on the participation of both men and women, with a greater focus on women and young girls in various activities, such as GFD, MAM, SAM, and ECD, in order to increase women's and girls' agency as beneficiaries and contributors to household food security. The Rwandan constitution stipulates 30 percent of decision-making positions should be held by women; the ET found this was met in camp committees and sub-committees: fifty-one percent of project management committee leadership positions are occupied by women¹³⁴ (target: 50 percent), and 52 percent of women members of project management committees have been trained in food and cash distribution modalities (target: 60 percent). This highlights the FGD finding that committee members had very little training in leadership or other topics. The ET found that the active participation of women in decision-making still lagged well behind that of men, as reported by beneficiaries and observed by the ET during meetings. There is no specific indicator to bring out the aspect of women's active participation.
116. A final cross-cutting issue was discussed by women FGD participants in several camps, which could be considered an unintended dynamic of the project. A number of women reported that after passing through the 1000-day cycle of pregnancy and lactation, during which they and their infants received the supplementary feeding ration in addition to the universal food/cash ration, they found it easy to become pregnant immediately while continuing to receive the two forms of assistance, including another full ration for each additional child. Though requiring further corroboration, this raises the possibility that the assistance incentivizes multiple successive pregnancies, which risks negatively affecting women's health. This issue has raised concerns in the past,¹³⁵

¹³² FGDs in both food and cash camps reported this, though it is difficult to estimate the extent of such problems. Some KIIs say this is not a very common practice, and also state that there is no difference between food rations and cash transfers in terms of misuse.

¹³³ Under Outcome, 1, : food distribution, reception and control of food or cash,

¹³⁴ SPR 2015.

¹³⁵ 2013. Musoni, 2013. "Lawmakers raise concern over high birth rates in refugee camps." The New Times.

and relating to this issue, in the past, NGOs have provided reproductive health and family planning education.¹³⁶

Strengthening Partnerships for Refugee Operations

117. The outcome indicators for this objective are to have complementary partners engaged in all aspects of the project, for partners to contribute more than 20 percent of the total project budget, and for them to provide complementary inputs and services. Partners' co-investments are not mentioned in the SPR report or in other documents reviewed by the ET, but there are notable services provided by the government and NGOs.
118. WFP enjoys a strong working relationship with the Government of Rwanda, through MIDIMAR, based on mutual respect and constructive collaboration.¹³⁷ The government provides and helps implement a clear framework, and UNHCR takes the lead on behalf of United Nations agencies in discussing and negotiating any issues arising. The camp committees are key links in this partnership connection, in terms of engaging community participation (see 2.3.2), and WFP and partners consult with them fairly consistently in making decisions such as the revision from group-based to individual household-based distributions. Part of the partnership is related to building local capacities, and numerous training activities do this, particularly with respect to cash transfers. WFP's policy of local purchase of foods supports the government's efforts in strengthening the agriculture economy, and WFP generally procures cereals and pulses through local traders, the Purchase for Progress (P4P) programme, or the Ministry of Agriculture and Animal Resources.¹³⁸
119. This partnership is strong, and the relationship should include an aspect of timely advocacy over key factors that can influence project success. The issue of the registration of refugees¹³⁹ is a politically complex one, and WFP is correct in respecting the government's authority to conduct thorough screening of asylum-seekers and following UNHCR's role as leader on behalf of the United Nations. Still, the ET found that for whatever reasons, there has been an exclusion of individuals with a legitimate claim to be registered as refugees. This has been a recognized problem for several years at least, highlighted in the 2014 JAM, which was still unresolved at the time of the MTE. However, during revisions of this report, the CO reported that distribution had commenced to asylum-seekers, though the ET was not able to confirm any further details. This is the type of resolution that had been hoped for, so in retrospect it appears to provide evidence of the strength of the partnership, and possibly a good case study of advocacy and support for changing crucial issues affecting the program but lying outside the mandate of WFP to directly control.
120. Another advocacy matter is the firewood shortage problem.¹⁴⁰ This affects women particularly, who use wood for cooking: focus groups state that the allowance only lasts a few days. Women are thus obliged to sell food and search for wood in adjoining lands, which leads to conflicts with host communities and subjects women to risks of exploitation or engaging in illegal activity. Without adequate fuelwood or cooking

¹³⁶ ARC, 2012. Rwanda.

¹³⁷ MIDIMAR, UNHCR personal interviews. March 2016.

¹³⁸ Salt and vegetable oil are not procured locally.

¹³⁹ See also 2.1 Targeting.

¹⁴⁰ This is a long-standing and well-recognized problem, highlighted, e.g., in TANGO 2011.

alternatives, the food loses much of its value. It is considered mainly a concern for the government, which provides a modest monthly allowance. Ideally, WFP would be working on resolving this issue, e.g., by advocating to the government to seek alternatives, which could include more fuel-efficient stoves. In addition, WFP and UNHCR could coordinate together with the government, and explore feasibility of implementation of the SAFE (Safe Access to Fuel and Energy) initiative.

121. The ET finds that working relationships with NGO partners are generally very positive and productive.¹⁴¹ WFP's long-term commitments to NGOs have been good examples of capacity-building, since the engagement allows the NGOs to develop expertise in aspects of refugee operations. Participation in JAM and other key analysis and planning fora strengthens NGOs' abilities and sense of shared ownership, and WFP's strengths, e.g., in logistics, vulnerability assessment and M&E, are transferred to NGOs through direct training or joint work. Some NGOs have more resources than others and are therefore able to contribute more to projects, and it may be beneficial for WFP to track this.
122. A new challenge for WFP may be for private sector service providers to see themselves as co-investors: ideally they would be vested in a way that motivates them to do more than fulfil minimum contractual obligations. The engagement with cash transfer banks, for example, has been generally constructive, but the ET found evidence that at times they were not fully responsive and engaged in solving problems. Based on lessons learned, risks of shortcomings from service providers should be more explicitly addressed in future contracts, or contracts should include legally binding SOPs or similar annexes ensuring that obligations of the company are sufficiently clear.
123. **Contribution to higher-level development/ humanitarian results:** Within WFP Rwanda, most of the office, including its directors, is deeply engaged in PRRO 200744, which forms much more than half of the WFP Rwanda portfolio.¹⁴² The refugee operation is an intrinsic part of the Common Country Programme (2013-2018), and uses similar strategies. For example, the Country Operation has replaced SuperCereal with SuperCereal Plus, which was likewise done in the PRRO 200744. However, several aspects of the CP have not been emphasized in the PRRO, and the potential synergies have not been as developed as they could be. For example, WFP is purchasing much of the commodities through a strategic linkage between P4P farmers and merchants supplying refugees, as the programme does less centralized procurement, there should be an explicit strategy to avoid losing the market opportunities for farmers who have been weaned on being able to sell to WFP. The CP also has funding for a food for assets programme, which is a modality that could potentially have been used in the PRRO in the self-reliance strategy and activities. The strategies for school feeding also could be more integrated.

2.3. Factors Affecting the Results

124. This section addresses the third evaluation question, "Why and how has the operation produced the observed results?"¹⁴³ It is categorized by internal and external factors.

¹⁴¹ See 2.3, Partner Communication and Accountability.

¹⁴² In terms of food, the PRRO distributed 15,000 MT, compared to 1,300 MT in the Country Programme. In terms of expenditures in 2015, the PRRO spent US\$18 million, compared to US\$6 million under the Country Programme. Email communication, WFP Rwanda CO.

¹⁴³ WFP (OEI). 2013. Terms of Reference.

2.3.1. Internal Factors

125. **Staffing and Management:** The ET had a favourable impression overall of WFP staff's competence, responsiveness and dedication. For example, the CO had planned to respond to the arrival of 100,000 Burundian refugees, and staffing plans were made accordingly, but actual implementation was done flexibly and was adapted to the lower number of refugees that actually arrived. Still, managing the Mahama camp has been demanding, as it reached a population of almost 50,000 within several months.
126. Most camps have one WFP Field Monitor, and these staff members have a good balance between monitoring, managing implementation of activities, and coordinating with MIDIMAR and other government officials (see discussion below). Most direct implementation is completed by UNHCR and NGOs as defined in accordance with the WFP - UNHCR global MoU. There is consistent overall programme management with key inputs from a Deputy Head of Programme and data management from the M&E department. An effective linkage exists between programme and supply chain departments with monthly pipeline meetings, allowing timely updates to caseload numbers and precise commodity requirement calculations. The team has a good balance of national and international staff with complementary expertise, some with significant experience with the Rwanda refugee project. The ET observed that senior management were engaged and well versed on all PRRO 200744 activities.
127. The success of nutrition interventions is largely due to the strong technical capacity of WFP's nutrition team and partners. A significant and rapid reduction of GAM rates in Mahama was achieved by conducting SENS assessments, revising the general food/cash assistance basket, and expanding supplementary feeding to all children 6-59 months.
128. The ET notes that the CO has received strong support from the WFP RB Programme Officer (Cash and Vouchers) and from the WFP Headquarters Cash and Voucher team throughout the transition to CBT. RB support included mentoring the CO cash team members, conducting assessments, and supporting market price reviews. Support was also provided during the recent problems with the mVISA system; the Programme Officer visited Rwanda, talked to partners and outlined possible contingency options. The Headquarters (HQ) Cash and Voucher (C&V) team verified the initial cost-efficiency estimates, and provided training in the new business process model, which will be valuable for future planning.
129. **Gender-related capacities in staff and partners:** The ET observed strengths and weaknesses in this area. It found that field staff's understanding of gender issues is well oriented to women's empowerment, particularly to the representation of women in camp committees; however there is less awareness of specific operational implications of implementing gender-sensitive interventions. Interviews with staff indicate that they were unfamiliar with some gender issues, such as the need to allow pregnant and lactating women to come to the front of the queue even if they arrived late, or the need for separate toilets for women and men.¹⁴⁴ Lighting for toilets was viewed as general facilities improvement rather than as a protective measure against GBV. As discussed under gender outcomes, the ET found that women refugees are feeling responsible – and are under pressure from others – to ensure the continuity of food and cash

¹⁴⁴ The problem of the lack of separate toilets for girls was identified as an obstacle to their school attendance in the 2014 JAM.

assistance, but this aspect has little visibility in discussions about problems with the cash delivery system.

130. Some progress is underway, with a gender focal point now beginning to coordinate efforts and liaise with other United Nations partners on gender issues. Gender training is one of the project indicators, and WFP has already started a training of trainer series on gender, protection and accountability, for staff and partners. This training would ideally have started at the beginning of the project, as many issues had been clearly identified in the JAM 2014 and project document. Based on discussions with senior staff, the ET finds that the training may not be sufficiently focused on the specific operational gender issues being faced in the project, and it is not linked to a discussion on how to resolve those issues.
131. In addition, WFP and partner staff are more aware of women's empowerment than they are to gender as an issue of the rights and needs of both women and men, yet they are sensitive to some of the pertinent issues related to the interrelationship of women and men. One issue identified by staff, and confirmed in beneficiary FGDs, was the challenge that the programme potentially poses to men's self-concept, arising from men being unemployed or underemployed and unable to provide for their family, while the project emphasizes the women for managing the food or cash assistance. There does not seem to be an understanding of how to respond to this tension. This could be one of the key gender issues (as opposed to women's empowerment) for the project to address.
132. **Supply-Chain Management:** As reported in Sec. 2.2, there have been very few interruptions in the food supply for GFD and nutrition programmes, as confirmed with beneficiaries in all camps. The effectiveness of the supply chain is related to several factors. The main factor is the operation of a WFP-funded Forward-Purchase Facility in Kigali, which provides a rapidly deployable supply for any office in the region: the main commodities required for the PRRO are available as a buffer to avoid being dependent on suppliers to ensure monthly commitments to beneficiaries. Even if funding arrives late or other issues arise with suppliers, the stock allows timely shipping.
133. In addition, contracts have tended to be thorough and compliance is consistent. Contracts for supplies and shipments for delivery to regional warehouses are tendered competitively to prequalified suppliers with known abilities. The contracts are clear; e.g., two suppliers defaulted and were fined, as guaranteed through the performance bond; WFP recovered US\$30,000 in contract value. Inspection companies come on the day that WFP requires, and the review of commodities is thorough and fair, as observed by the ET in the central warehouse. When shipments not meeting the standard have been sent back to suppliers, they have accepted this, which is testament to the effectiveness of the standard and its enforcement. Observations of regional and camp warehouses confirm that they are clean and well organized, with first-in first-out stock management and procedures in place for removal of damaged packages. Spot-checking of waybills and registries showed everything to be orderly, transparent, and easy to verify.
134. In terms of distribution management, one issue (see Sec. 2.2) was the practice in Mahama of the distribution assistants being perceived to skim grains from the top of the measuring scoop, which the camp committee was still quite concerned about although in fact levelling of the scoop is the correct procedure. This is an issue that the control system intends to capture and address, and has been under discussion for a number of months. The monthly checklist findings from November and December 2015 showed a

slight reduction from 53 percent to 40 percent of respondents expressing this concern about under-scooping,¹⁴⁵ though this should not be interpreted as a reliable quantitative finding given the small sample size. The ET observed that scoops were fashioned out of used oil containers, which did not appear to provide reliable measurements. Digital weighing scales were recently issued by WFP and this will likely help to verify weights, which the beneficiary may request when leaving the distribution tent, though the scooping of commodities will still be done by containers that are not uniform, so time is needed to ascertain whether distribution can still be done efficiently. One issue observed was that WFP and UNHCR staff overlapped somewhat in their roles for distribution management in various camps, so that, for example, it was not clear in Kiziba who should control the queue and ensure that vulnerable groups were prioritised. This was discussed with WFP staff, who recognized this and were already in the process of reviewing agreements over such functions.

135. Some residents raised concerns about the quality of food, though this was extensively discussed and the ET confirmed that these problems date back numerous years, before the current PRRO. What is pertinent, however, is that despite excellent quality control procedures maintained by WFP, the participation of residents in quality control is limited. For example, if food distribution (or camp) committees could visit warehouses and see how rigorous WFP is in ensuring only top-quality food when making procurements, this could help dispel any lingering doubts.
136. **Resource Mobilization and Financial Management:** WFP has effectively mobilized funds from a number of sources, including private foundations, to support refugee operations and other parts of the CP. Donors expressed confidence and support for the Rwanda operation, and the innovation with cash transfers has garnered interest and helped expand the pool of potential donors. Good accountability in terms of financial reporting and commodity management has helped WFP to maintain the support of donors and maintain good relations with the Government of Rwanda. Fundraising is ongoing and related to critical needs, and the project has come close to but averted general ration cuts due to funding shortfalls, though the shortfalls did reduce the amount given in the school feeding ration.¹⁴⁶ There are challenges, of course, and with only 46 percent of the budget provided for, the shortfall is not insignificant. But this budget is not realistic as it was based on projections of much higher numbers of refugees (an expected additional 100,000 refugees whereas only 48,947 had arrived by the end of 2015), so without a resourcing update that clearly distinguishes current funding needs from contingencies (or one which reflects several contingencies in terms of refugee numbers), it is difficult to interpret this shortfall. As mentioned elsewhere, the CO recognizes that these funding shortfalls will likely affect the range of programming possible through the remainder of 2016 and into 2017. Another crucial financial management question is the approach to cost-efficiency and cost-effectiveness measurement. While the CO did a satisfactory job of doing this during the PRRO to date,¹⁴⁷ demand has been increasing for a more complete analysis (see Sec. 3.2). As WFP begins to measure cost-effectiveness (as opposed to cost-efficiency), it should be aware

¹⁴⁵ General Food Monitoring Beneficiary Contact Checklist, November 2015.

¹⁴⁶ WFP Rwanda, 2015. Rwanda PRRO 200744 Situation Report #15. 15 December 2015

¹⁴⁷ Also confirmed with C&V Division, Rome.

that some of the differential benefits of CBT versus in-kind assistance may be difficult to quantify until further evidence is available, making it complex to reduce the comparison to simple formulas.

137. **Monitoring and Evaluation:** The project has baseline data, completes monthly distribution monitoring checklists, and conducts food security outcome monitoring (FSOM) through what appears to be a rigorous procedure, and according to clear indicators. Data are input to an existing tool (RMED) and the CO is preparing to transition to the new corporate CO Monitoring Tool (COMET). The Standard Project Report (SPR) is mostly complete and clear. Despite having downsized recently, the M&E function seems to be working well. The following comments therefore are meant to contribute to a broader learning agenda.
138. An efficient online system is used for beneficiary contact monitoring: field monitors interview 10 beneficiaries monthly using a simple questionnaire; responses are inputted to a tablet and uploaded immediately. It also covers monthly visits to final distribution points and filling out standard questionnaires related to the distribution process. The system allows field monitors to verify receipt of their entitlement, and continuously gather information on beneficiary knowledge of programme aspects and satisfaction. This gives field monitors concrete information-gathering tasks and helps ensure that they are on top of situations. The limitations of this feedback mechanism were apparent in trying to cope with the recent problems in the cash transfer system, where it was more important to monitor complaints as recorded by World Vision.
139. The M&E system includes all the WFP corporate indicators, and the strengths of the system suggest there is further potential here, particularly concerning gender and specific community issues. Gender disaggregation occurs routinely, but more could be done to monitor gender aspects such as the extent of active female participation in camp committees, or the empowerment or negative pressure felt by women by virtue of managing food/cash rations. The limited analysis of gender issues may lead to the reporting of few achievements on gender equality compared to results and effects. Other dimensions of the programme that are important could also have indicators attached to them, such as community institution functioning, host community relations, or challenges with special needs groups.
140. **Communication and coordination with partners:** Coordination with government authorities and community representatives is strong.¹⁴⁸ NGO partners were positive about their participation in the programme and expressed satisfaction with the regular meetings to discuss issues at camp level. WFP is open calling on partners to deploy their expertise and solve issues, and the interviews with partners demonstrate that they have considerable knowledge of the programme. For example, World Vision brings its own experiences in cash transfers, and Plan is a partner that brings expertise in working with children and attending to their psychosocial needs, and these are being discussed in the camps. This translates to having input at an overall programme level, through the participation of these teams in the JAM and contributions to programme design. During programme implementation however, at a national level there is no systematic approach to participatory monitoring and discussing progress, such as a steering committee.

¹⁴⁸ See section on Outcomes: Partnerships

There could be ongoing discussions about key issues such as self-reliance, but currently there is no discussion taking place among livelihood specialists from the different partner organizations.

141. **Accountability to Affected Populations:** The CO reports that numerous actors and processes are involved in accountability, including both a food/cash distribution and a camp committee, the possibility to raise concerns about food distribution with ADRA and UNHCR during distribution – or with WVI regarding cash distribution, and a complaints box. One camp committee mentioned that the WVI office was not consistent and they had difficulties during one period to locate them.¹⁴⁹ In the large Mahama food operation, the project reports that an accountability desk is maintained by Save the Children at each of the 24 villages in the camp, though the ET could not confirm how it works. WFP maintains an open line of communication to receive visits and hear concerns, and the ET deemed the steady presence of WFP field monitors in all camps as helpful in this respect. Still, ET discussions with the food distribution committee suggest that more could be done to provide updates to refugee institutions as issues are being resolved, as was seen during the recent problems with the cash distribution system.

2.3.2. External Factors

142. **Government and its Management of Refugees.** Rwanda provides a conducive environment for hosting and protecting refugees. The country is recognized as a world leader in building national cohesion around a development vision and achieving law and order and consistent economic growth. It has strong strategies for promoting gender in decision-making and promoting public-private partnerships, and there is excellent coordination between government and external agencies. The Government of Rwanda is capable of providing good infrastructure, security for refugees, and clear leadership through the MIDIMAR Camp Managers. As discussed above,¹⁵⁰ all stakeholders reported to the ET that field level coordination was quite good, with most camps having at least monthly meetings of all implementing groups.
143. The MIDIMAR camp manager deals with many issues that may arise with WFP's programme, starting with coordinating registration and overseeing the work of other government officials. Interactions observed between camp manager and the camp committee demonstrated they were playing a facilitative role and helping ensure that communication and feedback occur between the project and the community. Other officials such as health and nutrition centre staff and police were seen to be playing their roles, e.g., registering and helping distribute food to HIV/TB patients, and ensuring a safe environment. As a result of this purposeful structuring and division of roles and responsibilities, the camps are well managed overall.
144. While the Camp Committees and their associated structures are consistent structures put in place by the government, and they provide a clear focal point for residents, their engagement could be made more effective with training in topics like leadership and community development; committees the ET spoke with said they do not receive any training. The government's Community Development policy¹⁵¹ sets out a vision of community participation through empowered structures, but this applies

¹⁴⁹ Nyabiheke camp committee.

¹⁵⁰ See section on Outcomes, Partnership.

