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**Executive Board  
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# EVALUATION REPORTS

Agenda item 7

*For consideration*

# E

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## SUMMARY EVALUATION REPORT RWANDA COUNTRY PORTFOLIO

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for consideration**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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## EXECUTIVE SUMMARY

Rwanda has a population of 10.3 million people, with an annual average growth rate of 2.7 percent. It has one of the highest population densities in the world, and agriculture is the backbone of the economy. Its gross domestic product was 8 percent in 2000, rising to 11 percent in 2008. Fifty-seven percent of the population lives below the national poverty line; despite recent gains in food security, high levels of chronic malnutrition persist. Literacy and net enrolment rates in primary school have increased dramatically. About 54,000 refugees, mainly from the Democratic Republic of the Congo, continue to live in camps in Rwanda. Rwandans who had previously fled the country continue to return from neighbouring countries, and have been resettled.

This report evaluates the 2006–2010 portfolio against three questions: i) How well did WFP position itself strategically and align with government and partner strategies? ii) How did WFP make choices, and how strategic were these? and iii) How did the portfolio perform, and what were its results?

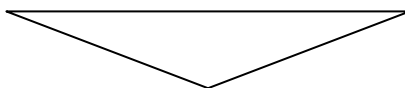
The evaluation was conducted by a team of six independent consultants, with fieldwork in November–December 2010.

The evaluation found that from 2006 to 2010 WFP Rwanda's portfolio was closely aligned with the Government's concerns and the population's needs. The portfolio was well placed in the United Nations Country Team's Delivering as One pilot initiatives, which are also well aligned to national priorities.

Over the period, WFP made a number of strategic choices with positive results. It made major contributions by collecting and analysing information on the national hunger, food security and nutrition situation. WFP based its interventions on clear priorities set by the Government, which leads donor coordination efforts. WFP's participation in Delivering as One theme groups permitted greater synergies with United Nations partners. However, in general, WFP's projects were too thinly dispersed geographically, with few overlaps or possibilities for synergies. WFP was able to leverage its support to education to use schools as venues for community-based activities related to agriculture.

WFP demonstrated its comparative advantage in protracted relief, land and infrastructure rehabilitation, school feeding and nutrition. Overall, food assistance was efficiently and effectively delivered, and WFP produced positive outcomes with its food-for-work, -assets and -training, nutrition and education interventions, and its general food distributions. Recommendations for the future focus on stronger engagement with strategies and measures to address chronic malnutrition, and capacity development for the transition to government ownership of food security and nutrition analysis and the school feeding programme.

## DRAFT DECISION\*



The Board takes note of “Summary Evaluation Report Rwanda Country Portfolio” (WFP/EB.A/2011/7-E) and the management response in WFP/EB.A/2011/7-E/Add.1 and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

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## BACKGROUND

### Evaluation Features

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

### Context

4. Rwanda has a population of 10.3 million, with an annual average growth rate of 2.7 percent.<sup>1</sup> It has one of the highest population densities in the world, with an average of 321 people/km<sup>2</sup>: land is scarce. Rwanda achieved gross domestic product (GDP) growth of 8 percent in 2000, rising to 11 percent in 2008. An estimated 57 percent of the population lives below the national poverty line, and 90.3 percent lives on less than US\$2 per day, with poverty most prevalent in western and southern provinces. In 2008, 62 percent of households headed by women lived below the poverty line, compared with 54 percent of households headed by men. The most vulnerable livelihood groups are small-scale farmers cultivating less than 0.1 ha, who make up 38 percent of the population, and agricultural labourers, with 22 percent.<sup>2</sup>
5. Education. The literacy level among people aged 15 to 24 years increased from 57 percent in 2000 to 77 percent in 2005/2006; primary school net enrolment increased from 72 percent in 2000 to 93 percent in 2009. The primary school completion rate more than tripled from 22 to 75 percent over the same period, with an attendance rate averaging 83.5 percent in 2005.<sup>3</sup> The national drop-out rate is 14 percent.<sup>4</sup> The Government introduced a nine-year basic education programme in 2009, adding three years – grades 7 to 9 – to primary level.
6. The specific challenges confronting Rwanda include the following:
  - *Vulnerability to natural disasters.* There are areas of chronically low rainfall in southern, eastern and western provinces. Soil erosion is endemic, with 40 percent of farmland at risk.
  - *Significant refugee flows* over the past 15 years, with 54,000 refugees still in camps in 2009. In addition Rwandans who had previously fled the country have continued to return from neighbouring countries and require resettlement.

