Annex IX: Project-level end line assessment

This Annex summarises the information per project from the food security programme of EKN. Each project is briefly discussed through a table that summarises the main data followed by the main findings from the interviews, and if applicable field visits and focus group discussions, during the baseline and end line visits. The projects are ordered in the chronological order of their project numbers.

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1. Project 19160 - Skills Development and Employment Protection

Project number	19160	Total project budget Total EKN grant	EUR 7,931,000 EUR 4,491,044
Implementing organization	GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH)	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 1,506,044.25 EUR 1,111,604 EUR 506.406 (not claimed)
Subject **Project title used by project implementer**	Skills Development and Employment Protection Eco Emploi Program		
Period	Start date: 1 March 2009 End date: 31 May 2013	Expected end date: 28 February 2013	
Short description	The overall objective is to strengthen the SMEs and to promote employment opportunities outside the agricultural sector. The project focused especially on improving the employability of TVET (Technical and Vocational Education Training) graduates. The programme has two components: 1. Support for policy development and hands-on implementation of economic strategies 2. Support for the development of technical and vocational education system with the linkages to the labour market. Expected Outputs: 1. The public authorities (PA) and the private sector (PS) are in a structured dialogue on TVET issues and reach agreement on mutual design, shared responsibilities and joint management of the TVET system. 2. A TVET strategy and an organizational framework for implementation are established and reflect the results of Public Private Dialogue (PPD). 3. Decision makers in TVET better understand the labour market and its developments using various instruments. 4. The professional initial training is directed towards the labour market demand. 5. Professional further training is an integral instrument of the TVET system in both formal and non-formal areas. 6. Teachers and Trainers are better trained and the institutional setup allows them to better perform their job 7. The potentials of micro enterprises for both professional training and self-employment are better exploited.		

	8. The project concepts and its implementation is coordinated with local and international development partners and possibilities of direct cooperation are identified and implemented. Expected Outcome: 1. A platform for the coordination of the public authorities and the private sector in the area of skills development is institutionalized and active. 2. A mutually agreed TVET strategy between the PA and the PS is approved and in implementation. 3. Labour market instruments are established and used. 4. Curricula and Examinations are developed based on the needs expressed by the PS. 5. Skills attained through professional training as well as prior experiential learning are recognized and lead to certification. 6. A ToT concept is institutionalized, elaborated and implemented aiming at better trainer attraction and retention 7. Specific measures to strengthen micro enterprises are implemented. 8. Specific possibilities of direct cooperation with development partners have been identified and implemented.
Intervention description	The project aims for a better TVET system in which the people of Rwanda are better trained. The idea is that when people have better vocational training they will start more and better businesses (modern technologies, better understanding of labour market). This way the private sector will strengthen. Further on improvement of technical skills of students will increase their knowledge and their chances of employability.
Issues	- The project combines investment in education through development of skills with better economic understanding by direct collaboration with private and public sector, in order to protect and create employment. The project focused mainly on off-farming jobs to broaden the opportunities outside the agriculture sector. However the project did involve agro-processing and post-harvest activities to offer participants insights in value addition of agriculture products and to learn how to transform agriculture raw products. The link with food security remained indirect. - Farmers were not a direct target group. Therefore the project did not mention farmer income. - The number of people trained are mentioned, but it is not clear how many people actually received a job or improved their career as a result of the training. The final report mentions that the job creation in Rwanda increased from 155,394 in 2010 to 224,736 in 2013 (69.342 jobs were created). The target was to reach 175,394 in 2013 (20.000 jobs). It is mentioned in the final report that participants were able to improve their skills, production has increased in existing enterprises, there is better performing staff and unemployed participants have entered into income generating activities. However it is not clear what the direct influences was of GIZ to the increase of jobs and how many participating people in the programme were unemployed at baseline, in order to contribute the success to GIZ.

- The possible intervention logic of 'receiving training => have a long lasting job => increase income => buy more food' is weak in this case since there are no data of job creation through the TVET project. However the project has given beneficiaries better options to improve their livelihood and job options in the long term, which might in the future contribute to increased food security.
- Project is mainly based on earlier MASP with a focus on economic development. Food security was therefore not a direct goal.
- Indirect effects are possible but not specified: If farmers are involved in the project and their business profits from the training the availability of food could increase. Also if their business expands they could hire more people and provide them with an income.
-

In total 10,087 people were trained as a result of the vocational training and labour market component of which 4,815 were women (48%). No number of beneficiaries was mentioned in the BEMO as indicator beforehand. However the final report of GIZ states that at baseline 0 people participated in the training and the target was to train 3,000 people, of which 25% women. This target has largely been met. The target group of the intervention were entrepreneurs, employees, self-employed and job-seekers in selected sectors (outside agriculture). The scope of the project covered the whole country of Rwanda. It is however a future lesson for EKN to have an own baseline study with clear targets upfront in the BEMO in order to put results in perspective.

The following observations can be made on the various outputs and outcomes.

1. Platform to support dialogue

In line with the expected output a structured Public Private Dialogue (PPD) is established and a PPD Secretariat was launched. The Secretariat has received support in the form of training courses and information events have been carried out, while dialogue processes and structures have been established at national and local levels . The platform worked well with WDA (public actors). The joint Workforce Development Authority (WDA) and Eco-Emploi "Upgrade Your Skills (UYS) initiative achieved results, through upgrading the existing skills of trainees, to deliver better quality in services in the Rwandan economy; increasing the employability of persons trained by the private sector; and by increasing productivity due to improved quality of work in private companies. GIZ together with WDA and other development partners formed the TOT Task Force, which is managed by GIZ and WDA in order to have working meetings on a regular basis and involve other parties such as Technical and Vocational Schools Association (TEVSA) more closely. The extent to which agreements are reached and that there is a joint management is difficult to measure. Since October 2012, the platforms are installed. There are now several Sector Skills Councils (SSC) for the sectors tourism, mining, ICT, agriculture, financial services, energy, processing industries and media and arts. We learned that GIZ assisted the PPD with the design of a framework and is helping with the management of SSC. GIZ shares the SSC and is trying to support them were possible. The expected outcome has partially been achieved. There is a platform and room for dialogue and private sector is involved. But at end line in 2016 we learned that the platforms are not yet

fully operational and that the private sector could be more active. A note is that SSC still seems to be considered as a relative new concept in Rwanda and still seems to face some challenges

2. Strategy for TVET

Another output of the project was to define a strategy for TVET. At the beginning of the project, there were a lot of strategies and drafts on the table. During that process, there were many bilateral discussions and lessons learnt. In the beginning, discussions were not very structured and there were lots of discussions with stakeholders and companies. The SSC define profiles, curriculum and examination methods. The Sector Skills Councils give a very clear strategy and there is also a technical working group on TVET that has been set up. GIZ chairs that group. There is also PPD dialogue in each 30 districts and Kigali. TVET is a major priority for the GoR and in EDPRS II as well as apprenticeship. There is an important commitment today on this topic and it strengthens every day. Still, as GIZ sees it, one of the biggest issues is the lack of coordination. Multi-stakeholders dialogue is necessary in order to avoid overlap of activities. The outcomes and outputs have been achieved there is a mutually agreed TVET strategy and organizational framework as a result of the Public Private Dialogue (output).

3. Labour instruments

The aim was to set up a National Employment Agency. There was quite some consultant work done on this topic but there was no real decision made by the authorities. So, GIZ decided to start with a small employment centre in Kigali. The centre was launched in May 2013 and involves career guidance, development counselling, preparation for interviews, entrepreneurship classes, IT courses. In 2016 the Kigali Employment Center is still operational. Activities involve: find jobs for job seekers, income collection, trainings on how to conduct job interviews and how to write job applications, do research etc. However from the interview with GIZ we learned that there is still no National Employment Agency. The GoR has the ambition to scale up the Kigali Employment Center in the future to a National Employment Agency.
Another component in developing labour market instruments is the setting up of a LMIS – Labour Market Information System. It first started with WDA and then shifted to RDB (Rwandan Development Board). The LMIS seems to be operational as we learned from visiting the visit of RDB and the own website of LMIS providing data, statistics of the labour market and reports. In line with the outputs decision makers in TVET better understand the labour market and labour market instruments are established. The expected outcome to establish labour market instruments has partially been met. There is LMIS, but the expected National Employment Agency has not been created.

4. Development of curricula

According to the final report the Sector Skills Council together with TEVSA, WDA and the master trainer together developed training for trainers working in vocational schools. However work was more focused on the accreditation of courses by WDA; work was done on Quality Assurance. It is linked with LMIS to ensure that curricula are developed based on the information available. The output to direct professional training towards the labour market has been met. Also the outcome is achieved with curricula and

examinations that are developed based on the needs of the private sector. A note for improvement is to monitor and report more back about concrete numbers of developed curricula and examinations.

5. Professional further training and certification

Representatives of private sector play a role in collaboration with WDA to develop training of trainer courses for instructors working in vocational schools and enterprises. The collaboration with TEVESA has led to the increasing of the number of its member schools from 37 to 59.55% of all private vocational institutions were members of TEVESA by 2013. More than 1.000 teachers from different schools received further training to exchange ideas and learn together. The output to reach professionals in formal and non-formal areas has been met. It is not clear how many TVET certificates have been issued. This makes it difficult to measure the achieved outcome. The outcome is therefore unknown.

6. Trainers and teachers

GIZ also provided an important support to WDA on ToT. After training the teachers and trainers, GIZ supports them three times a year. This programme was also the first in Rwanda to focus on training in the industry. As part of the 'Upgrade Your Skills (UYS)' initiative supporting public and private training providers 9,034 trainers, including 4,657 women (52%), received further training. There was also an important portion of women in the programme and it shows that technical jobs are also for women. Teachers and trainers are better trained which enables them to better perform their jobs (output is met). Also the ToT concept is institutionalized. We did not receive information about attraction and retention of trainers and cannot comment on the achievement of this part of the outcome.

7. Micro enterprises are implemented

27 people followed the Creation of Entreprises – Formation of Entrepreneurs (CEFE) courses. 6 of them put their business ideas into effect and are running their own business. 14 participants found positions for which they are appropriately qualified.

Courses conducted in cooperation with the Rwandan Bureau of Standards (RBS) brought improvements in products and quality, and enabled the certification of processed fruit-juice, milk products as well as coffee and maize-meal. The processing of agriculture products opened up new sales markets and income-earning opportunities for rural producers through the supply of their raw products to the processing enterprises. Micro enterprises were implemented even contributing to the food processing sector. It remains difficult to state to what degree the targets have been met, since there are no baseline figures and numbers of the achieved results. We can state that with the project as a whole efforts have been made to exploit self-employment for micro enterprises. However the scale seems to be very small with only 27 people trained for the creation of an enterprise, compared to more than 9.000 people trained. The achieved outputs and outcomes are in our opinion not sufficient.

8. Implementation with local and international development partners

The programme involved the use of international and national, long-term and short-term experts, integrated experts, development workers, national experts and experts from SES (Senior Experts Services). The expected outputs and outcomes have been met.

General impact of the program

Impact on improvement of the business climate, improvement of skills, setting up of a ToT strategy, SMEs improvement and extension of the TVET strategy to public schools. There has been quite an important achievement on this part as there is now a strategy for TVET and GIZ has developed a showcase and pilot which is being introduced in the system. The strategy also serves GoR. There are now 5 competence centres. The project did make a contribution to improving the qualifications of young women and men in Rwanda, who therefore have better access to more productive employment and a more secure income.

Food security and co-funding by EKN

The project started in 2009 and continued up to March 2016 (the last 3 years without contribution of EKN). One could wonder whether the support of EKN was really needed as the programme started already earlier and is still continuing. In fact, EKN enabled to have a much larger scale of the program. GIZ also saw that, as a consequence, they received more money from BMZ as the programme has proven successful. At baseline GIZ mentioned to also look at upscale of the initiatives with other partners and donors. GIZ offers structure and processes to donors and part of the staff works daily in the ministries or at public authorities and really supports the GoR in developing TVET. The programme is active at different levels: macro, meso and micro. With regards to food security, the programme was designed before the launch of the food security programme of EKN. So, the focus was not especially on food security or agriculture. However, as the programme focuses on improving skills and education, it also impacts the food and agriculture sector as it is the most important sector in Rwanda. Trainings in SMEs and agri-businesses make up a large proportion of the activities of the project. An important contribution of the project is the certification of processing of agriculture products, opening up new sales markets and income-earning opportunities for rural producers. The revenue of enterprises in food processing went from 89,000,000 RWF at baseline (2011) to 218,000,000 RWF in 2013. The total increase in turnover was 120,000,000 RWF (€ 130,000). The final report also mentions that at baseline 16 supermarket in the food processing sector existed, rising up to 106 supermarkets at end line. In the future, agro-processing will gain importance and it will be needed to support jobs in farms. The focus on food security came later and is indirect. For GIZ the food sector is not its first focus, even though the sector is big. Improvement of food security is an indirect effect of the programme.

Sustainability

The sustainability of the project was taken into account by assuring the co-ownership with local institutions in the public and private sector. The project activities were jointly planned with the partners who were reported to show ownership. The final report mentions however that due to their financial capacity, the Rwandan private sector organizations remained comparatively weak. In the future it is recommended by GIZ to put great emphasize on institutional capacity building for private sector organizations, chambres, associations, private vocational schools and TEVESA.

2. Project 19462 – PAREF NL-1

Project number	19462	Total project budget Total EKN grant	EUR. 9,900,000 EUR 9,856,242
Implementing organization	Rwanda Natural Resources Authority (RNRA), established by the Ministry of Natural Resources, assisted by BTC - Coopération Technique Belge - Représentation au Rwanda	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 1,826,813.72 4.54 billion RwF or 5.68 million Euros EUR -61.616 (31-03-2013)
Subject **Project title used by project implementer**	PAREF I - Programme d'Appui à la Reforestation de 9 Districts des Provinces du Nord et Ouest du Rwanda PAREF II/PAREF NL-1		
Period	Start date: December 2008 End date: March 2013		
Short description	Project objective: Quantitative and qualitative degradation of forest resources is controlled and Rwanda's needs for wood fuel are better met. The overall objective of the project was the implementation of the National Forest Policy in order to contribute to poverty reduction, economic growth and environmental protection. Three specific results were defined: **(i)** Institutional capacities at the decentralized level regarding reforestation and management of forestry resources are reinforced – **Partly achieved at output level:** -training of District Forestry Officers and technical staff on nursing techniques, planting and harvesting, as well as financial planning went according to plan; -District Forestry Management Plans were submitted late and of insufficient quality. The project duration was not sufficient to allow improvement of these Plans. **No information available about outcome level.** (ii) The forest resources in 9 districts (7 in western and 2 in northern province) are increased and diversified and their management improved – **Achieved at output level:** The intended area of reforestation was almost fully realised. **No information available about outcome level.** (iii) A better valorisation of forest products should be assured **– Achieved at output level:** 90 charcoal makers were trained, covering all nine project districts		

	No information available about outcome/impact level, as this is dependent on the maturing of the trees that will be used for charcoal making, which would first be possible only 7 years after planting**.**
Intervention description	1. Plant trees on new lands or convert forests which have become unproductive belonging to the public domain: 10.000 hectares of reforestation. 2. Build capacity of districts in implementing biomass energy plantations operations management and the application of relevant rules and regulation regarding decentralized forest management. 3. Organise and train groups of charcoal makers in using more efficient and less polluting techniques for charcoal making.
Issues	One risk for the sustainability of results not resolved: • Some roadside plantations were created due to difficult access to more ideal planting sites, which may be less sustainable than more remote plantations, because they are more vulnerable to over-exploitation.

For many years, the balance between supply and demand for fuel wood (firewood, charcoal) is widely at deficit, and this trend continues to worsen particularly because of continued population growth in the country. The deficit in 2002 was estimated at more than 6.7 million cubic meters. This being the case, that program took the direction of focusing its intervention on increasing the productive forest areas available, on one hand, and on a better utilization of fuel wood production, on the other hand. Under the program, it was decided to plant trees on new lands or convert forests which have become unproductive belonging to the public domain.

Most of the objectives of the project were achieved except those on capacity building where targets were not fully met. Specifically, the trainings took place, but the new District Forest Management Plans (DFMPs) were not of sufficient quality, showing that the desired effect was not fully achieved. Capacity building during the first project was also an issue due to the lack of resources at RNRA and its reorganization. District management objectives were not fully met. At the end of the project (by April 2013[1]), the financial execution rate of the project was 99.28%. The budget got an audit report without observations from the Office of Auditor General of Rwanda.

The following observations can be made on the various outputs:
With regards to **result (i)**, several trainings and capacity building exercises were organized. They trained District Forestry Officers (DFO) and technical staff on nursing techniques, planting and harvesting. Capacity building needs were also defined on an *ad hoc* basis which means that needs were discussed at

[1] The operational life of the project was originally set at 3 years, with the last commitments to be completed no later than 31/12/2011 and was foreseen to be closed no later than 30/06/2012. Based on the MTR recommendations to extend of the actual project phase till 31/12/2012 and the endorsement of these recommendations by the Steering Committee during its meeting of 29 September 2011, the PMU (after a request from the SC and EKN) developed an operational and financial planning (action plan 2012/13) for the period 1 January 2012 to 15 February 2013. This effectively extended the operational life of the project with 7.5 months, with field activities to be halted by 30 September 2012.

district level and there was no global/general plan on that matter. Trainings were also attended by the ministry staff (DFNC which became RNRA). Trainings dealt also with financial planning. Finally, this component also involved the setting up of District Forestry Management Plans. Results on that matter were not fully met as the project obtained the soft copies of the DFMPs for PAREF NL districts in May 2012. A first assessment of their accuracy was not satisfactory. In order to use them, let alone develop management tools for them, they would first have to be refined and updated. This could only be done after a national forest cover mapping update, PAREF NL area measurement and a National Inventory. As the mapping update was finalized by December 2012 and National Inventory not yet implemented, there was no time to update/refine plans. As this was realised by end 2012, there was no time to develop tools. Furthermore the project an inventory is needed and a cadaster regarding boundaries of different types of forest land (e.g. public, private, district etc). As the forest law and rules/regulations to base the development of management tools on were not yet approved and/or developed, training and making of training material (modules, guidelines) could not be implemented and training on the topic not implemented within the project period.

With regards to **result (ii)**, the national cover mapping was updated by the end of 2012 and all district maps were also updated. Targets with regards to forest coverage were met as well. Based on the update of the national forest cover, it is currently accepted that the national forest cover is approximately 673,516 ha or about 28.29 % of the country with a large proportion of shrub lands and badly managed plantations. These figures are based on national land area, excluding lakes and including all areas up to 0.25 ha. If the results of the preceding project PAREF BE-1 (2,923 ha) and the current one, PAREF NL-1 (9,422 ha), are added, the forest cover has increased 0.52 % up to 28.81 %. Based on the original method of plantation measurement (1 hectare = 1600 plants) the project achieved 10,524 ha. In order to GPS measure all PAREF NL sites, the project launched in February 2012 an intensive mapping campaign, involving District DFOs, Operators and GIS specialists. Most sites (93%) were GPS measured and corrected for slopes. The total reforested area achieved is 9,422 ha (94%).

With regards to result (iii), people in districts were trained in improved carbonization techniques and proper exploitation techniques. Still, valorisation will need some more time as most plantations were made in 2010-2012 and trees need 7 years to grow before harvesting, so impacts will be felt later on and could not be fully measured at this stage. Impact will only be seen when charcoal makers will have to exercise the new techniques by themselves. A charcoal making census was held in all 9 project districts and 90 charcoal makers (3 of them women) in 18 cooperatives were trained. According to the impression of trainees, the use of a more modern carbonization technique has doubled the quantity of charcoal; much improved the quality of charcoal produced, reduced by 2 the carbonization process time and drastically reduced CO_2 emissions. When the follow-up project PAREF NL-2 (25195, see below) started in August 2013, all the 18 trained cooperatives were still working without any support. In total, these cooperatives have 511 members.

Challenges faced

- The major challenge faced by the project was the relatively short period in which activities, especially 10,000 ha of reforestation had to be done. If nurseries cannot be established in time, a whole planting

season of 1 year (project year) can be lost. As the project was carried out in co-management start-up procedures were taking longer than usual (long public tendering for almost all activities 3 - 6 months or more).

- This is in combination with the fact that reforestation is a seasonal process that has a limited window of opportunity during the year. This happened to PAREF NL and first major plantations were done one year after start up.
- Due to the fact that existing DFMPs were below expected quality, the forest law not yet approved and rules and regulations thus not developed, the projects' objectives in terms of management systems development for biomass energy plantations and participatory forest management training were not attainable.
- The short execution period of the project has forced the project to abandon young plantations before arriving at a stage where protection and maintenance is no longer necessary. This concerned especially the trees planted in 2012.

