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## Summary report on the evaluation of the country strategic plan for Rwanda (2019–2023)

### Executive summary

The evaluation of the country strategic plan for Rwanda for 2019–2023 covers the period from 2019 to mid-2023 and assesses WFP's strategic positioning, its contribution to strategic outcomes, efficiency in implementation and the factors explaining its performance.

Rwanda, home to 13.7 million people, has achieved positive development outcomes in poverty reduction, gender equality, environmental sustainability, education and public health through economic growth and structural reforms. It remains prone to natural hazards, health-related challenges and food insecurity.

The country strategic plan for 2019–2023 had a strong focus on country capacity strengthening and an explicit commitment to the most vulnerable, in line with the Government's priorities. It had a clear and integrated programme logic and a focus on collaboration and partnership-supported coherence with other actors, although there were overlaps with other United Nations entities. Recurrent shocks revealed the continued relevance of WFP's humanitarian role in Rwanda. Overall, WFP's current value proposition – with its focus on saving lives and changing lives and on playing an enhanced role in country capacity strengthening – remains strongly relevant and has appropriately positioned WFP to work across the humanitarian–development nexus.

While WFP provided most refugees and returnees in Rwanda with valuable emergency assistance and was largely effective in reaching the most vulnerable, rations were reduced due to funding limitations and did not fully meet refugee households' food and nutrition needs. Ambitions regarding refugee self-reliance were also not achieved because livelihood

*In line with WFP evaluation policy (2022) (WFP/EB.1/2022/4-C), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.*

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#### Focal points:

Ms A.-C. Luzot  
Director of Evaluation  
email: [anneclaire.luzot@wfp.org](mailto:anneclaire.luzot@wfp.org)

Ms A. Larmoyer  
Senior Evaluation Officer  
email: [aurelie.larmoyer@wfp.org](mailto:aurelie.larmoyer@wfp.org)

opportunities remained limited. The scale-up of WFP's school feeding activities to a national programme in 2021 gave all schoolchildren access to adequate and nutritious food; new challenges regarding financing, procurement and sustainability have arisen from this expansion. WFP achieved good results in relation to social safety nets and nutrition-sensitive food systems, including by introducing shock-responsive social protection, supporting national institutions with evidence, strengthening national food processing capacity, supporting the establishment of a child malnutrition surveillance system and generating positive outcomes for smallholder farmers in terms of produce quality, sales and loss reduction. While some opportunities to promote nutrient-rich foods and more efficient supply chain and retail systems were missed, overall, WFP helped to strengthen policy, strategic and accountability frameworks and country capacity and was timely in supporting the Government in managing crises.

In terms of cross-cutting issues, WFP's gender equality ambitions were only partially met and attention to disability inclusion was limited. Progress was made in beneficiary feedback mechanisms with a majority of beneficiaries covered and evidence that feedback informed programme adjustments. WFP engagement on environmental issues was modest in view of Rwanda's climate-related challenges; this derived from a difficult funding environment and the heavy earmarking of contributions, which limited the implementation of activities. Funding remains the biggest challenge for WFP in Rwanda.

Backed by enhanced national and multilateral partnerships and government support, WFP benefits from a strong reputation in Rwanda, although the country office's capacity and internal arrangements could be better suited to the activities called for in the country strategic plan. Even so, when not obstructed by external circumstances, country strategic plan implementation was timely, supported by innovative delivery modalities and effective supply chain and logistics functions. A shift to cash transfers, the use of train-the-trainer approaches and the pursuit of strategic partnerships all contributed to efficiency gains and results. However, monitoring and evaluation systems present weaknesses in capturing certain outcomes and facilitating the effective use of knowledge.

The evaluation resulted in six recommendations: maintain WFP's positioning across the humanitarian–development nexus; focus on country capacity strengthening; strengthen delivery capacity; mainstream disability inclusion and gender considerations; scale up support for efforts to address environmental issues; and retain a focus on sustainability.

## **Draft decision\***

The Board takes note of the summary report on the evaluation of the country strategic plan for Rwanda (2019–2023) (WFP/EB.2/2024/6-C/4) and the management response (WFP/EB.2/2024/6-C/4/Add.1) and encourages further action on the recommendations set out in the report, taking into account the 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.

## Introduction

### Evaluation features

1. The evaluation of the Rwanda country strategic plan (CSP) for 2019–2023 was conducted between January and November 2023. Designed to fulfil accountability and learning purposes, the evaluation aimed to provide evidence for strategic decision making and accountability to stakeholders. It assessed WFP's performance, challenges and the potential future direction of its collaboration with the Rwandan Government.
2. The evaluation results, conclusions and recommendations were presented in September 2023 with the aim of informing the development of the next CSP. The evaluation team also engaged with internal and external stakeholders, including the Government of Rwanda, donors, other United Nations entities, cooperating partners and beneficiaries.
3. The evaluation was conducted by a gender-balanced team using a mixed-methods approach that included document reviews, quantitative data analysis, interviews, focus group discussions, project site visits and surveys. It addressed issues of accountability to affected populations, gender equality and inclusion, and environmental considerations.