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<sup>1</sup> United Nations Population Fund (UNFPA). 2010. *State of World Population 2010*. New York

<sup>2</sup> CFSVA 2009

<sup>3</sup> Integrated Household Survey, 2007

<sup>4</sup> Ministry of Education. 2009. Indicators from the education system, primary education. Kigali

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

## WFP Portfolio

7. WFP has been present in Rwanda since 1972, with 60 operations<sup>6</sup> totalling US\$1.8 billion. The Rwanda 2006–2010 portfolio comprised five operations: two DEVs (101560 and 106770); and three PRROs (100622 [regional], 105310 and 200030). Additional activities funded through grants and trust funds included the 2006 CSFVA, the 2009 CSFVA and nutrition survey, and the Purchase for Progress (P4P) pilot, which started in July 2009.
8. Of the US\$207 million total cost of the portfolio, 22 percent was for development and 78 percent for relief and recovery.<sup>7</sup> Table 1 presents the distribution of the portfolio by operation type for the 2006–2010 period.

<sup>5</sup> World Bank Rwanda country brief, available at <http://web.worldbank.org/website/external/countries/africaext/rwandaextn/0,,menuPK:368714~pagePK:141132~piPK:141107~theSitePK:368651,00.html>.

<sup>6</sup> Fifty national operations plus ten regional ones that included coverage in Rwanda.

<sup>7</sup> The budget revision approved in 2011 for DEV 106770, bringing the total budget to US\$68.4 million, is not included in these statistics.

<b>TABLE 1: TIMELINE AND FUNDING LEVEL OF RWANDA PORTFOLIO</b>										
<b>(US\$ figures in millions unless otherwise indicated)</b>										
Operation	Title	2006		2007		2008		2009		2010
DEV 101560	Country Programme	Req.: US\$47.5 - Contrib.: US\$26.4								
DEV 106770	Food Assist. Education	← 2003				Req.: US\$41.3 - Contrib.: US\$28.4				
PRRO (Reg.) 100622	Food Aid for Relief and Recovery in the Great Lakes Region	Req.: US\$33.6 Contrib.: US\$14.0								→ 2012
PRRO 105310	Assist. to Refugees and Recovery Op. for the most Vulnerable Households			Req.: US\$54.0 - Contrib.: US\$35.3						→ 2011
PRRO 200030	Assist. to Refugees, Recovery Support to Host Communities and the Most Vulnerable Households									Req.: US\$36.6 Contrib.: US\$4.9
Food distributed (mt)		23 909		26 078		22 332		20 488		27 754
Direct expenses		US\$22.6		US\$15.5		US\$19.3		US\$21.9		N/A
% Direct expenses: Rwanda vs. Worldwide		0.8%		0.6%		0.5%		0.6%		N/A
Beneficiaries (actual)		Men	Women	Men	Women	Men	Women	Men	Women	Data by sex n/a
		265 006	291 632	237 880	271 860	252 100	276 115	222 425	231 292	529 000
Total of beneficiaries (actual)		556 638		509 740		528 215		453 717		529 000
WFP direct expenses worldwide (US\$ billion)		US\$2.7		US\$2.8		US\$3.5		US\$4		N/A

9. Of the average 526,000 beneficiaries per year, 50 percent were women and girls; 50 percent were assisted through food for education; 25 percent participated in food for work, assets and training (FFW, FFA and FFT); 9 percent received general food distributions (GFDs), mainly for refugees and returnees; 7 percent were patients with HIV-related illness on anti-retroviral therapy (ART); 6 percent were malnourished refugees receiving supplementary feeding; and 3 percent were malnourished Rwandans receiving mother-and-child health and nutrition support (MCHN) (Table 2).