Beneficiaries

For the "Institutional Support" component (result i):

Direct beneficiaries

The central and decentralized government services (MINIRENA and RNRA) and local authorities represented by the 9 districts in the project, have been reinforced at least to some extent by both detailed support (including the technical and methodological guides for carrying out reforestation activities, plantation management plans, procedures for contracting the plantation management and mapping), and by training on the effectiveness of the implementation of interventions (mayors, executive secretaries, managers and foresters). The State and districts, through the establishment of the forestry taxation system, will benefit from the 7th year, revenues of at least RWF 225 million /year for supporting various forest funds (at central and decentralized levels).

Indirect beneficiaries

A significant proportion of the population in 9 districts (that is about 2.8 million people) have received information relating to the economic role of forest resources will adopt new attitudes towards its environment in general and forest resources, in particular. Other indirect beneficiaries are:

- MINIRENA executives as well as those of MININFRA (for energy aspects) and MINAGRI;
- The technical and administrative executives of the 9 districts;
- Organizations of wood industry (timber producers, operators, charcoal producers, transporters, wholesale and retail traders);
- Research centres (ISAR IRST, C-GIS, etc.) and all other person interested in seeking information on the forestry sector.

For the "Forestation" component (result ii):

Direct beneficiaries

Jobs and incomes increased through:

- the remuneration of more than 3 million days of work over the whole duration of the project, through intensive work labour (HIMO)[2];
- creation of at least 4,000 jobs for loggers and charcoal producers starting from the 7th year; and
- the organization, recognition and structuring forest management groups for the execution of the plantations, management reforested sites, the harvesting, processing and marketing of fuel wood.

Indirect beneficiaries

Urban populations may be regarded as indirect beneficiaries because the project contributed to securing their domestic fuel supply (estimated at up to 8% of the domestic consumption in charcoal and 3% in terms of consumption of fire wood).

For the component "Improving the valorisation of fuel wood" (result iii):

Direct beneficiaries

With the adoption of improved carbonization techniques, the charcoal producers will see their incomes rising by more than 50% following the improvement of the carbonization output which will increase from 12 to 20%.

The forest heritage of the State and District will take advantage of a comparable reduction of the exploitation pressure.

Indirect beneficiaries

Improved efficiency in wood processing techniques in charcoal will benefit all users since increased supply should help to limit the risk of shortages and higher prices to consumers

Impact on food security

At the time of the baseline interview, BTC was not aware that the project fell under the food security programme of EKN. It is worth stressing that the PAREF-BE programme falls under the 'energy' dimension of the Belgian Cooperation program. So, BTC does not identify direct effects on food security for this type of project.

Still, the project has indirect effects on food security. The reforestation is performed under the HIMO approach which means that the local population will earn money and will be able to spend it on food. BTC has surveyedbeneficiaries and it seems that money earned via HIMO is mainly spent on food, education and weddings. Less tangible, but possible more sustainable results from the project reported by BTC are:

[2] The most vulnerable persons, such as: "landless", unemployed youth and women particularly benefited from these jobs. The production of forestry and agro-forestry seedlings in addition to that contracted under the intervention will be facilitated, will generate additional incomes and consolidate the sustainability of nurseries.

- the training of HIMO workers in forestry techniques, which is expected to result in at least some jobs due increase "employability" in the (increased) forestry sector[3];
- the experience of HIMO workers with financial institutions and having a bank account;
- the employment of many women through HIMO (48% of all HIMO workers on the project), which TC has found to allow them to acquire some social and financial independence.

Another impact is that production processes evolve and yield is increased in agro-forestry by the local population. The newly planted trees prevent erosion, thereby saving fertile land for agricultural purposes and allowing for higher agricultural production than would have been possible without the project.

Finally, the efficiency of charcoal production the project area has been significantly increased, allowing for higher production, lower market prices, less shortages and less CO2 exhaust per kg of charcoal produced. These effects benefit the charcoal makers primarily by increasing their incomes. Also, buyers of charcoal are expected to benefit, because of the lower prices, freeing up more of their income for food purchases.

Sustainability of results (as reported by BTC, some conclusions added by the authors):

- Due to the fact that existing DFMPs were below expected quality, the forest law not yet approved and rules and regulations thus not developed, the projects' objectives in terms of development of management systems for biomass energy plantations and participatory forest management training were not attainable. Activities like DFMP revision, development of rules and regulations transferred to Phase 2 (Project 25195 PAREF NL-2, discussed below in this Annex).
- Destruction of young plantations by animals especially in Gishwati area and sites approaching the Volcanoes National Park in Musanze district obliged the project to put a lot of emphasis on protection. Also the trees planted along roadsides and lakesides have suffered from the activities of agriculture and livestock in the majority of the districts. A more participatory approach build in phase 2.
- The short execution period of the project has forced the project to abandon young plantations before arriving at a stage were protection and maintenance is no longer necessary. This concerned especially the trees planted in 2012. Protection included in Phase 2.
- The institutional anchoring of the project was weak. This was mainly due to constant changes in the department institutional settings, a lack of a large number of properly trained staff for several positions, a Chief Budget Officer located at Ministerial level and not RNRA/DFNC level, and a separate project location. This has also negatively affected project results/outputs as the project was perceived as something outside the department, like an operator that cannot be fully trusted and thus not owned. This has improved in the PAREF NL-2 project.
- Shortage of public lands in some districts like Musanze and Burera has been a big challenge regarding realization of the planned biomass energy plantation area. On other hand, the project was confronted with a lot of very small sites and long transport distances to reach them. This consumed a lot of time and money during the site identification, preparation and tree planting

[3] BTC has registered that some private tree nurseries were established by people trained on the project.

activities. The project in these situations concentrated on Roadside plantations, which may be less sustainable than more remote plantations, because they are more vulnerable to over-exploitation.

While the first four sustainability risks reported above have been remedied in the follow-up project (25195 – PAREF NL-2), the last one has not.

Self-reported results, as submitted by the Belgian Technical Cooperation

Result 1

OVIs	Progress as per 31st March 2013
Achievement rate for reforestation objectives of the project is more than **90%** in the 9 districts at the end of the project.	**Achieved**: Based on the original TFF method of plantation measurement (1 hectare = 1600 plants) the project achieved **10,524 ha**. In February 2012 the project launched an intensive mapping campaign, involving District DFOs, Operators and GIS specialists, in order to measure all **1,525** PAREF Nl sites. 1,424 sites were GPS measured and corrected for slopes. 101 sites in Nyamasheke are not yet measured. The total GPS project area achieved is **9,422 ha or 94%** (non-measured 585 ha is included in this figure)
Number of staff trained in districts in implementing biomass energy plantations operations management and the application of relevant rules and regulation regarding decentralized forest management.	**Partly achieved**: Several training/capacity building exercises on sustainable forest management where held for all project and district DFO staff. The topics where tree measurement, forest inventory and stand management, exploitation, and decentralized management. The training sessions where attended by project field staff, department DFOs from all 9 districts and representatives from DFNC HQ. Furthermore several financial planning/training programmes were implemented for District financial and FD staff. The project obtained the soft copies of the DFMPs for PAREF NL districts in May 2012. A first assessment of their accuracy was not satisfactory. In order to use them, let alone develop management tools for them, they would first have to be refined and updated. This could only be done after a national forest cover mapping update, PAREF Nl area measurement and a National Inventory. As the mapping update was finalized by December 2012 and National Inventory not yet implemented, there was no time to update/refine plans. As the forest law and rules/regulations to base the development of management tools on were not yet approved and/or developed, training and making of training material (modules, guidelines) could not be implemented and training on the topic not implemented.
Updated situation of forestry assets of the 9 districts available.	**Mostly achieved:** All district and sector maps regarding Forest cover are updated by using 2008-10 ortho photos. The control mission was carried out and the final report of the C-GIS was approved in February 2013. The final report was produced and validated. Two sets of maps (902 maps) and 10 maps of Rwanda forest cover were printed (Rwanda, Provinces, Districts and Sectors) in March. All data was put on a DVD (Maps in PDF, Maps for Web mapping and GIS data). For Western province the forest cover (without lakes and including shrub land) is **146,157 ha or 30.01** %. For the 2 Northern provinces Burera and Musanze the forest cover (without lakes

	and including shrub land) it is **23,169 ha or 21 %.** The average for the whole project are is about 24.26%. These figures are without the established PAREF plantations. **Adding would increase the average cover for the project area with 1.34 % to 25.6%.**
The management tools to manage the created biomass energy plantations are available	**Not achieved:** The project obtained the softcopies of the DFMPs for PAREF NL districts in May 2012. A first assessment of their accuracy was not satisfactory. In order to use them, let alone develop management tools for them, they first have to be refined and updated. It is important that the national mapping update and PAREF NL area measurement and control is finalized. As this was realized by end 2012, there was time to develop tools. Furthermore the PAREF Be-2 inventory is needed and a cadaster regarding boundaries of different types of forest land (e.g. public, private, district etc) As the forest law and rules/regulations to base the development of management tools on were not yet approved and/or developed, training and making of training material (modules, guidelines) could not be implemented and training on the topic not implemented..
A framework of operational dialog regrouping in a regular way stakeholders in the forestry sector at the district level (JAF, joint forest action)	**Achieved:** JAF meetings were held regularly in all project districts**.** The project actively supported the forest dialog in the districts, by supporting JAF meetings (funding through district accounts), attending JAF meetings by project staff and supporting of community planting days (Umuganda). Though the framework of operational dialog is firmly established, it remains to be seen of meetings will continue in the same way as during project support.

Result 2

OVIs	Progress as per 31st 2013
10.000 hectare of reforestation for the production of wood energy.	**Achieved**: Based on original method of plantation measurement (1 hectare = 1600 plants) the project achieved **10,524 ha**. The project launched in 2012 an intensive mapping campaign, involving District DFOs, Operators and GIS specialists, in order to measure all PAREF Nl sites. All sites were GPS measured and corrected for slopes. The total GPS project area achieved is **9,422 ha.** The difference of about 1,100 ha is due to the fact that in some areas planting distances were less than 2.5*2.5 m, thus increasing the number of plants per ha GPS measured.
Success rate of plantations at the end of project ≥ 80%	**Achieved**: Based on control missions by the project management and GPS crews. The success rate of all plantation visited was well above 80 %. The technical part of the specific audit for Nyamasheke and Rusizi put the rate in these districts well above 90%. (RUMA 2012)
Number of recorded operators, trained, contracted for implementation, maintenance and management of plantations	**Completed**: A total of 4 operator contracts were signed and their staff was trained. For 3 of the operators the contracts were assessed positively (ACD, EMS and Turwayubukene) and the final 15 % paid in full. For the 4th contractor ASSEPAGEL, the project withheld 7 % of the final payment as prescribed planting distances were not followed in quiet a number of planting sites.

Result 3

OVIs	Progress as per 31st 2013
Number of organized and supported groups of charcoal makers	**Achieved:** A census was held in all 9 project districts. A total of 3 cooperatives, 8 associations and 129 teams with a total of 1,364 members and 1,476 individual charcoal makers were identified and a database established. 90 charcoal makers (including 3 women) were organized in 9 groups, 1 per district. Each group received organizational (cooperative management) and material support. In order to sustain the organizations in the coming years, future support and follow up is needed.
Number of trained charcoal makers in improved carbonization techniques	**Achieved:** 90 charcoal makers (10 per district) trained in improved carbonization techniques and proper exploitation techniques
Percentage of acceptance by charcoal makers of the Casamance kiln at the level of the 9 districts	**Achieved**: According to the impression of trainees, the use of a more modern carbonization technique has doubled the quantity of charcoal, much improved the quality of charcoal produced, the carbonization process time has been reduced by 2 and pollution drastically reduced. The trainees also observed the recovery of creosote water and tar, which has an added value and can be sold and used as treatment of timber. Acceptance to use the kiln was 100%. However further follow up in the years to come will tell how many of them will continue to use the kiln

3. Project 19815 - PROSKID

Project number	19815	Total project budget Total EKN grant	EUR 4,200,000 EUR 3,990,000
Implementing organization	Private Sector Federation	Budget 2012-2015 by EKN Project expenditure 2009-2013 Saldo	EUR 1,950,000 EUR 3,978,044 EUR 221, 956 (31-12-2013)
Subject	PROSKID - Promotion of skills development in partnership with the private sector		
Project title used by project implementer	PROSKID		
Period	Start date : 1 July 2009 End date : 31 December 2013		
Short description	Overall objective of the project is to support SME's growth through facilitating access to credit and assistance with management matters. The project also includes the promotion of technical and professional education, with a focus on apprenticeship/dual training and cooperation between public and private sector. Specific objectives are : • Promotion and stimulation of entrepreneurship • Setting up a network with specific results between enterprises and schools • Improving employability of students from ETFP • Promoting self-employment and entrepreneurship • Promoting public-private dialogue		

Expected outcomes:

A. At country level :

A1. Education is aligned with market's needs [target : 12% of employers are satisfied with student's performance] – No information available: PSF did not perform a survey.

A2. Improvement of innovation capacity in the private sector [n.a.] – No information available

B. At Embassy level (Note: it appears these expected results were requested by EKN) :

B1. Specific sectors are identified for focusing the ETFP and the needs of those sectors are known. [revised curricula] – No information available

B2. Effective and efficient collaboration between private sector and technical schools. [target : 10 professionals from private sector involved] – No information available

B3. International donors are aligned with ETFP's strategy [target : 80% of international donors aligned] – Partly achieved: not all donors have a strategic plan on the topic.

B4. Improvement of entrepreneurs' competencies and knowledge [number of women starting their company] – No information available

Expected outputs:

C. Business plans competition :

C1. Increase in the number of SMEs participating [target : + 50%] – No information available: baseline is not defined, so increase cannot be measured.

C2. Increase in the number of SMEs receiving technical assistance in developing their business plan [target : +50%] – No information available: baseline is not defined, so increase cannot be measured.

C3. Reinforcement of competencies and knowledge with regards to business management [target : 100% of winning SMEs receive technical assistance] - Achieved

C4. Production of a report on the impact of the business plan competition [n.a] - Achieved

D. At education level :

	D1. Identification of trainers/teachers in private companies [target : 10 tutors identified] – No information available D2. At the end of their curriculum, students are 'placed' in a company for practice [data need to be developed] – No information available D3. Designed courses for the Chamber of Industry [target : 1 training/year for the employees of the Chamber] – Not achieved: only information sessions, no proper training D4. Generic competencies needed by companies are defined [compilation of competences] – Not achieved E. On promoting dialogue around ETFP : E1. Policy ETFP takes the private sector's needs into account [number of revised curricula] – No information available E.2 Survey on companies involved in training is performed [report] – Achieved E3. Reaching and signing agreement between PSF and main ministries involved in ETFP - Achieved E4. Operationalization of employers' forum [4 meetings/year] - Achieved 3 main components of the project: (i) promotion of entrepreneurship towards students and SMEs via business plan competition, (ii) development of internships and training programme in SMEs and (iii) dialogue on implementing the ETFP policy (and participation of PSF to panels, etc.). Targets : (i) students from high school and higher education, former students of ETPF and companies (ii) students and employers (iii) n.a.
Intervention description	3 main components of the project: (i) promotion of entrepreneurship towards students and SMEs via business plan competition, (ii) development of internships and training programme in SMEs and (iii) dialogue on implementing the ETFP policy (and participation of PSF to panels, etc.). Targets : (i) students from high school and higher education, former students of ETPF and companies (ii) students and employers

	(iii) n.a.
Issues	- Risks associated : PSF is still heavily dependent on Government funding and education is quite a new topic for them - No relation via farmer income and/or farmer production - Indirect effects: The project should lead to an increase in employment and business activities, which in turn should increase the revenues and resources of people, no concrete link with food security - Number of direct and indirect beneficiaries is missing

The project PROSKID started before the new MASP was designed, so food security was not the main focus of the project nor a direct objective. Impact on food security is rather indirect and loosely connected. An external evaluation of the project was performed by MDF. The overall objective of PROSKID was to answer the country challenges and issues with regards to skills development. The aim was to promote skills and bridge the gap of skills issue and to promote skills towards employment. The project had specific components:

- Business plan competition to support young graduates and companies to access finance. So, a guarantee fund was set up
- Organization of 6-month internships. Internships are organized after graduation and are not part of curriculum
- Advocacy on Technical and Vocational Education and Training (TVET) reform.

The following observations can be made on the various outputs:

Organization and implementation of project

With regards to the business plan competition, the objective was to have at least 100 people a year accessing funds. The process is organized as follows:

(i) mobilisation of potential participants and organization of awareness campaigns
(ii) 'forms for ideas' which means that potential candidates have to fill in a form with their ideas for their company
(iii) submission of the form either at the headquarters or at the district level (as mentioned before, there is a PSF branch in each district)
(iv) preselecting of business plans by consultants (contracting with PSF)
(v) preselected participants are invited to trainings on business plan
(vi) formal submission of business plans
(vii) evaluation of the business plans by the consultants
(viii) selected business plans are screened by the bank and are granted access to a loan via the guarantee fund.

Over the project, 450 companies took part in the final stage of the business plan competition (BPC) which is slightly higher than what was expected (400). Even though the number of participants is higher than targeted, all results were not achieve and especially with regards to access to funds. PSF had assumed

that people would repay their loan and that this money could be reused every year through the guarantee fund to finance new companies. In practice, people did not pay back their loans and after the first year, there was very little liquidity in the guarantee fund. So, it was problematic if a company wanted to have another intake. As a result, the guarantee fund was fully operational only during the first year of operations. Afterwards, PSF had to work with other banks. In the BeMo, PSF targeted 200 winning companies (see sustainability indicators) to get a loan. In the end, 137 winning companies could get a loan:

53 companies got a loan from the Rwanda Development Bank (BRD), with a guarantee from the fund set up by the PSF; the loan was maximum 10 million Rwandan Francs.

84 companies got a loan from other banks.

Of the 53 companies that received a loan on which the project provided a guarantee, around 90% defaulted, consuming the entire guarantee fund halfway through the project and thus preventing further guarantees to be awarded. Of these 53 companies, only 13 survived until after the project. In its Project Completion Report to EKN, PSF reported four main reasons for the poor performance of the guaranteed loans[4]:

- *"Most of the businesses were start-ups without business experience and so failed soon after they had started.*
- *Some have undertaken business they don't understand and have failed to manage these.*
- *There is a feeling that some of the clients considered the loan as government gift and didn't care for the repayment.*
- *Limited monitoring on the use of the loans and the reimbursement."*

In the end-line interview, additional reasons were provided:

- Some entrepreneurs changed the project the loan had been awarded for to something else, without notifying the bank.
- The bank providing the loans (BRD) had no incentive to monitor the performance of the entrepreneurs who had taken out the loans, because no requirement existed for the bank to make an effort before calling on the guarantee provided by PSF.
- The notion of entrepreneurs considering the loans as government gifts/grants was also mentioned during the interview.

With regards to the second component of the project (internships), 516 graduates got an internship in a company. The process was as follows:

(i) application process for graduates;

(ii) selection performed by PSF based on the availabilities in companies and matching of candidates and companies;

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[4] PSF (2014). Project Completion Report (PCR): Promoting Skills Development Project (PROSKID). 1st July 2009 – 31st December 2013. March 2014.

(iii) during the internship, PSF provided advice to interns and financial support for transport purposes and organized the follow-up of internships based on timesheets to make sure that interns get to experience useful activities.

About 47% of the interns were employed afterwards; 61 graduates had an internship in the tourism & hospitality sector. When asked to provide baseline figures on the percentage of interns finding employment before the project (as a proxy for a counterfactual), the interviewee (end-line) could not provide baseline information. A baseline is not included either in the evaluation conducted by MDF[5].

With regards to advocacy on the TVET reform, the role of PSF was mainly to mobilise TVET authorities and organizations. There is been some evolution on TVET in Rwanda and there is now a Ministry of Education with a State Secretary in charge of TVET. There is also a Memorandum of Understanding (MoU) signed with the Workforce Development Authority (WDA) and TEVSA (schools association). A yearly exhibition on TVET is also organized at PSF premises. PSF worked with local consultants in districts. On average, there were 2 consultants per district for coaching up and follow-up of companies supported by the business plan competition and also following up interns. Consultants would be paid based on the technical assistance provided to those companies. Both PSF and EKN have reported that they are satisfied with these outcomes at institutional level.