¹⁵¹ Republic of Rwanda.,2008. Community Development Policy.

differently in a refugee camp. The camp committee roles are somewhat limited; some NGO activities work with separate groups of extension officers, while not promoting that the camp committees that support them. The level of engagement is less than is seen in some development projects, where the community leadership is cultivated to regularly participate in decision-making events, including workshops at which they are brought together and share their experiences, and their contributions given some visibility in various documents. Significantly, WFP and partners' emphasis seems to be on using the camp committees to communicate information to the camp, but there is less emphasis on their receiving and systematizing feedback from the community. During the recent problems with cash transfers, refugees channelled their complaints to World Vision but the camp committee was left out of the loop, so it could not help assuage residents' concerns. There did not seem to be a recognition that the Camp Committee had a right to participate in resolving the problem, or that World Vision/WFP were accountable to them. Related to the camp committees in GFD camps is the food or cash distribution committee, which should help distribute and verify the scooping and weighing of food items, check distribution lists and report directly to the WFP field monitor. The ET observed and interviewed the committee in Kiziba, which was actively participating in food distribution. At times there appeared to be an overlap between the camp committee and distribution committee, which may reduce the clarity and complementarity of roles.

145. **Integration with Host Community:** This is an important factor influencing WFP's operation and many aspects of refugee livelihoods and quality of life; both enabling and inhibiting factors are involved here. Community leaders reported that because the refugees are Kinyarwanda speakers, the same language as the local communities, it is much easier to interact socially and economically. Refugee and host community students attend the same schools, on relatively equal footing, creating the possibility of greater future integration; markets near the camps are also shared. Constraints on land availability and economic opportunities are important in their own right, but they should not be viewed as immutable obstacles, and after all, these are challenges that refugees and Rwandans both face. Refugees have the right to work, though refugee KIIs revealed that they faced difficulties if their home-country documents and certificates were not with them or not recognized in Rwanda. It also was reported that a Rwandan employer is still more likely to prefer a Rwandan if qualifications were similar. In terms of relations more generally, no major conflicts were mentioned during fieldwork, only those related to refugees needing to search for firewood.¹⁵²

3. Conclusions and Recommendations

3.1. Overall Assessment

146. **Relevance to people's needs:** Rwanda and the Great Lakes region have had waves of refugee migration; meeting the needs of refugees has been a high priority for the international community. The ET finds that WFP's provision of universal food assistance is relevant, as refugees have limited alternatives and their food security has been unstable. High rates of malnutrition, particularly those demonstrated among arriving Burundian children, have required both curative and preventive action. Food

¹⁵² See related discussions in Sec. 1.2 and 2.2

and nutritional security monitoring in predecessor operations, the JAM and SENS have provided an evidence base to inform programme design. The observed high rates of student enrolment and retention appear to be supported by school feeding, though the CO did not have evidence that this incentive was essential. The rollout of the cash modality for general distribution is suitable, based on a review of the cash transfer pilot and the JAM findings, and further expansion of cash transfers is considered appropriate when and as conditions are optimal.

147. Recognizing the need to diminish long-term aid dependency and increase refugees' agency in a protracted situation, WFP Rwanda took steps to re-orient its support for refugees in a way that begins to promote greater self-reliance, though this was not expressed in a specific objective for PRRO 200744. The ET finds that the cash modality helps as it affords greater dignity and independence to beneficiaries and injects funds into local economies. While reviewing partners' livelihood experiences, and emphasizing women as the key to family health, the programme chose appropriate, affordable and nutrition-enhancing activities to pursue. Household rabbit rearing and gardening offer income-generating potential and address the need for greater dietary diversity and iron supplementation addresses the identified problem of anaemia. The grinding mills operated by cooperatives increase entrepreneurial activity while responding to refugees' preference for maize meal.
148. **Coherence with policy and programme context:** The Government of Rwanda has responded generously and in a highly organized manner to the plight of Congolese and Burundian refugees. WFP's work alongside UNHCR is a complement to the government's assistance and consistent with its own humanitarian mandates. The PRRO complies with and reinforces WFP's commitments to United Nations system-wide commitments and other global standards relevant to refugees, food security, and gender, including MDGs 1, 2, 4 and 5, the Zero Hunger strategy, the WFP cash and vouchers strategy, the SUN, GEEW and CEDAW. The PRRO supports relevant government policies, e.g., nutrition and school feeding, and reinforces government capacity to provide shelter to those fleeing persecution. Strong partnerships are expressed as an objective, and this helps form the innovation base of the project.

Efficiency

149. **Efficiency of implementation:** The ET found the implementation team of PRRO 200744 to be capable and dedicated in coordinating a network of NGO partners, and balancing the demands of rapid caseload growth with the Burundi refugee influx and a new delivery modality. The small project team, consistently supported by the CO, did well to manage its basic functions with few problems and cope with the unexpected challenges of the cash transfer system. The supply chain operation was very efficient in on-time delivery of quality commodities, while minimizing losses. Distribution facilities were well-run and accommodating for vulnerable groups, though not uniformly so among the camps; minor concerns exist regarding rationing procedures. While the cash transfer system was functioning well until November 2015, some serious technical problems arose and WFP and partners appear to have largely addressed them. Still, the situation has generated important lessons about troubleshooting and contingency plans, partnership management configurations and the best ways for WFP to mitigate risks inherent in this assistance modality. The nutrition interventions were efficiently run, helping respond rapidly to reduce GAM rates of Burundian children. The M&E system is

comprehensive and has pursued innovations, e.g., monthly checklist questionnaires uploaded wirelessly for rapid analysis to inform management.

150. **Targeting strategy:** The main project interventions are well-targeted in conjunction with UNHCR, MIDIMAR and other partners who help identify and deliver assistance to the various categories of beneficiaries. The one major exclusion is the group of unregistered refugees, numbering close to 10 percent of the current beneficiary caseload; the ET found that WFP could be more proactive in following up and advocating for timely resolution of their claims.
151. **Cost of the operation:** WFP Rwanda's resource situation was positive in 2015, related to support for the Burundi crisis response, and the supply chain operated with no major funding interruptions, although the school feeding ration was modified and other rations nearly had to be cut near year-end. The financial situation will be more difficult in later 2016 and 2017 as donor attention shifts elsewhere. Utilization of resources for staffing increased in tandem with the inflow of refugees and only as needed, and a suitable field office was established in Mahama with an expat coordinator and nutrition programme officer. Monitoring of cost-efficiency and cost-effectiveness have therefore become even more important considerations for project management, corporate learning and donor reporting. The ET finds that the CO's initial efforts to analyse cost-efficiency– which finds the cash transfer modality to be cost-efficient – as satisfactory and according to requirements of WFP,¹⁵³ but a more complete ex-post approach will need to be agreed among the CO team and applied.

Effectiveness

152. **Generating expected changes in targeted populations:** While PRRO 200744 has been implemented efficiently, there was further potential to embrace self-reliance approaches and apply a more nuanced gender analysis. Ultimately, however, the project was effective in the most important respects and it is now taking solid steps to be more self-reliance oriented and attend to the identified gender issues.
153. Some information is available at this mid-point to show that the project is stabilizing or improving indicators. The percentage of households with poor FCS has remained stable around 2.0-2.2 percent during the period, although the percentage for female-headed households rose slightly from 2.2 to 3.2. Conversely, the percentage of beneficiaries with acceptable FCS has remained stable since 2011, reaching a high of 77 percent in October 2015. Average CSI scores were reduced from 11.4 at baseline to 9.7 overall, with 10.2 for women and 9.1 for men, meeting project targets. Cash programmes show somewhat better outcomes, having only 1.4 percent with poor FCS compared with 3.4 percent in in-kind camps overall. Dietary diversity was slightly better in cash camps (HDDS 4.24) than in food camps (4.07), though still below expectations. The LEWIE study found positive trends for cash camps in terms of welfare and consumption smoothing. A more complete analysis will have to take account of general differences between camps and their districts, and also consider before/after data using robust research methods.¹⁵⁴ Other benefits of cash transfers were also apparent to the ET: it saves time, reduces

¹⁵³ Personal communication with WFP C&V Division.

¹⁵⁴ TANGO's 2011 external evaluation included 600 randomly selected households from each of Gihembe and Kiziba camps, which is considered necessary to demonstrate differences between camps with 90 percent confidence.

transaction costs of selling in-kind, beneficiaries strongly prefer cash over in-kind,¹⁵⁵ and purchasing locally enhances the local economy and host-community relations. Also, the modality empowers the beneficiary to choose how to use the funds, and while 88 percent use it for food, it is a step towards greater autonomy.

154. The nutrition programme has helped bring down GAM from a high of 10.3 percent to 6.6 percent, and malnutrition rates in the Congolese camps for pregnant women and children <59 months are all below international thresholds. However, stunting and anaemia rates remain high. The school feeding programme undoubtedly contributes to high rates of enrolment and retention, though the evidence that it makes a decisive impact is tenuous, and the barriers to girls' enrolment are not necessarily related to food. The livelihood-supporting grinding mills, rabbit rearing and gardening projects appear likely to have a benefit once they begin, though the scale is still relatively small.

Impact

155. PRRO 200744 has been critical in sustaining the lives of Congolese refugees in Rwanda, facilitating the re-entry of returning Rwandans, and accommodating a rapid influx of Burundians forced to flee violence in their home country. An effective food and cash assistance system has provided stability for refugees. The rolling out of CBT has greatly advanced CO capacities, and as a food assistance modality it shows signs of having additional benefits in terms of simplicity, dignity, choice, and positive linkages with the local community and economy. Supplementary and curative nutrition interventions for children and pregnant women have contributed to bringing GAM and SAM rates below international thresholds, including a marked reduction for newly-arrived Burundians, while anaemia is still fairly high and stunting remains high in some camps. School feeding contributes to high levels of primary and secondary attendance, though there is not strong evidence of attribution to WFP's input. The programme has just begun self-reliance interventions, but given that WFP has planned livelihood activities and a strategy for refugee livelihoods is being developed, important impacts are likely in terms of learning and gradually re-focusing interventions. The gender focus is beginning to have an impact in empowering women, particularly in terms of women's decision-making over food and cash assistance, while other aspects such as women's active participation in local institutions is still limited and women continue to fall slightly behind men in most impact indicators.

Sustainability and Connectedness

156. While the refugees have developed some resiliency and assets over time, without an emphasis on self-reliance they continue to be dependent and exposed to the risk of the interruption of assistance. The programme will have to shift its focus to have a more sustainable impact on refugee livelihoods. Nonetheless, improved nutrition for infants is arguably more sustainable because the programme enables their development through the critical window of 1000 days. Also, changes in knowledge and behaviour are starting to emerge with women's empowerment and greater participation in community life, which is unlikely to reverse completely in the event of changed circumstances in refugees' lives. The effective network of partner efforts for refugees should have sustainable impact on built capacity in the government as it continues to play a role in managing refugee-related and

¹⁵⁵ FGDs

other emergencies. The institutions and capacity for self-organization in camps is also important, but this is still somewhat underdeveloped in the absence of systematic efforts.

Gender

157. A number of relevant gender issues were highlighted in the project document, and a good start made in gender disaggregation in project M&E, but future capacity-building needs to focus on helping staff identify and work on the specific identified challenges. Representation of women in camp committees is high and is according to fixed quotas, but active participation in local institutions is still limited. The project has made some advances in incorporating a gender lens, strengthening women's role in control of managing household food and cash. While this increases women's feeling of empowerment, it also brings additional stress to women when distribution problems have arisen, which the project has not been focused on.

3.2 Key Lessons for the Future

158. **Self-Reliance:** As a long-term refugee operation, it is clear that WFP and other partners need to still think through building self-reliance, as the current situation is untenable in the long term, particularly if donor interest wanes. Small steps are needed to build a more sustainable and long-term approach, such as scaling up current self-help food production efforts. Partner efforts to directly finance and technically support a range of cooperative and individual income-generating activities offer some insights, but these are often directly dependent on continued donor support (e.g., tailors fabricating school uniforms) or have been given ongoing subsidies in terms of inputs or advice (e.g., poultry farming), and they are still not on a scale to make a major difference. The VSLAs supported by some NGOs show some promise owing to the number and apparent sustainability of the groups, but these too need a greater focus on business investments and sustainability. The cash transfer modality should be continued, as it lends itself to increasing independence and self-reliance. WFP and partners should promote independence and empowerment of the refugee community as a whole through its local institutions, which currently have limited roles. A more independent, self-reliance-based approach to school feeding, such as the Government of Rwanda HGSF modality, would help to reinforce the capacities needed.
159. **Cost-Efficiency and Effectiveness Analysis:** At the time of the MTE, several donors raised the question of cost-efficiency of CBT. Cost-efficiency analysis is done by the project team to compare the costs of CBT delivery of the food ration's market value and the in-kind distribution of a ration, which in WFP is expressed as an alpha value ratio. This was effectively done as an ex-ante assessment in 2013 to justify proceeding with the initial pilot in Gihembe, using projected operating costs and actual market values of the food ration. The information reviewed by the ET contains a projection that CBT is less expensive (3 – 10 percent less), though at the time of reporting the ET had not confirmed if total actual costs of delivery have been completely accounted for, both for CBT and in-kind. The value of the estimates shared with the ET is that they detail the cost of each food item in each regional market averaged over the year. What is missing, however, is a complete and itemized presentation of operating costs showing the actual resources and level of effort associated with the two modalities. The type of analysis needed probably requires the participation of finance staff from WFP and partners.
160. While the cost-efficiency analysis seems appropriate and of immediate use, the ET had also considered doing a cost-effectiveness assessment (comparing actual benefits and

costs), such as the Omega analysis given in the WFP Cash and Voucher manual. The ET anticipated that carrying out this cost-effectiveness analysis may require support from outside the CO, as the manual's procedures do appear challenging. In addition, it may be difficult to quantify the differential benefits of CBT versus in-kind assistance until further evidence is available. For this reason, the ET considered the cost-efficiency approach of WFP Rwanda to be suitable for the moment, though the analysis is probably incomplete without a clear presentation of costs. This is an issue that WFP as a whole is currently working on. An evaluation of the WFP Cash and Voucher Policy¹⁵⁶ found that "data to support cost efficiency and cost effectiveness analysis of C&V has not been collected systematically in WFP". The ET agree with the policy evaluation recommendations that WFP need to "develop robust M&E and financial accounting platforms to systematically track C&V-specific costs, inputs, outputs, outcomes and implications within a framework that facilitates comparison among all modalities over time, across countries and across project/activity types." A new business process model has been adopted and training provided during 2015, so cost-effectiveness measurement should be much clearer in the design of the upcoming project.

161. **Use of Total Population Data:** WFP does not uniformly report or regularly use data on the total population of registered refugees (disaggregated by camp, sex, and age group), though such information is available for at least some camps from UNHCR.¹⁵⁷ The ET points out the potential importance of monitoring the beneficiaries served as a percentage of total population of registered refugees, particularly as the populations may soon change as a result of registering asylum-seekers who had previously not been receiving benefits,¹⁵⁸ in support of UNHCR, which is responsible for updating the beneficiary list. This discussion also should include periodic review of whether registered refugees continue to be largely residing in the camps, as some may return to their homes; in FGDs some respondents revealed that this was a possibility, albeit currently unlikely.

3.3 Recommendations

Short-Term (2016)

162. **R1: Review cash transfer mechanisms and contractual arrangements prior to further expanding cash-based transfers.** The ET recommends that the CO, with support from the Regional Bureau investigate the potential use of other transfer mechanisms and financial service providers. The 2014 Feasibility Study found that the multi-wallet would provide a channel for multiple agencies to provide cash payments to the same beneficiaries, and this may be appropriate given UNHCR interest. In addition, the ET recommends that the CO review contractual arrangements with partners with a view to ensuring that WFP or a designate has overall oversight and there are clear management responsibilities spanning across all actors in the cash transfer system, with clearly defined roles and accountabilities for all parties. Monthly partner distribution reporting should be specified and monitored, and contracts should stipulate time-bound contingency plans and responsibilities of each actor.

¹⁵⁶ WFP, 2014. WFP's 2008 Cash and Voucher Policy (2008-14): A Policy Evaluation.

¹⁵⁷ Gihembe UNHCR offered the data to us. The ET requested WFP for the population by camp but this was not made available.

¹⁵⁸ These number 2,332, compared to 14,239 registered refugees, in Gihembe. UNHCR Gihembe Refugee Figures, 31 January 2016.

163. **R2: Conduct a detailed cost-benefit analysis of the various transfer modalities to inform decision-making in accordance with new WFP guidance.** A complete ex-post cost-efficiency analysis should be done by WFP Rwanda, to include an estimate of all costs, to satisfy immediate needs such as donors' requests. A more elaborate cost-effectiveness assessment should also be done when possible and certainly during the planning of the next project, as outlined in the WFP Cash and Voucher manual and business process model. It will be beneficial to do this in conjunction with regional and HQ C&V staff. WFP should be aware that some of the differential benefits of CBT versus in-kind assistance may be difficult to quantify until further evidence is available, making it complex to reduce the comparison to simple formulas. Robust measurement of the comparative benefits of modalities should be done with adequately large and random quantitative samples, and qualitative research. The benefits measured should include those anticipated in WFP's Cash and Voucher policy, e.g., those related to "creat[ing] conditions for pathways out of poverty." While the emphasis here is on comparing CBT and in-kind modalities, this type of analysis could be used to assist decision-making about other activities.
164. **R3: Nutrition: continue implementing all nutrition activities but ensure focus on reducing stunting and anaemia rates in all camps once GAM rates reach acceptable levels.** In most of the Congolese camps, where GAM rates are now within acceptable levels, the focus should shift to reducing stunting and anaemia prevalence rates, both of which are still at levels classified as being of public health concern. Although the current B-SFP is appropriate for this, and should be continued, providing a full package of additional, complementary activities will be needed to bring down rates down. The package should include interventions to improve access to sufficient nutrients (either through purchase, production or product), promote infant and young child feeding (IYCF) practices and hygiene, and provide nutrition counselling and support. The CO will also need to ensure that all activities are taken to scale, involving all families with young children can access the full range of interventions. WFP should therefore seek complementary partnerships so that activities can be taken to scale. The NEC programme is a good starting point for this, and camps with high stunting and anaemia rates should be prioritized, including Mahama.
165. **R4: Strengthen gender capacities and related monitoring and evaluation procedures by addressing previously-identified issues.** The CO should accelerate capacity-building efforts and ensure a focus on learning about and addressing gender issues raised in the JAM 2014, project document, and this MTE. During the current PRRO and planning for a future project, WFP should work with partners to address gender issues identified as affecting the lives of girls and women (e.g., early marriage, transactional sex) and their engagement in WFP programmes. This should include applying the WFP Gender Policy recommendation for a monitoring system to ascertain whether women are empowered by cash transfers.¹⁵⁹ The balanced role of men as well as women should receive greater emphasis, and positive examples of shared household decision-making could be shared with others. Other key considerations include recognizing the central role of women in self-reliance efforts, and understanding the potential incentives that women recognize and weight in making decisions about family planning.

¹⁵⁹ WFP. 2012. WFP Gender Policy. p. 12.

- 166. R5: Evolve the school feeding programme through linkages with government school feeding programmes and other partners; encourage community self-help education support.** Even though all components of PRRO 200744 have merit, if the project faces reduced funding, the ET would give school feeding, in its current form, lowest priority. There is potential to promote the Rwandan government's adoption of the schools in their HGSF programme, in keeping with the WFP global education policy. While there is popular support for ECD, which some refugees felt was a higher priority than secondary school feeding, rather than try to re-establish funding to ECD other alternatives appear to be more feasible. Other partners (especially UNICEF) could play a role, and the existing self-help ECD initiatives in several camps show the potential of parents contributing modestly to the food and costs of school feeding. WFP and partners could provide support to reinforce any self-help efforts, especially during any possible transition out of fully funding school feeding.