<b>TABLE 2: DISTRIBUTION OF PORTFOLIO ACTIVITIES, BY BENEFICIARIES</b>						
Activity	GFD (1)*	Nutrition (1)	FFW/FFA/FFT (3)	Nutrition (4)	HIV (4)	Education (4)
DEV 101560					X	X
DEV 106770						X
PRRO (Reg.) 100622	X	X	X	X	X	
PRRO 105310	X	X	X	X	X	
PRRO 200030	X	X	X	X	X	
Planned % of beneficiaries	14%	4%	34%	2%	5%	40%
Actual % of beneficiaries	9%	6%	25%	3%	7%	50%

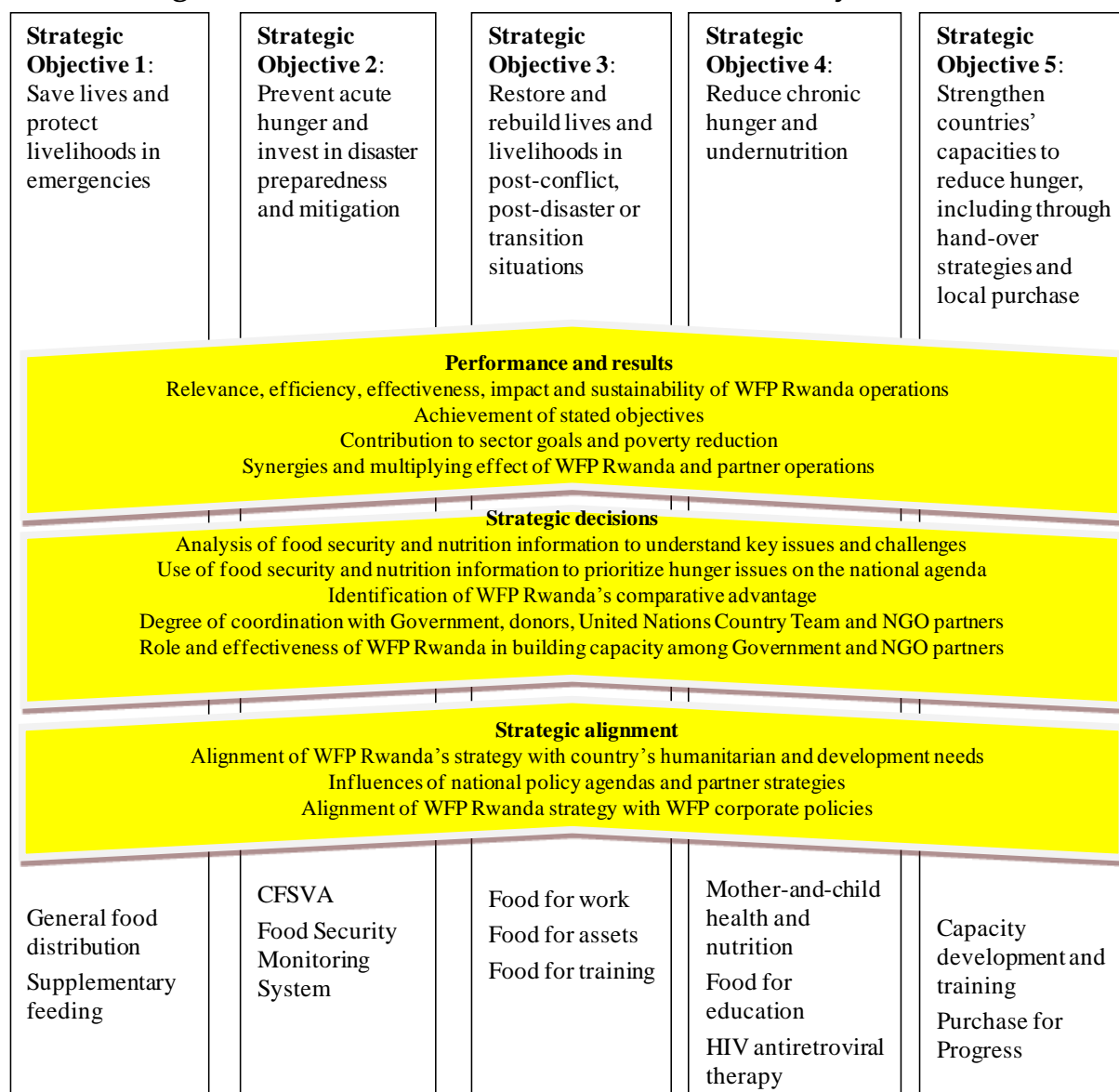
\* Numbers in brackets refer to the relevant Strategic Objective.