Impacts and results

As already stated, the focus of the project was not on food security even though business environment improvement, economic development and access to finance also lead to high revenues for households which in turn enable them to have better access to food. About 1,000 jobs were created according to PSF, which would imply that each job was created at the expense of € 4,200, on average. This amount corresponds to the targets set. Still, it seems that it is rather based on an average of number of jobs created by winning companies in the BPC (assumption was 5 jobs per company and 200 winning companies). The interviewers (both in baseline and end-line interviews) challenged the interviewees on this but it seems that this is the indicator they use. The indicator appears to have not been critically assessed by PSF during the implementation of the project, as it was mentioned in interviews that there was struggle with companies not paying back their loans and fewer companies accessing the guarantee fund than expected. In its evaluation of the project, MDF[6] reports:

"PSF estimates the number of jobs created at around 1.000. However, it appears to be quite hard to attribute any increase in number of jobs to the support provided:

- Many external factors also play a determining role (market, evolution of demand):

- The type of support provided by PSF is diverse: access to loans (through the GF), support in establishing Business Plans, other internal and external TA etc.

[5] MDF (2013). Evaluation Report of the project: "Promotion of Skills Development in partnership with the private sector" (PROSKID), Activity 19815/contract KIG0110416. Kigali/Ede, October 2013.
[6] MDF (2013). *Op.cit.*, page 29.

- The regular monitoring progress reports of PSF do not systematically present the evolution of the numbers of jobs created; The evaluators have not found the applied definition of the indicator of "number of jobs created". Although the project document mentioned a special interest in creating "women jobs", the reports do not show that this is being monitored in a systematic manner.

- Furthermore measuring additional employment is indeed methodologically a complex matter, because of the diversity of types of additional employment (formal/informal employment, full-time/part-time, temporary employment. The relatively small scope of a project does not allow quantitative objective measurements."

As described above, the number of jobs created by the internships can also not be assessed, as there are no indications available of the number of interns that would have found a job after their internships without the project.
Therefore, we conclude that the number of jobs created by the project is not clear and that the PSF's claim of creating 1,000 jobs cannot be substantiated.

The BeMo stated quite a number of indicators that would be put in place to monitor the project. See the fiche for corresponding description of indicators:

A1 – No survey was performed and PSF is not sure whether this was assessed by MDF or not in their external evaluation.

A2 – innovation: During TVET exhibition, idea is to bring new ideas and people displaying new products.

B1 – curriculum: PSF worked with WDA and WDA certifies schools, MoU was signed and PSF was invited to these meetings. Still, PSF was not really able to answer the questions on whether curricula were reviewed or on the number of curricula developed.

B2 – Collaboration is good with technical schools and PSF is a coordination body to link schools and companies. PSF has no idea whether company members were involved in the teaching as it is more the role of WDA.

B3 – Not all donors have strategic plans[7].

B4 – PSF has no idea whether this was achieved or not.

C1 – The indicator and target set mention an increase of 50% but there is no mention of the starting point nor the timeframe in which this should be achieved. Before the PROSKID project, a similar project was implemented by the World Bank and at the time, the first intake was made available for about 20 companies. However, the system was quite different as it was a grant and not a loan via a guarantee fund.

C2 – Again it is not mentioned against which data the target should be measured.

C3 – Every winning company got technical assistance.

D1 – see B2.

D2 – There is no specific data that was developed except the follow up of number of people who had an internship.

[7] One could wonder why EKN or PSF (seems though that indicators from category B were defined by EKN) would have set indicators which are totally out of control of PSF. It depends on political matters. Result of that is that PSF did not really follow up the indicators that were set up in the beginning.

D3 – PSF organized training sessions through the Chamber. These took place on about 1 or 2 days a year. It was an information session on TVET and internships rather than a proper training session.

D4 – PSF, through the Chamber, identifies companies that can host interns and then they define a profile and look for matching company's needs and graduates profiles. Still, this was organized on a one-to-one basis and not a broadly organized definition of generic competencies per sector; there is no harmonization at a global level.

E1 – see B1.

E2 – There is no formal survey but there is a follow-up of each internship.

E3 – There is an MoU signed between stakeholders.

Sustainability of results:

With regard to sustainability of the project, there was a creation of an ICT incubator and PSF provides continuous support towards companies via their business development services (local branches with consultants). PSF also continues working with the Rwandan authorities to promote TVET. After the project was completed, the PSF sector associations have continued the responsibility for internships. In the associations, this has recently become the responsibility of the sector skills councils.

4. Project 19940 - Electricity Access Roll-out Program

Project number	19940	Total project budget Total EKN grant	USD 317,000,000 EUR 29,900,000
Implementing organization	Government of Rwanda (GoR), Ministry of Infrastructure, Department of Energy	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 20,937,329 EUR 13,000,000 (until 2013) EUR 0
Subject	Electricity Access Roll-out Program		
Project title used by project implementer	Electricity Access Roll-out Program		
Period	Start date : 1 July 2009 End date : 30 June 2014	Expected end date: 22 May 2014	
Short description	Access to electricity is low in Rwanda (5%) and tariffs are high, therefore Rwanda aims to increase energy production and diversify into alternative energy sources. EARP began with a five-year investment plan designed to achieve the Government's stated targets set out in the Economic Development and Poverty Reduction Strategy (EDPRS). EARP is in the framework of EDPRS 1 and 2 and aims at expanding access to electricity, improve quality and lower the cost of economic infrastructure. The GoR implements *EARP* as a *strategy* to realize the primary targets for the electricity access under the EDPRS I and II. The total roll out costs are 377 million USD and was financed by Electrogaz, consumers, GoR, ADB and other donors. The Dutch contribution is 30 million EURO. However 100,000 EURO is withheld for an external evaluation (so the contract is for 29,900,000 EURO) and the Ministry will be requested to do annual audits, estimated to cost 200.000 EURO in total. That leaves 29,700,000 EURO for the roll out plan. In the EDPRS II period, prioritization has been set to connect 48% of all households and 100% of identified public institutions (schools, health centers and administrative offices) by 2018. For the period 2015-2017 EKN supported the programme with additional funding: • 25978 Electricity Access program II (EUR 4,000,000), close in 2016 • 26928 Electricity Access program III (EUR 5,000,000), extended close in 2017. The overall programme to implement the energy strategy covers three pillars: connections, biomass and hydrocarbons. The Dutch contribution focuses on connections. Expected outputs: • 30,000 rural connections (households, enterprises, health centres, administrative centres and schools). All the power for these additional connections will generated with renewable sources, paid for by the government ad the private sector; • 1 MW off grid renewable generation. This MW will be additional to ongoing efforts to generate off grid power, by the Dutch and other donors. Off grid power is the cheapest option for some remote connections.		

	Performance indicators for the outputs: • Number of rural connections; • Number off grid renewable MW. Expected outcomes: • Connected households and enterprises from 115,000 to 415,000; • Connected health facilities from 50% to 100%; • Connected sector offices from 25% to 100%; • Connected schools from 20% to 50%.
Intervention description	The Dutch support to the Rwandan energy sector encompassed: • electricity generation, transmission and distribution • Biomass and cooking energy Through the Electricity and Water and Sanitation Authority (EWSA), the Government of Rwanda succeed in increasing the national electrification rate from 6% in 2008 to 16% in 2013 as shows the impact evaluation of IOB in 2014[8]. Electrification has three dimensions: generation, transmission and distribution of electricity. EARP is implemented in three ways: i. 'turnkey' contracting out of components, including the connection to the house; ii. EWSA supplies building materials to contractors who do the construction works; iii. EWSA teams install the power lines and set up the connections.
Issues	- The contribution to food security is not mentioned in the BeMo. Yet food production can benefit from more and better access to energy so more food becomes available and food security might increase. Also economic production in Rwanda as a whole could be stimulated which creates jobs and incomes. - No direct relation with food security is foreseen, however a large part of the connections is realized in rural areas where the majority of the population is active in agriculture. Farmer practices were not specifically targeted, yet access to electricity and renewable energy could stimulate farming practices by creating opportunities for new technologies/machineries and post-harvest activities. - Indirect effect: More people receive a connection to have access to electricity, and the demand is increasing. However even though people receive a connection there is still 10% of them that don't use the electricity or water connection. One of the reasons is poverty (not enough money to pay the fee) or they don't know how to use it. - Efficiency: The contribution to food security is not mentioned in the BeMo. Yet food production can benefit from more and better access to energy so more food becomes available and food security might increase. Also economic production in Rwanda as a whole could be stimulated which creates jobs and incomes.

[8] IOB evaluation Access to Energy in Rwanda, impact evaluation of activities supported by the Dutch Promoting Renewable Energy Programme (August 2014), Operations Evaluation Department (IOB), ministry of Foreign Affairs, the Netherlands.

Organization of the programme

The main objective of the project is to increase access to electricity (from 6 people to 16 people connected to each connection after phase 1). The programme is supposed to be run as a basket fund, being a catalyst for economic development. Main targets for connections in this programme are first of all "communities" in order to strive for a larger impact. So, main targets are: schools, hospitals, public institutions and households. However, EWSA recognizes that targets might have been too ambitious and did not take practicability issues into account.

As mentioned above most of the targets were met. The initial aim was to connect 48% of the population by 2018, which was quite ambitious according to the Rwanda Energy Group (REG). In March 2016, 28% of the population was connected. By the end of December 2015, EARP realized 562,942 connections nationwide. There is still a focus on the whole country but given the practical constraints (scattered households living far away from lines), focus lies on households closer to the grids and where density of population is higher. This also helps to reduce the connection costs for the households.

Impact of the programme

The following observations can be made on the expected outputs. It is not clear what the status was in the evaluation period 2012-2015 for the realization of the targets below.

- 30,000 rural connections;
- 1 MW off grid renewable generation.

In the questionnaire the project implementer informed us that 12.574 new connections instead of 6.500 connections have been realized. This is however related to the extended part of the project.

Since so many households have been connected, we assume that the above mentioned output has been realized in order to contribute to the outcomes.

The project is doing well in terms of the number of connections (outcomes):

- From 115,000 connections in 2009 to 513,092 connections in June 2015, 562.942 by the end of December 2015 (*target of 415,000 largely met*).
- From 50% of Health Centres electrified in 2009 to 80.67% in June 2015, 90.38% by the end of December 2015 (*below target of 100%*).
- From 25% of Schools electrified in 2009 to 43.01% in June 2015 (*slightly below target of 50%*) .
- From 25% of Administration Offices electrified in 2008 to 87.98% in June 2015, 90,38% by the end of December 2015 (*below target of 100%)*.

EWSA believes the impact of the programme is great but very general and large. Still, there is no direct link with food security but it is worth mentioning that this project was already set up before the new MASP. The most important impact with this project is access to lighting. The effect of electricity in terms of lighting hours has been high as has also been shown by the IOB evaluation. Other impacts can be summarized as follows:

- Health centres: next to lighting, health centres can now use machines and equip their labs. One of the underlying objective is that there is less transfer of people given that the centres are now better equipped.

- Schools: lots of schools worked on generators before. Access to electricity lowers the costs. It makes it possible to have IT equipment. Homework at night is also possible, but does not necessarily increase the numbers of study hours spent (the study time shifts to later hours).
- Economy in general: now that antennas are powered, using mobile communication and services from mobile is made possible i.e. buy and prepay power via mobile phone, mobile banking. The covered area is also growing and this is in turn has a positive impact on enterprises active in grain mill, timber processing and welding.

Impact on food security

The impact on food security is maybe not direct as the project has very generic and quite diffuse objectives. Since the EARP programme mainly focuses on rural areas, it can be concluded that most beneficiaries are rural households or involved in farming. As the country is dominated by agriculture and agri-activities, connecting rural areas will improve innovation and food production as well as food processing and services to farmers. The project contributed to electrification of agro-processing units and electrification of pumping water for irrigation Wetlands of Kagitumba (completed), of Ngoma 22 (ongoing) and of Nasho 2(ongoing) which influences the food sector and can lead to food production, increase in food consumption and therefore better food security.
With rural electrification, it is assumed that the project improves the income of households because of creation of small generating income activities. The project contributed to increased number of working hours, creation of small transformation units like agro processing units, grinding machines, plumbing machines, welding machine, mill machine, carpentry, etc.
Other food security impacts are:

- Setting up cold rooms which enables farmers to keep their vegetables fresh and to stock their food longer, this is also positive for the milk cooling sector
- Conserve the food for perishable items (milk, meat, vegetables,...)
- Irrigation of rice fields is made easier
- Transformation of food is more efficient as electricity is used in processing.

Impacts are indirect and were not the first focus when the project started as it meanly dealt with poverty reduction.

Sustainability

- The material to connect the households is still being used by REG and has proven its value for a longer period of time.
- The use of electricity has a positive impact on the environment, because the population uses less carbons for cooking and therefore less trees have to be cut.
- Access to electricity did have a change of behaviour of households and enterprises that are now connected. The standard of living has improved and electricity has become a basic need also for people with less means. With access to communication devices a larger part of the population is better informed via radio, tv and internet.
- It remains a challenge to engage the people that don't use the connections that they have yet.
- Electricity Access for the low income households (Connection rates from beneficiaries, Connection fees, Limited consumption, etc) are still a challenge and need to be dealt with in order to have a sustainable use of the connections. It remains a challenge to engage the people that don't use the

connections that they have yet, because of poverty. Also illegal use of the connections can be a problem.

- The project created jobs through the new IGA (Income generating activities) which are created with electrification. However it is difficult to identify the exact numbers of job created as a result of the project. This could be monitored better in the future.

5. Project 23168/23214 - Support for land tenure regularisation

Project number	23168	Total project budget Total EKN grant	GBP 49,998,986 EUR 15,223,792
Implementing organization	DFID	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 7,226,510 Information not available Project is still in progress
Subject	Support for land tenure regularisation (LTR) in Rwanda		
Project title used by project implementer	Land Tenure Regularisation (LTR)		
Period	Start date: October 2011 End date: June 2016 (after extension from June 2015; extension to June 2018 is considered)		
Short description	*Objectives and outcomes* The objective of the programme is to issue land titles to Rwandan people and make sure there is a sustainable land system and administration. Other objectives are also to help reducing poverty, increase social harmony and make access to financing easier. Expected outcomes: On social harmony • Most of Rwandese landholders secured in unchallenged possession of their property – 92%, which is below the 2015 target of >= 96%[9] • Contested claims to land clarified and brought to an accepted resolution by both parties – In total 11,000 claims on the register, of which the majority was brought to an acceptable resolution after mediation. • Increased transparency in good governance in the development of Rwandan land – No information available On agricultural transformation • Increased food security through higher productivity of land – No information available • Stronger protection of land against erosion because of more sense of ownership – No information available • Diversification of rural livelihoods supported by the purchase, sale and rental of land – No information available • Increase in rural people's wealth through rising land value – No information available • Agricultural development funded by land-secured credit – No information available On urbanization		

[9] DFID Annual Review of LTR project, July 2015, page 5.

	• 500.000 households with better urban jobs and living conditions – No information available • Urban land development funded by land-secured credit – No information available Expected outputs: 1° all rightful landholders will receive legally valid land title documents and land disputes will be minimized by 2015 [indicators : 8 million plots by January 2013 and another 2 million between 2013 and December 2015] – **Completed**: At the time of the end-line interview, 11.4 million parcels had been registered. Some small sections of land still need to be registered. Challenges here are: - The Northern and Western borderlines of Rwanda are not entirely clear. Rwanda Natural Resources Authority (RNRA) has been working on a resolution, which is almost done. - Some parcels used to be classified as wetlands have now changed their status, which means ownership needs to be determined. - Underlying issue: Rwanda's aerial photography dates from 2008 and therefore is in dire need of an update. Google Earth data is not sufficiently accurate for this, so new aerial photography is required, but not foreseen in the project. 2° establishment of institutions and systems for land management and adequately accommodated with required skilled people and equipped at the district level and below [indicators : 30 District Land Bureaus in 2013 and 416 Sector Land Bureaus in 2015 ; post holders trained in land management] – **Completed** (with some delay): In 2015, all 30 district offices were connected to the Land Administration Information System (LAIS). In the course of 2015, all 416 post holders were trained.
Intervention description	LTR programme was launched to clarify land ownership, fight poverty and encourage investments in land. LTR enjoys strong political support in Rwanda and GoR requested donor funding to help the national roll-out of LTR. DFID manages the basket fund. EKN will channel its contribution through this basket fund. In the future, this basket fund could be directed into direct aid towards RNRA but a capacity building plan would be then needed. The programme uses a community based methodology. Local people, supported by the program, identify, verify and map the boundaries of their parcels and match them with satellite imagery and aerial photography. Field work is conducted for 3 months in each cell by field teams made up of local committee members and locally recruited and trained 'par-surveyors' supervised by a technician and a senior officer from the District Land Bureau. All details are gathered in an national database.
Issues	- Farmer income: Farmers are able to rent or sell their land at a fair price, better access to financial services and productive investment - Farmer production: Higher productivity of land thanks to productive investment

	- Farmer practices: Titles used as collateral so that farmers have easier access to financial services, furthering productive investment in land and economic growth - Will enable farmers to rent or sell their land at fair price and secure themselves against claim - Efficiency: Project seems feasible. It was brought after a well prepared process, sound risk management was performed. Political support towards LTR is quite important. Innovative methodology based on capacity building of every level and it involves the local population - Indirect effect: Increased revenues for land holders and less land disputes; focus on women's rights and children. Gender equality is widely recognised as achievement of the LTR since all registration is systematically done using the names of both husband and wife

The Land Tenure Regularization Program is a flagship program. There was already some initial support before 2011. The programme support is led by the United Kingdom's Department for International Development (DFID), with substantial partner funding from the Government of Rwanda, Netherlands Ministry of Foreign Affairs, EU and SIDA, who make up all of the Development Partners on the programme. The Development Partner Support to RNRA commenced in the first quarter of 2010 and is scheduled to conclude in the first quarter of 2015. RNRA and the Development Partners decided to invite tenders from service providers to deliver the programme outputs for the first three years, which resulted in the programme being implemented in support of the RNRA by a consortium led by HTSPE (UK) with PCG (Rwanda) and Matrix (Kenya).

Between February 2010 and August 2013, there was a consultancy in charge of demarcation of land. For this phase of the project, the service provider applied the following process: (i) aerial pictures of the land, (ii) individual plot would be visited to make sure that local population agrees on the demarcation, (iii) land is mapped on software, (iv) District Land Officers (DLO) have an opportunity to discuss and challenge the maps and (v) titles are issued. This programme supports the efforts of the Rwanda Natural Resources Authority (RNRA) and the Government of Rwanda to enable the National Land Policy of Rwanda and Rwanda's Economic Development and Poverty Reduction Strategy (EDPRS) through issuing registered title to every landholder in Rwanda (originally estimated at 7.9 million parcels but ended up being around 10.3 million), as well as supporting the RNRA in the development of the Land Administration System. Given the number of plots was higher than planned; there was some delay in the first phase of the program. So, 10,3 million plots have been mapped and by June 2015 7,164,230 titles are issued and in the hand of their owners (there might be some delay between the time the title is issued and the owner actually collects it). First phase was quite successful, only were there results on capacity building lower than expected and HTSPE did not have much time to focus on that component during the first phase (see evaluation report provided by DFID 'Support to Land Tenure Regularisation Programme – Final Report of the Service Provider Contract and logframe updated by 2013 figures). The second phase started in 2013 and the Government of Rwanda took over the role of HTSPE in finalizing issuing the titles. The second phase

focuses more on capacity building and on the capacity of the land administration. Modalities have changed in this phase as project implementers provide technical assistance and financial aid towards the Rwandan Government.

Organization of the project

There is a consultative forum that meets on a quarterly basis. The forum gathers the Government of Rwanda and basket fund donors (DFID, EKN, Sweden, European Union). Sweden will remove from the programme given the move towards financial aid and DFID is still not sure about EU's role in the next steps of the programme. It is also not sure if EKN is going to be part of the cost extension, since the focus will be less on land use. Other players are also involved in the overall land programme such as USAID (focus on research on factors determining land market value) and GIZ (focus on governance). These projects deal with land but there is no formal coordination with those projects. Project is implemented in close collaboration with district offices.

Impact on food security

The following impact was expected at the start of the project:

- Population has stronger rights, incentives to improve land and to manage their land more responsibly. This can lead to more sustainable investments. It also supports land ownership by women or co-ownership by several family members, which allows for the actual enforcement of already existing laws (family law and inheritance laws).
- Collateral for loans and so, farmers can invest more and improve their production processes.
- Higher yields of the land and better use of inputs.
- Use of titles for the rental market. This is still very early to see an impact on this one but previous World Bank research suggests that issuing titles increases the rental activities and economies of scale (references were not provided).