Medium-Term (2017): Building a Joint Self-Reliance Vision

167. As the global joint UNHCR/WFP refugee self-reliance strategy becomes available, WFP and UNHCR Rwanda should lead other partners to:
168. **R6: Design a long-term strategy with partners to enhance support for self-reliance in refugee households.** The CO should consider a livelihoods, market and sustainability study with special consideration for agricultural aspects such as gardening and small livestock. This can help identify current promising practices and niches, and be done in conjunction with a review of the new UNHCR/WFP refugee self-reliance policy. These core partners along with others (may include pertinent government or United Nations agencies, NGOs, and private sector) should jointly create a 10-year flexible strategy and discuss a joint budget and funding plan, as well as a strongly synergistic implementation plan. A long-term joint strategy should be rooted in a consideration of different future scenarios and reviewed periodically to adapt it to an evolving context. When looking at specific livelihood activities (such as those now included in the PRRO), profitability and sustainability are important, but the psychosocial benefits of work should also be prioritized. Access to land for agriculture activities is possible on some scale and should be expanded in Nyabiheke and elsewhere, either on a rental or purchase basis. The VSLAs supported by partner NGOs could be important actors to carry forward this strategy.
169. **R7: Enhance participation of affected populations through more systematic communications, institution-building and accountability.** In accordance with core humanitarian principles, the CO should continue the positive engagement and strong overall camp-level coordination with refugee camp committees and other formal institutions such as food and cash distribution committees, and informal groupings including women's and youth groups. These principles are doubly important in the context that refugee camps are semi-permanent communities, which should have their own defined measure of normal community life: institutions' capacities should be strengthened to take leadership roles in promoting self-reliance, formulating community development plans, and other topics. WFP/UNHCR should help create a process for camp committees to play a central role in identifying, planning and implementing initiatives to improve their lives; this could include the Community-Based Participatory Planning approach used in other WFP Rwanda programmes and be linked to food-for-assets to build community infrastructural assets such as tree-planting and other environmental improvements. Other suggested measures include review of

accountability mechanisms to include regular updating to camp committees, and having workshops and cross-visits between refugee camps when focusing on challenging aspects such as GBV or self-reliance.

170. **R8: Use indicators that capture a long-term vision of household self-reliance and community capacity-building.** To channel efforts in the new directions discussed here, new indicators should be monitored, in some cases temporarily as needed to measure progress toward evolving project goals. Candidates include: profitability and jobs created by mobile banking merchants; sales/income from livelihood activities (livestock, gardening, etc.); livelihood opportunities or vocational training for young women; refugees served as a proportion of the total population; and use of VSLA savings for small business. Indicators related to community institutions include active participation by women in community institutions, and the formulation and implementation of a development plan by the camp committee.

Longer-Term (2017-18): Further Targeting Transition from Dependency

171. As self-reliance capacities develop and assuming future funding shortfalls, additional prioritization may require:
172. **R9: Promote wider learning agenda around cash transfers and their value in livelihoods and personal empowerment.** While other recommendations have focused on management and cost-effectiveness of the current cash transfer mechanism, WFP Rwanda should follow up on and explore. CBT is relatively new in Rwanda overall, and WFP can play a role in sharing its experience to the benefit of the country, particularly with UNHCR, which is interested in adopting the same mechanism. Livelihood and economic dimensions of CBT should be monitored and discussed among partners, particularly in conjunction with the anticipated line of action on self-reliance. Some aspects of CBT which are more ambiguous and difficult to measure, such as dignity and empowerment, should be further explored, in conjunction with an anticipated process of strengthening gender capacities and M&E.
173. **R10. Strengthen advocacy approach for issues outside the direct control of WFP.** Some of the issues affecting the programme and highlighted in the report are clearly challenging for WFP to address on its own, particularly those under the mandate of MIDIMAR and other government institutions. A key issue was the support for unregistered refugees,¹⁶⁰ and recent experiences could provide lessons as to how to build an agenda to address such problems. Another key issue is the firewood problem, which affects refugees and local populations, and is intertwined with national land management and environmental concerns. WFP should encourage discussion of such issues with government and other partners, showing respect for mandated institutions but also proactively stimulating a search for creative solutions. Other issues (gender-related ones included) may require broader discussion with other stakeholders beyond the traditional ones, in order to gain perspective and leverage support and resources to benefit refugees.

¹⁶⁰ The CO advised the ET that this has now been largely resolved in April 2016, post-MTE.

Annex 1: Terms of Reference



EVALUATION QUALITY ASSURANCE SYSTEM

Office Of Evaluation

Measuring Results, Sharing Lessons

[FINAL, 30 SEPTEMBER 2015]

TERMS OF REFERENCE

OPERATION EVALUATION

RWANDA PROTRACTED RELIEF AND RECOVERY OPERATION (PRRO) 200744 “FOOD AND NUTRITION ASSISTANCE TO REFUGEES AND RETURNEES”

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1. Introduction

1. These Terms of Reference (TOR) are for the evaluation of the Rwanda Protracted Relief and Recovery Operation (PRRO) 200744 “Food and Nutrition Assistance to Refugees and Returnees”. This evaluation is commissioned by the WFP Office of Evaluation (OEV) and will last from December 2015 to May 2016. In line with WFP’s outsourced approach for Operation Evaluations (OpEv), the evaluation will be managed and conducted by an external evaluation company amongst those having a long-term agreement with WFP for operations evaluations.
2. These TOR were prepared by the OEV focal point based on an initial document review and consultation with stakeholders and following a standard template. The purpose of the TOR is twofold: 1) to provide key information to the company selected for the evaluation and to guide the company’s evaluation manager and team throughout the evaluation process; and 2) to provide key information to stakeholders about the proposed evaluation.
3. The TOR will be finalised based on comments received on the draft version and on the agreement reached with the selected company. The evaluation shall be conducted in conformity with the TOR.

2. Reasons for the Evaluation

2.1. Rationale

4. In the context of renewed corporate emphasis on providing evidence and accountability for results, WFP has committed to increase evaluation coverage of operations and mandated OEV to commission a series of Operation Evaluations in 2013 -2016.
5. Operations to be evaluated are selected based on utility and risk criteria.¹⁶¹ From a shortlist of operations meeting these criteria prepared by OEV, the Regional Bureau (RB) has selected, in consultation with the Country Office (CO) the Rwanda PRRO 200744 “Food and Nutrition Assistance to Refugees and Returnees” for an independent evaluation. In particular, the evaluation has been timed to ensure that findings can feed into future decisions on programme implementation and design of the follow-up phase of the PRRO. More specifically, the evaluation should assess the extent to which the recommendations from the previous joint WFP/UNHCR evaluation in relation to cash transfers and livelihood/self-reliance enhancement have been/are being addressed.¹⁶²

2.2. Objectives

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

¹⁶¹ The utility criteria looked both at the timeliness of the evaluation given the operation’s cycle and the coverage of recent/planned evaluations. The risk criteria was based on a classification and risk ranking of WFP COs taking into consideration a wide range of risk factors, including operational and external factors as well as COs’ internal control self-assessments.

¹⁶² Joint UNHCR/WFP Mixed Method Impact Evaluation of WFP Food Assistance to refugees in Rwanda (2007-2011) (available at the following link).

2.3. Stakeholders and Users

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

Table 1: Preliminary stakeholders' analysis

Stakeholders	Interest in the evaluation
INTERNAL STAKEHOLDERS	
Country Office (CO)	Responsible for the country level planning and operations implementation, the Rwanda CO is the primary stakeholder of this evaluation. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries, partners for the performance and results of its operation. WFP country office in Burundi has also an interest in learning from the evaluation findings to apply this learning to its ongoing operations. Moreover, WFP Burundi should be consulted in the evaluation to provide its perspective on the planning assumptions and future scenario as well as on the role of inter-country and interagency coordination.
Regional Bureau (RB) for Eastern and Central Africa based in Nairobi	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices.
Office of Evaluation (OEV)	OEV is responsible for commissioning OpEvs over 2013-2016. As these evaluations follow a new outsourced approach, OEV has a stake in ensuring that this approach is effective in delivering quality, useful and credible evaluations.
WFP Executive Board (EB)	The WFP governing body has an interest in being informed about the effectiveness of WFP operations. This evaluation will not be presented to the EB but its findings will feed into an annual synthesis of all OpEvs, which will be presented to the EB at its November session.
EXTERNAL STAKEHOLDERS	
(See Table 2 for list of external stakeholders)	
Beneficiaries	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective. As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought.
Government	The Government has a direct interest in knowing whether WFP activities in support of the refugees and returnees in Rwanda are aligned with its own priorities as far as assistance to refugees and returnees, harmonised with the action of other partners and meet the expected results. The Ministry of Disaster Management and Refugee Affairs (MIDIMAR) is a key partner in the design and implementation of WFP activities; the Ministry in the Prime Minister's office in charge of Gender and Family Promotion aims at promoting

	equality and equity for both men and women and ensure empowerment of women through the national development processes of Rwanda.
UN Country team	The UNCT's harmonized action should contribute to the realisation of the government objectives in relation to the support to refugees and returnees. It has therefore an interest in ensuring that WFP operation is effective in contributing to the UN concerted efforts. WFP most notably works closely with the United Nations High commissioner for refugees (UNHCR) mandated for the provision of protection and assistance under international refugee law as well as with the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO), supporting maternal, child and adolescent health and nutrition.
NGOs	NGOs are WFP's partners for the implementation of some activities while at the same time having their own interventions. The results of the evaluation might affect future implementation modalities, strategic orientations and partnerships.
Civil society	Civil society groups work within the same context in which WFP operates and have an interest in areas related to WFP interventions (food security, nutrition, education, gender equity, etc.). Their experience and knowledge can inform the evaluation and they will be interested in the evaluation findings, especially those related to partnerships. Pro-Femmes is among the main associations promoting gender equity and empowerment of women in Rwanda.
Donors	WFP operations are voluntarily funded by a number of donors. They have an interest in knowing whether their funds have been spent efficiently and if WFP's work has been effective and contributed to their own strategies and programmes.

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

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

3. Subject of the Evaluation

9. Rwanda is a low-income, food-deficit and least developed country and ranks 151 out of 187 countries based on the 2014 UNDP Human Development Report. Rwanda has one of the highest population densities in Africa, with 416 people living per square kilometre. The total population stands at 11.2 million, with an annual increase rate of 2.6 percent. Agriculture contributes 33 percent of the national gross domestic product (GDP) and generates 80 percent of export revenue.
10. Despite Rwanda's impressive annual GDP growth rate of 8 percent in 2014, household food insecurity and poverty remains a major challenge (39.1 percent poor).¹⁶³ According to the DHS

¹⁶³ Demographic and Health Survey (DHS) data and Integrated Household Living Conditions (EICV) Survey 2015.

2014/15, the national prevalence of chronic malnutrition (stunting) among children under five years remains high (38 percent). Life expectancy is 64.1 years and households headed by women or orphans account for 36 percent of the population.

11. Rwanda has been hosting refugees, mainly from the Democratic Republic of Congo (DRC), but also from other African countries, for decades. Until recently, Rwanda was hosting approximately 75,000 refugees in five refugee camps. The majority of them fled from conflict in the eastern DRC in 1995-1996 and a further 30,000 escaped from increasing insecurity during 2012 and 2013. Following the rising political and social tensions ahead of various electoral processes in Burundi, over 70,900 refugees have fled the country and arrived in Rwanda since April 2015 (corresponding to 40% of the total influx of Burundian refugees in the region).¹⁶⁴ The Government of Rwanda has granted Prima Facie refugee status to Burundian refugees and has allocated land to set up a transit camp in Mahama (Kirehe district) where all the refugees will eventually be settled.
12. The Standardized Expanded Nutrition Survey (SENS) survey conducted in May 2015 in Congolese camps shows that the prevalence of global acute malnutrition (GAM) is below 5% denoting an acceptable prevalence as per WHO cut off points and a stable situation since the previous survey in 2012. Acute malnutrition affects younger children more, especially the 6-17 month age group which is probably linked to poor infant and young children feeding practices coupled with inadequate complementary feeding. Stunting remains the most concerning form of malnutrition affecting the refugee population, with rates around 30% in all camps, attributable to poor child feeding practices such as late introduction to solid and semi solid food and general lack of dietary diversity. The encouraging finding is that stunting has reduced on average about 10% in all camps since the previous survey. Rapid nutrition screening among the recently arrived Burundian refugees in Mahama camp shows higher rates of acute malnutrition in children aged 6-59 months which is often associated with high mortality rates in refugee contexts. A nutrition survey planned in the coming weeks will provide more accurate data.
13. Given the current capacity constraints and potential future influx, the Government has officially requested the United Nations, and specifically WFP, to meet the current and future emergency needs including food, nutrition, non-food items, emergency shelter, health and water and sanitation assistance.
14. Under PRRO 200744,¹⁶⁵ WFP had been assisting 73,000 refugees from DRC who had limited livelihood opportunities and access to land for cultivation. The intervention strategy includes general distribution of food or cash to all registered refugees in the five camps. To sustain the gains in addressing malnutrition, special attention is provided to vulnerable groups. Preventive supplementary feeding targets all refugee children aged 6-23 months and pregnant and lactating women to ensure their special nutritional requirements are met during the crucial “1,000 days’ window of opportunity”. WFP also provides supplementary feeding for moderately malnourished children aged 6-59 months and to PLHIV on ART and TB patients. Children attending primary school and centre-based ECD (aged 3 to 5 years) receive school snacks in WFP’s continued efforts to strengthen refugees’ access to education (and support their future livelihood options). In addition, WFP supports Rwandan refugees’ sustainable return and reintegration by providing a six-month ration of food and cash in collaboration with the Government of Rwanda and the One UN, following the comprehensive solutions strategy agreed in June 2013 for Rwandan refugees who fled between 1959 and 1998.
15. Following the recent influx of refugees from Burundi, WFP launched an immediate response emergency operation (IR-EMOP 200838) in April 2015 to meet the food and nutrition needs of

¹⁶⁴ UNHCR, Emergency Update 10 August 2015

¹⁶⁵ PRRO 200744 continues the assistance provided under PRRO 200343 (2012-2014) for both refugees and returnees.

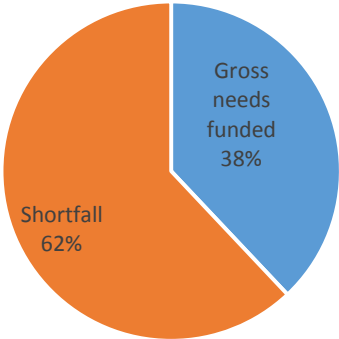
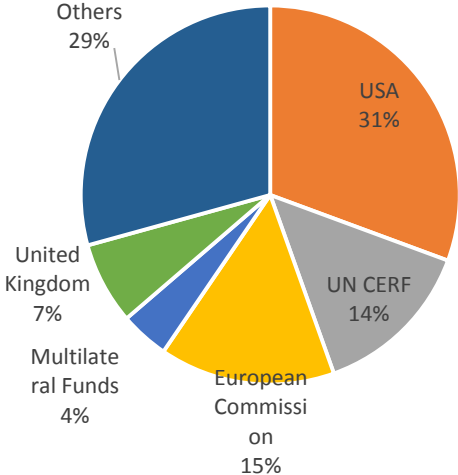
20,000 Burundian refugees for three months. While the new arrivals at the two reception centres (in Bugesera and Nyanza) are assisted with high-energy biscuits and hot meals (provided by WFP and organized by UNHCR), WFP started general food distributions in early May in the newly established Mahama camp. Subsequently, WFP scaled up the various ongoing activities under the PRRO 200744 (general food and cash assistance, curative and preventive supplementary feeding programme and school feeding) and introduced a blanket feeding programme for children aged 6-59 months among the targeted Burundian refugees in order to prevent a further deterioration of the nutrition situation.

16. Assistance to refugees and returnees is coordinated by MIDIMAR. Rwanda is also a pilot country for the “Delivering as One” initiative to promote joint programming at country level. The project document including the project logframe, related amendment (Budget revision) and the latest resource situation are available by clicking on the following [hyperlink](#).¹⁶⁶ The key characteristics of the operation are outlined in table two below:

Table 2: Key characteristics of the operation

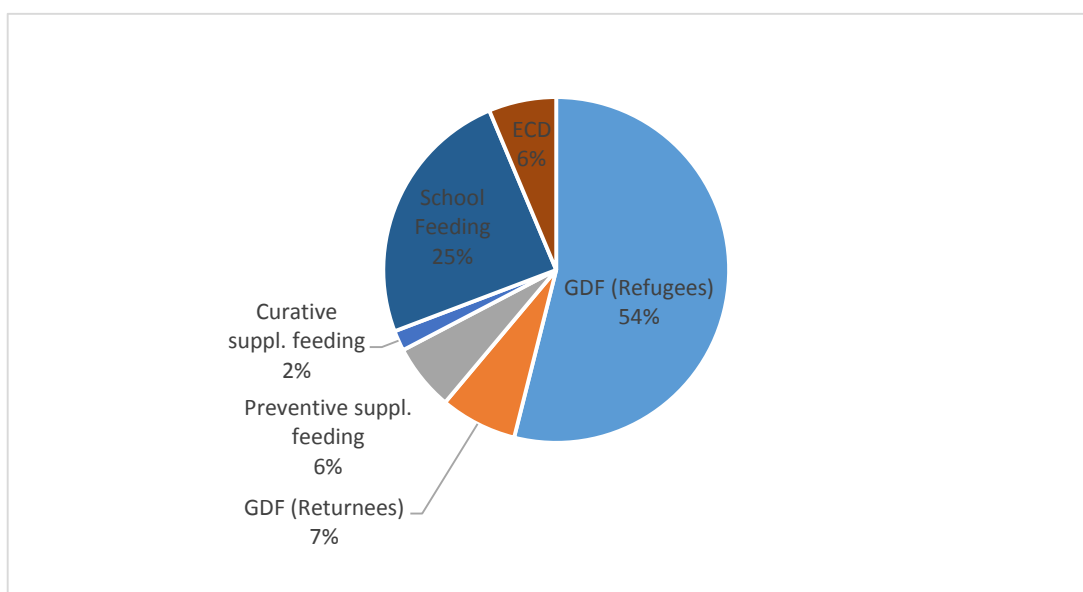
OPERATION			
Approval	The operation was approved by the Deputy Executive Director in January 2015		
Amendments	There has been one amendment to the initial project document approved in July 2015. In response to the new influx of Burundian refugees, this budget revision increased the total number of targeted beneficiaries by 100,000 through general food distributions as well as supplementary feeding and school feeding programmes. It resulted in an increase of the food requirements by 12,706 mt and an overall budget increase of US\$12.2 million.		
Duration	Initial: 2 years (January 2015 – December 2016)	Revised: NA	
Planned beneficiaries	<u>Initial:</u> 93,900	<u>Revised:</u> 193,900	
Planned food requirements	<u>Initial:</u> In-kind food: 16,676 mt of food commodities Cash and vouchers: US\$8,874,853	<u>Revised:</u> In-kind food: 29,382 mt of food commodities Cash and vouchers: US\$8,874,853	
US\$ requirements	<u>Initial:</u> US\$35.1 million	<u>Revised:</u> US\$47.3 million	
OBJECTIVES,OUTCOMES AND ACTIVITIES			
	WFP SO	PRRO specific objectives and outcomes	Activities
Contribute to MDGs 1, 2, 4 and 5, UNDAP outcomes 1, 2 and 3	Gender: Gender equality and empowerment improved		
	Protection and Accountability to affected population: WFP assistance delivered and utilized in safe, accountable and dignified conditions		
	Partnerships: Food assistance interventions coordinated and partnerships developed and maintained		
	Strategic Objective 1	Objective 1: Meet the food and nutritional needs of refugee and returnee populations and treat acute malnourished children 6-59 months	

¹⁶⁶ From WFP.org – Countries – Rwanda – Operations.