### Context

4. Rwanda is a mountainous country bordered by Uganda, the United Republic of Tanzania, Burundi and the Democratic Republic of the Congo. The Rwandan Patriotic Front (RPF) has governed the country since the 1994 genocide against the Tutsi ethnic group. Parliamentary elections were held in September 2018, when an RPF coalition won 40 of the 53 contested seats.<sup>1</sup> With 61 percent of seats held by women, Rwanda is the country with the highest rate of female parliamentary representation in the world.
5. Rwanda recognizes the accountability of public institutions as key to promoting citizens' well-being and development, and it involves citizens in planning and setting targets for which the Government is accountable. Rwanda has had a decentralization policy since 2000.
6. Economic and structural reforms have propelled Rwanda towards remarkable achievements in line with the Sustainable Development Goals (SDGs), in particular in poverty reduction, gender equality, environmental sustainability, education and public health. While recent years have witnessed rapid economic growth, the coronavirus disease 2019 (COVID-19) pandemic caused a temporary contraction in gross domestic product in 2020, followed by recovery in 2022.
7. The country suffered a 10.9 percent surge in the national poverty rate during the lockdown imposed in response to the COVID-19 pandemic, affecting 1.3 million people, predominantly in rural areas. For many households – 68 percent in urban areas and 24 percent in rural regions – the pandemic was the primary shock in the 12 months leading up to April 2021 and resulted in widespread income loss, especially affecting urban women.
8. In general, refugees face heightened difficulties due to movement restrictions that confined them to camps and impeded their ability to seek livelihood opportunities. As of July 2023 Rwanda hosted 133,628 refugees, predominantly from the Democratic Republic of the Congo and Burundi, with 87 percent residing in five camps.<sup>2</sup> About 24 percent of refugees are women aged 18–59 and 16 percent are children under 5.

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<sup>1</sup> Inter-Parliamentary Union. [Parline – Global data on national parliaments](#).

<sup>2</sup> Mahama, Kiziba, Kigeme, Nyabiheke and Mugombwa.

9. A 2021 comprehensive food security and vulnerability analysis indicated a slight increase in food insecurity compared to 2018. In 2021, of 2.6 million households, 20.6 percent faced food insecurity, with 18.8 percent moderately and 1.8 percent severely food insecure. Although the percentage of stunted children under 5 fell from 38 percent to 33 percent between 2014 and 2020, health challenges have persisted. In 2019, the prevalence of HIV among people aged 15–64 was 3 percent (2.2 percent in men and 3.7 percent in women). Rwanda is vulnerable to Ebola virus disease outbreaks. In 2018, the Government developed and successfully implemented an Ebola preparedness plan to minimize the risk of outbreaks.
10. Situated in a region prone to natural hazards, Rwanda faces droughts, floods, earthquakes, landslides, storms, wildfires and disease. Key drivers of natural hazards include changes in temperature, poor soil management and extreme precipitation patterns.
11. The Government of Rwanda strongly directs the division of labour between external partners and donors. Overall, Rwanda received between USD 1.2 billion and USD 1.6 billion net in official development assistance between 2019 and 2021, with the World Bank and the United States of America as the largest donors. Humanitarian funding rose in 2022, when contributions from the United States of America doubled, but dropped significantly in 2023. Between 2019 and 2022, refugees and protection were the main focus of humanitarian funding.














TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Area (km <sup>2</sup> ) (1)	26,338	
	Population (% female/% male) (2)	13,776,698 (52/48)	2022
	Population growth (%) (2)	2.3	
	Population under 14 (%) (2)	38	2022
	Net migration (2)	-6,112	2021
	SDG progress (global index score %/rank) (3)	59.42 124 of 163	2022
	Human Development Index (score/rank) (4)	0.534 165 of 191	2021
	Life expectancy at birth (years) (2)	66	2021
	Gini coefficient (%) (1)	43.7	2016
	Population in multidimensional poverty (%) (5)	48.8	2023
	Population living below the national poverty line (%) (5)	52	2019/20
	Literacy rate (% >15 years) (2)	76	2021
	Net primary school enrolment rate (% female/male) (2)	99.1/98.7	2021
	Net secondary school enrolment rate (% female/male)	37.5/31.7	2021