## PERFORMANCE HIGHLIGHTS

### Alignment and Strategic Positioning

10. The objectives of the portfolio were well aligned with the Strategic Objectives in the WFP Strategic Plan (2008–2013), as shown in Figure 1.

**Figure 1: Evaluation Model for Rwanda Country Portfolio**



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



12. The Rwanda Aid Policy (2006) sets forth how the Government implements the Paris Declaration and guides the work of ministries, development partners and other stakeholders. WFP's participation in the UNCT theme groups and in government committees for the agriculture, health and education sectors ensured excellent alignment and strategic partnership, allowing WFP to influence the ongoing debate regarding the future direction of government policies.
13. WFP was active in Delivering as One pilot initiatives and joint activities. For example, the cultivation of school gardens – involving the Food and Agriculture Organization of the United Nations (FAO), the International Fund for Agricultural Development (IFAD), WFP and the Ministry of Agriculture – was found to be a practical tool for training students in proper agricultural practices. A recent independent evaluation of the Delivering as One pilot initiatives<sup>8</sup> found that they led to more effective programming and better alignment with national priorities, although the government development initiatives were moving faster than those of the Delivering as One pilot.
14. The analytical work funded by WFP and partners was strongly aligned with the demand for information for planning and other purposes. The CFSVAs provided the Government with information on the hunger and food security situation, leading to development of the Food Security Monitoring System (FSMS). Government departments, development partners and other agencies used the data and information produced, including in the development of higher-level indicators for the common performance assessment framework adopted by government and development partners. However, under the Government's decentralization process, districts now create their own development plans without any reference to this information.
15. WFP was the main partner of the Government and the Office of the United Nations High Commissioner for Refugees (UNHCR) in providing food rations to 54,000 refugees. WFP's support, together with UNHCR and government efforts, assisted the resettlement of Rwandan returnees.
16. The FFW, FFA and FFT objectives of WFP were coherent with the stated national agenda and policies, including the National Agriculture Policy (March 2004), which focuses on increasing arable land, soil conservation and water management. Orienting FFW, FFA and FFT towards rehabilitating or developing rural infrastructure was appropriate.
17. Under the Education Sector Strategy Plan for 2010–2015, WFP's school feeding programme, implemented in partnership with the Ministry of Education, aligned well with the focus on increasing attendance, reducing drop-out rates, improving learning and extending basic education from six to nine years.
18. WFP's MCHN activities were appropriate to the country's current needs, helped increase access to community-based nutrition and health services, and were well aligned with government policies. They were also well aligned with the influential Lancet series and the international Scaling Up Nutrition initiative. WFP was active at the national level: it was co-leader of the UNCT's HIV thematic group, and engaged in debates and development of government strategies for MCHN and PLHIV, including the National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda, Action Plan for Implementation 2010–2013.