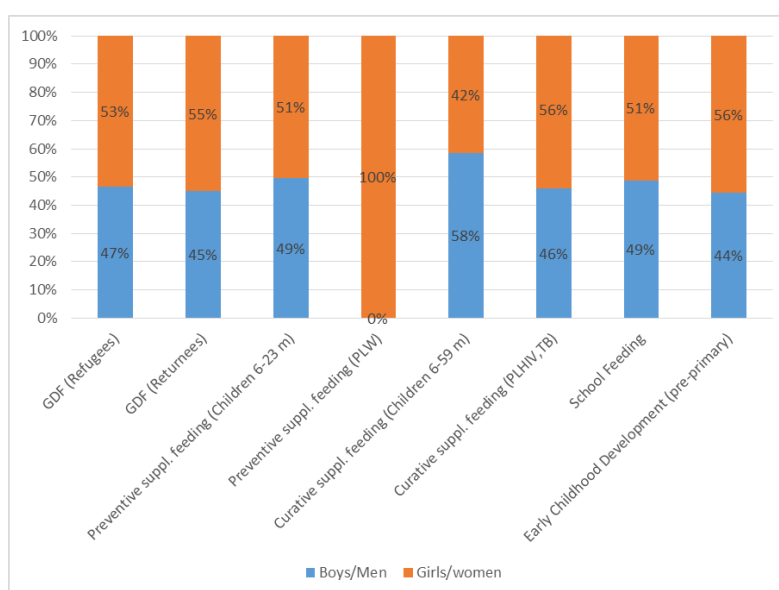
		Outcome 1.1: Stabilized or reduced undernutrition among children aged 6-59 months	<ul style="list-style-type: none">Curative supplementary feeding programme for children 6-59 months and TB/HIV patients
		Outcome 1.2: Stabilized or improved food consumption over assistance period for targeted households and/or individuals	<ul style="list-style-type: none">Transit rations (high-energy biscuits)General food and cash assistance to refugees and returnees
	Strategic Objective 2	Objective 2: Prevent chronic malnutrition in children 6-23 months, prevent malnutrition while improving adherence to drug protocols of PLHIV receiving antiretroviral treatment and TB patients, and improve access and quality of education and health facilities in the refugee camps	
		Outcome 2.2 : Improved access to assets and/or basic services, including community and market infrastructure	<ul style="list-style-type: none">School feedingEarly child development (ECD)
		Outcome 2.3: Stabilized or reduced undernutrition, including micronutrient deficiencies among children aged 6–23 months, pregnant and lactating women, and school-age children	<ul style="list-style-type: none">Preventive supplementary feeding programme for children 6-23 months and PLW
PARTNERS			
Government	Ministry of Disaster Management and Refugees Affairs		
United Nations	UNHCR, UNICEF, WHO		
NGOs	Adventist Development and Relief Agency (ADRA) International, Africa Humanitarian Action, American Refugee Committee, Plan International and World Vision International		
RESOURCES (INPUTS)			
Contribution received as of 21/09/15: US\$17,957,518 % against appeal: 38% Top 5 donors: USA, European Commission, UN CERF, United Kingdom and multilateral funds	<div><p>% funded of total requirements</p></div> <div><p>Top five donors</p></div>		

PLANNED OUTPUTS (at design)

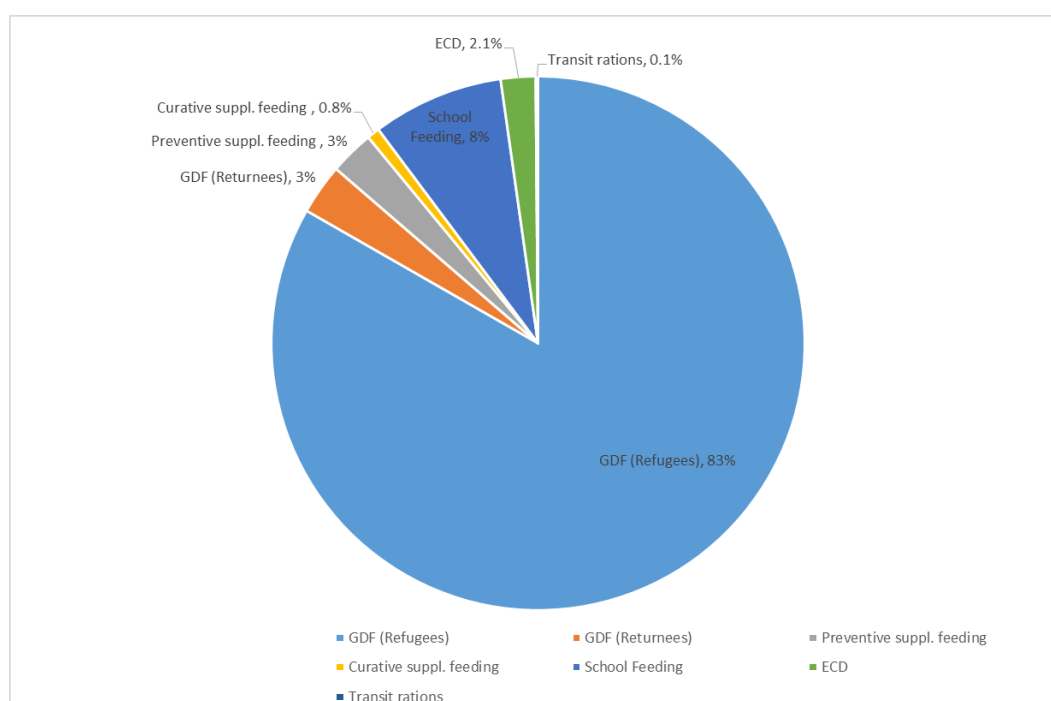
Planned % of beneficiaries by activity



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



Planned % of food requirements by activity



4. Evaluation Approach

4.1. Scope

17. **Scope.** The evaluation will cover the Rwanda PRRO 200744 including all activities and processes related to its formulation, implementation, resourcing, monitoring, review, evaluation and reporting relevant to answer the evaluation questions. The period covered by this evaluation captures the time from the development of the operation June-December 2014 and the period from the beginning of the operation until the start of the evaluation (January 2015-January 2016).

4.2. Evaluation Questions

18. The evaluation will address the following three questions:

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

- Were appropriate at project design stage to the needs of the food insecure population including the distinct needs of women, men, boys and girls from different groups, as applicable, and remained so over time in line with the changing refugee context.

- Are coherent with relevant stated national policies in relation to refugees, the National Gender Policy and other sector policies and strategies and seek complementarity with the interventions of relevant humanitarian partners
- Seek complementarity with other CO interventions in the country such as the IR-EMOP and the common country programme.
- Were coherent at project design stage with relevant WFP and UN-wide system strategies, policies and normative guidance (including gender¹⁶⁷), and remained so over time. In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender and protection¹⁶⁸ issues.

In line with the CO and RB' specific areas of interest, the evaluation should assess the appropriateness of the self-reliance activities envisaged in partnerships with other agencies at project formulation stage and advise on other opportunities for supporting the livelihoods and self-reliance of the various groups: i) Rwandan returnees; ii) newly arrived Burundian refugees; and iii) long-standing refugees.

Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups (persons with special needs, elderly, single-headed households among others) are considered, the evaluation will analyse:

- The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);
- The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, variations between different groups, including women, girls, men and boys; In particular, the evaluation should assess: i) the contribution of self-reliance activities implemented in collaboration with partners towards the operation's outcomes (bearing in mind the start date of those activities); ii) the contribution of cash transfers towards children and households food consumption and dietary diversity (both between and within food groups); and iii) whether cash assistance under the PRRO had unintended effects (whether positive or negative) on livelihoods within the camp, relationships between refugees and host population as well as on the local economy.¹⁶⁹
- Whether and how results related to Gender, Equity and Empowerment of Women (GEEW) have been achieved;
- How different activities of the operation dovetail and are synergetic with other WFP operations (in particular the country programme) and with what other actors are doing to contribute to the overriding WFP objective in the country; and
- The efficiency of the operation and the likelihood that the benefits, relevant to the returnees and refugees' situation, will continue after the end of the operation. In particular, the

¹⁶⁷ WFP Policies include: resilience, nutrition, gender, school feeding, cash and vouchers, WFP role in humanitarian system, humanitarian protection. For a brief on each of these and other relevant policies and the links to the policy documents, see the WFP orientation guide on page 15. For gender, in addition to WFP policy, refer to the Convention to Eliminate all Forms of Discrimination against Women (CEDAW) <http://www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx> for information on UN system wide commitments.

¹⁶⁸ For protection, in addition to WFP policy, refer to other system-wide commitments here <http://interagencystandingcommittee.org/accountability-affected-populations-including-protection-sexual-exploitation-and-abuse>

¹⁶⁹ The CO plans to conduct a study on the impact of cash transfers on the local economy in collaboration with an American university.

evaluation should look into some of the innovative technologies for cash delivery used in Rwanda and advice on their potential to be exploited for further data collection purposes.

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

- Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/HQ); the partnership and coordination arrangements; etc.
 - Externally (factors outside WFP's control): the external operating environment; the legal framework for refugees in Rwanda; the funding climate; external incentives and pressures; etc.
19. Throughout the evaluation and in making recommendations, the team should make forward considerations and identify best practices to inform the design of the next PRRO in Rwanda as well as other operations in the region giving due consideration to: i) the evolving refugee context; ii) the shift from in-kind food to cash-based assistance; iii) the increased focus on designing interventions that contribute to communities' resilience-building; and gender and nutrition mainstreaming. The CO is particularly interested in assessing the appropriateness, efficiency and effectiveness of cash-based programmes and identifying opportunities for scaling up.

4.3 Evaluability Assessment

20. Evaluability is the extent to which an activity or a programme can be evaluated in a reliable and credible fashion. The below provides a preliminary evaluability assessment, which will be deepened by the evaluation team in the inception package. The team will notably critically assess data availability and take evaluability limitations into consideration in its choice of evaluation methods. In doing so, the team will also critically review the evaluability of the gender aspects of the operation, identify related challenges and mitigation measures and determine whether additional indicators are required to include gender empowerment and gender equality dimensions.
21. In answering question one, the team will be able to rely on assessment reports, minutes from the project review committee, the project document and logframe, evaluations or reviews of ongoing and past operations¹⁷⁰ as well as documents related to government and interventions from other actors. In addition, the team will review relevant WFP strategies, policies and normative guidance.¹⁷¹
22. For question two the operation has been designed in line with the corporate strategic results framework (SRF) and selected outputs, outcomes and targets are recorded in the logframe. Monitoring reports as well as annual standard project reports (SPRs) detail achievement of outputs and outcomes thus making them evaluable against the stated objectives. Only the draft 2015 SPR for PRRO 200744 will be available at the time of the team's field mission in March 2016, however the final one will be available on 31 March 2016 in time to inform the evaluation team's analysis and report. The 2013/2014 SPR for PRRO 200343 should also be useful to the

¹⁷⁰ Including a Joint Mixed Method Impact Evaluation of WFP Food Assistance to refugees in Rwanda (2007-2011) (available at the following [link](#)) and an Evaluation of WFP's country portfolio (2006-2010) available at the following [link](#).

¹⁷¹ Full list is provided in the WFP orientation guide, which all team members should review during the inception phase.

team, as both operations objectives, target populations, activities and reporting frameworks are similar.

23. However, answering question two is likely to pose some challenges owing in part to: i) the scarcity of baseline data for some activities, which will need to be complemented and reconstructed using findings from various assessment reports and ii) data gaps in relation to efficiency.
24. For question three, the team members will have access to some institutional planning documents from WFP and other key external players such as UNHCR in relation to refugees numbers etc. Further information will be collected through key informant interviews.

4.4. Methodology

25. The methodology will be designed by the evaluation team during the inception phase. It should:
 - Employ relevant internationally agreed evaluation criteria including those of relevance, coherence (internal and external), coverage, efficiency, effectiveness, impact and sustainability (or connectedness for emergency operations), giving special consideration to gender and equity issues.
 - Use applicable standards (e.g. SPHERE standards; UNEG guidance on gender¹⁷²);
 - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (e.g. stakeholder groups, including beneficiaries, etc.) and using mixed methods (e.g. quantitative, qualitative, participatory) to ensure triangulation of information through a variety of means. Participatory methods will be emphasised with the main stakeholders, including the CO. The selection of field visit sites will also need to demonstrate impartiality.
 - Be geared towards addressing the key evaluation questions taking into account the evaluability challenges, the budget and timing constraints;
 - Be based on an analysis of the logic model of the operation and on a thorough stakeholders analysis;
 - Ensure through the use of mixed methods and appropriate sampling that women, girls, men and boys from different stakeholders groups participate and that their different voices are heard and used;
 - Be synthesised in an evaluation matrix, which should be used as the key organizing tool for the evaluation.

4.5. Quality Assurance

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

¹⁷² These are put into context of WFP evaluation in the OEV technical note on integrating gender in evaluation. Evaluation team will be expected to review this TN during the inception phase and ensure that gender is well mainstreamed in all phases and aspects of the evaluation.

5. Phases and deliverables

28. The evaluation will proceed through five phases. Annex two provides details of the activities and the related timeline of activities and deliverables.
29. **Preparation phase** (September –October 2015): The OEV focal point will conduct background research and consultation to frame the evaluation; prepare the TOR; select the evaluation team and contract the company for the management and conduct of the evaluation.
30. **Inception phase** (December 2015 – January 2016): This phase aims to prepare the evaluation team for the evaluation phase by ensuring that it has a good grasp of the expectations for the evaluation and a clear plan for conducting it. The inception phase will include a desk review of secondary data and initial interaction with the main stakeholders.

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

31. **Evaluation phase** (2-23 March 2016): The fieldwork will span over three weeks and will include visits to project sites and primary and secondary data collection from local stakeholders. Two debriefing sessions will be held upon completion of the field work. The first one will involve the country office (relevant RB and HQ colleagues will be invited to participate through a teleconference) and the second one will be held with external stakeholders.

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

32. **Reporting phase** (April-May 2016): The evaluation team will analyse the data collected during the desk review and the field work, conduct additional consultations with stakeholders, as required, and draft the evaluation report. It will be submitted to the evaluation manager for quality assurance. Stakeholders will be invited to provide comments, which will be recorded in a matrix by the evaluation manager and provided to the evaluation team for their consideration before report finalisation.

- **Deliverable: Evaluation report.** The evaluation report will present the findings, conclusions and recommendations of the evaluation in a concise report of 40 pages maximum. Findings should be evidence-based and relevant to the evaluation questions. Data will be disaggregated by sex and the evaluation findings and conclusions will highlight differences in performance and results of the operation for different beneficiary groups as appropriate. There should be a logical flow from findings to conclusions and from conclusions to recommendations. Recommendations will be limited in number, actionable and targeted to the relevant users (as outlined in paragraph 18). These will form the basis of the WFP management response to the evaluation. For more details, refer to the [content guide for the evaluation report](#) and the [OpEv sample models for presenting results](#).

33. **Follow-up and dissemination phase:** OEV will share the final evaluation report with the CO and RB. The CO management will respond to the evaluation recommendations by providing actions that will be taken to address each recommendation and estimated timelines for taking those actions.

The RB will coordinate WFP's management response to the evaluation, including following up with country offices on status of implementation of the actions. OEV will also subject the evaluation report to an external post-hoc quality review to report independently on the quality, credibility and utility of the evaluation in line with evaluation norms and standards. A feedback online survey on the evaluation will also be completed by all stakeholders. The final evaluation report will be published on the WFP public website, and findings incorporated into an annual synthesis report, which will be presented to WFP's Executive Board for consideration. This synthesis will identify key features of the evaluated operations and report on the gender sensitivity of the operations among other elements. Findings will be disseminated and lessons will be incorporated into other relevant lesson sharing systems.

Notes on the deliverables:

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

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

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

Table 3: Key dates for field mission and deliverables

Entity responsible	Phase	Activities	Key dates
EM/ET	Inception	Draft Inception Package	11 January 2016
EM/ET	Inception	Final Inception Package	25 January 2016
CO/ET	Evaluation	Evaluation field mission	2-23 March 2016
ET	Evaluation	Exit Debriefing Presentation	22 March 2016
EM/ET	Reporting	Draft Evaluation Report	27 April 2016
EM/ET	Reporting	Final Evaluation Report	25 May 2016
CO/RB	Follow-up	Management Response	15 June 2016

6. Organization of the Evaluation

6.1 Outsourced approach

34. Under the outsourced approach to OpEvs, the evaluation is commissioned by OEV but will be managed and conducted by an external evaluation company having a long-term agreement (LTA) with WFP for operations evaluation services.

35. The company will provide an evaluation manager (EM) and an independent evaluation team (ET) in line with the LTA. To ensure a rigorous review of evaluation deliverables, the evaluation manager should in no circumstances be part of the evaluation team.

36. The company, the EM and the ET members will not have been involved in the design, implementation or M&E of the operation nor have other conflicts of interest or bias on the subject. They will act impartially and respect the [code of conduct of the profession](#).

37. Given the evaluation learning objective, the evaluation manager and team will promote stakeholders' participation throughout the evaluation process. Yet, to safeguard the independence

of the evaluation, WFP staff will not be part of the evaluation team or participate in meetings with external stakeholders if the evaluation team deems that their presence could bias the responses.

6.2 Evaluation Management

38. The evaluation will be managed by the company's EM for OpEvs (as per LTA). The EM will be responsible to manage within the given budget the evaluation process in line with EQAS and the expectations spelt out in these TOR and to deliver timely evaluation products meeting the OEV standards. In particular, the EM will:

- Mobilise and hire the evaluation team and provide administrative backstopping (contracts, visas, travel arrangements, consultants' payments, invoices to WFP, etc).
- Act as the main interlocutor between WFP stakeholders and the ET throughout the evaluation and generally facilitate communication and promote stakeholders' participation throughout the evaluation process.
- Support the evaluation team by orienting members on WFP, EQAS and the evaluation requirements; providing them with relevant documentation and generally advising on all aspects of the evaluation to ensure that the evaluation team is able to conduct its work.
- Ensure that the evaluation proceeds in line with EQAS, the norms and standards and code of conduct of the profession and that quality standards and deadlines are met.
- Ensure that a rigorous and objective quality check of all evaluation products is conducted ahead of submission to WFP. This quality check will be documented and an assessment of the extent to which quality standards are met will be provided to WFP.
- Provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.3 Evaluation Conduct

39. The ET will conduct the evaluation under the direction of the EM. The team will be hired by the company following agreement with OEV on its composition.

40. **Team composition.** The evaluation team is expected to include two to three members, including the team leader and one or two international or national evaluators. It should include women and men of mixed cultural backgrounds and at least one national of Rwanda. At least one team member should have WFP experience.

41. **Team competencies.** The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:

- Cash programming;
- Food security, livelihood and self-reliance within refugee context;
- Nutrition;
- Humanitarian law and protection issues in refugee contexts;
- Good knowledge of gender issues within refugee contexts as well as understanding of UN system-wide and WFP commitments on gender.

42. All team members should have strong analytical and communication skills (in oral and written English); evaluation experience and familiarity with the country or region. Some understanding/knowledge of French (verbal) would be an asset to facilitate communication during field work, none withstanding the need for translation into Ki-rwandan/Ki-rundi /other languages depending on specific populations encountered.

43. The **Team Leader** will have good communication, management and leadership skills and demonstrated experience and good track record in leading similar evaluations. He/she should also

have excellent English writing and presentation skills, technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools.

44. Her/his primary responsibilities will be: i) defining the evaluation approach and methodology; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception package, exit debriefing presentation and evaluation report in line with EQAS; and v) provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

45. **The team members** will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.

46. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s); and v) provide feedback on the evaluation process as part of an evaluation feedback e-survey.

6.4 Security Considerations

47. As an 'independent supplier' of evaluation services to WFP, the evaluation company is responsible for ensuring the security of all persons contracted, including adequate arrangements for evacuation for medical or situational reasons. The consultants contracted by the evaluation company do not fall under the UN Department of Safety & Security (UNDSS) system for UN personnel.

48. However, to avoid any security incidents, the Evaluation Manager is requested to ensure that:

- Travelling team members complete the UN system's applicable Security in the Field courses in advance, print out their certificates and take them with them. (These take a couple of hours to complete.)
- The WFP CO registers the team members with the Security Officer on arrival in country and arranges a security briefing for them to gain an understanding of the security situation on the ground.
- The team members observe applicable UN security rules and regulations – e.g. curfews etc.

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

7. Roles and Responsibilities of WFP Stakeholders

49. **The Country Office.** The CO management will be responsible to:

- Assign a focal point for the evaluation. Mari Hassinen, Head of Programme will be the CO focal point for this evaluation.
- Comment on the TORs, inception package and the evaluation report
- Provide the evaluation manager and team with documentation and information necessary to the evaluation; facilitate the team's contacts with local stakeholders; set up meetings, field visits; provide logistic support during the fieldwork; and arrange for interpretation, if required.
- Organise security briefings for the evaluation team and provide any materials as required
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results and in various teleconferences with the evaluation manager and team on the evaluation products.
- Organise and participate in two separate debriefings, one internal and one with external stakeholders.
- Prepare a management response to the evaluation recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

50. **The Regional Bureau.** The RB management will be responsible to:

- Assign a focal point for the evaluation. Genevieve Chicoine, Regional M&E advisor will be the RB focal point for this evaluation.
- Participate in discussions with the evaluation team on the evaluation design and on the operation, its performance and results. In particular, the RB should participate in the evaluation debriefing and in various teleconferences with the evaluation manager and team, as required.
- Provide comments on the TORs, inception package and the evaluation report.
- Coordinate the management response to the evaluation and track the implementation of the recommendations.
- Provide feedback to OEV on the evaluation process as part of an evaluation feedback e-survey.

51. **Headquarters.** Some HQ divisions might, as relevant, be asked to discuss WFP strategies, policies or systems in their area of responsibility and to comment on the evaluation TOR and report.

52. **The Office of Evaluation.** OEV is responsible for commissioning the evaluation and Julie Thoulouzan, Evaluation Officer is the OEV focal point. OEV's responsibilities include to:

- Set up the evaluation including drafting the TOR in consultation with concerned stakeholders; select and contract the external evaluation company; and facilitate the initial communications between the WFP stakeholders and the external evaluation company.
- Enable the company to deliver a quality process and report by providing them with the EQAS documents including process guidance, content guides and templates as well as orient the evaluation manager on WFP policies, strategies, processes and systems as required.
- Comment on the draft inception package.
- Comment on the evaluation report and approve the final version.
- Submit the final evaluation report to an external post-hoc quality review process to independently report on the quality, credibility and utility of the evaluation and provide feedback to the evaluation company accordingly.
- Publish the final evaluation report on the WFP public website and incorporate findings into an annual synthesis report, which will be presented to WFP's Executive Board for consideration.
- Conduct an evaluation feedback e-survey to gather perceptions about the evaluation process and the quality of the report to be used to revise the approach, as required.