RNRA foresees an important impact on food security as the land registration allows for governing the land use. RNRA has the mandate to protect sustainable land uses and monitors land use plans determined by the districts. At the time of the end-line visit, 3 out of the 30 districts had a land use plan. Based on the mass registration, other districts can now develop such a plan as well, ensuring sustainable use of natural resources and – in the long run – food security for the district inhabitants.

Sustainability of results:

Sustainability indicators would need to be redefined as they were originally designed under budget support. Since the modalities have changed, those indicators should be adapted as well. Sustainability is a very important issue but still DFID prefers working with output indicators as they relate directly to the projects whereas sustainability indicators are broader.

DFID identifies two major risks that could undermine the sustainability of the project and those are linked with LAIS matters. First risk is that when a family member dies, it is needed to make sure that the information is transferred to the administration (DFID estimate a death rate of 2.5% amongst land rights

holders ==> 250,000 inheritance cases per year[10]). Second risk is that there could be gaps between the information in the system and reality if people do not communicate changes or if the system is not efficient.

According to RNRA, an important issue for the sustainability of project results is the transition from first-time "mass registration" to "continuous registration", which requires that all actors play their respective roles:

- Landowners who transfer ownership of (part of) their land need to work with the new owner to register the change at their district office (DFID reports land market transaction rates in developed countries are around 7-13% annually[11], and even though this number may be lower in less developed markets, it is certainly not negligible). Although all landowners participated in the mass registration project, this does not mean they will routinely register changes in their landholdings. Projections for 2016 are for between 120,000 and 140,000 land transactions to be registered, from 10,000 in 2014, but this is still not near the estimated volume of actual transactions[12]. Also, Rwanda has a long tradition of very informal use of land titles; people would make a business transaction and hand over their land temporarily as collateral for borrowing e.g. farming equipment. Such informal transactions are not likely to be registered, so the collateral will use its value.
- District offices need to make the appropriate registrations. This is not a routine service yet in all districts. What's more, the IT system is very slow and therefore the national register is not updated in real time, reducing the credibility of the process. Investments are needed in IT, marketing (i.e. awareness-raising among the population and an adequate service offering by the districts) and the land administration process.
- Not part of the project scope for the government and donors, but very necessary for an effective system, are:
    - completion of the registration of remaining "pockets" of land that were difficult to register (including some ill-demarcated parcels on the Northern and Western borders of Rwanda and former wetlands that now need to be registered);
    - an update of the Rwandan Masterplan for the use of land and the preservation of natural resources;
    - new aerial photography, as the latest imagery with sufficient detail dates from 2008.

The mass registration project was conducted based on a clear roadmap that united all key stakeholders. No such roadmap exists for the continuous registration or the activities to ensure the completion of the system. Also, no funding is available at this time to realise the required investments, which creates the risk of the registration system and the contents of the database becoming outdated in the coming years.

[10] DFID Annual Review of LTR project, August 2014, page 1.
[11] DFID Annual Review of LTR project, August 2014, page 1.
[12] The DFID Annual Review of 2014 cites "considerable anecdotal evidence" to this effect (DFID Annual Review of LTR project, August 2014, page 2).

In the system foreseen by RNRA, the districts would recover the costs for registering land transactions through taxes/fees levied on the registration activities, as do the Dutch Kadaster and HM Land Registry in the UK.

6. Project 23743 - HIMO PDED II consolidation

Project number	**23743**	**Total project budget** **Bemo:** **Total EKN grant**	 **RWF 7,893,758,345** **EUR 9,946,759**
Implementing organization	Helpage Rwanda	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo (refunded by Helpage Rwanda)	EUR 9,946,759 EUR 9,164,253.05 RWF 7,620,801,211 RWF 261,577,057 EUR 331,230
Subject	HIMO PDED II consolidation		
Project title used by project implementer	Programme de Développement Economique Durable II (PDED II)		
Period	Start date : 1 January 2012 End date : 31 March 2014	Expected end date: 1 December 2013	
Short description	Project outputs: 1. The roads rehabilitated by Helpage between 2003-2011 are in good condition and some new roads are build. Target in indicator is set at: 290.7 km road maintained in a light way; 170 km roads maintained in a periodic/heavy way and 75.5 km new roads are build. Total km of roads is 536,2. 2. Districts, SMEs and cooperatives are trained to maintain feeder roads by themselves. By the end of the project, districts will be trained to plan for new roads and to rehabilitate these roads by themselves. To that end, SMEs and cooperatives will have been trained to perform specialized tasks. The target in the indicator is set at: increased capacity in planning and monitoring of road maintenance and rehabilitation of district and sector officials in 5 districts and increased capacity in road maintenance and rehabilitation work of cooperatives and SMEs (no concrete target is mentioned). 3. The construction and maintenance of the roads ensures the protection of fragile ecosystems of the marshlands of Rugezi and Bugarma, as well as the lakes Burera, Ruhondo and Kivuare and the agricultural production sites there. The target in the indicator states that 6,587 ha of ecosystems and roads will be protected. 4. Through labour-intensive approaches and the use of unskilled manual labour (as opposed to capital intensive approaches), the poorest Rwandans gain an income. The target in the indicator states that 13,437 people will be active in		

	Cash for Work (consolidation), 6586 people for Cash for Work (new roads) and 8,820 people in soil protection Cash for Work. This is a total of 28,843 people. 5. At least half of the people employed will be women. The target in the indicator also states: at least 50% of women in Cash for Work, including in supervision. Also a gender plan will be implemented (no further details available). Expected outcome: The main outcome of the program is enhanced food security and income of the target population through labour intensive feeder roads development and environmental protection in Musanze, Burera, Gicumbi, Rusizi and Nyamasheke.
Intervention description	The project aimed for the construction and maintenance of roads. Roads connect farmers and consumers, roads lead to markets, in short, roads lead to food according to the Bemo. The intervention logic used was to involve and empower local populations and encourage the organization of farmers into cooperatives service providers in the road rehabilitation works sector, servicing and maintenance, soil conservation and protection of the environment in general. According to Helpage Rwanda, this approach has produced beneficial effects because the approach used is participatory, mobilizing, integrating population into development actions. Also, this approach is currently more widespread and has demonstrated the great advantages on the socio-economic side, at a less financial cost investment ('*cash for money',* using relatively cheap unskilled, temporary labour to do construction work)". Contribution to food security was aimed to be achieved in four ways: 1. Roads improve the infrastructure in Rwanda. This can be used to better distribute food and to better suit the local needs. 2. Better roads diminish the transaction costs of food producers and also enable more trade contacts. Farmers could earn more from the same crops and thereby make more profit which they could use to invest more in their business and produce more crops, so more food is being produced. 3. Unskilled labour is hired, aiming at the poorest people of Rwanda. By providing them with an income they are able to buy more and better food and thereby their food security is improved, also local economic activity can be stimulated. 4. Better roads and transportation possibilities lead to more economic activity and thereby an increase in jobs and incomes. Since transaction costs will decrease the business climate improves which attracts more companies or stimulates growth of existing ones.
Issues	- Effects on subthemes of food security are clear, yet the details are not worked out. Farmer income will increase because of lower transaction costs, for the transportation of inputs as well as for the distribution of products; Farmer production can increase in the long run if the higher

	profits that are made are invested in increasing the production; Better infrastructure diminishes transaction costs leading to lower prices for inputs as well as lower prices for distribution of products. The products will become wider available and decrease in price. - Food security is stimulated indirectly by lowering costs for farmers and providing poor people with an income. - Sustainability: There is a maintenance challenge since roads need to be maintained carefully. Training for this is provided and this forms a core element of the project. Also it is recognized that the workers hired may only be temporarily lifted from poverty since the job ends when the roads move on or are finished. Still EKN sees this not as a one-to-one link and sees the value of small amounts of money disbursed in local communities (new dynamic). This is supported by the report of May 2011 that concludes that the little extra income allows people to start a new business or buy some land. This short-term capital would then allow for a longer term investment that holds after the job is finished. This goes beyond the scope of the project and is a supposed indirect impact. In addition no track-record has been registered to follow the labour force to be able to prove if indeed long term job effects have been realized.

There were some delays in the project mainly because it took some time to identify and train cooperatives that would be involved in the project. Initially 7.864.128.706 RWF had been disbursed to Helpage. After the financial audit however some expenditures such as unforeseen or salaries demonstrated to be too high. The grant was therefore set at RWF 7,620,801,211 and part of the money had to be reimbursed by Helpage Rwanda.

Organization of the project

The operational organization of the management of the program was based on four levels, namely, (a) level of execution of labour-intensive work (HIMO) mainly of the poor and vulnerable in the region, (b) the level of technical coordination of the program in both Provinces with experienced technicians in the areas of assistance, (c) the level of monitoring and supervision activities by Districts, (c) the external monitoring level (EKN missions and audits).

The different road projects were selected based on the districts' development plans. Priorities are identified together with districts following a participatory approach and then, there is a joint planning. Helpage structures the project, quantifies the budget needs, brings in technical knowledge and support and also makes sure the project is in line with the donor's objectives. Compared to the previous project, this one also focuses on the capacity building of local organizations and focuses more on maintenance. Local cooperatives have been created for maintenance purposes. After completion of the project those cooperatives are charge of maintaining the roads. Helpage trained those cooperatives on technical matters, on management and financial management. All in all, 72 cooperatives were trained (target was 50) with an average of 28-30 members. Helpage sees this as being a positive evolution and believes this also promotes entrepreneurship.

Impact of the project

The first output of the project was to maintain 290.7 km road maintained in a light way; 170 km roads maintained in a periodic/heavy way and 75.5 km new roads are build. Total km of roads is 536,2.
The final report shows that this target as largely been met with the:

- 521,5 km of rehabilitated roads that were properly maintained and (*largely above target*)
- 72.5 km of new roads (*slightly below target*)
- The total number of realized roads is 594 km which exceeds the target of 536,2.

The roads rehabilitated by Helpage between 2003-2011 have been maintained in order to make sure that they are in good condition and some new roads have been built. This is also shown by the pictures in the final report. The effects of these new and better roads are: easier movement of people and goods, easy access to markets for local products, increasing producer income, supply of raw materials and creation of income-generating activities. The expected outputs have been achieved.

The second output has also been met. Public and private institutions have been technically strengthened through trainings related to the implementation and monitoring of programme activities and rational management of HIMO (72 cooperatives, 4 SMEs, 17 committees of developed sites, 76 technicians and 100 female entrepreneurs organised in 5 networks). In line with objective 2 districts, SMEs and cooperatives have been trained to maintain feeder roads by themselves. The transfer of capacity has been done in favor of cooperatives, SMEs and Districts. The objective of this project has been met, however we learned that a challenge has been the instability of the District technical staff periodically subjected to administrative changes. At end line (March 2016) the capacity building program to Districts and partners is ongoing, under the coordination of the Ministry of Agriculture and Animal Resources (MINAGRI) and with the technical assistance from Helpage Rwanda to further strengthen the districts to perform work independently of any technical support. New other District technicians (Land Managers sectors), cooperatives and newly recruited SMES will be potential beneficiaries of the capacity building program under way.

Output indicator 3 aimed that that 6,587 ha of ecosystems and roads will be protected. This indicator is lagging behind with 2,653.8 ha of farming grounds that have been built by the actions of agroforestry and erosion control. In line with the expected output the protection of fragile ecosystems of the marshlands took place in the Rugezi and Bugarma, as well as the lakes Burera, Ruhondo and Kivuare and the agricultural production sites there. The realized effects were reduction of erosion, increased fodder, restoration of vegetation cover and increased agricultural yields. However only 40,3% of the output targets have been reached. This output has therefor only partially been met.

During the project, there were 26.175 people employed as part of the cash for Work programme for 1.233.617 man-days (which is about 22 days/month). 54% of women worked on the construction works and 60% to 70%were employed in tree nurseries and horticulture.
The aim of output 4 was that more through labour-intensive approaches and the use of unskilled manual labour (as opposed to capital intensive approaches), the poorest Rwandans gain an income.

Many jobs were created under PDED II among which 26,278 poor people (including 13,785 women) were employed under the HIMO approach. This is however almost 2,000 people less than was planned with the target of 28,843 people. With output 4 a great number has been achieved, however it is somewhat below target. No specific reason has been given for that. The project was set up in rural areas, to especially benefit the poorest people in that area. Since the jobs were temporary, the income generation was temporary as well. On a short term the project reached the outcome, on a long term it is not clear if long lasting effects have been realized. We learned that :

- 72 local cooperatives and 5 SMEs started working in the rehabilitation and maintenance of roads.
- 17 farmers' organizations started working on watersheds and nurseries
- 86 female entrepreneurs have initiated income-generating projects.

Those are long lasting jobs, but on the number of people reached, it is a relatively small number of sustainable job creation. That being said, we can conclude that the output has almost been reached and that in the future output and outcome indicators should be formulated more SMART in order to be measured correctly.

Output indicator 5 was met by engaging 54% of women on the construction works (target 50%). 60% to 70% were employed in tree nurseries and horticulture. Helpage wants to make sure that women are involved in their projects and it is one of their requirements as they firmly believe that women are at the core of the family education (and so, women earnings directly benefit to the family). Helpage also wanted to focus on women SME's and women networks. So, they trained about 100 women in 3 networks.In addition 72 cooperatives (in charge of maintaining the roads) were trained, with an average of 28-30 members. And as mentioned above, 86 female entrepreneurs managed to initiated income generating activities.

Impact on food security

The project outcome envisaged enhanced food security and income of the target population through labour intensive feeder roads development and environmental protection in Southern Province.
The participating population did indeed earn incomes which improved livelihoods and living conditions in a diverse range of areas: health, housing, children's education, and re-investment in agriculture, livestock, trade, other income-generating activities. During the end line we learned that it has been reported that the districts have seen the extreme poverty level decreased at about (2%), especially for Musanze, Burera and Gicumbi district.

The program also aimed to promote new opportunities for increasing agricultural productivity, market access, diversification of jobs and income, in a perspective of support to the agricultural sector and food security in the areas of intervention through:

- rehabilitation of 75.8 km of new lines of agricultural areas within the partner districts for the facilitation of access to production, disposal of agricultural and non-agricultural products and trade flows;

- strengthening conservation efforts and land management through development of 2648 ha of watersheds to further increase in soil fertility, increase production and farm income per household;
- strengthening the capacity of partners and promotion of female entrepreneurship

In the opinion of the project implementers program planned objectives have been achieved over 99% considering the accomplished physical achievements and impacts at program closure. The expected impacts on food security were: increasing agricultural production, intra-Community trade, increase household resilience to poverty and hunger, improving nutrition and conditions household living in general, noting that these categories of people were poor and without income.

Putting the outcomes into perspective we agree that there has been an improvement of income and that with the increased income more food could be bought. With the construction of roads, it is true that food can more easily be transported and that it contributes to post-harvest handling. The latter output has a more sustainable effect due to the fact that the roads are still intact. Increased agricultural production further improved the food availability.
Overall we can conclude that with the project has a direct effect on food security via increase in income and thus increased access to food, which is one of the three pillars to enable food security. The outcome has been reached for a large part.

Sustainability

Stakeholders have been trained, there has been transfer of knowledge and (environmental) protection was repaired where necessary, so that roads and fragile ecosystems will last longer. The knowledge transfer took place and members of the district are now equipped to continue with the rehabilitation and maintenance work. However the capacity building is still continuing under another project. This observation could either indicate that the districts were not yet fully equipped, or that such a process is that complex that it is not possible to complete it in one project period (this project period was alos only 1,5 years).

The programme also improved the household income, including other indirect revenues contributing to improved food security:

- Reinvestment of income from labour-intensive work in other economic activities (trade, livestock)
- Increase in crop yields and availability of agroforestry products (fruits, fodder, firewood)
- Increase in commercial activities (sales and marketing of agricultural products, trade).

The job creation was mainly temporarily and not very sustainable. However the extra income did allow people to start a business or buy some land to grow crops which is an indirect sustainable effect.

Regarding environmental protection, agricultural and environmental landscapes have been restored and stabilized for better agricultural production in the medium and long term comparing to previous

situations. Helpage Rwanda has experienced and shared its support and empowering the population to self-management(auto-prise en charge) in the establishment of cooperatives and entrepreneurship .

7. Project 24371/25542 - Infrastructure investments (in-depth evaluation)

Project number	24371 + 25542	Total project budget Total EKN grant	RWF 30,392,000,000 EUR 5,678,400
Implementing organization	Rwanda Local Development Support Fund (RLDSF)	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 5,678,400 EUR 29,302,371 EUR 1,199,363 (to be disbursed in 2016 + 2017)
Subject	District Infrastructure Investments through Rwanda Local Development Support Fund (RLDSF) 24371 Local Demand Driven Investments projects through RLDSF 25542		
Project title used by project implementer	Local Development Agency (LODA) LODA programme to finance infrastructure at decentralized level		
Period	Start date : 24371: 1 September 2012 25542: 15 August 2013 End date : 24371: June 2013 25542: ongoing	Expected end date: 30 June 2013 31 December 2016	
Short description	EKN has supported districts investments for infrastructure development since 2008, in a program that channeled the funds via the Rwanda Local Development Support Fund (RLDSF), currently called Local Development Agency (LODA). Project 24371 was a one year support programme from 2012-2013 which was followed by the 3 year programme 25542. Project 24371 had a total value of € 5,405,400. Project 25542 has a project value of € 28,952,989. The objectives of LODA are derived from EDPRS 2 to realize sustained poverty reduction and economic growth. Outputs 24371: • Adequate and equitable funding for districts infrastructure needs; • Adequate implementation and monitoring of infrastructure development projects in districts; • Increased investment opportunities at local level; • Improved LODA legitimacy in providing advisory services to the districts; • Improved effectiveness and sustainable use of public resources; • Improved service delivery by LODA at the local level. Performance indicators for the outputs 24371:		

	• Percentage of budget execution for infrastructure investment for "our" 42 projects; • Nr. of the 42 planned district investments in local economic development that are completed; • Quality of district investments as assessed in LODA progress reporting and EKN monitoring; • LODA legitimacy in providing advisory services to the districts, measured through an LODA survey of satisfaction of districts with the services of LODA. <u>Outcomes 24371:</u> • Strengthened local economic development through relevant and adequate infrastructures; • Improved food security through increased income generation at local level; • Improved people-centred development approach though a more participatory approach; • Improved district legitimacy on the local development agenda; • DDP I infrastructure development targets consolidated and sustained. Dutch funding is only available for 42 projects, outputs will therefore be more limited than the ones listed above, yet they are embedded in the overall plan. Outputs 25542: • Districts LED infrastructure projects completed; • District maintenance plans for infrastructure projects developed. Performance indicators for the outputs 25542: • % of budget execution for district investment in the planned infrastructure projects (target 95%); • Number of planned district infrastructure projects in local economic development that are completed per year per district (quantitative information provided per project category; target 2016 based on estimates: 248 projects); • Number of local government staff trained for proper management of LED infrastructure projects (2016 target based on estimates: 169 local government staff) Outcomes 25542: Local infrastructure projects are implemented and maintained by local governments to improve service delivery and advance local economic development (LED).
Intervention description	With the project LODA uses a locally focused, participatory, owned by stakeholders and suited to local context approach. It is a decentralized and transparent way of working engaging districts. The purpose is to finance investments by districts in their local economic development and to improve

	the quality of the budget cycle at district level, to enhance participation, transparency, and effectiveness of the investments. The project works as a basket fund and LODA guides districts in their budget cycle, including technical advice on proposed projects, and their monitoring and evaluation. The total budget is divided through a formula. The role of LODA is coordinating and controlling, yet the districts decide on the priorities in the end. LODA provides advice and technical assistance in the implementation of the districts' priorities. This should improve the functioning of the districts and thereby contribute to an improved enabling environment that facilitates business and should attract investors in the districts. The support focuses on local economic development, EKN does not choose the projects, that is done locally by the districts. However, EKN chairs the sector working group on this subject since 2013 with LODA, government and local partners. The BeMo 25542 clarifies that projects will be allocated for Dutch funding if they are in the following categories: transport infrastructure, income/revenue generating, energy projects, water and sanitation, agricultural development and environmental projection (including terraces, reforestation and marshland development), project studies.
Issues	- Relation with food security: An improved enabling environment should attract more investors and contribute to local economic development. This should include various elements of food production like increased production and post-harvest handling. Details on the exact effects and on the intervention logic as a relation between activities and outputs and outcomes are lacking. - Efficiency: The assumption that investing in the capacity of districts can lead to a more enabling environment for business can be supported if one assumes that this will lead to more efficient and enabling bureaucracies. If this is indeed the case and if yes how this will be guaranteed remains unclear. Especially because the districts can decide on their own priorities it is not to be said that these will improve the business climate even if implemented well. Projects that are financed by co-funding are as far as possible excluded to diminish the risk of other partners dropping out. - EKN's projects impacts could not easily by isolated from the other projects' impacts (i.e. difficult to isolate one part of the overall programme). However for EKN the project works as a basket fund and they monitor it on the overall high level progress. Isolating each single project does not seem to be the main priority. The current approach seems to work well for EKN.