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<sup>8</sup> Ministry of Finance/United Nations Rwanda. 2010. *Country-Led Evaluation of Delivering as One UN in Rwanda*. Presentation of Interim Findings, Hanoi, June 2010

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

### **Making Strategic Choices**

20. Overall, WFP's collection and analysis of information on the national hunger, food security and nutrition situation in Rwanda helped to place food security and nutrition issues on the national agenda. WFP based its interventions on clear priorities set by the Government, which leads donor coordination efforts. Within the UNCT, WFP's comparative strengths in the relief, education, nutrition, HIV and agriculture sectors resulted in greater synergies with United Nations partners, and access to the One Fund and other multi-donor trust funds.
21. Rwanda has made good progress in reaching Millennium Development Goal (MDG) 2 for universal primary education, but lacks progress on MDG 1 for eradicating extreme poverty and hunger.<sup>9</sup> Over the past five years, WFP's support to school feeding far exceeded its support to MCHN. There is a trade-off, as the WFP-supported MCHN activities – when well implemented by the Ministry of Health – tackled malnutrition, while the school feeding programme had mainly educational objectives. This points to a need for the portfolio to renew the emphasis on activities that address the causes of chronic malnutrition – with partners.
22. In 2009, WFP phased out in-kind food assistance for the widespread land development activities previously undertaken through FFW, FFA and FFT, mainly because resources were lacking. As the Government has a strong strategy for agriculture and land development, it has continued land terracing with other donors' resources, but there are still unmet needs. WFP's P4P pilot project (2009–2010) is timely, as it opens up markets for the surplus food production of smallholders.
23. By leveraging its support to education through the school feeding programme, WFP was able to assist the Government's expansion of primary education and to use schools as venues for additional community-based activities related to food security. This required significant adaptation of WFP's plans in the middle of the five-year DEV, leading to an increase in the number of beneficiaries. Related to this, WFP's hand-over strategy for school feeding was slow to start, mainly owing to insufficient preparation of the Government and communities. However, WFP's support to the school feeding unit in the Ministry of Education resulted in a national school nutrition policy and strategy that, although not yet finalized, are expected to provide impetus to the hand-over process.
24. In 2007, WFP's switch from a regional PRRO, which had been in place from 1999, to a Rwanda-specific PRRO was a timely decision as it permitted greater alignment to needs in the country.
25. In a few cases, WFP was able to take advantage of synergies among projects that coincided geographically, such as FFW and school feeding, which allowed the development of school gardens. In general, however, the interventions were too thinly dispersed throughout the country, with few synergies.

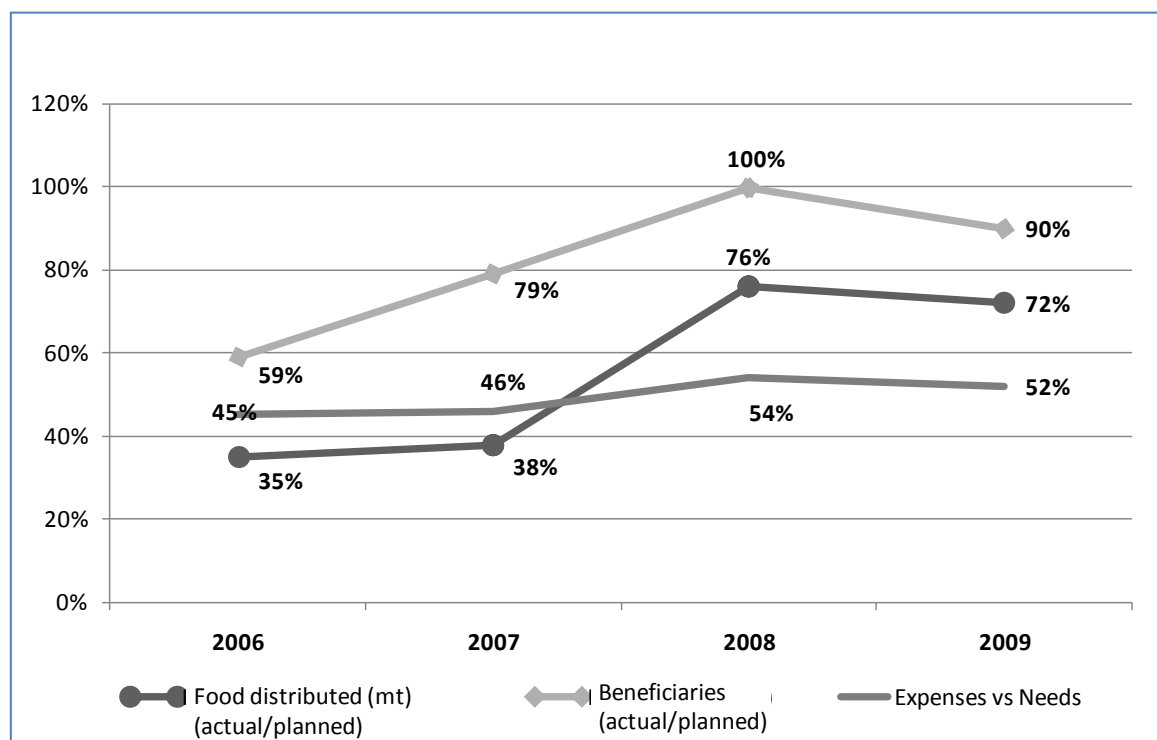
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<sup>9</sup> Government of Rwanda. 2008. *EDPRS Mini Demographic and Health Survey 2008*. Kigali. Status of the MDGs in Rwanda: MDG 1, not likely; MDG 2, attainable by 2015.