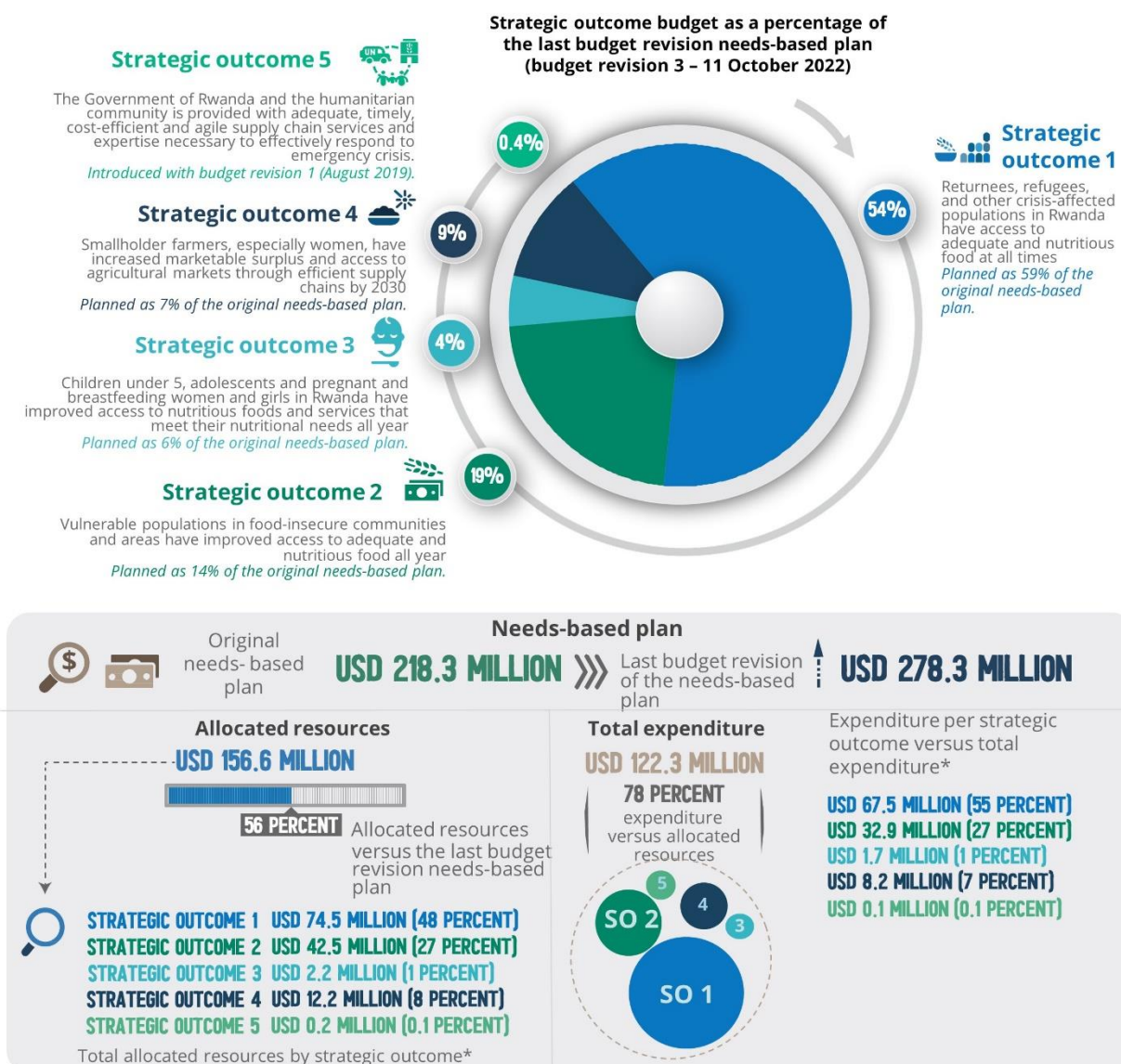
TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	(6)		
	Population with some secondary education (%) (4)	13.8	2022

Sources: (1) WorldData. [Rwanda](#); (2) World Bank. [Country data - Rwanda](#); (3) United Nations Development Programme (UNDP). 2022. [Sustainable Development Report - Rankings](#); (4) UNDP. 2022. [Human Development Report 2021/2022 - Uncertain Times, Unsettled Lives: Shaping our Future in a Transforming World](#); (5) UNDP and Oxford Poverty and Human Development Initiative. 2023. [Global Multidimensional Poverty Index 2023. Unstacking global poverty: Data for high impact action](#); (6) Republic of Rwanda's Ministry of Education. 2022. [2020/21 Education Statistical Yearbook](#).

### Country strategic plan

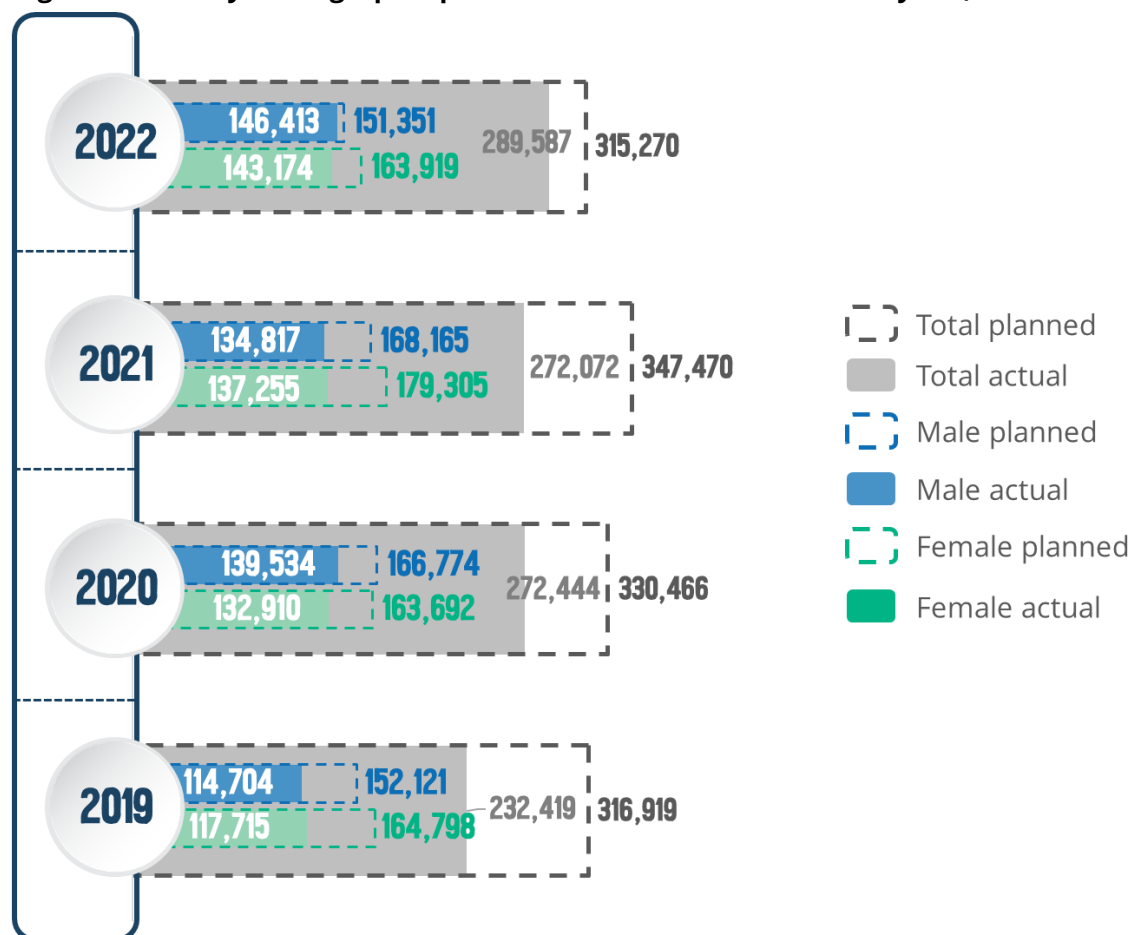
12. WFP's CSP for Rwanda for 2019–2023 was extended to 2025 to align with the planning schedule for the United Nations sustainable development cooperation framework for Rwanda. It was preceded by the country programme for 2013–2018, which marked the beginning of a shift in engagement for WFP towards working alongside the Government to strengthen national capacity in food security and nutrition. The country programme featured innovation, especially in the prevention of chronic malnutrition, community resilience and productive asset creation.
13. The 2019–2023 CSP has a strong focus on country capacity strengthening and is framed around five strategic outcomes. The logic of the CSP has been to continue some activities, such as food and cash assistance for refugees; to expand other activities, such as efforts to strengthen smallholder farmer access to markets; and to introduce new areas of work, such as disaster risk reduction and management within the area of social protection. A fifth strategic outcome was added in 2019 to provide the Government of Rwanda and partners with humanitarian response services in times of crisis.
14. Since the beginning of CSP implementation, the needs-based plan has increased by 27.4 percent, with strategic outcome 2 (supporting national food security and the social protection programme) accounting for 38.4 percent of the growth, followed by strategic outcome 1 (food and nutrition assistance for refugees and returnees, 22.3 percent) and strategic outcome 4 (support for smallholder farmers and value chains, 15.3 percent). By June 2023 the CSP was 56 percent funded, with a total of USD 156.6 million in allocated resources against a needs-based plan of USD 241.6 million. Crisis response (with 56.8 percent of funding) represents the largest area of engagement under the CSP. This is followed by resilience building (with 32.3 percent of funding) and efforts to tackle the root causes of food insecurity (10.9 percent).