The projects financed by EKN focuses on developing enabling infrastructures that can contribute to increase in food security in districts. Overall, EKN's contribution to LODA's projects is as follows:

- 2008 – 2011: about € 15 million for local infrastructure
- 2012 – 2013: about € 5 million for local infrastructure and large focus on capacity building

- 2013 – 2016: about € 29 million for an ongoing project on local infrastructure and capacity building.

Organization of the project

LODA was created in 2002 and is a body of the GoR. It works as an intermediate between the central government and the local government. The focus of the projects lays in decentralization which plays a key role to hear more about the needs locally. With this approach LODA wants to promote economic and social development. A key role of LODA is planning & budgeting. LODA develops tools, puts guidelines in places, monitors & evaluates the development of local government. In addition it carries out feasibility studies and offers information on project progress and impact.

In each district, there is an engineer in charge of the monitoring of the projects. The engineer is also in charge of following up the funds disbursement and the progress of the projects. Procurement is also performed at district level even though the procedure is reviewed by LODA before disbursing the funds. There is also a financial compliance team, economists and sociologists involved in the projects.
In addition, LODA also organizes field visits in order to verify the information. There is a control mechanism for each project and reporting is made every three months towards LODA. Field visits are generally organized twice a year with donors. LODA also takes part in technical working groups with donors.

For the end line evaluation when visiting the district of Muhanga, we had the opportunity to see this structure being put in place. Attendances of the meeting were the district executive secretary, director of planning, engineer in Muhanga in charge of LODA projects, LODA M&E specialist and other officials.

We received detailed project planning overviews for FY 2016 including budgets and planning, on 14 infrastructure related projects (transport, water & sanitation, energy, environment and nature resource, ICT, urbanisation/settlement, youth, private sector, health, decentralisation, social protection, education and agriculture). Also we received information on the achievements in the past 5 years.

Impact of the project

Project 24371

Output 1 has been met by securing funding for the several projects for districts. Next to EKN and the GoR other donors were involved such as KFW, BAD/PNEAR and DFID etc. Project 24371 had several output and outcome indicators for a duration of 1 year. From the annual report 2012/2013 (also final report for EKN), we learned that districts had executed 680 development projects in 2012/2013. 494 project were fully completed and 186 projects were in execution. In 2012-2013: 89.725 workers including 42,734 women and 46,990 men, were employed by contractors who executed the development projects.

LODA reported back on the projects related to the EKN budget. The '42' projects were not identified, but it was reported that RFW 4.621.040.003 was spent, where RFW 4.620.000,00 was budgeted. In the approval of the final report we learned that a small amount was below budget, but did not have to be refunded, since it was under 1%. So we can conclude that 99% of the budget was used.

As mentioned under the organization section and above, LODA has implemented and monitored the projects adequately in line with output 2. With 30 districts and over 600 projects it is quite an achievement to keep track of all the projects. With the decentralized approach we see that LODA manages to have overview of the development within all the districts. However specifically on the 42 projects, LODA did not report back to EKN which projects were exactly chosen. In the financial statement of 2015/2016 more than 42 projects are mentioned. However, during the interview with EKN we learned that the focus of EKN does not lie in following each individual project, but rather following the development of the fund spent as a whole. This approach works best for EKN and gives them a better overview. EKN indicated to be pleased with the work done by LODA and the results achieved. The output and output indicator have been achieved.

Output 3 has been achieved according to the annual report. The Vision Umurenge Programme (VUP) is a programme designed to accelerate the attainment of Vision 2020 targets by delivering cash transfers into the poorest households in Rwanda via District Support in form of grants, public works in terms of wages and Financial Services. Districts invested in income generating projects which created job opportunities and increased districts revenues.
LODA sensitizes population on the culture of making savings and working with banks and micro-finance institutions through Financial Services. A total of 2.416 individuals were trained in the several districts to then continue to train others within their community. Financial Services were operational in 150 sectors across Rwanda. A total of 12.703 individuals received a loan. In addition in 180 sectors direct support had been given to the poorest and most vulnerable households in total 43.671 (99.817 members).
With the projects LODA managed the creation of public markets (37), guest houses (6), slaughter houses (6), factories (2), storages/warehouses (11), public / tax parking or bus stations (2).

Direct agriculture interventions were projects in reclaiming of marshlands, progressive and radical terracing, and construction of dams. The district also implemented land consolidation and selected seeds policy to increase the agriculture production. Those projects can be seen as direct interventions to improve the food security. A total of 1.961,10 hectare was realized, next to 4.750,54 progressive terraces and 2.888,95 radial terraces. A total of 4.658 households was earning newly treated terraces. In addition 1 dam was constructed. Also the fact to improve transportation infrastructure and agriculture infrastructure was mentioned as an important intervention by LODA to give farmers access to markets and help them increase income and indirectly improve their food security.

Output 4 focuses on LODA's improved legitimacy in providing advisory services to the districts. What is exactly meant with this output was not clarified in the BEMO. According to the annual plan 146 local government office buildings have been constructed. It is however difficult to state if the output has been met, without a clear definition.

The goal of the national Program of Water Supply and Sanitation in Rural Area (PNEAR) is to ensure the sustainable supply of Drinking Water and Sanitation Services to rural populations and thereby enhance their living standards. Under this project LODA constructed 9,625 individual latrines (96% of the target).

Also almost 100 water reservoirs and 752 spring sources had been realized in 2012/2013. It can be concluded that output 5 under project 24371 has been met.

Output 6 the service delivery by LODA is also related to capacity building. Several achievements have been realized in 2012-2013 such as the supply of computers and printers to VUP sectors, update of the HIMO strategy, external communication, reassess business LED priorities, organization of study tours, development of the Strategic Plan, staff training for VUP and staff training for use of new M&E system (102 people). Also operational & maintenance manuals were finalized and 89 staff members at districts were trained. The report does not specifically mention the progress of the LODA survey of satisfactions requested by output indicator 4. However in can be concluded that output 6 has been realized for a large part.

<u>The outcomes related to project 24371 were and will be replied for behind the sentence:</u>

- Strengthened local economic development through relevant and adequate infrastructures: this outcome has been achieved as mentioned in the description of the outputs. The agriculture sector received an impulse with the rehabilitation of marshlands and building of terraces. The construction of roads, health centres, schools and local markets contributed to the local economic development.
- Improved food security through increased income generation at local level: An important way to increase food security was via the agricultural interventions. It was reported that with the interventions the productivity of the farmers did improve and led to a higher food consumption. Other ways of improving food security were with the creation of jobs direct labour force was used to realize the construction works. Besides that, the poorest households in districts received direct cash and financial trainings to increase their income. The higher income has been used by beneficiaries to buy more food, to buy land or to pay for school fees as we learned in March 2016 during our field visit an while talking to some of the beneficiaries.
- Improved people-centred development approach though a more participatory approach: the decentralized approach of this project gave the opportunity to focus on the local needs and bringing information from buttom-up (population – districts – LODA – GoR). This can be considered as a more participatory approach than was the case before in Rwanda. The outcome has been achieved.
- Improved district legitimacy on the local development agenda: the projects are chosen locally by the districts who decide on the priorities for the district. In the Muhanga district we learned that there is a yearly performance evaluation in all the districts and that each district sets up performance contracts with the staff and with GoR. After a year the districts are evaluated based on the results achieved. This gives them on the one handmore legitimacy on the local agenda, on the other hand it helps LODA and the GoR to discuss the points for improvement. The outcome has been achieved.
- DDP I infrastructure development targets consolidated and sustained: The District Development Plan (DDP) infrastructure targets have been consolidated and sustained as can be seen from the several results.

Project 25542

The 3 year phase of the project is still ongoing. Not all the LED infrastructure projects have been completed yet as requested by output 1. By the end of April 2016 a total of 144 out of 601 projects was completed. The remaining projects are ongoing.

However, we were informed by LODA in May 2016 that 54,073 direct beneficiaries have been reached, among which the 23,017 women and 31,056 men in the financial Year 2014-15.

Maintenance plans have been developed by districts already during the first phase of the project. In the draft final evaluation report of LODA to EKN (March 2016) we see that the execution of maintenance is in several districts not up to the desired level. The evaluation recommends to carry out regularly and preventive maintenance. It seems that this output is lagging behind.

Performance indicators for the outputs 25542:

- % of budget execution for district investment in the planned infrastructure projects (target 95%): LODA informed us that the financial year 2014-15 budget execution was 99.85%. This seems to be on target, however the project is still ongoing.
- Number of planned district infrastructure projects in local economic development that are completed per year per district (quantitative information provided per project category; target 2016 based on estimates: 248 projects): 144 out of 601 projects have been completed as of April 2016. This is only 24% of the projects. The output is therefore below target.
- Number of local government staff trained for proper management of LED infrastructure projects (2016 target based on estimates: 169 local government staff): LODA has trained Local government staffs in various domains contributing good management of LED infrastructure projects. A total of 560 staff members has been trained of which:
    - 350 district staff trained in the operation and maintenance of infrastructure
    - 150 district staff trained in Monitorind and Evaluation information System
    - 30 district staff in charge of Monitoring and Evaluation officers
    - 30 district staff in charge of Geographical Information System.

The output indicator has been met.

Outcomes 25542:

Local infrastructure projects are implemented and maintained by local governments to improve service delivery and advance local economic development (LED).

As mentioned above, not all the projects have been implemented yet, but the project is still ongoing. Maintenance seems to be a point of attention in this phase of the project as show the results of the evaluation study shared with us by LODA.

The outcome have not yet been reached and project is ongoing.

Impact on food security

Projects implemented or financed by LODA focus on decentralization and building capacity. Even though most projects funded by EKN dealt with investing in infrastructure, LODA believes they have an impact on food security as follows:

- Consolidation of marshlands, building of terraces improve the productivity of the farmers
- Food security for the population is improved as the population has better revenues
- Job creation through HIMO approach (people employed for building the infrastructure)
- Facilitation of commercial transactions and increase in the value chain.

For more detailed figures on projects results, see the description above. LODA states that their 680 projects in the first phase have created 87.000 (temporary) jobs. There are specific positive impacts for farmers as the infrastructure projects also focus on building progressive (also known as slow forming) terraces which improve the agricultural production (about 55 times as much as/higher than former production techniques according to LODA). Building terraces also contributes to soil preservation. All in all, this has an impact on farmers' earnings and increase the households' revenues. Building other infrastructures such as markets also makes it possible for farmers to sell their products.
LODA contributes to food security by enabling all kinds of infrastructure related to food security (roads, health infrastructure, education infrastructure, private sector, agriculture etc.).

Sustainability
By working closely with local government agents and local partners, the continuation of the project's benefits seem to be guaranteed. Staff has been trained and help with knowledge sharing to beneficiaries by training them as well (depending on the sub project / topic).
A sustainability requirement of projects financed by LODA is to include a maintenance component. This seems to be a challenge and continuous point of attention as we learned from the results of the external LODA evaluation.

8. Project 24720 – CATALIST-2[13]

Project number	24720	Total project budget Total EKN grant	$ 29,520,012 EUR 12,111,851.90
Implementing organization	IFDC	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 11,521,837 $ 27,332,035 $ 2,187,977 (available for extension)
Subject	CATALIST-2		
Project title used by project implementer	CATALIST-2: Towards Viable Clusters in Agri-business for improved Farmers' Income and Food Security in the Great Lakes Region		
Period	Start date : 1 July 2012 Expected end date: 31 August 2016 End date : 31December, 2015 with extension until August 31, 2016		
Short description	To achieve its overall goal, CATALIST-2 seeks to achieve four interrelated objectives: 1. Agribusiness clusters are vibrant and navigate their business. 2. Smallholder farmers are linked to agro-input markets, which improves production, productivity and quality (production push). 3. Competitive agribusiness clusters create value and provide for agri-food markets with increased sourcing of national and international agri-food enterprises (market pull). 4. Stakeholder networks address key agribusiness challenges. Outcomes (Goal indicators): • 30% increase in commodity related income of farm families involved in agribusiness clusters (ABCs); • 80% of food insecure farming households have moved up at least one step on the FAO Household Hunger Scale.		

[13] While this page and the following pages contain a concise overview of the CATALIST-2 programme, we also refer to Chapter 3 of this report for an in-depth analysis of the programme's workings.

	Outcomes (Objectives): • 50% increase in volumes of sales/ turnover of ABC actors (objective 1); • 1,000,000 farming families applying ISFM (objective 2); • 1.4 million metric tons of additional cereal equivalents produced (objective 2); • 20% increase in product value addition (objective 3); • 10% decrease of transaction costs among actors (objective 3). Outputs (performance indicators): • 300 clusters and 10 megaclusters with active involvement of small and medium enterprises (SMEs) and/or large agri-food enterprises (objective 1); • 14 large enterprises (4 Dutch) with active involvement with ABCs (objective 3); • 80 innovations addressing bottom up identified key issues (objective 4). Please note that the project document did not separate these indicators as outcome/output. The categorisation was done by the evaluators. Source: Annex 2. Significant extensions. I.e.: the objectives have been modified after the Swiss joined the funding of CATALIST-2.
Intervention description	The objectives are addressed through the Competitive Agricultural Systems and Enterprises (CASE) conceptual framework that promotes farmer entrepreneurship. The underlying hypothesis of the programme is that small farmers need to have profitable market outlets in order to have the means and to be motivated to invest in their farms and soils. CASE suggests the following strategies for farmer empowerment in the value chains: - Improve farmers' role as producers and explore the role of farming communities in processing - Improve farmer collaboration with chain operators and chain supporters - Influence enabling environment CATALIST-2 works through agribusiness clusters. These are (largely informal) networks of private and public actors cooperating voluntarily to achieve their individual and collective objectives. A cluster is usually specialized in the value chain of a commodity in a geographic area. The network of actors in the agribusiness cluster includes input dealers, small, medium or large agro-processors, producer organizations (cooperatives, farming groups, unions), traders and farmers.

	In CATALIST-2, the concept of a 'mega-cluster' is introduced as a means to up-scale the outreach of the programme. The 'mega-cluster approach' explores opportunities for going to scale from four different angles (Schrader, 2013): 1. Geographical concentration; 2. Specialization on specific sub-sectors or commodities; 3. Institutionalization (out scaling and up scaling) and synergies of external supporters 4. Collaboration with larger sourcing companies, leading to more market-pull dynamics for agribusiness cluster development.
Issues	In 2015 the project addressed various issues in all Burundi and Rwanda. Burundi: the political crisis in Burundi that started in April 2015 makes working with the government currently impossible and actions are limited to the local level. Rwanda: main policy issues linked to the CATALIST project are the subsidy for agriculture inputs and the liberalization of the seed/planting materials market.

Implementation of the programme

The programme used training of trainers (ToT) methodology on ISFM farming practices and financial/business planning. Information is provided to improve access to credit and agricultural inputs.

Outputs

CATALIST-2 is aimed at achieving the goal of 1 million farming families applying ISFM (integrated soil fertility management) practices in Rwanda, Eastern DRC and Burundi by the end of 2015, of which 300,000 are directly involved in project-funded activities and 700,000 are reached through out and up scaling. In the project documents there is no split between aimed beneficiaries in Rwanda and the other countries.

In total the project has reached 320,694 farmers directly by the end 2015. Split up per country, the numbers are 182,573 farmers in Rwanda, 71,889 farmers in Burundi and 66,232 farmers in DRC. The number of women reached in Rwanda is 63,482, representing 34.7% of the total number of farmers, in Burundi it is 19,734, representing 27% of the total number of farmers, and for DRC the number of women is 31 346 representing 47% of total farmers in 2015. For the indirect beneficiaries, an assessment to what extent the project achieved its target is scheduled for May 2016 and will be carried out by IFDC in collaboration with WUR.

Impact on food security

From the document review it appears that 80% of the food insecure farming households will benefit from the project and will see their conditions improving. It is not clear whether this percentage refers only to food insecure beneficiary households or to all food insecure households in the country. In case the former is intended, the percentage or number of food insecure households targeted by CATALIST-2 is key to measuring the impact of the programmes. Since beneficiaries of the programme are self-selected (within the focus of farming households with 0.5-2 ha landholdings) we cannot assume that the percentage of

food insecure households among the beneficiaries are the same as in the general population. Again, we caution that the programme targets about 1 million households in three countries, not only in Rwanda.

Only the cassava cluster of the CATALIST-2 programme in Rwanda is evaluated. Although the beneficiaries were very positive about the impact of the programme on their lives in the Focus Group Discussions, the impact found in the data was limited. The effect of the programme can be seen in the uptake of a number of ISFM practices, but no impact is found on production, income or food consumption (with the exception of number of times a day that children under 15 ate). However, the fact that the cassava sector has been in crisis due to cassava diseases has certainly coloured the results of the data analysis. Because of the state of the sector, one should be careful with generalizing these results to the CATALIST-2 programme in other sectors.

No specific indirect effects are mentioned in the project documents. However, we consider several indirect effects to be possible:

- prices of commodities may go down due to increased productivity/production;
- the price of land may increase as land becomes more profitable due to productivity increases;
- employment possibilities for landless people in processing or working on the land may result from the programme.

CATALIST-2 is demand-driven, which helps to expand and achieve sustainability. CATALIST-2 is working with interested stakeholders at various levels to bring them together on one platform and assess how to improve the performance of the commodity clusters. In a sense, it provides technical capacity building to the stakeholders.

Planning of implementation

The programme was started in July 2012 and is planned to be completed by 31 December 2015. The project period is extended to August 31, 2016 due to IFDC not being able to use the total budget during the contracted project period. IFDC contracts local NGOs to implement the programme in the targeted clusters on a yearly basis. Targets are set and evaluated on a yearly basis.

Sustainability

Sustainability of the farming systems is major challenge and objective of CATALIST-2. The project documents acknowledge this by describing the factors that the sustainability of the project is dependent on. First, as farmers become more integrated in modern market systems, the become more dependent on inputs, markets and technology. Therefore, also the sustainability of the farming system depends on the sustainability and viability of markets and the enabling environment created by government policies and interventions. Through the megacluster approach the project has found a way to address the various value chain and organizational issues. However, as the project documents note, the approach is still new and would need time to be fully effective. As there will be no new project phase the main challenge will be to institutionalize the various interventions through partner organizations.

9. Project 24730 - Linking Farmers to Markets

Project number	24730	Total project budget Total EKN grant	RFW 3,940,000,000 EUR 4,690,000
Implementing organization	Private Sector Federation and the Chamber of Farmers	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 1,749,901 Information not available Information not available
Subject	Linking Farmers to Markets		
Project title used by project implementer	LIFAM		
Period	Start date : March 2013 End date : 31 December, 2013		
Short description	The goal is to support the Chamber in its capacity of effective and efficient service delivery in the benefice of its members. Expected outcomes: • Strengthened Chamber to advocate for and represent the farmers, improve service delivery capacity and Rwandan farmers feel they are well represented and served – Partly achieved (awareness raising, skills audit, district-level offices, participation at policy level) and partly not (financial self-reliance, accountability day) • A strengthened capacity in post-harvest skills and increased investments in post-harvest facilities - Partly achieved (Post-Harvest Forum, training) and partly not (effective participation in inter-ministerial meetings, investments) • Increased number of farmers starting an agri-business through a year basis contest– Not achieved (business plan competition failed) Expected outputs[14]: • Farmers are confident that Chamber delivers better and represents them in a satisfactory manner - No information available • Audit of knowledge, skills and competences of associations' members of the Chamber is conducted and plans to address the gaps are implemented - Completed • Information desks of farmers are operational in all the districts - Completed		

[14] Status on each output assessed based on the mid-term review, as the project is not yet completed. Source: MDF (2015). Mid-Term Review of LIFAM project; Linking Farmers to Markets. June 2015.