8. Communication and budget

8.1. Communication

53. Issues related to language of the evaluation are noted in sections 6.3 and 5, which also specifies which evaluation products will be made public and how and provides the schedule of debriefing with key stakeholders. Section 5 paragraph 33 describes how findings will be disseminated.

54. To enhance the learning from this evaluation, the evaluation manager and team will also emphasize transparent and open communication with WFP stakeholders. Regular teleconferences and one-on-one telephone conversations between the evaluation manager, team and country office focal point will assist in discussing any arising issues and ensuring a participatory process.

8.2. Budget

55. **Funding source:** The evaluation will be funded in line with the WFP special funding mechanism for Operations Evaluations (Executive Director memo dated October 2012). The cost to be borne by the CO will be established by the WFP Budget & Programming Division (RMB).

56. **Budget:** The budget will be prepared by the company (using the rates established in the LTA and the corresponding template) and approved by OEV. For the purpose of this evaluation the company will:

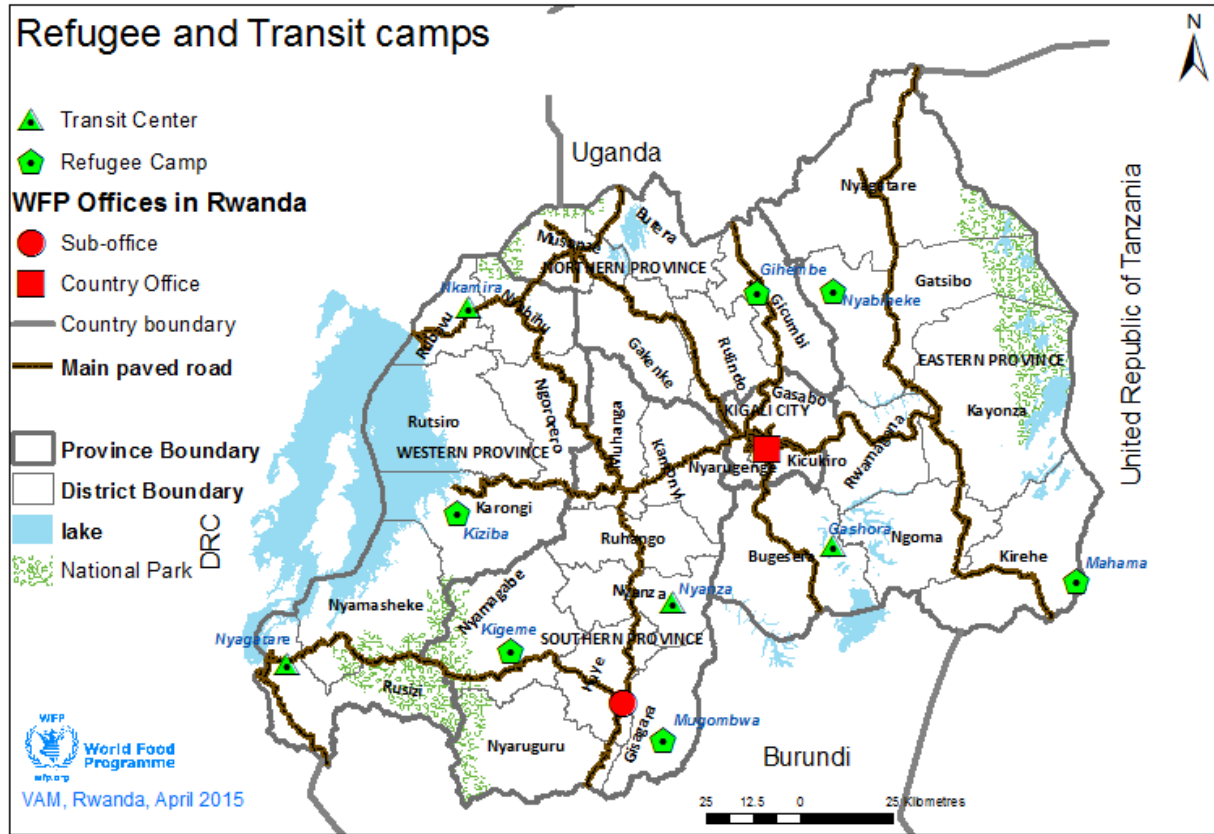
- Use the management fee corresponding to a small operation.
- Not budget for domestic travel.

Please send queries to Julie Thoulouzan, Evaluation Officer

Email: Julie.thoulouzan@wfp.org

Phone number: + 39 06 65 13 35 04

Annex 1: Map



Annex 2: Evaluation timeline

[illegible]

Acronyms

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
BR	Budget Revision
CO	Country Office (WFP)
DAC	Development Assistance Committee
EB	(WFP's) Executive Board
EQAS	Evaluation Quality Assurance System
EM	Evaluation manager
ER	Evaluation Report
ET	Evaluation Team
GEEW	Gender empowerment and equality of women
HQ	Headquarters (WFP)
IP	Inception Package
LTA	Long-Term Agreement
MDG	Millennium Development Goals
MIDIM AR	Ministry of Disaster Management and Refugee Affairs
M&E	Monitoring and Evaluation
Mt	Metric Ton
NGO	Non-Governmental Organisation
OEV	Office of Evaluation (WFP)
OpEv	Operation Evaluation
RB	Regional Bureau (WFP)
TOR	Terms of Reference
UN	United Nations
UNCT	United Nations Country Team

UNHCR	United Nations High commissioner for refugees
UNEG	United Nations Evaluation Group
WFP	World Food Programme

Annex 2: Topical Outlines

1 QUESTIONS FOR WFP; USE IN ADAPTED FORM FOR HCR & OTHER UN

[review and select appropriate questions for each interview]

1.1 Overall Programme (general questions)

1.1.1 What was the analysis of needs at the time of the design of the programme, and how was this intervention designed to meet those needs?

1.1.2 What are the national policies that the intervention relates to, how well does it fit in and support policy?

1.1.3 How complementary is the intervention with other activities of WFP?

1.1.4 How coherent are the interventions with relevant WFP and United Nations-wide system strategies, policies and normative guidance (including gender)?

1.1.5 Were GEEW objectives and mainstreaming principles included in the intervention design?

1.1.6 What efforts have been made to promote self-reliance and livelihoods of the refugees, and what other opportunities are there, with the various groups: i) Rwandan returnees; ii) newly arrived Burundian refugees; and iii) long-standing refugees?

1.2 Food distribution system (WFP)

1.2.1 Are all the intended beneficiaries receiving 2100kcal of food per day? If not, why?

1.2.2 What are the strengths and weaknesses of the current food delivery / food distribution system?

1.2.3 Ration changes

1.2.4 Pipeline breaks

1.2.5 Food quality

1.2.6 Distribution points

1.2.7 Data collection and programme monitoring

1.2.8 Process and outcome monitoring

1.2.9 Discuss ration changes in past – curative supplementary feeding (CSF), half-rations, pipeline breaks

1.2.10 What was done to mitigate the effects of ration cuts or pipeline breaks?

1.2.11 What has WFP and its partners learned from this? How can it be improved?

1.3 Cash Assistance

1.3.1 What was the rationale behind using a cash-based modality? (compare this with what is described against the published guidelines)

1.3.2 How have WFP and partners decided where to pilot and implement cash transfers

1.3.3 Who is targeted? And why?

1.3.4 What roles are played by which partners?

1.3.5 What are the strengths and weaknesses of the cash transfer programme?

1.3.6 Is the value of the transfer appropriate? How was it determined?

1.3.7 What are the differences between food assistance and cash transfers, in terms of:

- Targeting?
- Administration?
- Monitoring system?

- 1.3.8 How do beneficiaries use the cash? How do we know that?
- 1.3.9 What is the impact of the cash transfer, and how is that different from what it would be for food assistance?
- 1.3.10 What possibilities are there for enhancing monitoring of the impact of the cash transfer?
- 1.3.11 Impact on businesses and the local market? And non-beneficiaries (refugees) and host communities?
- 1.3.12 Can the system be replicated? What are the factors that make replication feasible, what factors would make it difficult?
- 1.4 Nutrition and Health Interventions
[focusing on supplementary and curative feeding for children under five, mothers and lactating women, and patients with HIV/AIDS. *some questions may be more appropriate for specialist staff]
- 1.4.1 What are the strengths and weaknesses of the programme?
- Protocol, equipment, ration, etc.
 - Cooperating partner issues
 - Data collection and programme monitoring
 - Process and outcome monitoring
- 1.4.2 How can it be improved?
- 1.4.3 What are the underlying nutritional issues factors related to the levels of acute and chronic malnutrition in the camps? Is there an evidence-based understanding of these?
- 1.4.4 Does WFP/partners monitor whether there is an evolution in the nutritional status? Have there been any changes in the conditions, and if so what modifications have been made to the programme? (Check programme-monitoring data in each camp).
- 1.4.5 Are the nutrition interventions appropriate to the need? What is the mix of supplementary/therapeutic feeding programme modalities and food assistance?
- 1.4.6 Understand rations provided to different groups of beneficiaries for different programmes + any changes over time.
- 1.4.7 What is the rationale for the Supercereal being targeted to Burundian refugees, and how effective is this?
- 1.4.8 Understanding counting of beneficiaries in multiple activities (Double counting?)
- 1.1.1. Is the system following international protocols? and aligned with WFP policies?
- 1.1.1. How effective is the nutrition programme targeting and outreach?
- 1.1.2. Are there any errors of inclusion/exclusion? What kind, what can be done to improve these
- 1.1.3. How comprehensive is programme coverage? Evidence?
- 1.1.4. How is nutrition education conducted and what main messages are provided?
- 1.1.1.1. How effective has it been, and what are the indications of this? Check outcome indicators.
- 1.5 Gender Relations
- 1.1.2. In what way does the programme adhere to gender guidelines and policies of United Nations and the Rwandan government?
- 1.1.3. Describe the type and degree of women's participation in activity selection (and men's participation in nutrition programmes), planning, targeting, and monitoring? How do you monitor this?

1.1.4. What are the gender issues that the programme has identified and how is it working with these?

1.1.4.1. Understand specific gender issues related to the different programme activities (if any): food distribution, cash transfers, HIV/AIDS, nutrition programmes, school feeding...

1.1.5. Probe any issues (including problems) mentioned, to understand: why does this issue exist, what is being done or considered to address it, what do you think women participants would like to do about it

1.1.5.1. Examples of possible follow-up questions: Why are there so many female-headed households? Benefits and unanticipated effects of distributing ration cards in names of women

1.1.6. How does WFP and partners aim to promote the active participation of women in staffing and management of programmes?

1.6 Programme Management and Learning

1.1.7. How is the system of data collection and programme monitoring organized?

1.1.8. What have been the challenges to successful programme implementation?

1.1.9. What have been programme successes?

1.1.10. How do you monitor programmes? Are they attaining UNHCR/WFP standards? Are they having desired outcomes? (check evidence)

1.1.11. What have been the changes in activity mix? Why the changes?

1.1.12. Have there been any unintended consequences of the food aid?

1.7 Long-Term Solutions

1.7.1 How has food assistance been used to promote self-reliance and/or durable solutions?

1.7.2 Are there other food distribution modalities that could improve programme effectiveness and efficiency?

- Food for work (FFW), food for training (FFT), school feeding?
- Food or cash vouchers?
- GFD: Costs/benefits of group distribution vs household scoping method

1.7.3 Which agencies have most effectively promoted durable solutions?

1.7.4 How can refugees achieve some self-sufficiency within the refugee environment?

- Is this appropriate?
- How have WFP / UNHCR programming strategies promoted or inhibited this goal?
- Is the goal obtainable? Why/why not?

1.7.5 Discuss the prospects, desirability, and feasibility of repatriation to DRC or integration within Rwanda

1.1.12.1. What process should happen to allow repatriation or integration to work?

1.1.13. What kinds of training or capacity building have UNHCR & WFP staff received to understand changes needed to move towards a more livelihood approach?

1.1.13.1. Are there locations where such an approach has worked? Where? How?

1.8 UNHCR/WFP Collaboration & Coordination

1.1.14. How have UNHCR and WFP worked together to promote programme coherence and optimal performance?

1.1.15. What works particularly well? What are some limitations? What more can be done?

1.1.16. How has the United Nations Delivering as One mandate affected refugee programme coherence and delivery in the Rwanda context?

1.1.16.1. What more can be done?

1.1.17. Are United Nations and non-United Nations partner agencies satisfied with each other's performance and the extent of collaboration or cooperation? Why or why not?

1.1.18. Any examples of joint work plans?

1.9 Government Relations

1.9.1 Are government and United Nations agencies satisfied with each other's performance and the extent of collaboration or cooperation? Why or why not?

1.9.2 How are plans, strategy, and reports shared and used?

1.9.3 Do WFP and UNHCR/United Nations advocate for policy changes or improvements?

- Which policies? Which issues?

1.9.4 How do government policies help or hinder in seeking durable solutions?

2 QUESTIONS FOR GOVERNMENT COUNTERPARTS

2.1.1 Please clarify the role of your department/agency in relation to refugees, and the nature of your relationship with WFP/UNHCR

2.2 Discuss food deliveries and distribution system (WFP).

2.2.1 Is the current food delivery / food distribution system satisfactory?

- Why or why not?
- Discuss ration changes in past – CSF, half-rations, pipeline breaks
- What was done to mitigate the effects of ration cuts or pipeline breaks?

1.1.19. Discuss cash transfers (if not already brought up)

1.1.19.1. Is this system satisfactory? Why or why not?

1.1.20. Discuss supplementary feeding system and special feeding programmes

1.1.20.1. Is this system satisfactory? Why or why not?

1.1.21. How have UNHCR and/or WFP adjusted programme deliveries to fit changing contexts and circumstances?

1.1.21.1. What types of new activities have been initiated?

1.1.21.2. What have been the changes in activity mix? Why the changes?

1.1.22. Have there been any unintended consequences of the assistance?

1.1.23. Describe refugee dependence on humanitarian assistance

1.1.23.1. How has assistance been used to promote self-reliance and/or durable solutions?

1.1.24. Are there other food distribution modalities that could improve programme effectiveness and efficiency?

1.1.24.1. FFW, FFT, school feeding?

1.1.24.2. Food or cash vouchers?

1.1.24.3. GFD: Costs/benefits of group distribution vs household scooping method

1.2. Coordination

1.2.1. How have WFP/UNHCR worked together with its partners to promote programme coherence and optimal performance?

1.2.2. What works particularly well? What are some limitations? What more can be done?

1.2.3. Is there learning taking place through this coordination? What is particularly useful in promoting learning?

1.2.4. Has this coordination and joint learning (if any) led to any changes in government policy?

1.3. Long-Term Solutions

- For generic questions – refer to section 1.7
- Additional specific questions for government, donors and other partners:

1.3.1. What changes would you like to see in UNHCR / WFP programming strategies vis-à-vis long-term durable solutions inside and outside the camp?

1.3.2. What are the key government of Rwanda policies relating to refugee livelihoods and well-being?

1.3.2.1. How do the policies help or hinder in seeking long-term livelihood solutions?

1.3.2.2. Have there been changes to government policy? Specify what, why, when, and outcomes

1.3.2.3. What constraints does it have?

1.3.3. Do donor budgeting and administrative constraints contribute to or impede long-term solutions?

1.3.3.1. For example, do donor budgeting priorities emphasize emergency programming and de-emphasize long-term programming support for refugee durable solutions?

1.3.3.2. Why do so few donors contribute to refugee food assistance in Rwanda?

1.3.3.3. To what extent are agencies and donors interested in contributing to host population support through WFP or UNHCR?

1.3.4. Are there other locations where such an approach has worked? Where? How?

1.4. Optional: Health and Nutrition, Gender

1.4.1. Refer to sections 1.4, 1.5 as needed

3 QUESTIONS FOR PARTNERS (PRINCIPALLY NGOS) AND BILATERAL DONORS

1.5. Please clarify the role of your department/agency in relation to refugees, and the nature of your relationship with WFP/UNHCR

1.6. Assistance Programmes

1.6.1. Refer to 2.1

1.7. Coordination

1.7.1. Refer to section 2.2

1.8. Long-Term Solutions

1.8.1. For generic questions – refer to section 1.7

1.8.2. For additional specific questions for government, donors and other partners, refer to 2.3.2

1.9. Optional: Health and Nutrition, Gender

1.9.1. Refer to sections 1.4, 1.5 as needed

4 QUESTIONS FOR REFUGEE BENEFICIARIES

1.10. The ET will elicit the views of refugee groups – disaggregated by sex – in the context of focus group as follows:

1.10.1. Camp committees and complaints committees

1.10.2. Elders and other leaders

1.10.3. Mothers of children receiving blanket supplementary feeding, including pregnant and lactating women

- 1.10.4. Children receiving supplementary feeding
- 1.10.5. Mothers of children receiving curative feeding
- 1.10.6. TB/HIV patients, including potentially family members supporting TB/HIV patients
- 1.10.7. School staff involved in feeding programmes
- 1.10.8. Parents of children benefiting from school feeding programmes
- 1.10.9. Children benefiting from school feeding programmes
- 1.11. General Introduction
 - 1.11.1. Please describe some of the positive or satisfactory aspects of refugee life.
 - 1.11.2. Which programmes in the camp been the most successful and helpful? Why?
 - 1.11.3. What is not satisfactory about refugee life?
 - 1.11.4. Which programmes in the camp have not been successful and helpful? Why?
 - 1.11.5. Understand the registration process to check if there might be exclusion error/inclusion errors.
- 1.12. Food Assistance
 - 1.12.1. Are you aware of the general food distribution programme? What are its objectives? Who is it meant for?
 - 1.12.2. Composition
 - 1.12.2.1. Confirm what is the composition of food assistance
 - 1.12.2.2. Are you all aware of the food ration basket? What is it?
 - 1.12.2.3. Is the food basket appropriate? Why or why not?
 - 1.12.2.4. Describe the quality of food received. Any problems?
 - 1.12.3. Administration
 - 1.12.3.1. How do you feel about the delivery system, is it safe, is food well accounted for, is it dignified?
 - 1.12.3.2. Is the food distribution system fair to all refugees? Why or why not?
 - 1.12.3.3. Please talk about the recent changes in the food rations? How have these changes affected your food security?
 - 1.12.4. Use
 - 1.12.4.1. What is consumed within the household? Is everything consumed?
 - 1.12.4.2. Which commodities are sold? Why are these commodities sold?
 - 1.12.4.3. Why are some commodities sold and not others?
 - 1.12.4.4. What are the preferred items in the food basket? Least preferred? Why?
 - 1.12.4.5. How do you complement the food received with other types of food?
 - 1.12.5. Food Preparation
 - 1.12.5.1. How do you prepare the food? Probe.
 - 1.12.5.2. How do you grind your food? What is the cost?
 - 1.12.5.3. Is there a better way than the current system?
 - 1.12.5.4. How do you provide fuel for cooking your food?
 - 1.12.5.4.1. Are there any problems related to firewood? Probe
 - 1.12.5.5. How do you provide the stoves, cooking pots and utensils, soap needed to prepare food? Please probe
 - 1.12.5.5.1. Have you received training in food preparation or food hygiene?