**Figure 1: Rwanda country strategic plan (2019–2023) strategic outcomes, budget, funding and expenditures**



\* Percentages of allocated resources and expenditures by strategic outcome do not add up to 100 percent because resources were also allocated to and spent on non-strategic outcome purposes.

- In 2022 the Rwanda country office served 289,587 beneficiaries (49 percent of whom were female), including an estimated 11,292 people with disabilities; 39.7 percent of beneficiaries were refugees. For direct beneficiary transfers under strategic outcomes 1 and 2, WFP used cash, commodity vouchers and food and other in-kind transfers. A strategic shift from in-kind transfers to cash and vouchers started in 2013 and was consolidated under the CSP. The CSP also saw the introduction of vulnerability-based targeting.

**Figure 2: Country strategic plan planned and actual beneficiaries by sex, 2019–2022**

## Evaluation findings

**To what extent is the country strategic plan evidence-based and strategically oriented to meet the needs of the most at-risk and vulnerable individuals?**

### *Relevance to needs and alignment with national priorities*

16. A strong evidence base on food security, nutrition and gender issues drawn from food security analyses and strategic reviews, combined with lessons from evaluations of WFP's work and stakeholder consultations, supported the strategic positioning of the CSP. Programme adjustments during CSP implementation were appropriately informed by updated evidence and ensured the continued relevance of the CSP over time. The CSP emphasized development priorities and gave less prominence to WFP's humanitarian role. Conflict-sensitive programming principles did not underpin the CSP design.
17. The CSP is well aligned with Rwanda's commitment to ending hunger and strongly aligned with the 2030 Agenda for Sustainable Development; beyond its primary focus on SDGs 2 (on achieving zero hunger), 1 (on poverty), 5 (on gender) and 17 (on partnerships), it is also aligned with SDGs 3 (on health), 4 (on education) and 13 (on climate).
18. The CSP reflects an explicit commitment to leaving no one behind. Specific programming priorities and strategies for vulnerability-based targeting and gender equality were included in the CSP. An analysis of gender-related issues in Rwanda and a gender action plan supported planning, although strategies were less specific with regard to disability inclusion.

***Internal and external coherence***

19. A clear programme logic ensured strong internal coherence within the CSP and specific attention was given to fostering synergies across the strategic priorities of the line of sight and corresponding strategic outcomes. External coherence was reflected in a focus on collaboration and partnerships. The CSP built on implicit areas of comparative advantage that are recognized by partners, although some of the CSP priority areas are perceived by external stakeholders as overlapping with the mandates of other United Nations entities.

***Strategic positioning in an evolving environment***

20. WFP's strategic positioning remained relevant over the evaluation period and the increasing frequency of shocks revealed the continued relevance of its humanitarian and crisis response roles. Strong national and district partnerships facilitated the adaptation of activities during the COVID-19 pandemic, and WFP advocacy and technical assistance supported the scale-up of school feeding to a national programme.