	• Active and constructive participation of the Chamber in the Agriculture Sector Working Group (ASWG) is effective - No information available on effectiveness • A study on the situation of access to credits and payment rate is conducted and a campaign to sensitize farmers with potential to use credit is conducted - Completed • Platform to discuss access to finances is operational - Not achieved • Agribusiness contest is organized twice a year - Not achieved • A post-harvest specialist is recruited to assist PSF to elaborate a concrete plan on post-harvest programme possibly including subsidies – No information available Performance indicators for the outputs[15]: • Offices are opened (at least one office per district) and farmers report satisfaction of service delivery at the rate of 80% - Offices opened, no information on farmer satisfaction • Existence of a plan of skills development for each association, member of the Chamber – No information available • Participation in ASWG meetings is realized at a rate of 100% - Achieved • The study on access to finances by farmers is published - Completed • Stakeholders in platform to discuss access to finances with banks meet every semester – No information available • Post-harvest plan and in particular the subsidies to increase investments in post-harvest facilities is elaborated by PSF and the Chamber in the first year of the project – No information available
Intervention description	The project is aimed at strengthening the capacities of the Chamber to provide a better job at their tasks including: playing a consultative and representative role for agriculture in policy discussions; provide information and training that improves producers' access to markets and to credit; promote the development of professional agricultural associations that help producers participate more effectively in agricultural policy making. More specific details on how these activities are exactly linked to improving food security are missing.
Issues	- Farmer income and production are not targeted, farmer practices only indirectly: The investment in the capacity of the Chamber should in the long result in a better position for farmers. Their interests will be better represented at policy level. Further on training and information is provided that make access to credit and market more easy. It is not mentioned what these trainings will entail. - Relation with food security is indirect: If access to credit and market becomes better available, farmers could benefit and their economic position could be strengthened. This could improve their production. Also the investments in post-harvest facilities could improve food security if food can be better preserved and can thereby be more easily distributed.

[15] Assessed based on mid-term review findings.

	- The project seems feasible and takes enough time (5 years) to be implemented. Still the links with improvement of food security are not made specific. Also it is not clear what trainings entail exactly.

Implementation of the program

With regard to the capacity building component, the first action to be taken is the skills audit among the 16 associations. The audit was conducted between July and December 2013 and key skills were identified. There are now preparing the training modules for each skill identified in the audit (i.e. leadership, governance, networking, bookkeeping, marketing, business planning etc.). This is performed both at national and local levels. At national level, there are three specialists and a coordinator of the program, while at the local level, the project is implement with one consultant per district (in PSF branches). The Training of the Trainers (ToT) has been recently performed. The next step is to conduct the trainings with the farmers themselves. The role of national level and headquarters is to supervise, coach the districts and backstop them. With regards to the post-harvest infrastructure component, there was a survey conducted on post-harvest gaps and skills needed in handling harvest. Gaps were identified and modules produced and PSF is now starting delivering the trainings. The annual work plan for 2014 has also been validated. An investment plan has also been defined based on a survey and group discussions at district level (including incentives mechanisms). PSF also organises study tours in the country and in Africa and there is always a specific focus on a given value chain. At the time of the baseline visit, 4 fieldtrips had been organized to Zambia, Kenya, Ethiopia and Ghana. During each of these visits, 31 representatives of the associations participated. With regards to access to finance and entrepreneurship promotion, forums have been organised at the Provinces level (5 provinces). Within those forums for dialogue, PSF wants to link farmers and members with banks, financial institutions, insurance companies, traders, buyers and Government leaders. These meetings are usually co-chaired by the responsible of the Province. Forums look at constraints faced by farmers and come up with recommendations. They meet twice a year. A business plan competition is also foreseen but it has not started yet because they want to develop a new approach on this topic. The methodology was based on the PROSKID approach but given the important rate of default, PSF wanted to review the process. Still, PSF has provided support towards farmers to go to banks in order to get a loan.

The project approach relies on the cooperative model used in Rwanda:

- At the level of individual districts, ***cooperatives*** of farmers exist for each crop. These are supported by the project's district officers.
- At the level of regions (i.e. around 3 districts combined), the cooperatives are grouped into crop-specific ***unions***.
- At national level, the unions of a crop make up an ***association***.
- The 16 associationss are members of the ***Chamber of Farmers (CoF)*** and represent 176.958 members according to the mid-term report..

Linking Farmers to Markets (LIFAM) started out as a PSF project working with the CoF. It is now a project within the CoF. Part of the objectives is to make CoF self-supporting, based on the collection of membership fees paid by the associations (which in turn are collected from the unions, which collect from

the cooperatives). However, according to the project manager, the membership fees received by the CoF amount to around 10% of what they should be. The current CoF income does not allow for financing a permanent role of the district officers put in place by the project.

At the time of the endline visit, the program was still running and the output could not be quantified. However the following outputs were reported by e-mail on 11 August 2016.

Through different activities of the project that were carried out, the beneficiaries of the project were able to gain knowledge and skills that allowed them to access markets. Examples of activities and supports are:

- Carried out survey to identify skills gap among the members and developed training modules based on the gaps identified, as result, **6,753 individual farmers** and **137 cooperatives** were trained using the modules. The trainings focused on; project development and financial management, marketing, network, post-harvest handling practices and good governance of cooperatives
- Members were linked to the financial institutions and project facilitated them to develop bankable projects. As a result, so far **145** projects were developed and got loan totalling to **1,291,361,794 Frw (USD 16,142,022)**.
- Members were linked to the markets, as a result more than **144 contracts** were signed between farmers and the buyers.
- The project in partnership with the Ministry of Trade and Industry, established the marketing system of Irish potatoes, as a result about **129 collection centres** of Irish potatoes and one main wholesale market in Kigali city were established as the main selling points of Irish potatoes. This system eliminated the informal trade and middlemen who used to exploit farmers. The project continues to do the same to other value chains.
- **24 Post harvest study tours and exposure visits** were organised in the country and in Africa for the beneficiaries of the project to learn from other farmers and be exposed to the advanced technologies. The African countries visited are; Ghana, Kenya, Zambia, Uganda and Ethiopia.
- As a result of the trainings, sensitization campaigns and study tours, **218 Post- harvest infrastructures** were established by the members, these include warehouses, storages, cooling facilities, processing plants and collection centres of milk and Irish potatoes. This facilitated members to have good quality products and food reserves for the markets.
- Conducted advocacy and around **10 advocacy** issues pertaining to farmers interests were solved and others are still pending
- Through network and relations with other stakeholders, LIFAM project through chamber of Rwanda Farmers signed a memorandum of understanding with Zambia National Farmers Union and Federation of horticulture in Burundi for sharing knowledge and information. Another MoU has been negotiated with Association des Fermiers concessionnaires pour le Développement (AFCOD) in Democratic Republic of Congo and the Chamber of Rwanda Farmers in PSF facilitated by the Project for the strategic partnership mainly for cross-border trade between the two countries. The signing of the MoU will take place on 25th August 2016 during the trade mission organised by the project in Goma, DRC.

Planning of implementation

Project should have started in January 2013 but the full start was actually in July 2013. There were delays due to recruiting issues. The programme coordinator was hired and started in March 2013, specialists were hired by mid-March and consultants at district level were hired by mid-June. The project recruited 30 district officers and 4 experts. It is expected to finish by 31 December 2016.

Impacts on food security

It was difficult for PSF to give a number of beneficiaries of the program at the time of the endline visit. However, it was reported via e-mail on 11 August 2016 that 6,753 individual farmers and 137 cooperatives were trained. These direct beneficiaries are (via the cooperatives) members of the 16 associations.

With regard to food security, the expected results are as follows:

- Increasing business skills are expected to lead to better production levels and more efficient business management, which in turn will have an impact on households' revenues. The extent to which this income increase reduces food insecurity is unknown, as no information is available on the cooperative members' food security status at the beginning of the project.
- Regarding the post-harvest component, literature shows that about 30% of post-harvest production is lost due to poor quality of stocking food. So, impact is expected to be minimizing the loss of food and increase the amount of food available for consumption.
- Increased production and access to markets and competitive markets.

No final results are available, as the project was still running at the time of the endline evaluation. Intermediate findings are as follows:

- The Business Plan Competition that is part of the project was newly developed after questions were posed by EKN. Therefore it is behind schedule and no results are available as of yet.
- Providing guarantees on loans taken out by farmers did not work well. The banks giving out the loans did not have an incentive to follow up when farmers did not make their payments, as they could simply call on the project's guarantee. The farmers treated the loans mostly as "free money", not realising they were expected to repay them. Thus, a significant amount of the project funding was consumed by guarantees called upon by the banks. In response, PSF no longer gives out guarantees. Instead, only technical assistance is being provided, as long as a bank has awarded the loan. This still reduces the risk that the loan is not repaid, as the farmer receives training in running his business. But the financial risk remains with the farmer, not the project. It is not clear which share of the 145 project loans awarded were given out before the revised approach.
- The representation of farmers at the national level has resulted among other things in a stable market price being set for Irish potato in Rwanda. This has in fact resulted in a regulated market, which solved the problem of very low prices during harvest season, due to which potato farmers would have to sell below cost price. Now they can earn an income and save enough money to invest in seeds and agri-inputs for the next season. In order to make the system of a fixed price work, 120 potato collection centres and a wholesale market have been created. The intended effect is a more continuous supply over the years.

- Some anecdotal findings were provided in the end-line interview, in terms of milk cooperative members making a "study visit" to another country and observing milk coolers in use with their foreign colleagues, upon which they decided to invest in a milk cooler for their own cooperative (with benefits of increasing the volume of milk delivered to the market, as well as the revenues to the cooperative). However, the scale on which such benefits have occurred is unclear, although the project reports 24 study and exposure visits have taken place in total.
- The PSF project manager served as director of the CoF during the project. However, no permanent funding is available to continue his salary after the project is completed, and therefore he resigned as of 1 July 2016.

The impact on food security has not been measured by the project.

Sustainability of results:
Several of the project's results can be maintained through the improved supply-chains. This applies to the farmer contracts with post-harvest structures, such as the collection centres for agricultural produce. The collection centres themselves are also sustainable, as they are financed by a percentage of the produce they buy from farmers and sell to the market; they are not subsidised after their start-up phase. Also, the effects of training, study visits and advocacy can be expected to be sustainable, as the skills and institutional improvements resulting from them do not require continued financing to be maintained. To the extent that technical assistance to winners of the Business Plan Competition is successfully completed, the effects of this assistance can be expected to be sustainable. The same applies to the regulation of market prices for Irish potatoes and the example of milk cooperatives that have purchased coolers.

However, other results cannot be maintained without continued external funding. These include the continuation of new rounds of the Business Plan Competition and the continued role of the project manager as the director of the CoF – with the director leaving, it is likely that a lot of relevant knowledge is lost for the CoF. These results are not self-sustaining, and a continued strong role of the CoF is likely to be crucial to maintain the results achieved in terms of institutional and policy improvements.

10. Project 24871 - Capacity Building for Food Security in Rwanda

Project number	24871	Total project budget Total EKN grant	EUR 4,615,800 EUR 4,122,160 $ 6,594,000
Implementing organization	National Capacity Building Secretariat (NCBS)	Budget 2012-2015 by EKN Project expenditure 2012-2015 Saldo	EUR 267,2977 $ 3,396,540 (2013-June 2015) $ 3,197,460 (June 2015)
Subject	Capacity Building for Food Security in Rwanda		
Project title used by project implementer	Food Security Capacity Building Project (FSCBP)		
Period	Start date : 1 December 2012 End date : 30 November 2016		
Short description	Expected outcomes: 1. Strengthened capacity of MINICOM to enhance value addition and food market access - Replaced by another activity 2. Strengthened capacity of RBS to deliver on standardization and conformity assessment in the food security - Achieved: 40 standards have been developed since start of project, leading to increased consumption of Rwandan agricultural produce. 3. RCA strengthened capacity of cooperatives in crop intensification and market access - Not achieved 4. Strengthened human capacity of RAB to increase agriculture and livestock resources - Not clear based on outputs delivered 5. Strengthened collaboration and monitoring by PSCBS concerning this project and programme of Higher Learning Institutions in food security supported by Nuffic – No information available Outputs A strategic Human Resource Development plan established for MINICOM – Not completed yet, as MINICOM had difficulty understanding the coaching role provided by NCBS. An upgraded Management Information System (MIS) incorporating a food security module - Completed A functional Monitoring & Evaluation (M&E) system - The system is in place, but more field-level data need to be provided by beneficiaries to be able to make use of it as intended. The mid-term review found that “There was barely a single shred of documented outcomes and impacts recorded in all the periodic reports		

	produced by the FSCBP institutions. Almost only quantitative output level information is entered into the monthly, quarterly and annual reports."[16]. Staff skilled in developing draft laws and regulations related to food security and safety - Completed Amended policy and law on cooperatives - Completed RCA decentralized policy and strategy available for cooperatives, federations and confederations - Not achieved, due to weak organization of RCA. Advocacy strategy for cooperatives drafted and implemented - Completed Knowledge management function developed at RAB - Completed. Functional review of RAB completed - Completed Annual collaboration and monitoring meetings between PSCBS and agencies and training institute by Nuffic – No information available Performance indicators for the outputs: A plan of Human Resource Development is implemented by MINICOM by 2013; MIS module on food security is installed; Number of staff trained to draft laws and regulations for food security; Publication of new policies and laws on cooperatives; RCA offices are open in all provinces to reinforce its effectiveness; Knowledge management system established at RAB; RAB organizational structure is reviewed and made more operational; Effective collaboration between PSCBS and Higher Learning Institutions involved in food security.
Intervention description	NCBS was established in 2009 (as Public Sector Capacity Building Secretariat, PSCBS) to deal with capacity of public institutions in an effective and efficient manner and to foster accountability and transparency in service delivery. Involved organizations include: Ministry of Trade and Industry (MINICOM), Rwanda Bureau of Standards (RBS), Rwanda Cooperative Agency (RCA) and Rwanda Agriculture Board (RAB). The PSCBS report of 2011 noted that the agricultural sector in Rwanda is still constrained by a lack of technical and organizational capacity to deliver effective services at individual, organizational and institutional level. NCBS is guided by four principles: client-focus; responsiveness and accountability; pursuit of excellence and value for money concern.
issues	- Direct and indirect beneficiaries are not specified - No relation with farmer production or income - Link with farmer practices: By investing in PSCBS EKN contributes to the strengthening of the institutions that are related to the food security issue. it is expected that an improved enabling environment will lead to more and better organized agri-business, especially agro-processing, (commercial)

[16] Dr. Mercyline Kamande and Mr. Eugene N. Gatari (2015). Medium Term Evaluation for the Food Security Capacity Building Project for Rwanda, Final Report. August 2015, page 25.

	storage and food-related trade. Farmers will benefit from these improved circumstances; a concrete link is however not explained in the BeMo. - The project is expected to contribute to an enabling environment that stimulates trade and a better organized agri-business. This could result into more investments and productivity thereby resulting into more income for farmers and related industries, yet this is not mentioned in the BeMo. - The link with food security is not made explicit. Also the relation between NCBS and the four involved organizations remains unclear (MINICOM, RBS, RCA and RAB) How are the roles and responsibilities divided? Are they willing to cooperate? Are there penalties for not implementing the project well? Etc. - The BeMo states that sustainability is guaranteed because NCBS is placed under the responsibility of Minecofin, yet this is not further explained. It isassumed that the GoR is willing to put capacity issues high on the agenda and will invest financially in the NCBS, but no concrete agreements on this are mentioned.

Organization and Implementation of the project

The NCBS is the GoR body in charge of coordinating capacity building for the entire government. This implies that all government institutions need to submit capacity building plans (Annex 7 to their annual budgets), which are brought together in the NCBS dashboard for capacity building (CB). Based on this dashboard, NCBS prioritises CB activities for the coming year. NCBS also provides support to the private sector – specifically the sector skills councils that were first created in 2013, see also project 19815 – PROSKID for more information about the role of these councils – and civil society (Network of International NGOs in Rwanda and the Rwanda Civil Society Platform). NCBS provides a CB Handbook, monitoring and evaluation tools, coaching and mentoring and resource mobilisation. NCBS is responsible for publishing an annual society-wide CB report, but this was not published in 2014 and 2015. The aim is to publish it in 2016 for the first time.

There is a four-year action plan that was defined for the project but this has evolved over time. NCBS claims that the action plan has evolved mainly due to different internal objectives in these four institutions. A new action plan has been agreed with EKN. As for following up the activities realized by the institutions, they need to be reviewed by NCBS and there are monthly reports between the service providers, institutions and NCBS. Agencies are quite independent in choosing the activities they want to implement. NCBS and agencies first realized a mapping of their needs with the focal points (contact points in agencies) of the organization and then defined an action plan. Main activities of the project are: technical assistance, trainings, research, infrastructure, organization systems, management information systems (MIS) or development of strategic plans.

Planning

Project is not progressing at the pace that was defined in the proposal. NCBS is not yet where they wanted to be. NCBS was also restructured and they needed to reorganize themselves. Moreover, it takes some time for implementers and NCBS to understand their own ways of working. Most notably, NCBS

experienced in the project that the agencies it works with expect NCBS coaches to provide technical assistance (i.e. to do work for the agency in question) rather than to coach their executives.
The project is not yet finalised at the time of the end-line evaluation.

Outputs
The BeMo stated 10 expected outputs. The following section states the original expected outcomes (as in the BeMo) followed by the status of the work:

(i) A strategic Human Resource Development plan established for MINICOM. NCBS believes needs of MINICOM have evolved since the project proposal and so, this activity has not been performed and replaced by another one. Their needs have evolved a lot given there is a new Government plan for agriculture and also the second EDPRS program. So, key outputs have changed and have been communicated to EKN. HR was abandoned at MINICOM as there was already an activity conducted in this field by another donor. It was replaced by two different activities.
Five coaches were recruited in order to support programme management and there is also technical assistance in processing centres.

(ii) An upgraded Management Information System (MIS) incorporating a food security module. The activity is ongoing and the technical specifications are currently being reviewed. Terms of reference have been launched by the end of February.

(iii) A functional Monitoring & Evaluation (M&E) system. A monitoring and evaluation tool has been defined and advertised but still, the M&E needs to be reinforced both at NCBS and at organizations. NCBS is currently being assisted by BTC on that matter as well.

(iv) Staff skilled in developing draft laws and regulations related to food security and safety. The activity was completed in January 2014. Staff has been trained in different areas and they are currently developing standards and manuals.

(v) Amended policy and law on cooperatives. NCBS has asked a proposal to RCA but this has not been received yet. This should be done in 2014.

(vi) RCA decentralized policy and strategy available for cooperatives, federations and confederations. This has evolved because decentralization was developed by MINALOC. So, NCBS asked RCA for a concept note. The concept note is expected by the end of March 2014. The concept note will focus on how to collaborate with ministry for the roll out and the enforcement of the reform.

(vii) Advocacy strategy for cooperatives drafted and implemented. There has been an issue with one of the service providers and this activity will be initiated in 2014.

(viii) Knowledge management function developed at RAB. Ongoing process. The inception report was presented by the consultant early in March 2014.

(ix) Functional review of RAB completed. NCBS realized that such a study had already been performed at RAB and so, the activity was adapted. NCBS focused on assisting RAB in implementing the recommendations made during this study. They will also recruit a finance management coach (recruiting process ongoing).

(x) Annual collaboration and monitoring meetings between PSCBS and agencies and training institute by Nuffic. Nuffic is a Dutch agency supporting several projects especially trainings

and scholarships. This activity focuses on supporting organizations in water management and harvesting. A consultant is developing an assessment and at this stage, there is only a concept note. Afterwards, a feasibility study will be performed based on the capacity needs.

A mid-term review conducted in August 2015[17] identified the following mid-term results in the area of effectiveness:

- *"With exception of one institution, which has suffered serial staff and management team turnover; there is strong evidence of stable and efficient functioning of the project coordination and implementation capacity of all beneficiary institutions.*
  Based on findings from the documents and interviews the mid-term evaluation team concludes that the project has been so far effective in achieving expected outputs and outcomes under MINICOM, RSB, and RAB. Limited effectiveness at RCA to-date has been influenced by the factors explained in the previous paragraph."
- *"The establishment of the Community Processing Centres (CPCs), reinforced with a cadre of coaches, has positively impacted on the volume and quality of food investment, production, processing and marketing within the value chain."*
- *"The Rwanda Standards Board (RSB)'s capacity building in the standardization and conformity framework for food security value chain has contributed to improved and increased valued added outcomes with a widening of services to a broader clientele. For instance this evaluation reveals that the installation of the wine scan in the RSB laboratories has greatly reduced the time for products testing and created an explosion of banana wine industry with the food security value chain in Rwanda."*
- *"Rwanda Agriculture Board (RAB)'s investment has strengthened food security in terms of accessibility and improvement of production factors through capacity in extension services. The breadth and width of outreach with farmers has opened doors and created a fertile ground for other food-security agencies to address post-harvest infrastructure and markets within the food value-chain framework."*
- *"It was apparent during interviews and documents review that the views regarding the understanding and how the concept of Value chain was varied. The concept of value chain interlinked activities and outcomes and how they impact the food security capacity need to come out clearly and recorded. Project implementation would gain from a harmonized understanding of this concept and how it works towards contributing to the FSCBP goals."*

Impact on food security

NCBS sees the following impacts on food security:

- NCBS's support leads to sustainability of agencies and ministries and the setting up of standards. This may lead to an increase in sales of processed food
- RAB performs research that can conduct to the definition of right, stronger varieties of crops or food.