- 1.12.5.5.2. Please describe the quality of the training.
- 1.12.5.5.3. How have you used the training?
- 1.12.6. Sharing within the household
 - 1.12.6.1. How is this food shared among members of the family
 - 1.12.6.2. Differences in consumption patterns of women & men
 - 1.12.6.3. Differences in consumption patterns of children – girls and boys
 - 1.12.6.4. Consumption patterns of children under 2
 - 1.12.6.5. Consumption patterns of pregnant and lactating women
 - 1.12.6.6. How are consumption sharing patterns affected by any variations or cuts in the ration?
- 1.12.7. Impact
 - 1.12.7.1. Has the assistance been helpful to you?
 - 1.12.7.2. Does it meet your food and nutritional needs?
 - 1.12.7.3. Please describe the supplementary and complementary food programmes.
 - 1.12.7.4. Would you prefer to receive cash/food (depending on camp)? why?
- 1.13. Cash Transfers

Questions may repeat many of the questions of food in terms of value of transfer, administration, use, sharing of benefits, and impact

 - 1.13.1. Are you aware of the cash transfer program? Do you benefit?
 - 1.13.2. Has it met its intended outcome with you?
 - 1.13.3. What have you bought with the cash you have received?
 - 1.13.4. Is there anything you would like to buy, but is not available in the local market?
 - 1.13.5. Have you noticed any change in the price or quality of the items you want to buy?
- 1.14. Nutrition and health
 - 1.14.1. What are the main health and nutrition problems you face in this community?
 - 1.14.1.1. What are the main causes of these problems?
 - 1.14.2. What is the most urgent intervention needed to improve health and nutrition?
 - 1.14.3. Are you aware of the nutritional support programmes available and who is entitled to be registered?
 - 1.14.4. How many members of the FGD are enrolled in a nutritional programme?
 - 1.14.4.1. Please describe the programme.
 - 1.14.4.2. What are the benefits this programme?
 - 1.14.5. Are there any challenges for you in participating in health or nutrition programmes?
 - 1.14.6. Have you ever received any nutritional advice or education?
 - 1.14.6.1. If so, what key messages did you learn?
 - 1.14.6.2. How regularly do you receive nutrition education/advice?
 - 1.14.6.3. Have you changed any practices because of this new information?
 - 1.14.7. How do you feed the young children (under-5 years) in the FGD families?
 - 1.14.7.1. Do you prepare any extra meals for them?
 - 1.14.7.2. Do women practice exclusive breastfeeding for children under 6 months?
- 1.15. School Feeding programme (parents and children)
 - 1.15.1. What assistance is received, by whom

- 1.15.2. What are the strengths and weaknesses of the programme
- 1.15.3. How do refugee and host community children interact at the school and with respect to this assistance programme, and are there any issues
- 1.15.4. What recommendations do you have?
- 1.16. Income Earning Opportunities
 - 1.16.1. Please describe all income earning opportunities
 - 1.16.1.1. Within the camp.
 - 1.16.1.2. Outside of the camp.
 - 1.16.1.3. How do income-earning opportunities differ by sex?
 - 1.16.1.4. To what extent do children – boys, girls – participate in income earning?
 - 1.16.1.5. Are there any socially unacceptable income earning opportunities that women or men are forced to participate in? Please elaborate if yes
 - 1.16.2. Describe the extent of agricultural production activities
 - 1.16.2.1. To what extent is there livestock rearing inside or outside of the camps?
 - 1.16.2.2. Types of livestock and types of livestock activities
 - 1.16.3. Describe any organization's attempt to promote income earning opportunities
 - 1.16.3.1. Types of IGAs
 - 1.16.3.2. What kind of training have you received related to IGAs?
 - 1.16.3.3. Have you been able to apply income-generating activity (IGA) training to actually earning some income?
 - 1.16.4. Do you have recommendations for income earning opportunities for refugees?
- 1.17. Water Access
 - 1.17.1. What are your major sources of water?
 - 1.17.1.1. Please describe any problems with the quality or quantity of the water.
 - 1.17.2. What are the sources of sanitation?
 - 1.17.2.1. Are the latrines sufficient?
 - 1.17.2.2. Does everybody equally use the latrines? If not, why not?
 - 1.17.2.3. Any problems with using the latrines at night? Is it safe?
- 1.18. Gender
 - 1.18.1. How are refugees involved in selection of activities, planning of implementation, targeting, food distributions and monitoring?
 - 1.18.2. How well are women participating in programme activities? What is limiting them?
 - 1.18.3. What issues are women facing?
 - 1.18.4. Do you feel safe in this camp? Why or why not?
 - 1.18.5. Is GBV a problem? What kinds of GBV are problematic in the camp?
 - 1.18.5.1. Please describe the causes of the problem
 - 1.18.5.2. Do women in the camp ever have to resort to sex work?
 - 1.18.5.3. Why? Reasons? What is the extent of the problem?
 - 1.18.6. What improvements would you like to see in current programmes to prevent violence against women, girls and children?
 - 1.18.7. What kinds of activities are children engaged in when not in school?
 - 1.18.7.1. Boys? Girls? Any differences? Why?

1.18.8. Aside from violence, what other issues are facing women? What efforts are being made by WFP/UNHCR or others to address these issues? What are their strengths and weaknesses?

1.18.9. What else could be done to improve the living conditions for women and improve gender relations?

1.19. Economic Relations with Host or Nearby Community

Note on community relations: As explained, questions related to economic relations will be included with refugees, particularly with leaders. Other aspects of community relations are not addressed in this TOR.

1.19.1. Do you pursue economic income earning strategies that involve host communities?

1.19.1.1. What kinds of economic strategies or activities?

1.19.1.2. Does economic cooperation benefit the refugee or host community more?

1.19.1.3. Please explain – How does each community benefit?

1.19.2. What are the marketing and trading patterns?

1.20. FGD Overall Summary

1.20.1. During the past five years, how satisfied have you been with

1.20.1.1. WFP and UNHCR?

1.20.1.2. Government of Rwanda?

1.20.1.3. NGOs and other service providers?

1.20.2. Can you recommend how you would change the programme if given the opportunity?

1.20.2.1. How would you improve programme policy and implementation?

1.20.3. Please talk about your long-term goals.

1.20.3.1. What are the best ways to achieve self-reliance?

1.20.3.2. Are there other longer-term initiatives or interventions that would help you become self-reliant? Please describe

1.20.3.3. What are the ultimate long-term solutions?

1.20.4. What prevents you from leaving camp and looking for work in Rwanda?

5 QUESTIONS FOR INTERVIEWS WITH HOST COMMUNITIES

o The ET will interview groups and individuals from host communities (surrounding areas), mainly with respect to two issues, and for two target groups:

☐ School feeding programme – parents, staff and pupils

☐ Cash transfers – business people, community leaders

o Note on community relations: As seen above, questions related to economic relations will be included with refugees, particularly with leaders. As per WFP guidance, general community relations is not part of the evaluation TOR, but some general questions are included which may be appropriate for the target groups associated with the school feeding programme and cash transfers. Questions that may be unnecessary are marked with an asterisk. This point may require further discussion with WFP.

☐ The key groups elicit the views of men and women's focus groups from host communities in the context of the following:

1.21. Parents of School Feeding

1.21.1. What assistance is received, by whom

1.21.2. What are the strengths and weaknesses of the programme

1.21.3. Describe the relationship between your community and the refugee camp.

- 1.21.3.1. Probe: Social relations, economic relations
- 1.21.3.2. Have relations remained smooth or not so smooth? Why or why not?
- 1.21.4. How has this relationship impacted your community?
- 1.21.4.1. Probe: social, economic
- 1.21.5. How do you think this relationship has impacted refugees living in the camp?
- 1.21.5.1. Probe: Social, economic impact
- 1.21.6. How has school sharing affected both refugee and host communities?
- 1.22. General Questions on Refugee-Host Relations
- 1.22.1. Are there specific enterprises or other activities promoting development that bring the two communities together?
- 1.22.1.1. What kinds of enterprises or activities?
- 1.22.1.2. Does economic cooperation benefit the refugee or host community more?
- 1.22.2. Describe the relationship with the host or neighbouring community.
- 1.22.2.1. Social relations, economic relations
- 1.22.2.2. Have relations remained smooth or not so smooth? Why or why not?
- 1.22.3. Can refugees also practice agriculture? To what extent?
- 1.22.4. Where do refugees get their firewood? Does it affect you?
- 1.22.5. How does food milling affect social and economic relations?
- 1.22.6. Explore the impact of the refugee camp on the environment.
- 1.22.6.1. How about on service facilities?
- 1.22.6.2. Impact on infrastructure?
- 1.22.6.3. Is there competition for resources between refugees and your community?
- 1.22.6.4. How problematic is this competition for resources?
- 1.22.6.5. Is land use affected? Are you able to share land?
- 1.23. Community Stakeholders (focused on cash transfers)
- The ET will interview host community individuals and groups who have a perspective on the impact of the cash transfers
- 1.23.1. Are you aware of the cash transfers? What do you know about it? The amount and frequency? Who benefits?
- 1.23.2. What effects has that had on your community? Any particular effects on different groups, including women, girls, men and boys
- 1.23.3. Do you think this has been useful for the beneficiaries?
- 1.23.4. Do you think the refugees are becoming or could become more self-reliant?
- 1.23.5. Are there any unintended effects (whether positive or negative) on livelihoods within the camp?
- 1.23.6. How has the cash transfer programme affected your community and the local economy?
- 1.24. Businesses
- 1.24.1. Talk to local retailers about food prices and supply of basic food items.
- 1.24.2. Have you seen an increase in your sales, what amount, over what period
- 1.24.3. Did you experience stock shortages
- 1.24.4. Were you able to anticipate this
- 1.24.5. What sorts of things do you see refugees buying, what is the source of the money

6 QUESTIONS FOR GROUPS INVOLVED IN LIVELIHOOD INITIATIVES

The ET will elicit the views of refugees who have managed to benefit from income generating activities or have improved their livelihoods within the camp (does not include incentive workers)

1.25. Group Initiatives or Beneficiaries of Livelihood Assistance

Generic questions – refer to 1.7, as needed

1.25.1. What are your plans/ what is the initiative you are taking

1.25.2. What made you think of taking this initiative, where did you get the idea

1.25.3. What assistance are you receiving

7 QUESTIONS FOR HOUSEHOLDS EXHIBITING SIGNS OF SELF-RELIANCE

1.26. Characteristics of this household

1.26.1. Landholdings

1.26.2. Asset base

1.26.3. Income sources

1.26.4. Education

1.27. Household decision making by different members of household

1.28. What kinds of businesses have your refugee household managed to undertake

1.28.1. How did you obtain start-up financing to begin the business?

1.28.2. Have you received assistance from any source?

1.28.3. What kinds of assistance and what sources?

1.29. What opportunities exist and have been used by the household? Probe

1.30. What are some of the enabling factors for your household to become self-resilient? Probe

1.30.1. Is there some behaviour that makes your household unique? Please explain.

1.31. What does it mean to be self-reliant in the community?

1.32. What are your future plans, preferences, and ambitions?

1.33. Would you prefer to return to DRC or live and work in Rwanda?

1.34. Why and how could this happen?

Annex 3: Key Informant Interviews and Focus Group Discussions

Key Informant Interviews	
Name	Position
WFP Country Office, Kigali	
Jean-Pierre de Margerie	Country Director
Abdurrahim Siddiqui	Deputy Country Director
Mari Hassinen Agoya	Head of Programme Unit, Focal Point for this evaluation
Jules Munyaruyange	Programme Policy Officer /PRRO
Mahamadou Tanimoune	Deputy Head of Programme, Nutrition Specialist
Marie Claire Gatera Umotoniwase	Programme Policy Officer (M&E)
Damien Nsengiyumva	Nutrition Officer
Epiphanie Murindahbi	Programme Associate Nutrition
Solomon Asea	Programme Policy Officer, Cash Based Transfers
Patient Maganya	Programme Associate, Cash based transfers
Lorna Morris	Reports Officer
Christine Mendes	Head of Supply Chain Management Unit
Jan Bosteels	External Partnerships and Communication
WFP Regional Bureau, Nairobi	
Faith Awino	Programme Specialist Officer
Genevieve Chicoine	Regional M&E Officer
Fiona Gatera	Regional M&E Officer
Ernesto Gonzalez	Programme Officer, Cash Based Transfers
WFP Headquarters Rome	
Julie Thoulouzan	Evaluation Officer, Office of Evaluation
Jimi Richardson	Policy Officer (Emergencies and Transitions), WFP
Meera Jhaveri	Policy/Programme Officer, Emergencies and Transitions Unit (OSZPH)
Government of Rwanda, Kigali	
Jean Claude Rwahama	Director of Refugee Affairs, MIDIMAR
Berthilde Mukangango	Social Services, MIDIMAR
United Nations, Kigali	
Matthew Crentsil	Deputy Representative, UNHCR
Jakob Øster	Associate Livelihoods Officer, UNHCR
Said Osman	Senior Programme Officer, UNHCR
Kini Sam Soon	Resettlement Expert, UNHCR
Oliver Petrovic	Deputy Representative, UNICEF
Mary Koech	Emergency Nutrition Specialist, UNICEF
Kristine Dandanell Garn	Nutrition Specialist, UNICEF
Donors	
Anita Oberai	FFP, Nairobi Office
Cath Duric	Policy and Programme Manager, DFID
Sarah Lumsdon	Humanitarian Advisor, Tanzania and Rwanda
Karima Hammadi	ECHO Goma Office
Cooperating Partners, Kigali	

Gad Bakinahe	School Feeding Facilitator, ADRA
James Munanura	Technical Advisor – Nutrition and Food Security, ARC
Esperance Uwimana	Livelihoods Coordinator, ARC
David Muyambi	Programme Manager, ADRA
Okello Vincent	Technical Advisor – Programmes, ADRA
David Musonera	School Feeding Coordinator, ADRA
Jacky Batamuriza	Field Logistics Coordinator, ADRA
Sam Ndayambaje	Education Coordinator, ADRA
Kankinsi Sperata	Health & Nutrition Officer, CARE International
Jules Nsabimana	World Vision
Esther Bizumukiza	Plan International
Christine Mukamugema	World Vision
Faith Kobusingye	Transactional Banking Services Manager, I&M Bank (Rwanda) Ltd
Dianne Gwiza	Transactional Banking Services Manager, I&M Bank (Rwanda) Ltd
Lucy Mbabazi	Country Manager, Business Development, VISA Rwanda
Dave Meaney	Senior Director, Emerging Markets Digital, VISA Rwanda
Albert Kinuma	Senior Director, Emerging Markets Digital, VISA Rwanda
Gihembe Camp	
Jean-Baptiste Butera	Monitoring Assistant, WFP
David Rwanyonga	Camp Manager, MIDIMAR/Gihembe
Edem Akpakli	Associate Field Officer, UNHCR
Chantal Uwumpuhwe	Senior Field Assistant, UNHCR
Nzizera J. Pierre	Associate Camp Manager, MIDIMAR
Francoise Uwamahoro	Headmistress, Primary School
Bisengimana Evariste	Education Coordinator, ADRA
Dr. Hakizamungu J. Nepo	Acting Site Manager, ARC
Francine Uwera	Coordinator, ARC
Jacques Sindayigaya	Site Manager, ARC
Jacques Iyakaremye	Livelihood and Economic Recovery Programme Coordinator
Manikuze M. Grace	Protection Coordinator, Plan International
Candali Joselyne	Monitoring Assistant, WFP
Irankijje Nduwayo	Executive Secretary Kageyo Sector
Oscar Sekoma	Nutrition, ARC
Karahamuheto Hertier	mVisa Agent
Muramira Faustin	mVisa Merchant
Mugabo Sanyu Vincent	CBT Field Monitor, World Vision
Bertrand Binamungu	Field Monitor, World Vision
Mahama Camp	
Moses Ojota	Head of Field Office, WFP / Kirehe
Shadrack Habimana	Nutrition Programme Associate, WFP

Emmanuel Mukundwa Prince	District authorities/ Advisor to the Mayor
Rachel Kampirwa	Nutrition Consultant, UNICEF
Adelite Hakizamungu	Executive Secretary Mahama Sector
Aristaque Ngoga	Camp Manager, MIDIMAR
Richard Nzabamwita	Logistics Coordinator, ADRA
Ephraim Kamuntu	Stores Assistant, ADRA
Emmanuel Basomingerera	Logistics Associate
Nadine Ujeneza	Store Tally Assistant
Jacques Rumanyika	Site Manager, ARC
Jean-Yves Ntimugura	Nutrition Coordinator, ARC
Adeline Ufitinema	Nutrition Officer, ARC
Jean Damascene Habimana	Nutrition Officer, ARC
Dreuslonne Kwitera	TSFP Assistant, ARC
Florence Nkurikiye	TSFP Assistant, ARC
Gilbert Niyongabo	TSFP Assistant, ARC
Janvier Nyabenda	TSFP Assistant, ARC
Ernest Mutabaruka	VCT Counsellor, ARC
Alfred Twahirwa	Emergency Response Field Manager, Save the Children
Jacqueline Nzaramba	ECD Project Manager, CARE International/Mahama
Dusabe Irene	ECD Field Officer, CARE International/Mahama
Murekatete Adeline	ECD Officer, CARE International/Mahama
Kankindi Sperata	Health and Nutrition Officer
Deo Kimenyi	Protection Coordinator, Plan International/Mahama
Mugarira Nkunda Eleazar	Senior Protection Manager, Plan International/Mahama
Liberee Kayumba	WFP Monitoring Assistant, WFP/Mahama
Godfrey Mutabazi	Supply Assistant, ADRA
Judith Mukeshimana	Protection Coordinator, Plan International
Gaetan Bizimana	Distribution Clerk, AHA
Pascal Ndayisaba	Nutrition Assistant, AHA
Gaston Minani	Nutrition Programme Coordinator, AHA
Emmanuel Nzeyimana	mVisa Merchant/Agent
Jacqueline Uwimana	mVisa Merchant/Agent
Elisha Ndwanyi	Project Coordinator, World Vision
Nyabiheke Camp	
Manzi Theogene	Vice Mayor, Economic Development, Gatsibo
Oscar Sekomo	Nutrition Coordinator, ARC
Edem Apakli	Associate Field Officer
J.Pierre Nzizera	Assistant Camp Manager, MIDIMAR/Nyabiheke
Evariste Bisengimana	Education Coordinator, ADRA/Nyabiheke
Dr. J. Nepo Hakizimana	Acting HC Manager, ARC/Nyabiheke
M. Grace Manikuze	Protection Coordinator, Plan International/Nyabiheke
Joselyne Candali	Monitoring Assistant, WFP/Nyabiheke
J. Damascene Muvandimwe	Education Coordinator, ADRA/Kigeme camp

Nsabimana Deo	School Feeding Facilitator, ADRA/Kigeme camp
Judith Mukeshimana	Child Protection Coordinator, Plan International Rwanda/Kigeme
Viateur Ngiruwonsanga	Head of Field Office, WFP/Huye
Christophe Habarurema	Monitoring Assistant, WFP/Kigeme Camp
KII with HH and agents	Kigeme, Gihembe camps
Odette Siwemubi	Nutrition Assistant, ARC Nyabiheke
Pascalie Nikuze	Nutrition Social Assistant, ARC Nyabiheke
Venant Nturanenabo	Storekeeper, ARC Nyabiheke
Immaculee Nyisubizeyimpamo	mVisa Merchant/Agent
Annet Kasabiiti	Field Monitor, World Vision Nyabiheke
Kiziba Camp	
Esperance Bagwire	Vice Mayor in charge of economic affairs, Karongi District
Jerome Mutesa	Monitoring Assistant, WFP / Kiziba Camp
Mark Roeder	Head of Field Office, UNHCR / Kibuye
Karagire Gonzague	Camp Manager, MIDIMAR/Karongi
Gashirabake Ntampaka Joseph	Senior Field Assistant, UNHCR
Amir Hirwa	Senior Programme Assistant, UNHCR
Gisele Umutoni	Nutritionist Counsellor, ARC
Habumugisha Theogene	Nutritionist Coordinator, AHA
Birindabagabo Jean d'Amour	Medical Coordinator, AHA
Victor Nsengiyumva	Site Manager, ARC
David Muyambi	Programme Manager, ADRA
Eugene Gahizi	Field Log Coordinator, ADRA
Habyarimana J. Bosco	Child Protection Officer, Plan International
Bizimana Gerard	Protection Coordinator, Plan International
Tuyishime Maurice	NEC Field Officer, ARC
Ntezimana Bernard	Administration and Finance, AHA
Josephine Dusabe	School Feeding Facilitator, ADRA
Nsengiyumva K. Alexis	Education Coordinator, ADRA
Nkamira Transit Centre & Gashora Reception Centre	
Kamanzi Straton	Transit Centre Manager, MIDIMAR/Nkamira
Nyirumuringa Janvier	UNHCR Transit centre/Nkamira
Mwizerwa Rebecca	In charge of stock, ADRA/Transit centre/Nkamira
Muhawenimana Monique	In charge of food distribution, ADRA/Transit centre/Nkamira
Leon Clement Nsengiyumva	Programme Associate/ PRRO,
Karangwa Azarie	Camp Manager, MIDIMAR/Reception centre/Gashora
Mahoro Hyguette	In charge of stock, ADRA/Reception centre/Gashora
Alice Umutoni	In charge of distribution, ADRA/Reception centre/Gashora