**What are the extent and quality of WFP's specific contributions to the strategic outcomes of the country strategic plan?*****Strategic outcome 1 (crisis response)***

21. WFP successfully reached most of the refugees and returnees in Rwanda with cash-based transfers, although beneficiary coverage decreased from 91 percent of the target in 2019 to 85 percent in 2022. Refugees and returnees also received targeted nutrition support, supplementary food assistance and school meals. A slight drop in the number of refugees resorting to negative coping strategies suggests that food and cash transfers provided a buffer against shocks and that school meals and supplementary food assistance provided vulnerable refugees with nutrition safety nets.
22. However, resource gaps led to cuts in refugees' rations, which were reduced from providing just over two thirds of estimated requirements in 2019 to providing less than 50 percent by 2022. This had a direct effect on food and nutrition security outcomes. Indeed, despite extensive coverage WFP's assistance did not fully meet the nutrient gap for refugee households, with food consumption scores and dietary diversity levels remaining below target, including for women and children. Resource gaps also prevented the CSP from contributing to Rwanda's 2030 policy vision that refugees should eventually be able to live outside camps with the support of Government-led services and programmes. Graduation from assistance remains challenging due to a lack of livelihood opportunities in Rwanda, where access to land is very limited.
23. WFP's assistance to refugees, progressively shifting from food to cash, increased their autonomy and financial inclusion and boosted the local economy. WFP's efforts to involve refugees and host communities in working together on food assistance for assets projects and to foster exchanges among children from host and refugee communities in schools also had positive effects on social cohesion. The targeting of the most vulnerable refugees within the refugee community represented a significant innovation. On the other hand, tensions were caused by assistance packages varying across refugee groups, which was related to the earmarking of some donor support for specific categories of refugees.

***Strategic outcome 2 (support for food security)***

24. Strategic outcome 2 was intended to improve access to adequate and nutritious food for vulnerable populations in food-insecure communities through the delivery of six interrelated outputs in the areas of shock-responsive social protection, emergency preparedness and response, climate resilience building, school feeding services, and country capacity strengthening in food and nutrition security analysis.



25. WFP engagement in social protection – a new area under the CSP – contributed to joint efforts by various partners to strengthen national social protection strategic and accountability frameworks by integrating disaster risk management functions into them. WFP is credited with introducing the concept of shock-responsive social protection and contributing to the update of Rwanda’s national disaster risk management policy and the introduction of promising national preparedness plans.
26. In addition to generating valuable evidence through its vulnerability analysis and mapping work, WFP also provided much appreciated technical and capacity support to national institutions with regard to evidence generation, including through staff secondments. The results of these efforts, however, are not yet adequately captured by WFP monitoring and evaluation systems.
27. WFP support increased beneficiary communities’ capacity to manage climate-related shocks, but while household food consumption scores improved, they remained below target. Food for assets activities produced visible improvement in productive assets and advanced women’s role in household and community decision making. WFP’s support also strengthened local government performance in asset creation and social and behaviour change communication (SBCC), with evidence of stronger climate, nutrition and gender-sensitive approaches in community planning and local government decision making.
28. WFP’s demonstration of school feeding benefits spurred a decision by the Government to scale up school feeding to a national programme in 2021, extending access to adequate and nutritious food to all school-going children from pre-primary to secondary level. This has made school feeding a flagship programme for the Government and WFP and constitutes an example for the countries in the region and the members of the School Meals Coalition. WFP scaled up its enabling role and provided critical support for strengthened policy, strategic and accountability frameworks, together with country capacity strengthening. In parallel, WFP continued to implement its own multi-year home-grown school feeding programme, targeting vulnerable districts. The rapid expansion and significant financial commitment required by the national school feeding programme pose challenges with regard to resource mobilization, procurement and sustainability.

### ***Strategic outcome 3 (nutrition support)***

29. WFP contributed to the adoption by the Government of a child scorecard system for the surveillance of children at risk of malnutrition; the organization also supported a strengthening of national capacity in fortified blended maize processing. The successful mainstreaming of nutrition across the CSP and the integration of SBCC into several intervention types were important achievements and resulted in diversified diets for vulnerable populations. However, progress against targets for nutrition outputs and outcomes under strategic outcome 3 remained modest, with the scope of engagement constrained by resourcing challenges.

### ***Strategic outcome 4 (food value chain support)***

30. WFP’s support for smallholder farmers generated positive outcomes, reflected in better quality crops and by-products, greater sales volumes, increased prices for produce and reduced post-harvest losses. The volume of smallholder produce sold through WFP-supported aggregation systems has more than tripled over the past four years. WFP made good progress in systems strengthening, with improved financing and management for cooperatives, although access to financial services remained uneven. WFP also helped to increase the participation of smallholder farmers in the value chain by facilitating their links with private and public buyers, although these links remain modest.

31. WFP missed opportunities to deliver SBCC and provide information in support of the production, purchasing and consumption of nutrient-rich foods and failed to focus on promoting more efficient supply chain and retail systems under strategic outcome 4. As a result, producers continued to find it challenging to get produce to markets. Because of the limited involvement of WFP's vulnerability analysis and mapping team in monitoring work under strategic outcome 4, results in several important areas were not captured, in particular with regard to partnerships, market linkages, crop diversification, climate-smart practices and innovation.

#### ***Strategic outcome 5 (emergency response support services)***

32. When strategic outcome 5 was activated to respond to the Ebola and COVID-19 crises and to natural disasters, WFP provided timely support to the Government, supported by an effective supply chain service that facilitated the smooth movement of commodities for WFP in the region; the organization also provided technical inputs across strategic outcomes in support of capacity strengthening. However, strong programmatic integration has not been matched by budgetary integration. The visibility of supply chain work across CSP priorities remains modest, with results not well captured by monitoring and evaluation systems.