## PORTFOLIO PERFORMANCE AND RESULTS

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

**Figure 2: Food Distributed, Beneficiaries and Expenditures, Actual Versus Planned**



Sources: Annual reports and Standardized Project Reports.

### Relevance

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

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

29. The Government's intention of implementing its own national school feeding programme was delayed while it focused on extending primary education by three years in 2009; WFP increased its school feeding coverage to help achieve this reform. More recently, the Government started to move towards a community-based school feeding programme. WFP assisted this process by implementing school-level pilot projects with community participation; at the national level it assisted the Government with school feeding and nutrition policy development.
30. Government and community ownership were impressively high in the recently initiated P4P pilot project. P4P provides market demand and facilitates improved productivity, quality and storage.
31. The MCHN and ART programmes were relevant in reducing levels of malnutrition among pregnant women, children under 5 and patients with HIV-related illness. The launch of the National Multi-Sectoral Strategy to Eliminate Malnutrition in Rwanda, Action Plan for Implementation 2010–2013 demonstrated that addressing malnutrition is now firmly on the national agenda. WFP projects to tackle chronic undernutrition should be supported as a matter of priority.

### **Efficiency**

32. When adequate funding was available, food was generally delivered on time, but all activities experienced delays and ration cuts during the period, reducing programme efficiency. Reduced funding led to less food distributed, reducing activity and beneficiary coverage and, in some cases, the size of the ration. In school feeding, for example, although the actual numbers of children fed almost met or exceeded plans, the food distributed ranged from 47 to 83 percent, owing to lack of resources. The number of feeding days ranged from 80 to 90 percent of planned. The situation improved from 2008, when multi-year funding was put in place.
33. Efficiency was also affected by WFP's strategy of working throughout the whole country, with activities in 26 out of 30 districts, covering all five provinces. The school feeding, PLHIV and MCHN activities were all thinly spread.<sup>10</sup> The school feeding programme operated in 11 districts, of which only one was entirely covered. Since 2007, WFP's operational model for PLHIV comprised between 100 and 150 multiple small sites, some of which now have fewer than ten beneficiaries. This led to a high logistics burden and reduced cost-efficiency. Furthermore, the health centres served with supplementary feeding were not always the same as those used for PLHIV, adding an additional layer of complexity. The PLHIV activities should be rationalized and aligned with the MCHN activities to maximize synergies and ease logistics.

### **Effectiveness and Impact**

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

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<sup>10</sup> The people living with HIV and MCHN programmes are aligned with health facility referral systems for specific geographic areas. This has the advantage of creating synergy in terms of beneficiary needs and coverage with nutrition assistance, but has also resulted in wide dispersal of beneficiaries.