List of Focus Groups			
Locality	F	M	Category
Gihembe Camp	2	3	Camp committee
Gihembe Camp	5	4	School
Gihembe Camp	-	14	VSLA
Gihembe Camp	12	-	BSFP
Gihembe Camp	8	-	MAM
Gihembe Camp	16	-	PLW
Gihembe Camp	9	14	TB/HIV patients
Gihembe Camp	6	4	Random house-based
Mahama Camp	9	11	Camp committee
Mahama Camp	16	-	PLW
Mahama Camp	6	-	Under 5 MAM
Mahama Camp	8	-	FGD mothers preventive supplementary feeding for children <2
Mahama Camp	3	12	Youth committee
Mahama Camp	12	-	Women
Mahama Camp	?	?	ECD
Kigeme Camp	5	9	Camp committee
Kigeme Camp	3	-	MAM
Kigeme Camp	7	1	TB/HIV patients
Kigeme Camp	9	-	PLW
Kigeme Camp	12	6	Random house-based
Nyabiheke Camp	-	8	Camp committee
Nyabiheke Camp	15	-	PLW
Nyabiheke Camp	4	-	MAM
Nyabiheke Camp	3	1	TB/HIV patients
Nyabiheke Camp	4	4	School feeding
Nyabiheke Camp	8	9	Youth
Nyabiheke Camp	12	-	Women
Kiziba Camp	5	5	Camp committee
Kiziba Camp			Food distribution committee
Kiziba Camp	12	-	Women
Total 29 FGs	223 F	105 M	

Annex 4: Evaluation Matrix

Key Question 1: How appropriate is the operation? Areas for analysis will include the extent to which the <i>objectives, targeting, choice of activities and of transfer modalities</i> were appropriate						
#	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
1.1	<p>To what extent are the objectives, targeting, choices of activities and transfer modalities appropriate to the needs of the refugee groups? Did this remain so over time in line with the changing refugee context?</p> <p>Was diversity taken into account, e.g., regarding the distinct needs of women, men, boys and girls, different nationalities, and different economic and geographic contexts of the camps?</p>	<ul style="list-style-type: none"> • Evidence of use of assessments in designing the PRRO • Evidence of consultations with different groups of beneficiaries, at design stage and subsequently • The extent that analysis was done to identify the differentiated needs of women and men, children and youth, of different nationalities, and the objectives and components designed to respond to such needs. • Whether there is analysis of differences between camps and their contexts, and if this influences programme delivery in any way • Congruence in the logic of design as compared with available information about needs, at initial project stage and evolving over time 	<p>Project document and logframe, proposals, assessment reports, situation reports, minutes from project review committee, documents for government and other stakeholder interventions, interviews with key staff</p>	<p>Document review. Key informant interviews and focus group discussions (FGDs). Post-fieldwork FGD with WFP and partner staff.</p>	<p>Textual analysis. Team review and formulation of analysis. Key findings shared and discussed during debriefing. Report review with stakeholders</p>	<p>Clear statements, qualitative findings repeated and triangulated</p>
1.2	<p>To what extent are the objectives, targeting, choices of activities and transfer modalities coherent and do they seek complementarity with relevant ...</p> <p>a) Rwandan government policies in relation to refugees, the National Gender Policy and other sector policies and strategies?</p> <p>b) approaches, strategies and interventions of relevant</p>	<ul style="list-style-type: none"> • Evidence of reference to and use of national policies and documents of other partners, and consultations with them • Extent to which objectives, targeting method, activity choice and transfer modalities conform with and support policies 	<p>Government policy documents, documents of key partners, interviews with stakeholders</p>			

	humanitarian partners?					
1.3	To what extent do the objectives, targeting, choices of activities and transfer modalities seek complementarity with other WFP CO interventions in the country such as the common country programme?	<ul style="list-style-type: none"> • Evidence of reference to and comparison with key strategies and documents of other programmes, including consultations among the WFP and partner staff • Extent to which objectives, targeting method, activity choice, protocols and transfer modalities are complementary to other WFP programmes 	WFP Rwanda strategies and other documents, interviews with WFP staff and stakeholders			
1.4	<p>To what extent are the objectives, targeting, choices of activities and transfer modalities coherent with relevant WFP and United-Nations-wide system strategies, policies and normative guidance (including gender), at project design stage and have remained so over time?</p> <p>In particular, the team will analyse if and how gender empowerment and equality of women (GEEW) objectives and mainstreaming principles were included in the intervention design in line with the MDGs and other system-wide commitments enshrining gender and protection issues.</p>	<ul style="list-style-type: none"> • Evidence of reference to and use of WFP global and United Nations-wide documents and strategies, especially GEEW, and consultations with relevant staff • Extent to which objectives, targeting method, activity choice and transfer modalities are coherent with WFP global and United Nations-wide strategies 	WFP Rwanda documents, WFP global documents, United Nations strategies such as GEEW gender policy, interviews with WFP staff and stakeholders			
General:	As a cross-cutting consideration, what is the appropriateness of the self-reliance activities envisaged in partnerships with other agencies at project formulation stage, and options for other opportunities for supporting the livelihoods and self-reliance of the various groups: i) Rwandan returnees; ii) newly arrived Burundian refugees; and iii) long-standing refugees.	<ul style="list-style-type: none"> • Wider implications of cash assistance programme are considered within reasonable bounds, in terms of harmonizing with other assistance programmes • Degree to which self-reliance is emphasized by participants; whether there is an ongoing discussion about the different dimensions of this issue • Evidence of review of 	Project document and logframe, proposals, assessment reports, situation reports, minutes from project review committee, documents for government and other stakeholder interventions			

		opportunities, constraints, and options for self-reliance and logical basis for design, including reference to particular needs of different refugee groups				
Key Question 2: What are the results of the operation? While ensuring that differences in benefits between women, men, boys and girls from different groups (persons with special needs, elderly, single-headed households among others) are considered, the evaluation will analyse:						
#	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
2.1	The level of attainment of the planned outputs (including the number of beneficiaries served disaggregated by women, girls, men and boys);	<ul style="list-style-type: none"> • Number of beneficiaries by activity and disaggregated by category, percentage of eligible beneficiaries served • Changes and trends in total number of targeted beneficiaries since inception • Tonnage of food/amount of cash distributed, by type, as a % of planned distribution • Number of technical assistance and training activities provided, and beneficiaries disaggregated by sex and activity type 	<p>Programme reports particularly monitoring reports and annual SPRs. Beneficiaries and stakeholders interviews, disaggregated.</p> <p>Assessment reports and data to provide comparison data to partly reconstruct baseline conditions (in the absence of baseline data).</p> <p>Participatory research methods as needed, such as timeline and daily life accounts to probe gender issues and different perspectives of women and children.</p> <p>Interviews with service providers including those associated with</p>	Document reviews, FGDs and KIIs	Textual analysis, team review, key findings shared and discussed during debriefing, report review with stakeholders	
2.2	The extent to which the outputs led to the realisation of the operation objectives as well as to unintended effects highlighting, as applicable, variations between different groups, including women, girls, men and boys; In particular, the evaluation should assess: i) self-reliance: the contribution of self-reliance activities implemented in collaboration with partners towards the operation's outcomes (bearing in mind the start date of those activities); ii) cash transfers: the contribution of cash transfers towards children and households food consumption and dietary diversity (both	<ul style="list-style-type: none"> • Extent outcome indicators values have progressed towards targets • Key indicators include those related to outcomes of stabilizing or reduction of undernutrition, stabilized/improved food consumption, prevention of chronic malnutrition, including acute malnutrition, dietary diversity, food consumption, other food security indicators. • Perception of sufficiency of food rations. • Perception of satisfaction with programme fulfilment of 				

	between and within food groups); and iii) whether cash assistance under the PRRO had unintended effects (whether positive or negative) on livelihoods within the camp, relationships between refugees and host population as well as on the local economy.	<p>objectives, and of unintended effects, by beneficiaries, staff and partners</p> <ul style="list-style-type: none"> • Qualitative data regarding the ability to pay for household expenses, ability to undertake or enhance livelihood activities, increased incomes. • The above will be collected/related to general food, supplemental and curative nutrition programme, school feeding, ECD, as well as self-reliance activities and cash transfers 	cash transfers.			
2.3	Whether and how results related to GEEW have been achieved;	<ul style="list-style-type: none"> • Identification of gender issues and plans/actions to address them • Perception of satisfaction by beneficiaries and partners (sex-disaggregated) 				
2.4	How different activities of the operation dovetail and are synergetic with other WFP operations (in particular the country programme) and with what other actors are doing to contribute to the overriding WFP objective in the country; and	<ul style="list-style-type: none"> • Extent to which there is overlap/synergy in outcomes 				
2.5	The efficiency of the operation and the likelihood that the benefits, relevant to the returnees and refugees' situation, will continue after the end of the operation. In particular, the evaluation should look into some of the innovative technologies for cash delivery used in Rwanda and advice on their potential to be exploited for further data collection purposes.	<ul style="list-style-type: none"> • Signs of sustainability of benefits and self-reliance, including: beneficiaries' perceptions, hand-over strategies developed and implemented, extent of government ownership and capacity strengthened to reduce undernutrition • Effectiveness of the particular technologies used in cash transfer 				
Key Question 3: Why and how has the operation produced the observed results? The evaluation should generate insights into the main						

internal and external factors that caused the observed changes and affected how results were achieved. The inquiry is likely to focus, amongst others, on:

#	Sub-questions	Measure/Indicator	Main Sources of Information	Data Collection Methods	Data Analysis Methods	Evidence quality
3.1	<p>Internally (factors within WFP's control): the processes, systems and tools in place to support the operation design, implementation, monitoring/evaluation and reporting; the governance structure and institutional arrangements (including issues related to staffing, capacity and technical backstopping from RB/headquarters); the partnership and coordination arrangements; etc.</p>	<ul style="list-style-type: none"> • Transparency of targeting criteria and degree to which they are followed and managed, addressing inclusion/exclusion error • Beneficiary perceptions of effectiveness of modalities • Perceptions of staff and stakeholders on efficiency (cost, systems, staff, alternatives, etc.) • Presence of adequate management arrangements (timely reporting, coordination meetings, field visits, training processes) • Pipeline integrity • Effectiveness of monitoring and data reporting systems • Use of data and other learning methods to enhance management and respond to changing conditions • Quality of staff capacity building • Staffing consistency, performance management, gender balance • Regularity and effectiveness of technical backstopping • Timeliness of distributions • Effectiveness of partnership coordination arrangements • Extent to which activities increased capacity of partners • Gender balance in staffing and participation in partners and food 	<p>Reports and planning documents.</p> <p>Interviews with WFP staff, government, partners and other stakeholders.</p> <p>Meeting minutes.</p>	<p>Document review.</p> <p>KIIs, FGDs.</p>	<p>Textual analysis, team review, key findings shared and discussed during debriefing, report review with stakeholders</p>	

		management committees <ul style="list-style-type: none"> • Staff complement reporting • Other efficiency and effectiveness indicators as relevant 				
3.2	Externally (factors outside WFP's control): the external operating environment; the legal framework for refugees in Rwanda; the funding climate; external incentives and pressures; etc.	<ul style="list-style-type: none"> • Social/economic/political factors affecting life of refugees • Key developments in assistance programmes (national or donor-supported) affecting refugees 	Stakeholder interviews. Reports of stakeholders and others.			
General	Throughout: forward considerations and identify best practices to inform the design of the next PRRO in Rwanda as well as other operations in the region giving due consideration to: i) the evolving refugee context; ii) the shift from in-kind food to cash-based assistance; iii) the increased focus on designing interventions that contribute to communities' resilience-building; and gender and nutrition mainstreaming. The CO is particularly interested in assessing the appropriateness, efficiency and effectiveness of cash-based programmes and identifying opportunities for scaling up.	<ul style="list-style-type: none"> • 				

Annex 5: Methodology

Approach and methodology

1. The evaluation covered Rwanda PRRO 200744 including all activities and processes related to its formulation, implementation, resourcing, monitoring, evaluation, and reporting relevant to answer the evaluation questions in Annex 1. The period covered by this evaluation captures the time from the development of the operation (June-December 2014) and from the beginning of the operation until the start of the evaluation (January 2015-January 2016). The evaluation team (ET) visited the CO in March 2016, and therefore some of the findings naturally describe the reality as of that month. Some information provided by the CO extends slightly beyond January (e.g., returning Rwandan refugees), and importantly, the team included developments in the evolving situation with the cash transfer mechanism up to March.
2. The primary objectives of this evaluation were accountability and learning: specifically, to assess and report on the performance and mid-term results of the operation, to determine the reasons why certain results occurred or not, and to provide evidence-based findings to inform operational and strategic decision-making.
3. The key questions outlined in the Terms of Reference that were addressed by the evaluation team (ET) were:
 - How appropriate is the operation?
 - What were the results of the operation?
 - Why and how has the operation produced the observed results?
4. The evaluation matrix summarises the methodology. It expands upon WFP's key evaluation questions with sub-questions, indicators, and data sources that ensure: a) the inclusion of WFP's key evaluation criteria, i.e., relevance, coherence (internal and external), effectiveness, efficiency, impact and sustainability; b) the inclusion of the Rwanda CO key questions for the evaluation; c) that comparisons can be made across all PRRO components; and d) that the focus of the evaluation is on both the strategic and operational elements of the PRRO.
5. The evaluation team (ET) applied Organisation for Economic Cooperation and Development Assistance Committee principles¹⁷³ in the design of the evaluation tools, incorporating the main standards of relevance, effectiveness, efficiency, impact and sustainability; the assessment also integrates a gender lens. The ET used a mixed-methods approach to ensure data triangulation. This included focus group discussions and key informant interviews,¹⁷³ direct observation at activity sites and an extensive desk review of secondary literature. Beginning in the inception phase, the team reviewed over 100 documents including project documents, relevant national strategies and policies, external reports, and WFP corporate guidance. Qualitative methods employed included in-depth structured and semi-structured interviews; the ET conducted 170 key informant interviews (KIIs) with WFP, government, and IP staff, donors and partners and 29 focus group discussions (FGDs) (223 women and 105 men).¹⁷⁴ In order to capture the views of a wide

¹⁷³ Annex 2, Topical Outlines.

¹⁷⁴ Annex 3, List of KIIs and FGDs.

spectrum of refugees, the also ET randomly selected sections of the camp to hold impromptu FGDs or interviews with household and neighbour groupings in Gihembe, Nyabiheke and Kigeme camps; these conversations numbered approximately 40.

6. In initial conversations between the ET and the CO, the CO recommended that as a practical matter, all potential sites should be included in planning, given that if any revisions were made, it would be to cancel a visit rather than include an additional visit, as the latter approach will be more problematic. This flexibility allowed the ET to adjust the site selection, if necessary, with the benefit of information and insights obtained during the first days of the mission.
7. The team observed activities at five refugee camps and two transit centre, including camp layout and management; general food distributions; warehouse management systems; mVisa agents and merchants' operations; nutrition programme activities such as anthropometric measurement, food distribution and review of the nutrition registers; school feeding preparation and distribution; and livelihood activities supported by WFP and partner organizations.
8. This was a manageable number of sites to visit in the time available, allowing at least two days in each camp for focus group discussions (FGDs) and key informant interviews (KIIs). The sites selected were intended to capture the diversity of target populations, socioeconomic conditions, programme approaches and partners. The specific rationale for each camp selected is as follows:
 - Gihembe camp, in the north, has a Congolese refugee population, and is where the cash transfer was piloted. The refugees were relatively well-integrated with the local population and more had employment outside the camp than elsewhere. A visit there provided insights into how the approach was working at a more advanced implementation phase. Three days were allowed in Gihembe to permit time for piloting of the survey tools.
 - Mahama camp, in the east, has recently grown considerably, with a large Burundian population. It has some programme specificities, including the fact that cash transfers are *not* implemented here.
 - Kigeme camp, in the south, also has a cash transfer programme but without general food distribution, and the blanket supplementary feeding is run by a different partner (AHA) than in Gihembe. It also demonstrated the issues of a camp that was just recently switching to CBT.
 - Nyabiheke camp, in the northeast, presents generally the most favourable nutritional outcomes, and relatively extensive involvement of refugees in agricultural activities. It also demonstrated the issues of a camp just recently switching to CBT.
 - Kiziba camp, in the west, has a more limited programme repertoire with no NGO partner, relatively isolated from the local population and thus provides a contrast to the other camps. In some respects, however, the CO suggested that Kiziba was relatively well organized.
 - Bugesera and Nkamira are transit centres accommodating Burundian refugees and returning Rwandan refugees respectively and as such provide perspective on how context, activities, approaches, and outcomes may differ from the established camps.

9. The ET requested advance permission to visit these sites through WFP and MIDIMAR. The schedule was fixed in advance though a measure of flexibility was allowed so that during meetings and interviews during the first week, if there was a need, adjustments could be made regarding where the relevant focus groups should be held, in which case the team will determine if any camps should be dropped and thereby adjust the schedule.
10. The evaluation approach helped to ensure that the assessment, findings, and recommendations were based on a comprehensive understanding of the perspectives of the diverse beneficiaries and partners. A particular focus is on gender considerations, such that the ET is able to understand levels of gender equity, gender discrimination, and power relations between males and females. The ET itself reflects that gender balance, and the choice of interviewees and the questions and tools used also aim to explore any relevant gender issues and capture the inputs of women as well as men.
11. The team sought gender balance in FGD participation, which helped the team to understand the dynamics of gender equity and to verify the nature and extent of women's participation in the PRRO. Women beneficiaries were generally interviewed by women at a time that was convenient for them,¹⁷⁵ and the team's national gender specialist held discussions with women on sensitive gender issues. Gender issues were raised and explored in all FGDs and interviews. The ET sought participation of marginalised groups in FGDs, e.g., unaccompanied children, unregistered asylum-seekers; and people living with HIV (PLHIV) and tuberculosis (TB). In several camps, unaccompanied children were interviewed in the presence of Plan International, the non-governmental organisation (NGO) partner that oversees their wellbeing. Participation in interviews and FGDs was voluntary; the ET explained that the information gathered would be used for the benefit of improving the programme, and that its main results would be shared afterwards with camp refugees. Data were analysed per activity for consistency across sources and patterns or deviations in reported outcomes, with the aim of triangulating data from different sources and capturing diverse stakeholder and beneficiary viewpoints.¹⁷⁶
12. The ET noted in advance several limitations to the evaluability of the operation and offers the following strategies to mitigate the effect of these limitations to the extent possible.

¹⁷⁵ An international woman team member was paired with a woman translator to interview pregnant and lactating women (PLW) groups, who were interviewed during their times of food distribution.

¹⁷⁶ See Evaluation Matrix.

Evaluation Limitations and Mitigation Strategies

Limitation	Description	Mitigation Strategy
Secondary data quality	Quality and consistency of data Inconsistencies/gaps in documentation	TANGO is taking a structured approach to the secondary data review. Problems with data will be identified and communicated to the CO or RB to resolve them to the extent possible.
Challenges in measuring changes in nutrition and livelihood status	Incomplete baselines make it difficult to clearly state starting point and subsequent improvements	Draw on existing data, use monitoring data available through the life of project, self-reporting by beneficiaries and others
Appropriateness and effectiveness of self-reliance methods	Other than cash transfers, any such interventions may be undertaken by partners; there may not be complete data to permit clear conclusions about effectiveness and impact	Use any available indicators and place conditions on conclusions
Challenges in measuring impacts of cash transfers	Beneficiaries may perceive an interest in withholding complete information about how they are using the cash and what benefits it has provided	Triangulation, obtaining opinions of various people, using indirect proxy indicators such as household items
Limited implementation time may affect level of realisation of outcomes	This is a mid-term evaluation conducted after one year of implementation; therefore, the level of realisation of outcomes may be limited.	Gather outcome data to the extent possible; compare data with outcomes from previous PRROs and identify trends over time

Data collection methods and tools

13. The main data collection methods used with officials, stakeholders, and beneficiaries were FGDs and KIIs. FGDs have the advantage of pooling a number of people together to obtain feedback from numerous respondents at once, allowing participants to hear other perspectives, which may help them to clarify their own thinking and enable their own responses.
14. The application of different data collection methods varied according to context and necessity. The ET organized FGDs with a number of participants in various categories (see list below). Refugees will generally be interviewed in groups according to the category of assistance they receive, or according to key groupings. When it is advantageous to interview individuals alone in order to obtain more complete information, or in view of their unique roles (such as key political or institutional leaders), KIIs will be held; the ET may also hold follow-up interviews with key individuals from FGDs, and with those who may feel more free to share on a one-on-one basis, to probe further on specific issues.
15. The ET will begin the series of KIIs and FGDs with staff from UNHCR and MIDIMAR. This recognizes the unique role of these two organizations as key

partners. Some of the subsequent FGDs will be held with representatives from different organizations in joint meetings.