[17] Dr. Mercyline Kamande and Mr. Eugene N. Gatari (2015). Medium Term Evaluation for the Food Security Capacity Building Project for Rwanda, Final Report. August 2015, pages 7-9.

Other impacts are:

- Organization are in a better position in value chains: people are trained and systems are in place. An important objective has been to make the agri institutions work together as a family. This is working, but with some difficulties. The needs assessments per agency and the initial workshops were done together, in inter-organizational teams. The implementation however was not conducted this way. In large part, this is due to the fact that the agencies differ significantly in their performance, which makes cooperation between the frontrunners and the laggards difficult. NCBS considers this their own failure, as they have the role of "team coach". For the final leg of the project, the key question will be if this can still be achieved.
- Having greater synergies along value chains, better coordination of agencies and donors' projects. This value chain approach to public-private cooperation is not yet working, due to the limitations to the cooperation described above.

The institutions NCBS also collaborates with other organizations and donors and so, NCBS finds it quite complex to isolate effects of their activities. There are also many actors involved. With regards to targets or beneficiaries, NCBS acts as a facilitator and only deals with agencies, so they are not in contact with direct beneficiaries. Farmers are beneficiaries of the project mainly through RCA and RAB. Projects are developed at district level with cooperatives.

Still, it seems that there are very few indicators in place to follow up activities. NCBS does not have a very clear view on the starting position and did not have references to set up performance targets at the start of the project. Therefore, a baseline study was conducted in order to have a better overview of the situation at the beginning.

Sustainability of results

The sustainability of the project results can be insured in part through the permanent role of the NCBS (e.g. annual review of capacity building situation and plans of all organizations served by the project). Also, the effective parts of the project (e.g. completed trainings) will be self-sustaining to some extent. However, NCBS has noted a significant risk in the fact that the organizations have not continued to work together "as a family" after the initial needs assessment. The sustainability of results would benefit strongly from renewing this cooperation, which is NCBS' focus during the remainder of the project.

Challenges

Capacity Building is mainly about soft skills but agencies might also need infrastructure and equipment to perform properly, so if really needed, NCBS might offer support in infrastructure investment. However the main challenge of the project has been to explain that NCBS coaches do not provide technical assistance, but rather coach the top managers of the agencies they work with. It gradually became clear that this crucial aspect of the coaching relationship was not understood by many of NCBS' "clients" in the project.

11. Project 25059 - Consolidation Marshlands (in-depth evaluation)

Project number	25059	Total project budget Total EKN grant	EUR 15, 815,719 EUR 11,761,707
Implementing organization	Deutsche Welthungerhilfe e.V.	Budget 2012-2015 by EKN Project expenditure 2012-2015: Saldo	EUR 1,436,079 EUR 1,500,000 EUR 0
Subject	Consolidation Marshlands WHH		
Project title used by project implementer	Consolidation of Marshland Development in Huye, Ruhango & Muhanga Districts, South Province, Rwanda (Consolidation phase ESIRU) *Establishing a System of Integrated Resource Utilization (ESIRU)*		
Period	Start date : 1 January 2013 Expected end date: 31 December 2014 End date : 31 December 2014		
Short description	The project is a follow up of the ESIRU project I and II (Establishing a System of Integrated Resource Utilization), an earlier investment in strengthening soft infrastructure and investments in marshlands. The ESIRU Project started in 2004 and consisted in developing idle swamps into irrigated marshland schemes for mainly rice farming. This project was meant for consolidating results by improving the capacity to manage the hardware and to further strengthen the social infrastructure. The overall goals for this whole program were poverty reduction, reduced malnutrition and self-reliant continuation of development initiatives. Outputs: a) Productive and protective infrastructure of Esiru I+II is consolidated and functioning: irrigation schemes, dams, terraces, infiltration galleries, roads and rice platforms as well as the rice mill (latter not financed by EKN); b) Local government authorities and agents (at all levels), organised farmers' groups (10 cooperatives, 7 water users associations and other groups) are enabled to manage the infrastructure in a self-determined, inclusive and sustainable manner; c) Strengthened influence of women within cooperatives and water users associations. Performance indicators for the outputs: • Increase in average rice production by 50% from 4 to 6 tons/per hectare/per harvest; • Two rice harvests per year; • Increase of 50% of income in Esiru cooperatives; • 100% of the rice-lands is utilized; • RWF allocated in districts and sectors budgets for repair and maintenance; • No. of women in leading positions in cooperatives increased;		

	• In all Water User Associations 42% of leaders are women by end 2014; • No. of women having access to SACCO family accounts. Outcomes: 1. Complete productive marshlands and hillside infrastructure and to enable beneficiaries and local government authorities to take full responsibility and ownership of these works. 2. Sustained reduction of poverty, enhancement of food security and self-reliant continuation of development initiatives in Huye, Ruhango and Muhanga district by the end of 2014 and beyond.
Intervention description	The ESIRU program was generally designed to contribute to solving the problems of poverty and food security in the Southern Province of Rwanda. As mentioned above, the annual income of most of the ESIRU beneficiaries was extremely low. The same was for the food security conditions in the area. The consolidation phase has been designed after observing that the ESIRU achievements needed to be further consolidated and that users needed to be further prepared to take over. There was in particular the problem of poorly organized cooperatives and the newly formed Water Users' organizations needed to be systematically capacitated so that they can take over the important tasks of infrastructure maintenance.
Issues	- The project is a follow up of earlier work. The fact that this consolidation phase is as necessary as EKN suggests might indicate a failed planning of the first project. Further on, the BeMo relies heavily on supposed knowledge on the previous trajectory and therefore is not always clear on the relevance and logic of this project. - Farmer involvement was a challenge in the beginning of the project but improved during the project with capacity building. - Rainfall / floods damaging terraces - Price of rice is fixed by the GoR . When the price drops as has been seen at baseline, it gives farmers the incentive to sell rice directly to buyers in order to get their cash more quickly. Fixing the price this may lower the incentives to collaborate among cooperatives and might also have a negative impact on the power of cooperatives.

Organization of the project

The ongoing project is a follow-up of the Marshland development that took place under the ESIRU program. It aims at consolidating the results achieved. In the course of the ESIRU project marshland areas in 4 districts were transformed into some 700 ha of highly productive rice perimeters. This includes the construction of 4 water dams (of which 3 function as storage basins) and 8 solid intake structures (see reports provided). Numerous additional infrastructural components like bridges, off-takes, crossing-structures allow smooth operation of the irrigation facilities. The schemes are traversed by hundreds of km of primary, secondary and tertiary canals.

This project was a HIMO project (HIMO=Haute Intensité de Main D'oeuvre). The project employed about 20,000 persons under Cash For Work (CFW) for the whole project period. The ESIRU project total budget was about € 20,000,000 and about 40% of it was directly paid to workers under Cash for Work system. The last project phase has a small CFW component for minor repair works and it employed about 1500 workers during the project period. Moreover, several kinds of off farm jobs have created as a result of the project (small shops, agro processing units, etc.)

Following the initial project planning (developed in close collaboration with LGA and farmers), the schemes are parcelled into plots of about 0,1 ha and distributed among the area's population according to district poverty ranking - thus benefiting about 7,000 of the poorest households in the intervention area. At end line (March 2016) the average productivity was 5,5 tons of rice per ha, with 2 crops per year. The aimed-at productivity was 6 tons per ha per season. The schemes are operated and maintained by 12 fully established and functional cultivators' cooperatives and 6 Water Users' Organizations (WUO).
This project phase was entirely dedicated towards capacity building and consolidation of existing infrastructure. Capacity building and organizational development are crucial for the finalization and the sustainability of the project and systems have to be put in place.

There are several components in the project:

- Reviewing the state of infrastructure, repair and maintenance
- Hillsides to protect against erosion by building terraces, bench terraces... This will improve the production and will consolidate the infrastructure before the phasing out
- Irrigation of marshlands
- Cooperatives and crop production (the programme has generated 121 cooperatives): management and capacity building to take over the project
- Capacity and preparation of Government institutions.

Two main types of organizations are involved in the program: districts and farmers organizations. Districts and cooperatives provided workforce and work under 'cash for work'. People were paid on a daily basis.

Impact of the project

Detailed information has been provided with regards to the overall programme from 2004 to 2014. Split was made among donors and funding. Here is the summary of results provided by WHH:

Proj. No.	**Titel**	**District**	**Infrastructure**	**ML (ha)**	**TR (ha)**	**IG (km)**	**Roads (km)**	**Coops (#)**	**Coop members (#)**	**Benef ML (#)**	**Benef. TR (#)**	**Benef. CFW(#)**
RWA 1024	ESIRU-I	Huy/Muh /Nya/Ruh	2 dams/reservoirs; 5 intakes	333,2	345		35	4	2800	2800	501	3.532
RWA 1024		Huy/Muh /Nya/Ruh										2.787
RWA 1031	ESIRU-II	Huy/Muh /Nya/Ruh	1 dam; 1 intake	247,5	170	600		6	2450	2450	247	4.593

RWA 1034-11	ESIRU-II Ext.	Huy/Muh /Nya/Ruh	2 intakes	125,5	85	640	40	2	1000	1000	124	3.820
RWA 1037	ESIRU Consolidation Phase	Huy/Muh /Nya/Ruh					38					2.762
Total				**706,2**	**600**	**1240**	**113**	**12**	**6250**	**6250**	**872**	**17.494**

ML Marshlands
TR Terraces
IG Infiltration Galleries
Coop Cooperative

The total project output was as followed:

- 12 Marshland cooperatives: 6,250 members, of which 2,638 are women, reach: 35,000 indirect beneficiaries;
- 6 WUO: 5,939 members, of which 2,439 are women;
- 872 users of erosion protected hillside / terraces: 2,000 households, reach: 10,000 indirect beneficiaries;
- 17.494 people participated in the Cash for Work program
- 500 Local government authorities.

Activity	Results 2012-2015
Marshland Development	→ **706,5 ha** of highly productive irrigation schemes - 3 dams - 8 intakes - numerous irrigation infrastructure components
Hill-side agriculture / terraces	→ **600 ha** of highly productive radical terraces
Soil and water conservation	→ **1,240 km** of infiltration galleries → **1,5 Million** agro-forestry trees planted
Road construction and rehabilitation	→ **130 km** of rural feeder and access roads constructed or rehabilitated
Agro-processing / value chain	→ Construction of the ***Gafunzo Agro-Processing Unit*** (Rice mill with capacity)
Organizational Development & Gender	→ Support of 12 Cooperative and several Association

	→ Scheme and water management carried out by Coops & WUAs → Irrigation schemes with 2 crops per season; at end line between 5- **5,5 t / ha** (rice) → 100 % utilization of terraces, currently **4 t / ha** (maize)
School construction/rehabilitation/expansion	→ 13 schools in 5 districts (at each school 6-12 new classrooms with latrines and cisterns for rain-water-harvesting were built)
Rural water supply	→ 60 spring cappings in 3 districts
Cross-cutting issues	→ e.g. Malaria treatment with *Artemisia Annua*

Outputs:

The project results show that in 10 years' time output indicator 'a' has been met. The project resulted into productive and protective infrastructure of Esiru I+II is consolidated and functioning: irrigation schemes, dams, terraces, infiltration galleries, roads and rice platforms as well as the rice mill.

The performance indicators related to the outputs have almost fully been met:

- Increase in average rice production by 50% from 4 to 6 tons/per hectare/per harvest: the rice production is 5-5,5 tons (beneficiaries even of the focus group discussion mention even lower results depending on the weather conditions of 4,5-5,5 tons/per ha/season). The output is somewhat lagging behind. Especially since we learned that a new target has been set by the farmers and districts, wanting to reach 7 tons/ per ha/ per season. Outside the reach of WHH however we received data in Muhanga district, stating that the average rice production reached 5,93 ton/ha in 2014-2015 showing that there is improvement (*also other projects and partners involved to realize this goal, such as local partners Ugama, Syndicat Ingabo etc.)*
- Two rice harvests per year: this output has fully been met, there are now two harvest per season of approximately 5,5 ton / hectare / season.

Productivity & actual yearly production	Marshland			Terraces			
	Rice (90%)	**Maize (10%)**	**Beans (10%)**	**Maize**	**Beans**	**Cassava**	**Pineapple**
Average Productivity ESIRU (t/ha/season)	5,5	3	2	3	3	15	35
Crops per year (#)	2	1	1	1	1	0,5	0,5
Proportion (%)	90	10	10	70	70	20	10
Production ESIRU I (t/year)	4257	129	86	724,5	724,5	517,5	603,75
Production ESIRU II (t/year)	2673	81	54	535,5	535,5	382,5	446,25

Total	***6930***	***210***	***140***	***1260***	***1260***	***900***	***1050***
Direct beneficiaries		6250				870	

- Increase of 50% of income in Esiru cooperatives: With the stable income from 2 regular crops per year (ca. € 300 / 0,1 ha), the basic household income situation of participating families has improved substantially (nourishment, housing, health insurance, school clothing ectc.) In addition farmers benefit from the improved production of the terraces. Also participants of the FGD indicateethat their income has improved substantially, which is attributable to this project and has allowed them to be able to acquire other assets such building permanent houses, buying animals and other assets such as bicycles and motor cycles.

The following economic figures received from WHH (survey) about marshlands rice farming at the end of the project confirm that the project improved the income of households benefiting from the project:

Situation at the beginning of ESIRU	**Situation at the beginning of the consolidation phase (end 2012)**	**Situation at the end of the project (End 2014)**
Most of beneficiaries have an annual income of less than 10 euro.	4t/ha/season on average: 8t/ha/year	5.5t/ha/season on average: 11t/ha/year
	700 ha x 8,000 kg x 300 RWF = 1,680,000,000 RWF/year (2.2 Mio €) gross-return;	700 ha x 11,000 kg x 300 RWF =2,310,000,000 RWF/year (3.9 Mio €) gross-return;
	1 household on 1/10 ha plot has presently: 240,000 RWF/ year; or € 315	1 household: 330,000 RWF/year; or € 412

The above figures are supplemented by the considerable income on bench terraces on the hillsides. The income does not seem to have increased by 50% (increase of 30% excl. income terraces), but the impact has been large. The target output has partially been met , leading to the accomplishment of this output indicator.

- 100% of the rice-lands is utilized: we learned that 90%-100% of the land is utilized. This is in line with the output indicator.
- RWF allocated in districts and sectors budgets for repair and maintenance: for the in-depth study we used the Muhanga district as a case study. We received data from the district of their overall project planning for fiscal year 2016-2017 and saw that Muhanga district is budgeting large amount of money for repair and maintenance of roads, rehabilitation of water supply systems, rehabilitation for forests and construction of for example rice drying grounds. This shows that districts in Rwanda take into consideration the budgeting for repair and maintenance. This output target has been met.

- Nr. of women in leading positions in cooperatives increased: at baseline 20% of the leading positions within cooperatives were held by women. At end line 2,638 (42,2%) women had a leading position within a cooperative. WHH had a gender specialist in the project team and this role was reinforced in the consolidation phase. The output target has been met.
- In all Water User Associations 42% of leaders are women by end 2014: 2,439 were part of the WUA. It is not known how many of them had a leading position.
- No of women having access to SACCO family accounts: The gender specialist made sure that women were employed, that they were getting paid on their own bank accounts (SACCO Bank) and that women were empowered by receiving financial literacy. The exact number of women having access to SACCO via this project is unknown.

Output b emphasizes that local government authorities and agents (at all levels), organised farmers' groups (10 cooperatives, 7 water users associations and other groups) are enabled to manage the infrastructure in a self-determined, inclusive and sustainable manner:

The project result show that this output has been met. The project was not only teaching farmers how to grow rice, but was also promoting appropriate farming techniques for growing maize and beans on the hillsides along the valleys. The farmers were taught and guided in constructing soil conservation structures to address the problem of erosion in the area.

The District had a role of ensuring sustainability of the infrastructure in the marshlands. The District monitors cooperatives to ensure that they perform their functions as expected. During the end line it reported that the maintenance of the infrastructure function was done in collaboration with farmers, the district and Welthungerhilfe. In Muhanga district the district and farmers through their own initiative without Welthungerhilfe involvement were growing more agro-forestry trees. Already they had planted 15, 482 trees in 1 sector out of three (3) sectors to prevent erosion.

The WUOs control the use of the dam water and ensure the dam infrastructure is maintained. The WUOs were working closely with the Cooperatives. The cooperatives allocated part of the farmers' incomes to WUOs to facilitate them in performing their functions. The WUOs have staff that they have employed who oversee irrigation and maintenance of the irrigation infrastructure.

All the relevant stakeholder with an important role for the district still maintain the infrastructure in a self-determined, inclusive and sustainable manner even though the project has ended. This output has been reached and proven to be sustainable.

Output c focused on strengthened influence of women within cooperatives and water users associations. As mentioned above women have received leading positions in cooperatives and WUO's. This output has been met as well.

Outcomes:

1. Complete productive marshlands and hillside infrastructure and to enable beneficiaries and local government authorities to take full responsibility and ownership of these works.

The several outputs showed that there has been a close collaboration between WHH, the districts, cooperations and WUA's. WHH has worked with the Government and the districts to raise awareness about the use of the marshlands, which are property of the Government and cooperatives have rights to use them, whereas terraces are private properties.

The comprehensive involvement of users and local government authorities (LGA) during all project phases was a key success factor in the consolidation phase. During the project LGA were comprehensively supported in taking over operation and maintenance (O&M) of the ESIRU facilities. In the course of the program, joint activities collaborative agreements (MoUs), with province, districts as well as governmental institutions were established, ensuring active involvement in the program implementation and establishing mechanisms to ensure the follow up of the management of the schemes after the end of the project.
The fact that districts like Muhanga districts reserve sufficient budget in their planning for rehabilitation, construction works and other activities related to agriculture shows that the GoR is taking its full responsibility. Also the fact that the farmers and district look for own funding and solutions for problems such as repair of dams or planting 15, 482 trees to prevent erosion in one sector shows that the stakeholders work closely together also now that the project has ended. The outcome has been successful and is reached.

2. Sustained reduction of poverty, enhancement of food security and self-reliant continuation of development initiatives in Huye, Ruhango and Muhanga district by the end of 2014 and beyond.

The project has improved the food security situation of households benefiting from it in many ways. The rice yields have improved at a rate of more than 4 times (from 1--2 to 5.5 t/ha). Although most of the produced rice is sold to rice processing factories, rice growers do generally keep some 20% of the total production for own home consumption. Moreover, the main part of the rice income is invested in households feeding by purchasing other staple food from the market.

Farming on the hillsides was also an important component of the project that highly contributed to improving the food security situation of the households benefiting from the project. On the hillsides, the project supported beneficiaries with erosion control measures and improvement of agriculture on the newly established bench terraces. Diversified food and cash crops have been introduced and supported (pineapple, beans, cassava, maize, geranium, fruits, etc.).

The project has indirectly benefited many more people and it allowed other foods producers to improve their production. This was particularly observed through the fact that farmers of the area who had not received a plot in the new schemes started to grow rice in the neighbouring non developed schemes just because they had seen from the project how important is to grow rice. Moreover, the increase of

income from the project by beneficiaries has contributed to improved local economies hence allowing other food producers to improve their production.

According to the district agronomist in Muhanga Welthungerhilfe had achieved its goal by 100% that of increasing production among the farmers. Before the project, potatoes were the main crops produced and did not have a ready market where they could be sold but with rice, the farmers got a ready market and as a result their incomes improved. The marshlands were consolidated and put into productive use.

Sustainability

The involvement of key stakeholders such as local government, farmers, cooperatives and WUO has been a key element to the success of the project and sustainability. As already explained at outcome indicator 1, this has proven to be successful and shows that the key stakeholder take full responsibility of the situation and that the project has been sustainable.

Next to the more than 17.000 Cash for Work jobs, a number of off farm jobs have been created as a result of the project. Several new shops have been opened in the project areas following the huge inflow of cash during project implementation. Several processing units have been started in the project area following the considerable increase of agricultural production (rice, maize, cassava, pineapple, etc.). According to WHH long lasting jobs created as a result of the project are estimated at about 100 (non-farming jobs= shops, agro processing units, cooperative employees, inputs sellers, etc.).