#### ***Contribution to the achievement of cross-cutting aims***

33. The CSP's ambitions to produce gender-transformative results across programmatic areas were only partially achieved. When applied through specific initiatives such as the Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women, the gender action learning system methodology produced notable results, including in relation to the empowerment of women. However, the gender-related ambitions of the CSP were not sufficiently supported with funds or technical capacity. CSP performance on disability inclusion was both late and very modest. WFP adhered well to humanitarian principles where applicable, although the social tension among refugees created by the effects of earmarked contributions created challenges.
34. Significant progress was made with regard to community feedback mechanisms under the CSP, which covered the majority of beneficiaries (although some experienced difficulty in accessing the mechanisms). There is evidence that feedback informed programme adjustments. WFP has also supported national mechanisms, although it is premature to assess the results of that work.
35. Although WFP enhanced its attention to environmental and climate change activities during CSP implementation by implementing a strategy dedicated to these concerns, efforts remain modest compared to the environmental challenges in Rwanda, and performance has yet to be measured.
36. CSP progress on enhancing the sustainability of institutions has been strong, supported by growing attention to country capacity strengthening, whereas social, financial and environmental sustainability show more inconsistent progress. WFP programming has overall paid limited attention to sustainability or the potential replicability of activities.
37. WFP has contributed to work at the humanitarian–development nexus through its efforts on the social and economic integration of refugees, disaster risk reduction and management and social protection. Contributions to peace were not explicitly mentioned in the CSP but the evaluation identified various examples of interventions supporting social cohesion, such as efforts to integrate refugees and host communities into school committees.

**To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?**

38. WFP generally delivered outputs within the intended timeframe, when not obstructed by circumstances beyond its control such as the COVID-19 pandemic. Innovative modalities such as “cash-to-schools” and digital transfers for social protection, as well as effective supply chain and logistics functions, facilitated timely delivery. Funding challenges and delays in contracting partners affected the implementation of capacity strengthening activities and activities that required partnership agreements.
39. WFP’s targeting strategies were consistently evidence-based but constrained in practice by a lack of socioeconomic data. Although the introduction of vulnerability-based targeting for refugees was generally successful, it was hampered by targeting errors (in particular inclusion errors), which WFP has been working to reduce. Gender considerations were analysed throughout to ensure the inclusion of women; this was done unevenly across programmes, however, and attention to persons with disabilities was insufficient. Overall, the scale of WFP engagement in Rwanda remains modest compared to the needs of vulnerable people.
40. A range of measures to improve cost efficiency were introduced under the CSP, including a shift to cash-based transfers, the use of train-the-trainer approaches and the pursuit of a range of strategic partnerships, all of which contributed to efficiency gains. WFP has not tracked or reported on cost-efficiency, however, and United Nations joint programmes have not produced the efficiency gains anticipated. Duplication of monitoring work between WFP field offices and cooperating partners also undermined efficient implementation.

**What are the factors that explain WFP’s performance and the extent to which it has made the strategic shift expected under the country strategic plan?**

41. WFP has successfully retained its strong donor base but a lack of donor diversity and heavy earmarking of contributions at the activity level have hampered its efforts to secure sufficient funding, especially for strategic outcomes 1 and 3. Compounded by insufficient internal fundraising capacity, this has affected WFP’s ability to implement CSP activities as planned. In the context of an increasingly competitive funding environment, these resource mobilization challenges present a significant concern for the implementation of the upcoming CSP.
42. Monitoring systems favour mostly output data and therefore capture only a portion of the outcomes of WFP’s efforts, with especially notable gaps in measuring country capacity strengthening results. Despite efforts to enhance WFP staff engagement with data and the dissemination of findings, there is still room to improve knowledge-sharing and learning from CSP implementation.
43. WFP has expanded its partnerships under the CSP, with enhanced ministerial relationships and stronger district-level engagement across strategic outcomes, increased private sector engagement under strategic outcome 4 and stronger technical engagement with the Office of the United Nations High Commissioner for Refugees and cooperating partners. WFP engagement with partners has at times lacked consistency, and challenges persist in partnering with women's organizations.
44. The staff of WFP’s Rwanda country office are recognized by partners for their commitment, responsiveness and expertise. Ambitions of aligning staffing profiles with the focus of the CSP have not been realized, however, notably with regard to country capacity strengthening and gender-transformative approaches. While management has been significantly engaged in national dialogue and consultation, capacity gaps in some technical areas have impeded the consistency of that engagement and constrained

progress, including in fundraising. There is room for greater alignment between country office competencies and CSP portfolio requirements and better internal management of the portfolio for improved coherence.

45. Overall, although CSP implementation was well served by strong leadership and government support, this was counterbalanced by a highly challenging funding environment and multiple external shocks.