16. Discussions between the CO and ET determined the appropriateness and methodology of interviewing specific individuals or groups. Examples of KII and FGD interviewees include generally:

- Members of camp committees and food/cash distribution committees
- Mothers of children receiving blanket supplementary feeding
- Optional: children receiving supplementary feeding
- Women receiving supplementary feeding
- Mothers of children receiving curative feeding
- TB/HIV patients, potentially including family members supporting TB/HIV patients,
- School staff involved in feeding programmes
- Parents of children benefiting from school feeding programmes
- Community members and leaders including business people with perspectives on the cash transfer programme
- Rwandan returnees benefiting from reintegration activities
- Community elders
- Stakeholders in camps and camp activities
 - Key United Nations agencies (e.g., UNHCR, UNICEF, WHO, WFP)
 - NGO partners (e.g., ADRA, AHA, ARC)
 - Government officials (e.g., MIDIMAR)
 - Donors (in-country or by telephone)

17. Where appropriate, and when there were sufficient numbers of beneficiaries, some of these groups were sub-divided according to sex and age (this may be the case with TB/HIV patients), or other sub-categories such as female- or child-headed households or persons with disabilities.

18. Data collection processes observed ethical principles for evaluators, such as competence, integrity/honesty, informed consent, systematic inquiry, respect for people, and responsibilities for public welfare.¹⁷⁷ Ethical safeguards for data quality and confidentiality were part of the quality control and monitoring system directed in the field by the team leader and additionally enforced by the EM. Before the fieldwork, it was communicated to the team leader and team members, including translators, that all work is subject to quality review, and that they were responsible to work diligently, competently and honestly to obtain data that accurately represents the information respondents provide. Confidentiality was protected for all data collected, and respondents were made aware of their rights as human subjects such as the right to informed consent and the right to decline to be interviewed. Evaluators determined whether there were any political or cultural considerations that may necessitate extra sensitivities for the interviews, and modified their approaches accordingly.

19. Cash transfers at times required a specific approach to probe how beneficiaries were actually using cash and how this impacts their livelihoods. For example, analysis required triangulation with different staff, NGOs, and community stakeholders, including business people. Indirect indications of livelihood status were collected,

¹⁷⁷ American Evaluation Association. 2004. Guiding Principles for Evaluators.

such as the ability to obtain household goods, although this was on a qualitative basis and therefore not statistically representative. The cash transfers questions required engagement with host communities, though a broader focus on host community relations was not undertaken, as the CO had specified that this is not one of the study questions in the terms of reference.

Annex 6: Map



Annex 7: Fieldwork Schedule

Date/Time	Team Member(s) ¹⁷⁸	Stakeholder, Names, Location	Focus/Purpose
Sat 27 Feb	ET	Kigali	Int'l consultants arrive in Kigali
Sun 28 Feb	ET	Hotel Umubano	TANGO internal meeting, interviews with potential translators
Mon 29 Feb		Kigali	
8:30 – 12:30 (with a break to allow time for meeting with CD)	ET	@WFP Meeting room WFP Evaluation contacts: Mari Hassinen, Head of Programme, focal point for evaluation; Abdurrahim Siddiqui, Deputy Country Director; Mahamadou Tanimoune, Nutrition Officer; Lorna Morris, Reports Officer Jules Munyaruyanga, Programme Policy Officer; Marie Claire Gatera, M&E Officer	Introductory meeting, opportunity for WFP Rwanda team to share anything pertinent Review of issues from inception report Review of plan for evaluation Questions 1.1, 1.2, 1.3 for overall understanding of programme (cash transfers included here given CO special interest)
9:30-10:15 (pending confirmation)	ET	WFP Country Director, Jean-Pierre de Margerie, CD office	Courtesy call, high-level perspective
12:30-14:00			Lunch
14:00-16:00 (time may be sub-divided as required; WFP please advise on appropriate staff)	SD	Mahamadou Tanimoune, Office	Questions 1.4 (Nutrition and health)
	BI	Mari Hassinen, Jules Munyaruyange	Questions 1.5, 1.9 (Gender relations, government relations)
	DH	Abdurrahim Siddiqui, Mari Hassinen, Jules Munyaruyange	Questions 1.6, 1.7, 1.8 (programme management & learning, long-term solutions, donor and UN relations)
16:00-17:00	DH ET	WFP operations staff, Christine	Supply chain management Any remaining issues not covered above
Tue 1 Mar 9:00-11:30	ET		Stakeholder meetings Questions section 1 (selected) Solicit any other input on evaluation, issues to discuss with partners, etc.

¹⁷⁸ DH = Darren Hedley, SD = Sophie Dunn, BI = Brigitte Izabiriza

14:00-16:30		Government partners @MIDIMAR (any other key government officials as deemed appropriate, from Interior, Local Administration, Education, Health, Ministry Gender Family, etc) Names: XX	Stakeholder meetings Questions section 1 (selected) Solicit any other input on evaluation, best way to navigate other government departments and local officials etc.
Wed 2 Mar 9:00-11:00	ET	International NGO direct cooperating partners @WFP: ADRA, World Vision, ARC, Plan (AHA not available) Meeting room	Stakeholder meetings Questions section 3 Solicit any other input on evaluation
11:30-12:30	ET	UN partner working with refugees @ UNICEF	Stakeholder meetings Selected questions section 3
14:00-15:30	ET	Meetings with: Cash transfer team	Selected questions from section 1 (UN coordination etc)
15:30-17:00 <i>Overnight in Kigali</i>	ET	WFP staff as needed, @WFP meeting room	Final arrangements before field test, verification of points from stakeholders
Thu 3 Mar 8:30-9:00	ET	Gihembe camp (<i>field-test methodology</i>) <i>Introduction by WFP officer</i> (Jean-Baptiste Butera), Interview with MIDIMAR Camp Manager (David ??), UNHCR official	Field test/pilot of methodology ET working together Questions section 2, 3, 4, 5, 6, 7
9:00-11:00	ET	<i>Introduction by ARC officer</i> Interview with women PLW supplementary feeding, mothers preventive supplementary feeding for children under 2 (possibly also under-five MAM)	
11:00-12:30		TB/HIV patients	
12:30-14:00		Camp committee (possible SD review of registration books)	
14:00-15:30		General community members food/cash beneficiaries (youth, adults, elderly)	
16:00-17:00 <i>Overnight in Gicumbi</i>	ET	Partner interviews (NGOs) @HCR office. ARC, ADRA, WVI, Plan	
Fri 4 Mar 7:30-9:00	ET	<i>Introduction by WFP officer</i> District authorities, @ Mayor's office, Gicumbi Executive Secretary for Sector, Kageyo sector Interview with MIDIMAR Camp Manager (David ??)	
9:00-10:00		<i>Introduction by ADRA</i> School staff	
10:00-11:30		Parents benefitting from school feeding	
11:30-15:00		Groups in livelihood initiatives, households exhibiting signs of self-reliance	

		(as appropriate)	
15:00-17:00 <i>Overnight in Gicumbi</i>		Merchants participating in cash transfer	
Sat 5 Mar 9:00-12:30	ET	Flexible: Merchants and agents participating in cash transfer, other business people Market transect walk	
14:00-17:00		Flexible timing: return to Kigali	
Sun 6 Mar	ET		Team review and synthesis of findings
Mon 7 Mar	DH	In Kigali 7:30 AM Meeting @ ARC 14:30 Meeting @ UNHCR	
	SD, BI	Mahama camp (general food distribution in process, may imply modifications in schedule)	Interviews and data gathering Questions section 2, 3, 4, 5, 6, 7
10:00-10:15	BI, SD	<i>Meet with WFP officer, then leave with stakeholders</i> District authorities, @ Mayor's office, Kirehe Executive Secretary for Sector, Interview with MIDIMAR Camp Manager (??)	Collaborator NGOs? Eg. WASH
10:15-11:15	BI	Continued interview with district authorities, MIDIMAR	
10:15-13:00	SD	<i>Introduction by ARC officer</i> Interview with pregnant and lactating women supplementary feeding Nutrition centre observation: registries and warehouse	
11:15-13:00	BI	<i>Introduction by ADRA officer</i> 11:15 School staff 12:00 Parents benefitting from school feeding	
13:00-15:00	SD	Nutrition GFD observation and warehouse; Market/cash transfer potentials	
	BI	<i>Meeting with Plan officer</i> Special needs beneficiaries of GFD (especially unaccompanied minors)	
Tue 8 Mar 9:00-12:00	DH	10:00: Camp committee 11:30: Partner interviews. ADRA, ARC, Save the Children, CARE, Plan (eg. signed agreement)	
	BI	Youth group if existing, or GFD beneficiaries	

	SD	9:00: Under-five MAM 10:30: FGD mothers preventive supplementary feeding for children under 2	
12:00-14:30	SD	HIV/AIDS	
<i>Depart for Kigali Overnight in Kigali</i>	DH & BI	12:00 General food distribution Beneficiaries	
	ET	13:00 Groups in livelihood initiatives, households exhibiting signs of self-reliance (as appropriate); Market transect walk; Milling pilot.	
15:00	ET	Phone call with Kigeme WFP officer to confirm arrangements: please call Darren 078-1463065 or Brigitte 078-8300431	
Wed 9 Mar	ET	Kigeme camp Day 1	Interviews and data gathering
10:00-10:15	ET	<i>Meet with WFP officer, introductions to MIDIMAR and district authorities, then leave with stakeholders</i>	
10:15-12:30	DH	<i>Continue interview</i> 10:00 Interview with MIDIMAR Camp Manager 11:30 District authorities: Executive Secretary for Sector, Mayor's	
	SD	<i>Introduction by NGO officer then leave with beneficiaries</i> Interview with pregnant and lactating women Nutrition centre observation: registries and warehouse	
10:00-12:30	BI	<i>Introduction by NGO staff then leave with beneficiaries</i> 10:00 School staff 11:30 Parents committee and/or parents benefitting from school feeding	
13:00-14:30	DH	UNHCR technical team, WFP	
13:00-16:00	SD	Interviews with merchants and agents	
13:00-16:00	BI (DH after 14:30)	<i>Introduction by Plan officer</i> Special needs beneficiaries of GFD (unaccompanied minors, elderly)	
16:00	ET	Daily observations	
<i>Overnight in Nyamagabe</i>			
Thu 10 Mar	ET	Kigeme Day 2	
9:00-12:30	ET	<i>Introductions by WFP officer to local authorities and MIDIMAR then leave with stakeholders</i>	

	DH	Continue interview 9:15: Camp committee 10:30: Partner interviews. ADRA, ARC, Save the Children, CARE, Plan (eg. signed agreement)	
	BI	Youth group if existing, or youth beneficiaries chosen randomly	
	SD	<i>Introduction by NGO and leave with beneficiaries</i> 9:15: Under-five MAM 11:00: FGD mothers preventive supplementary feeding for children under 2	
13:00-14:00	SD	<i>Introduction by NGO and leave with beneficiaries</i> HIV/AIDS	
14:00-15:00	SD, BI	Cash transfer beneficiaries,	
12:30-15:00 <i>Depart for Kigali</i>	DH	Groups in livelihood initiatives, households exhibiting signs of self-reliance (as appropriate); Market transect walk; Milling pilot.	Interviews and data gathering
15:00	ET	Phone call with Nyabiheke WFP officer to confirm arrangements: please call Darren 078-1463065 or Brigitte 078-8300431	
Fri 11 Mar 8:45	ET	Nyabiheke Camp Day 1 Meet WFP officer	
9:00-12:00	ET	<i>Introductions by WFP officer to local authorities and MIDIMAR then leave with stakeholders</i>	
	DH	Continued interview 9:15 Interview with MIDIMAR Camp Manager 10:30 District authorities, Executive Secretary for Sector, Mayor	
	SD	<i>Introduction by NGO officer then leave with beneficiaries</i> 9:15 Interview with pregnant and lactating women Nutrition centre observation: registries and warehouse	
	BI	Introduction by NGO staff then leave with beneficiaries 9:15 School staff 10:30 Parents committee and/or parents benefitting from school feeding	
12:00-13:30	DH	UNHCR technical team, WFP	
12:00-15:00	SD	Interviews with merchants and agents	
12:00-15:00	BI (DH after 13:30)	Introduction by Plan officer Special needs beneficiaries of GFD (unaccompanied minors, elderly)	
15:00	ET	Daily observations	

<i>Overnight in Gatsibo</i>			
Sat 12 Mar	ET	Nyabiheke Day 2	
9:00-12:30	DH	<i>Introductions by WFP officer then leave with stakeholders</i> 9:00: Camp committee 10:30: Partner interviews. ADRA, ARC, Save the Children, CARE, Plan (eg. signed agreement)	
	BI	Youth group if existing, or youth beneficiaries chosen randomly	
	SD	Introduction by NGO and leave with beneficiaries 9:00: Under-five MAM 11:00: FGD mothers preventive supplementary feeding for children under 2	
13:00-14:00	SD	<i>Introduction by NGO and leave with beneficiaries</i> HIV/AIDS	
14:00-15:00	SD, BI	Cash transfer beneficiaries	
12:30-15:00	DH	Groups in livelihood initiatives, households exhibiting signs of self-reliance (as appropriate); Market transect walk; Milling pilot.	
<i>Depart for Kigali</i>			
Sun 13 Mar	ET	Kigali review	Team review, synthesize notes
Sunday 15:00 (or any time prior to 14 Mar)	ET	Phone call with Kiziba WFP officer to confirm arrangements: please call Darren 078-1463065 or Brigitte 078-8300431	
Mon 14 Mar Tue 15 Mar	SD	Kigali: Meetings with banks, WV and WFP and staff as needed. Attempt to schedule on Monday if possible.	
Mon 14 Mar 9:45	DH, BI	Kiziba camp Day 1 Meet WFP officer	Interviews and data gathering
10:00-12:30	DH, BI	<i>Introductions by WFP officer then leave with stakeholders</i>	
	DH	<i>Continue interview</i> 10:15 Interview with MIDIMAR Camp Manager 11:30 District authorities: Executive Secretary for Sector, Mayor's	
10:00-13:00	BI	<i>Introduction by NGO officer then leave with beneficiaries</i> Interview with pregnant and lactating women Nutrition centre observation: registries and warehouse	
13:00-14:30	DH	UNHCR technical team, WFP	

13:00-16:00	BI (DH after 14:30)	<i>Introduction by Plan officer</i> Special needs beneficiaries of GFD (unaccompanied minors, elderly)	
16:00 <i>Overnight in ?? near Kiziba</i>	ET	Daily observations	
Tue 15 Mar	ET	Kiziba Day 2	
9:00-12:30	DH	<i>Introductions by WFP officer then leave with stakeholders</i> 9:00: Camp committee 10:30: Partner interviews. ADRA, ARC, Save the Children, CARE, Plan (eg. signed agreement)	
	BI	<i>Introduction by NGO staff then leave with beneficiaries</i> 10:00 School staff 11:30 Parents committee and/or parents benefitting from school feeding	
	SD	<i>Introduction by NGO and leave with beneficiaries</i> 9:00: Under-five MAM 11:00: FGD mothers preventive supplementary feeding for children under 2	
13:00-14:00	SD	<i>Introduction by NGO and leave with beneficiaries</i> HIV/AIDS	
14:00-15:00	SD, BI	Cash transfer beneficiaries	
12:30-15:00 <i>Depart for Kigali</i>	DH	Groups in livelihood initiatives, households exhibiting signs of self-reliance (as appropriate); Market transect walk; Milling pilot.	
Wed 16 Mar 9:00-12:30	ET	Kigali @WFP meeting room: Team review, synthesis notes	Team review, synthesize notes; Follow-up interviews;
14:00-17:00		@WFP or partners, interviews as needed	
Thu 17 Mar 9:00-12:30	ET	@WFP meeting room: team review	
15:00-17:00		@WFP meeting room: WFP evaluation contacts, Country Director	Internal debriefing
Fri 18 Mar 10:00-12:30		@WFP, partners	External debriefing
14:00-17:00		@WFP meeting room: team review	Wrap-up meetings Departure of int'l consultants (PM)

Annex 8: Debriefing Participants

Internal Debriefing with WFP Staff, 17 March 2016	
Name	Position
WFP Country Office, Kigali	
Jean-Pierre de Margerie	Country Director
Abdurrahim Siddiqui	Deputy Country Director
Mari Hassinen	Head of Operations, Focal Point for this evaluation
Jules Munyaruyanga	Programme Policy Officer
Mahamadou Tanimoune	Deputy Head of Programme, Nutrition Specialist
Marie Claire Gatera	Monitoring and Evaluation Officer
Marie Claire Umotoniwase	National Programme Policy Officer (M&E)
Damien Nsengiyumva	Nutrition Officer
Epiphane Murindahbi	Programme Associate Nutrition
Solomon Asea	Programme Policy Officer, Cash Based Transfers
Patient Maganya	Programme Associate, Cash based transfers
Lorna Morris	Reports Officer
Christine Mendes	Supply Chain Officer
Yan Bosteels	Fundraising Officer
WFP Regional Bureau, Nairobi	
Fiona Gatera	M&E
Allison Oman	Nutrition
Jo Jacobsen	Nutrition
WFP Office of Evaluation, Rome	
Julie Thoulouzan	Evaluation Officer
TANGO	
Darren Hedley	Evaluation Team Leader
Sophie Dunn	Evaluation Team
Brigitte Izabiriza	Evaluation Team
Yvonne Habiyouzeye	Evaluation Team – Field Assistant
Abdoul Ngerageze	Evaluation Team – Field Assistant
Monica Mueller	Evaluation Manager

External Debriefing with WFP and Partners, 18 March 2016	
Name	Position/ Organisation
Rwahama Jean Claude	Director of Refugee Affairs, MIDIMAR
Yan Bosteels	WFP External Partnership and Communication
Carlos Lietar	Development Consular, Embassy of Belgium
Gedeon Bihonzi	Programme Development Quality Assurance Director, World Vision Rwanda
Lorna Morris	Reports Officer, WFP
Mohamadou Tanimoune	Nutritionist, WFP
Enrico Ranpapzo	Business Development Specialist, DFID
Abdur Rahim Sadiqui	Deputy Country Director, WFP
Jacob Oster	Associate Livelihood Officer, UNHCR

Matthew Crentsil	Deputy Representative, UNHCR
Jean Pierre de Margerie	Country Representative, WFP
Kankinsi Sperata	Health and Nutrition Officer, CARE
Okello Vincent	Technical Advisor, Programmes, ADRA
David Musonera	School Feeding Coordinator, ADRA
Mari Hassinen	Head of Programme Unit, WFP
Jules Munyaruyange	Programme Policy Officer (PRRO), WFP
Christine Mendes	Head Supply Chain Management Unit, WFP
David Muyambi	Programme Manager, ADRA
Jacky Batamuriza	Field Logistics Coordinator, ADRA
Fiona Gatera	WFP RB, M&E
Allison Oman	WFP RB, Nutrition
Jo Jacobsen	WFP RB, Nutrition

Annex 9: Team Composition

Team Members	Primary Role	Evaluation Tasks
Darren Hedley	<p>Team leader, international evaluator</p> <p>Coverage: GFD, livelihood and self-reliance activities; liaise with camp committees and community leaders for overall perspectives; partnership management aspects</p>	<ul style="list-style-type: none"> – Lead the evaluation mission – Overall guidance and coordination of the ET – Design evaluation approach methodology – Fieldwork (e.g., conduct FGDs and KIIs in coverage areas and others as needed) – Oversight and quality control of data analysis, debriefing, and evaluation report
Sophia Dunn	<p>Team member, international evaluator</p> <p>Coverage: nutrition (supplementary and curative distribution); cash transfers</p>	<ul style="list-style-type: none"> – Conduct desk review – Contribute to methodology design/data collection tools – Fieldwork (e.g., conduct FGDs and KIIs in coverage areas and others as needed) – Participate in debriefing – Contribute to inception and evaluation reports in coverage areas; overall report review
Brigitte Izabiriza	<p>Team member, national evaluator</p> <p>Coverage: gender, context (e.g., socio-economic, political, national policies and protocols, cultural considerations, logistics planning)</p>	

Annex 10: Beneficiaries by Site

Beneficiaries by site (January 2016)

District	Site name	Number of beneficiaries	Nationality	Site type	Beneficiary type
Gatsibo	Nyabiheke	14,062	Congolese	Refugee camp	Long-term refugees
Gicumbi	Gihembe	14,283	Congolese	Refugee camp	Long-term refugees
Gisagara	Mugombwa	8,359	Congolese	Refugee camp	Long-term refugees
Karongi	Kiziba	17,222	Congolese	Refugee camp	Long-term refugees
Nyamagabe	Kigeme	18,683	Congolese	Refugee camp	Long-term refugees
Rusizi	Nyagatare	310	Burundians	Transit centre	Newly arrived
Bugesera	Gashora	790	Burundians	Transit centre	Newly arrived
Nyanza	Muyira	446	Burundians	Transit centre	Newly arrived
Kirehe	Mahama	47,135	Burundians	Refugee camp	Newly arrived
TOTAL		121,290			

Source: Email communication from CO. 29 May 2016. These numbers do not reflect refugees living outside the camps.

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