35. Planned outcomes for refugee populations were measured using indicators of acute malnutrition. Nutritional surveys on the refugee populations indicate that GAM and severe acute malnutrition rates were generally within acceptable ranges, but chronic malnutrition measured through stunting rates remained unacceptably high.
36. Although no quantitative surveys were conducted to measure the outcomes of FFW, FFA and FFT,<sup>11</sup> the results regarding infrastructure and other outputs reflected achievement rates of between 50 and 115 percent of planned. Through field visits and stakeholder interviews, the evaluation team found that rural infrastructure was effectively rehabilitated and that terraces were highly effective in curtailing soil erosion. Reviewing the results some years after the FFW, FFA and FFT had ended, the team found evidence that people's lives had been radically changed by the activities, which provided a secure livelihood and significantly reduced dependence and food insecurity. It was considered unfortunate that studies had not been undertaken to illustrate the outcomes and impacts, given the positive results found.
37. School feeding outcomes were achieved, with attendance rates in assisted schools improving marginally from an already impressive 95 percent in 2006, to 97 percent in 2010. Drop-out rates declined in WFP-assisted schools, from 5 percent in 2006 to only 1.8 percent in 2009, a good achievement compared with the national drop-out rate of 14 percent<sup>12</sup> in 2009.
38. PLHIV are given ART by the Ministry of Health. A pipeline break allowed the evaluation team to investigate the effectiveness of WFP's provision of food for ART patients; stakeholder interviews suggested that the food supplement had limited effects on people's attendance at health centres or their compliance with the drug regimen. As such, the effectiveness of WFP's PLHIV activities in achieving the objective of ART adherence was not demonstrated. WFP gave the ration to buffer the side-effects of ART, and to provide nutritious food at the start of patients' long process of increasing weight and fitness to work. Data on patients' weight and other factors need to be collected and analysed to measure the effect of nutrition support. At the time of the evaluation, some data had been collected, but none had been analysed by WFP or its partners.
39. The objectives of MCHN activities were not always clear and, more importantly, were often not feasible. The evaluation found the MCHN support to be highly targeted to the clinically malnourished, and an integral part of a curative health programme; MCHN also encouraged behaviour that would promote health, a key element of the Government's health policy. Available outcome data show results that satisfy Sphere standards.<sup>13</sup> Children did recover, but the level of re-entry into the supplementary feeding programme was average. The supplementary ration of corn-soya blend (CSB) for malnourished children and pregnant and lactating women was effective, based on international and local participatory evidence. This conclusion was reinforced by the recent CSB pipeline break, which permitted the evaluation team to examine how a lack of food affected the

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<sup>11</sup> A decentralized evaluation in 2007 reported that FFW projects increased the technical knowledge and skills of men and women farmers, boosted women's confidence, and promoted social solidarity among villages and their different social groups, in addition to creating and rehabilitating productive rural assets.

<sup>12</sup> Ministry of Education Indicators in Education System, Primary Education

<sup>13</sup> The Sphere Project developed the *Humanitarian Charter and Minimum Standards in Disaster Response*, also known as "the Sphere standards" (see [www.sphereproject.org](http://www.sphereproject.org)).

programme. Reports from health workers clearly demonstrated that the supplementary ration was efficient in helping children to recover from malnourishment.<sup>14</sup>

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

## Sustainability

41. The sustainability of the assets created through FFW and FFA schemes depends highly on ownership by beneficiaries and their capacity to maintain the assets. Many assets were well maintained and were providing good yields, while others such as irrigation ponds had technical problems. Concern was raised regarding the conversion of 100 percent of marshlands to productive paddy fields; although this is in line with government policy, it is not in line with good international practice, where environmental screening is obligatory and usually leads to the implementation of mitigation measures.
42. The sustainability of school feeding is supported through the inclusion of school feeding in the Government's policy framework; this is an indication of good intent, but will require capacity development and financial allocations. It also presents an opportunity for developing and implementing a hand-over strategy. The development of school rabbit and cow raising is unsustainable, unless ownership is transferred to an individual. On the other hand, school gardens provide an important, if small, source of income and a small degree of dietary diversity, while complementing the agricultural curriculum by turning theory into practice.
43. The sustainability of the MCHN programme is supported through its inclusion in the Ministry of Health's referral system and the recent prominence the Government has given to tackling malnutrition through a multi-sectoral approach.