## Conclusions

46. **Conclusion 1: WFP's current value proposition, with a dual focus on saving lives and changing lives and an enhanced role in country capacity strengthening, remains strongly relevant and has appropriately positioned WFP to work at the humanitarian-development nexus.** WFP has established its added value in supporting shock-responsive social protection systems, nutrition-sensitive food systems and effective crisis response. Its positioning on country capacity strengthening has also provided a springboard for more strategic engagement with national partners. Against this backdrop and given Rwanda's strong policy framework, further investment in WFP's enabling role in relation to national and subnational stakeholders may be appropriate.
47. **Conclusion 2: Limited funding capacity represented a constant constraint and remains the biggest challenge for WFP in achieving the ambitions of its CSP in Rwanda.** Given the ongoing food security needs of refugees, sustained WFP support and coordination with the Government and partners is needed to enable refugees to graduate from assistance. Overall, funding prospects suggest that under the next CSP, WFP will need to be more selective in its engagements and further enhance its operational efficiency. Successful fundraising from selected private partners under strategic outcome 4 and the building of innovative partnerships (focused on the brokering of connections between stakeholders and shared contribution to outcomes) should provide inspiration for new ways to support programmatic priorities.
48. **Conclusion 3: While its refugee response and nutrition support were weakened by funding constraints, under the CSP WFP delivered good results in relation to social safety nets and nutrition-sensitive food systems and responded effectively and flexibly to external shocks. The sustainability of these achievements remains inconsistent, however.** WFP delivered valuable support in the humanitarian sphere and was mostly effective in reaching the most vulnerable, although performance against targets for its refugee response and nutrition work was relatively weak and limited by funding constraints. WFP clearly contributed to strengthening social protection policy frameworks, raising awareness of the importance of shock-responsive social protection, improving the production of farmer cooperatives and increasing incomes across the country. WFP's school feeding programme contributed to the adoption of a nationally owned programme with scaled-up coverage. WFP also demonstrated its added value in strengthening country capacity and its ability to adapt to changing priorities. WFP would benefit from further defining its strategic positioning in the country capacity strengthening sphere in relation to its partners. CSP activities have not always focused on the most vulnerable, and the sustainability of WFP's work is unclear.
49. **Conclusion 4: The CSP successfully fostered multiple internal links between strategic outcomes and enabled strategic partnerships that supported innovation, efficiency and CSP results across a relatively wide portfolio.** Results were supported by strong internal collaboration and synergies across focus areas; by efforts to adopt efficient implementation modalities despite funding limitations; by a general openness to innovation regarding delivery modalities, financing and partnership models; and by the ready uptake of technology. For innovation and pilots, however, scale-up was not always possible and greater attention to sustainability was required.

50. **Conclusion 5: Under the CSP, WFP made progress in cross-cutting priorities including accountability to affected populations, humanitarian principles, protection and gender equality, which it can build on for the next CSP.** Opportunities exist for expanding gender-transformative approaches, while disability inclusion requires greater attention. WFP has mainstreamed gender sensitivity across the various areas of its CSP and is a recognized advocate of gender equality. While it generated valuable experience in implementing gender-transformative approaches, however, such efforts must be expanded across its portfolio. In addition, inadequate attention has been paid to disability inclusion during the implementation of the CSP.
51. **Conclusion 6: CSP environmental priorities did not match the scale and importance of Rwanda's climate-related challenges.** WFP's efforts to strengthen the climate resilience of vulnerable communities and its policy work helped to mitigate some of the negative impacts of Rwanda's increasingly frequent and severe climate shocks. It also drew attention to opportunities to scale up advocacy and work with partners (including at decentralized levels) and to weaknesses such as the vulnerability and maintenance challenges of assets. In view of the growing climate-related risks that Rwanda faces, there is room for WFP to significantly scale up its efforts to build climate resilience capacity, strengthen the resilience of assets and enhance advocacy in this area.
52. **Conclusion 7: WFP's organizational structure, management and monitoring arrangements and staffing were not optimally aligned with the CSP.** WFP's ambition to establish the capacity needed to implement its CSP was largely unfulfilled over the period under evaluation and internal management arrangements were insufficient to ensure coherent oversight over a wide portfolio. The planned staff realignment exercise presents an opportunity to address identified gaps. Other operational weaknesses to be addressed include some duplication of work between WFP and cooperating partners; weaknesses in the monitoring and evaluation system, including gaps in indicators for country capacity strengthening and activities conducted under strategic outcome 4; and inadequate arrangements for supporting programme management and learning.

## Recommendations

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
<b>1</b>	<b>Maintain a dual focus on saving lives and changing lives for the next CSP, ensuring adequate support for refugee self-reliance and appropriate links across the portfolio.</b>	Strategic	Country office management	Country office units: Programme; Human Resources; External Partnerships and Communication	High	
1.1	Ensure that the next CSP identifies a set of priorities for engagement in areas where WFP adds value to the work of other partners and that reduce the breadth of WFP's portfolio. This will involve making some difficult choices about which activities should be maintained and which should be dropped. WFP may consider focusing on areas where its added value is recognized, such as shock-responsive social protection and nutrition-sensitive food systems.					1.1. First quarter 2024 (as part of the development of the next CSP)
1.2	Further enhance programme integration to improve the self-reliance and integration of refugees.					1.2 First quarter 2025 (as part of the development of the next CSP)
<b>2</b>	<b>Continue to pursue a multi-pronged approach to country capacity strengthening, informed by a corresponding strategy, well-defined expected outcomes and enhanced monitoring.</b>	Strategic	Country office programme unit	Country office units: Programme; Monitoring and Evaluation/ Vulnerability Analysis and Mapping; Human Resources	High	
2.1	Define WFP's enabling role based on its experience with school feeding operations in Rwanda and ensure a consistent focus on that enabling role throughout its work. In the context of its enabling role, WFP should identify how its efforts in areas such as policy and systems strengthening will lead to concrete changes for vulnerable beneficiaries and should ensure that its efforts are articulated with those of partners in a clear chain of actions from the enabling functions to delivery.					2.1. Second quarter 2024, with follow-up over the period of CSP implementation

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
2.2	Refocus the enabling role of WFP firmly on supporting the implementation (including at the subnational level) of the policies of the Government of Rwanda in social protection, nutrition and support for smallholder farmers rather than the development of new policies or strategies.					2.2. First quarter 2025, with follow-up over the period of CSP implementation
2.3	Equip WFP with strong internal national expertise to deepen its understanding of the political economy and use this knowledge to inform WFP's approach to country capacity strengthening.					2.3. Fourth quarter 2024
<b>3</b>	<b>Strengthen WFP's organizational readiness for the implementation of the next CSP.</b>	Operational	Country office management	Country office units: Programme; Human Resources; Monitoring and Evaluation/ Vulnerability Analysis and Mapping; Supply Chain; Budget and Programming. Support required from the regional bureau.	High	
3.1	Consolidate internal management oversight of humanitarian and development programmes under a single head of programme to enhance synergies and facilitate internal learning.					3.1. First quarter 2025 (in line with the start of the next CSP)
3.2	Ensure that WFP has a comprehensive monitoring function that is relevant to Rwanda and can adequately capture progress in all areas of its portfolio, including those currently not covered (work under strategic outcome 4 and WFP's enabling and capacity strengthening initiatives).					3.2. First quarter 2025 (in line with the start of the next CSP)
3.3	Ensure that work under the various outcomes is supported by dedicated staff with appropriate expertise, including in resource mobilization.					3.3. First quarter 2025 (in line with the start of the next CSP)

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
3.4	Assign dedicated senior experts to WFP's climate change and gender-transformative work (one position each) and provide them with access to training and other capacity development opportunities as needed for these positions.					3.4. First quarter 2025 (in line with the start of the next CSP)
3.5	Establish a fully integrated supply chain by integrating supply chain budgeting with CSP budgeting and by ensuring that supply chain operations are covered by monitoring, evaluation and learning mechanisms.					3.5. First quarter 2025 (in line with the start of the next CSP)
3.6	Capture learning from smallholder agriculture market support initiatives on innovative partnerships, the brokering of partnerships and collaboration, and financing. Use this learning to inform WFP's broader efforts to strengthen partnerships for CSP implementation.					3.6. Second quarter 2024, to inform the roll-out of the next CSP
<b>4</b>	<b>Strengthen WFP's approach to disability inclusion across its portfolio and scale up the focus on gender-related issues in all its work.</b>	Operational	Country office programme unit	Country office units: Gender and Protection; External Partnerships and Communication; Monitoring and Evaluation/ Vulnerability Analysis and Mapping	Medium	
4.1	Ensure that the next CSP takes full account of disability inclusion across all outcomes, with annual monitoring against disability inclusion targets. At the start of implementation, conduct a study on disability inclusion and identify entry points for interventions and their implications for WFP programming and targeting.					4.1. Fourth quarter 2024 (for inclusion in the design of activities under the next CSP)
4.2	Informed by WFP analyses of gender-related issues, clearly identify entry points, strategies and targets for all CSP programmatic areas to seize opportunities for achieving gender-transformative results in all relevant areas of WFP's portfolio. Conduct regular monitoring and learning exercises to gauge WFP's progress in implementing its plans and achieving its targets in relation to gender equality.					4.2. Fourth quarter 2024 (for inclusion in the design of activities under the next CSP)



#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
4.3	Engage partners with strong expertise in gender issues and pursue strategic partnerships with government institutions, NGOs, women's associations, associations for disabled persons and sister United Nations entities (in particular the United Nations Entity for Gender Equality and the Empowerment of Women and the United Nations Development Programme) that can advance progress towards the aims of the new CSP with regard to gender equality and disability inclusion.					4.3. Third quarter 2024 (for inclusion in the design of activities under the next CSP)
4.4	Ensure enhanced visibility of and attention to gender and disability concerns by allocating dedicated country office technical and financial resources to both of these priority areas.					4.4. First quarter 2025 (in line with the start of the next CSP)
<b>5</b>	<b>Significantly increase WFP's focus on the environment and climate change throughout the next CSP, with attention to preparedness, mitigation and adaptation, and continue to reduce the carbon footprint of WFP's work in Rwanda.</b>	Operational	Country office programme unit	Country office units: Programme; Monitoring and Evaluation/ Vulnerability Analysis and Mapping	High	
5.1	Conduct an environmental assessment of WFP's ways of working to identify how they can be optimized to reduce the organization's carbon footprint.					5.1. Second quarter 2025
5.2	Refocus WFP's environmental and climate change work with regard to mitigation, adaptation and emergency preparedness and ensure attention is given to key climate change issues across all of WFP's work.					5.2. First quarter 2025 (in line with the start of the next CSP)
5.3	At the start of CSP implementation, conduct a comprehensive assessment of opportunities for and constraints to mainstreaming environmental and climate change considerations across WFP's portfolio and ensure that recommendations from the assessment are reflected in management priorities.					5.3. Second quarter 2025

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
<b>6</b>	<b>Ensure that consideration is given to the sustainability of all activities in WFP's portfolio in a balanced manner, starting at the design phase, and increase the emphasis on partnerships and diversified funding sources in order to achieve programmatic ambitions.</b>	Strategic	Country office management	Country office outcome heads; country office; Budget and Programming unit; Head of Programme: country office; External Partnerships and Communication unit	High	
6.1	Design specific CSP programmes with outcomes and sustainability firmly in mind, paying attention to sustainability at the design phase, including in terms of its implications for partnerships and the timeframes of activities. Prioritize early planning for handover and exit strategies. Systematically audit new initiatives for their potential sustainability.					6.1. First quarter 2025 (in line with the start of the next CSP)
6.2	Set ambitious targets for innovative partnerships in the domain of refugee livelihoods and integration. Ensure strong links with the Mastercard Foundation project for women and young people.					6.2. Fourth quarter 2024 (to feed into the design of activities under the next CSP)
6.3	Scale up WFP's efforts to mobilize resources for refugee assistance and ensure that they are informed by a cost-benefit study of investments in livelihoods, in particular for women.					6.3. Second quarter 2024; with continued prioritization throughout implementation of the CSP