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## RECOMMENDATIONS

44. **Recommendation 1:** The low level of funding, at about 50 percent of needs, affected activities and WFP's credibility. It is recommended that funding be discussed, with a view to scaling back or seeking alternative sources for certain activities, and that funding adopt a multi-year time horizon.
45. **Recommendation 2:** The FSMS is ongoing, and the 2006 and 2009 CFSVAs have been used by development partners and other agencies at the national level. However, there is a gap in information usage at the district level. It is recommended that WFP seek ways of devolving the data collected and conclusions drawn from the CFSVAs and FSMS into the district planning process. Technical assistance to district officials may be required.
46. **Recommendation 3:** The analytical work seems to have been carried out outside government processes. It is recommended that analytical work and processes be institutionalized within the Government, and that crop assessment and price data be integrated into the reporting structure for analytical work.

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<sup>14</sup> Verbal reports included: "Before we had 180 people in the programme, but when the food stopped that fell to 100"; "We had 30 people in each class, but that fell to around ten when the children's food stopped"; and "Mothers are strongly motivated to attend the clinic if they receive food for their children".

47. **Recommendation 4:** The analytical work provides the Government with context in the event of a drought, landslide or flood emergency. At present, there is no structure within the Government to assimilate the data and results for informing decision-making. It is recommended that WFP, in discussion with the Ministry of Disaster Management and Refugees, develop a process and structure for ensuring that FSMS outputs are regularly reported and discussed.
48. **Recommendation 5:** The school feeding programme is at a crossroad. The Government's new school feeding and nutrition policy is about to be launched. It is recommended that WFP's school feeding programme be reoriented with the new policy and retargeted using the 2009 CFSVA results, and that a phased closure of the current school feeding programme be considered once the Government has assumed ownership.
49. **Recommendation 6:** It is recommended that a capacity development strategy be developed to enable the Government to build skills and systems for activities such as food security monitoring, school feeding and nutrition, based on assessed needs.
50. **Recommendation 7:** The FAO, IFAD, WFP and Ministry of Agriculture school gardens initiative is strategically positioned as a practical tool for training students in proper agricultural practices. It is recommended that the school gardens continue, but that all initiatives concerning livestock be closed.
51. **Recommendation 8:** With the launch of the multi-sectoral nutrition initiative, nutrition has risen up the Government's agenda. It is recommended that WFP engage with government and partner processes to assess how the analytical work can be used to inform and determine the further support that WFP could provide through the Delivering as One pilot initiatives.
52. **Recommendation 9:** The current monitoring and evaluation system requires review. It is recommended that a mix of data be collected, on both implementation and outcomes.
53. **Recommendation 10:** The PLHIV ART programme is highly dispersed, with low beneficiary numbers in some locations. It is recommended that the ART programme logistics be rationalized and better coordinated with partners' activities.





## ACRONYMS USED IN THE DOCUMENT

ART	anti-retroviral therapy
CFSVA	comprehensive food security and vulnerability analysis
CSB	corn-soya blend
DEV	development project
EDPRS	Economic Development and Poverty Reduction Strategy
FAO	Food and Agriculture Organization of the United Nations
FFA	food for assets
FFT	food for training
FFW	food for work
FSMS	Food Security Monitoring System
GAM	global acute malnutrition
GDP	gross domestic product
GFD	general food distribution
IFAD	International Fund for Agricultural Development
MCHN	mother-and-child health and nutrition
MDG	Millennium Development Goal
NGO	non-governmental organization
OE	Office of Evaluation
P4P	Purchase for Progress
PLHIV	people living with HIV
PRRO	protracted relief and recovery operation
UNCT	United Nations country team
UNHCR	Office of the United Nations High Commissioner for Refugees