12. Project 25195 – Participatory forest management (PAREF NL-2)

Project number	25195	Total project budget Total EKN grant	EUR 6,305,510 EUR 5,630,996
Implementing organization	Rwanda Natural Resource Authority (RNRA)	Budget 2012-2015 by EKN Expenditure 2012-2015 Saldo	Unknown Unknown In progress
Subject **Project title used by project implementer**	Support to participatory forest management pilots and biomass energy production in 9 districts of Rwanda (PAREF NL-2) PAREF NL-2		
Period	Start date: August 2013	Expected end date: 31 December 2016	
Short description	Overall goal: The implementation of the national forest policy contributes to poverty alleviation, economic growth and environment protection. Specific objective: Qualitative and quantitative management of forest resources for biomass energy in the 9 districts improved. Four indicators: (1) Figures on forest cover: 3500 ha of new forest plantation in public (2500 ha) and private land (1000 ha) will be realized – **On track to be achieved:** at the time of end-line visit, 2,299 Ha had been created on new Public lands and 970 Ha created on new Private lands in the zone of intervention (2) Figures on annual increment (12.5 m3/ha/year) and standing volume for pilot areas; (3) Quality of 9 management plans at district and sector level; (4) Awareness amongst stakeholder on participatory forest management: 250 persons from different institutions including authorities and technicians will participate in awareness activities technically and financially. Outputs: 1. Organizational forest management capacities at district and sector level are improved; 2. The forest cover in the 9 districts on public and private land is increased; 3. Lessons are learned by experimenting with participatory forest management on public land at pilot area level.		

	Performance indicators for the outputs: 1.1. 18 forest and financial staff financed by District at the end of the project will be trained; 1.2. 9 detailed forest management budget proposals are developed per district for the fiscal year; 1.3. 9 districts are in charge of forest on public land; 1.4. 101 staff from districts and the department of Forestry and Nature Conservation will be trained in sustainable forest management. 2.1. 2500 Ha of biomass energy plantations on public land are established; 2.2. 1000 Ha biomass energy plantations on private lands are created; 2.3. Established plantations >0.25 Ha are incorporated in to forest GIS, district and sector maps; 3.1. District forest management plans of the 9 districts are updated; 3.2. Forest management plans developed for 9 sectors with participatory management; 3.3. Lessons learned and recommendations are formulated based on experimenting with participatory forest management in 9 pilot areas (>100Ha/district); 3.4. Proposal for forest rules and regulations on participatory forest management of public forest developed; 3.5. Average annual increment per ha for 9 pilot biomass plantations measured yearly. The average increment will reach 12.5m3/ha/year from 10.000 ha already planted; 3.6. 13.2 tons of charcoal and number of 200 steers of firewood produced per hectare of pilot by the end of 2015 from 10.000 ha already planted; 3.7. A proper mechanism for sharing of benefits coming from the participatory managed biomass energy plantations will be in place and functioning.
Intervention description	More than 95% of Rwandan households use fuel wood or charcoal and will greatly benefit from the access as consumers (output 1.4 MASP). PAREF NI-2 is a follow up for PAREF NI-1. By investing in forest management capacity more firewood and charcoal becomes available. Yet the link between firewood and charcoal and food security is not specified.
Issues	- Farmer practices: Training on financial and forest management is provided. Also 250 jobs are created which leads to more income and thereby more food security. - Indirect effect on food security: The charcoal and fuelwood will become more available, yet it is mentioned that this will be sold for the benefit of the Forestry department, local people, entrepreneurs and (ultimately) consumers. Yet nothing is mentioned about how this will be done and against what price, will this be focused on letting as much people benefit as possible or to make as much profit as possible? (see also output indicator 3.6 and 3.7)

- Different terms are used: firewood, fuel wood and cooking wood, but it is understood they all mean the same: wood for cooking.
- Food security impacts are indirect because more charcoal and fuel wood becomes available and more land becomes suitable for farming, yielding more income. Yet it is not proven that this will be indeed used for food preparation. Also it is unclear how this will become available to people/consumers and which category is targeted here (e.g. poorest people, children).

Project PAREF NL-2 is the follow-up of PAREF NL-1 implemented in the past with BTC (project 19462)[18]. The overall objective of that project was the reforestation of nine districts in the North and West of the country. It was also to improve the quality of forestry production. So, the project focused on reforestation (increase in the surface), maintenance and preservation and valorisation of forestry products. For more details on the outputs and results of the first project, see below and see also documents received "Support Program to the Reforestation in 9 districts of the Northern and Western Provinces of Rwanda (RWA 080631T – 18841 Amb/PB) – Final Report").

PAREF NL-1 focused on public forests (managed by the central government) only. In PAREF NL-2 the forests managed by the districts and forests in private hands are also part of the project scope. Public forests make up 69,13% of the forests in Rwanda, while district and privately managed forests account for respectively 4,57% and 26,30% (2013 figures, provided by RNRA). The challenge for privately owned forests is that they are smaller and more scattered than public forests, resulting in more limited capacity for forest management. Therefore, improving management of privately owned forests requires more effort. Thus, the project builds on and expands the achievements of PAREF NL-1.

Nº	**Category of forest depending on the owner**	**Area (Ha)**	**Percentage of each category (%)**
1	Public forest	238,827	69.13
2	Private forest	90,889	26.30
3	District forest	15,783	4.57
Total		**345,500**	**100**

N.B: Those data are for the year 2013.

Project PAREF 2-NL focuses on participatory forest management, involving the districts and the local population in the decision of where forests should be planted. Also, like in PAREF NL-1, the HIMO approach is applied. The first phase of the project deals with the reforestation and the increase in the area covered (goal is to reach 30% of land covered by forest). Currently, forestry is about 29% of land in Rwanda. Then, a second objective is to reinforce forest management and productivity. The implementation of the project is performed with local partners and agreements are signed with districts. Cooperatives and population are closely involved in the project as well. There will be training and pilot sites. By the end of the project,

[18] In the course of the baseline assessment we were informed that a further continuation of PAREF II has been granted under project number 25812, for a total budget of EUR 5,630,996, to be spent during the years 2012-2016. Project 25812 has not been included in the scope of this evaluation.

productivity of land will be checked to evaluate the evolution. Currently, the productivity is about 9,6 m^3/ha while the objective by the end of the project is 12,5 m^3/ha. The third component of the project on valorisation of forestry products will also consist of information sessions and promotion on better use of cooking wood (actually the improvement and promotion will not be only on wood. Currently, it seems that households' "oven" (fire place/furnace) are made of rocks whereas using clay would help consuming much less cooking wood). Currently, the yield of carbonization (so, burning wood in rocks furnace) is about 12% while the aim is to get to 20%.

Implementation and organization of the project

Implementation

The project has the same components as PAREF NL-1, but it has a stronger focus on forest management and the capacity for this at the level of the districts. The project also builds on the achievements of PAREF NL-1. PAREF NL-2 targets the same districts as PAREF NL-1.

Organization

There is a management team of the project based in Kigali. This team has signed 'management contracts' with nine districts; the districts define their own intervention areas. The districts are divided into four zones and there is a supervisor for each zone but there is not a single person for each and every zone, they combine several working zones. So, all in all, there are four supervisors (three of them are in charge of 2 districts, and the fourth one is in charge of 3 districts). At the district level, there is a technician specialized in reforestation and extension of forestry who is in charge of the daily management of the project in the field. The approach for reforestation is the HIMO approach so the technician works in close collaboration with the District Forest Officer (DFO) in order to supervise the people working. DFO also helps identifying the areas where reforestation should take place and also for supervising the manpower. Up to March 31st 2016 an amount of 1,099,664,912 Rwandan Francs was paid to manpower contributing to poverty reduction in rural areas especially in rural households. Finally, the training part was organized with the assistance of international technical assistance. By april 2016 511 members of 18 cooperatives had been trained. There is an overall Director of Administration and Finance (DAF) who is in charge of the financial follow up of the project and he is seconded by local staff at the district level, since district level is in charge of the payroll of workers.

Participatory management

This project aims at setting a participatory approach so the project team identifies cooperatives already active in forestry management in order to give them trainings and assist them with capacity building matters. Project also involves families and households as reforestation is performed through HIMO, so this provides jobs to the local population and helps them increase their earnings. It is interesting to note that HIMO also focuses on hiring women as they are an important "vector" of education in the family. One of the objectives is also to set up an approach with benefits sharing between the Government of Rwanda and the local population. Practical details have still to be defined but RNRA will assist local population in order to define the approach, the activities of the local cooperatives and train them in order to reinforce their capabilities.

Planning

The project started with some delay, in August 2013. This means that there was a gap between PAREF NL-1 and the current project. As the project started with maintenance of young trees planted during PAREF NL-1, these tasks were delayed and in some cases led to young trees being damaged by cows or weeds.

The project will run until December 2016. Therefore the complete results of the project are not available at the time of this evaluation.

Challenges faced

Degradation of planted trees by shepherds especially in Gishwati zone. Sometimes this creates conflict between forest guards and the shepherds. Those conflicts have thus far been solved by district authorities through collaboration with the Project Management Unit and the RNRA.

Impact on food security and beneficiaries

Impacts on food security are rather indirect and can be described as follows:

(i) Reforestation increases the number of trees and so, the availability of ligneous products. This contributes to soil preservation and fight against erosion which in turns leads to higher agricultural production and thus may allow smallholder farmers to increase the food security of their families.

(ii) Trees are also planted in fields for agro-forestry; by selecting specific tree races, this helps to have better fertile lands and also protects agriculture areas/fields from erosion. This contributes to better production and yields. Agro-forestry farmers are also taught how to harvest seeds from the trees and store them for planting new trees in the future.

(iii) The production of charcoal become 100% more efficient due to the new techniques charcoal makers are trained in. This implies that for producing the same amount of charcoal, only 50% of the amount of trees is cut. For charcoal makers this implies a significant increase in productivity and income. A similar training programme is in place for tree nursery bed workers.

(iv) HIMO approach enables job creation and gives extra revenues for households who can then buy food. Also, some of the HIMO workers may develop skills that allow them to find jobs after the project is completed. No numbers are available on this.

(v) Protection of the watersheds and protection of rivers lead to a better management of watercourses and this also helps reducing the floods or erosion, which in turn helps keeping the agriculture areas.

(vi) Reforestation lowers air, soil and water pollution which to better quality food and especially fishes.

With regards to beneficiaries, details are available in the evaluation report of the first project but main target is the population at district level. Project targets districts with a relatively high poverty level. Direct beneficiaries are workers employed under the HIMO approach. The Government of Rwanda has declared that at least 30% of the HIMO workers should be women. Part of the HIMO approach is specifically focused

on people with skills, but not a job. For example, multiple agronomists have been recruited this way. They are tasked with training other HIMO workers, thus adding to quality of training and on-the-ground supervision, while also allowing them to apply their skills and potentially find work after the project.

The total expenses for cash-for- work in PAREF NL1 Project is: 4.54 billion Rwandan Francs or 5.68 million Euros. In addition to payments for HIMO labour, the above amount has been spent on tree seedlings production (Public and Private) and payments of guards and maintenance.

Sustainability of results

- Sustainability of the project can be expected to improve because of much stronger involvement of the districts (e.g. in terms of where to plant forests and who should be involved as HIMO workers) and private forest owners than in PAREF NL-1. Also, an added benefit of the project is that private forests are identified and mapped (a GIS specialist has been included in the project team for this purpose). Families that have received trees must sign a contract with the district in which they commit to managing the trees. Villages that have received trees are assisted in setting up committees that will monitor the management of the trees by these families and report to the districts. Together, these elements are expected to further improve forest management.
- Also, further capacity building at district level has been delivered, through training of District Forest Officers and 15 agronomists per district in a.o. the use of GPS, tree measurement and managing high-quality seeds.
- The problem signalled in PAREF NL-1 about bad quality of tree seeds, is being remedied by training the cooperatives in the collection and conservation of seeds from their own trees. As the cooperatives are paid for collecting good seeds, this is a new way for their members to increase their income.
- A risk that could undermine the result of the project is the length of it. The project will last about 2,5 years while it is estimated that such a reforestation programme should rather last 5 years. There is indeed only one planting season a year and so, if the project lasts 2 years and if there is delay one year, then, there is only one plantation that is possible. Also, forests planted later in the project may not become productive before the HIMO part of the project ends, which implies the risk of damage to young trees similar to that which occurred in some cases between PAREF NL-1 and NL-2. So, this could reduce the results with regards to the areas that will be replanted.

13. Project 25454 - Cooperatives Support Programme

Project number	25454	Total project budget Total EKN grant	EUR 2,166, 843 EUR 2,166, 843
Implementing organization	SPARK Rwanda	Budget 2012-2015 by EKN Expenditure 2012-2015 Saldo	EUR 1,758,474 EUR 1,758,474 Project in progress
Subject	Cooperatives Support Programme		
Project title used by project implementer	Cooperatives Support Programme (CSP)		
Period	Start date : 6 May 2013 Expected end date : 31 January 2017 (extension request for 10 months was submitted and awarded) End date : 31 March 2016 (scheduled, but not met) – extended to March 2017		
Short description	Programme objective: accelerate agri-business development thus promoting rural economic growth and generating jobs in the agricultural sector. This will contribute to food security and stability. Sub-objective 1: to strengthen the capacity of cooperatives as well as new and existing agribusinesses (making use of cooperatives' produce) thereby generating employment opportunities and contributing to stability and food security. Sub-objective 2: to strengthen the capacity of the Cooperatives Support Network (CSNs) and relevant government agencies in the selected districts. <u>Note:</u> Indicators with * are used by EKN for result chain/result fiche. These are not all indicators; also some extra indicators are mentioned at the end. Outcomes with (sub)objective 1: • Existing cooperatives and new and existing agribusinesses increased production and developed (new) products and/or services in the selected districts; • Employment generated in cooperatives, in new and existing agribusinesses in the selected districts as well as in their supply chain and distribution networks; • Food security increased. Indicators: • Increase in number of cooperatives supplying new products in selected districts (25% compared to baseline); • Number of agri-businesses activities started in selected districts (35); • * Total value in EUR of these cooperatives' and agribusinesses' products per year increased (25%);		

- Number of direct jobs created in supported/started cooperatives and agri-businesses during the three year and after the programme (750);
- * Increase in volume of tons of food reaching the domestic markets (tbd on basis of baseline).

Outcomes within (sub) objective 2:

- Cooperative support structures are better able to provide relevant and appropriate coaching and guidance to existing cooperatives and SMEs.

Indicators:

- Increase in number of cooperatives and SMEs using the services of CSN (25% compared to baseline);
- * Increase in cooperatives and SME satisfaction with the CSN support (50%).

Outcome indicators that EKN will monitor:

- Total value in EUR of targeted cooperatives and agribusinesses products increased per year by 25%;
- Volume in tons of food reaching the domestic markets increased by x% (tbd on basis of baseline);
- Satisfaction of cooperatives and SMEs with the Cooperatives Support Network support increased by 50%;
- No. of targeted cooperatives that receive a (commercial) loan for the first time.
- SPARK indicates that definite indicators will be determined in inception phase, EKN has to approve these!

! Indicators with * are used by EKN for result chain/result fiche. These are not all indicators, also some extra indicators are mentioned at the end. Note: for most outputs, no information is available as to whether they have been met or not, as a) the project is still on-going and b) the mid-term review[19], which addressed results achieved by December 2014, covered only a small number of these outputs.

Outputs with (sub) objective 1

- General management& organization support provided to selected cooperatives in the selected districts;
- Package of business services provided to selected cooperatives' and agribusinesses' entrepreneurs in the selected districts;
- Financial institutions' agri-finance products and instruments made available to cooperatives, starting and growing agribusinesses in selected districts.

[19] Friends Consult (2015). Mid-Term Review (MTR) of the Cooperatives Support Program (CSP). Kampala, August 2015, page 26.

Indicators:

- Number of cooperatives supported/trained/coached (100) – on track by end of 2014 (96% of annual target);
- * Number of cooperatives staff/members provided with general management & organization training & coaching (500) – on track by end of 2014 (226% of annual target);
- * Number of (potential) entrepreneurs from cooperatives and starting and growing agribusinesses provided with business skills training&coaching (60) – behind target by end of 2014 (60% of annual target);
- Number of cooperatives and/or (starting/growing) agri-businesses provided with financial services (18) – on track by end of 2014 (250% of annual target).

Outputs with (sub) objective 2:

- Market analyses in selected districts and market and business opportunities for cooperatives identified;
- Business Development Services for Cooperatives at existing or new CSNs and financial institutions introduced and/or strengthened;
- General Management & Organizational Capacity Services for Cooperatives at existing CSNs introduced/strengthened.

Indicators:

- Number of market analyses conducted and reported including business opportunities for cooperatives (9);
- Number of market opportunities identified and reported during inception phase (18);
- Number of key stakeholders incl. CSN and governmental agencies involved in analyses (18);
- * Number of demand-driven businesses development services introduced and strengthened at CSNs and agencies;
- Number of financial products and instruments for cooperatives in selected districts identified at financial institutions (18) and introduced to cooperatives/entrepreneurs;
- * Number of CSN and FI staff/trainers/advisors/coaches trained (60);
- * Percentage of CSN and FI staff/trainers/advisors/coaches indicating that business development and financial services related competences have been strengthened relevant to the gap analyses (75%);
- Number of demand-driven Management & Organizational Capacity Services introduced and strengthened at CSNs (30);
- Number of CSN staff trained (30);
- Percentage of CSN staff indicating that management&organization related competences have been strengthened relevant to the gap analyses (75%)

	Output indicators that EKN will monitor: • Number of cooperatives' staff/members provided with general management & organization training &coaching (500) – on track by end of 2014 (226% of annual target); • Number of (potential) entrepreneurs from cooperatives and starting and growing agribusinesses provided with business skills training & coaching (60) – behind target by end of 2014 (60% of annual target); • Number of demand-driven business development services introduced and strengthened at Cooperative Support Networks and agencies (18); • Number of Cooperative Support Networks and Financial Institutions staff/trainers/advisors/coaches trained (60 in business development and financial services and 30 in management and organizational capacity); • Percentage of Cooperative Support Networks and Financial Institutions staff/trainers/advisors/coaches indicating that business development and financial services related competences have been strengthened relevant to the gap analyses (75%); • Number of demand-driven Management & Organizational Capacity Services introduced and strengthened at CSNs (30); • Number of CSN staff trained (30); • Percentage of CSN staff indicating that management & organization related competences have been strengthened relevant to the gap analyses (75%)
Intervention description	Two approaches are used in this project: a selected group of cooperatives is directly targeted with coaching and training and a much larger cooperative group is indirectly targeted through capacity building of the Cooperative Support Network in the selected districts. The target for objective 1 is intermediate cooperatives, they will become professional cooperatives. On objective 2 basic cooperatives will grow into intermediate cooperatives.
Issues	- Beneficiaries are not specified - Farmer income and production are not mentioned - Effect on farmer practices: Cooperatives' staff and members are trained. It is not explicitly mentioned how many people are involved but the project aims to strengthening the private sector this could lead to increased production of farmers. An increase in food production and an increase in jobs created are direct ouctomes of the project. - Contribution to food security has not been made explicit, some outcomes and outputs are directly related to food security but it is not clear how the project contributes to these.

Organization and implementation

The selection of the cooperatives was based on several criteria: (i) access to market, so that means that cooperatives selected not only produce for themselves but also for third parties, (ii) well developed cooperatives (awareness and promotion of the programme was also made via other organizations such as WHH, CFH Global, BTC, Feed the future...), (iii) employing at least 1 FTE, (iv) registered by law at RCA for at least 1 year, (v) have at least 30% women in membership, (vi) main crops are in one of the 4 focus

area. There were 190 applications in total, of which 95 met the criteria. The first 40 cooperatives to be supported were chosen randomly.

Training needs assessment and the baseline study were performed over October and November 2013. There are several intervention levels during the course of the project:

(i) Targeting cooperatives directly and giving them business development trainings but this is not the first focus as Spark believes that training is not sufficient for a behavioural change. To deepen the impacts and make change last, coaching and mentoring is important

(ii) Coaching and mentoring. Spark has been recruiting coaches at the district levels. Some are full time but mostly work part time. The coaches will at least be in charge of one cooperative per coach for part-time and 4 to 5 cooperatives for the other ones. There are in the process of training the trainers (ToT) and adapting the course material. Course material has to be aligned with RCA but there is a gap on agri-business and so Spark will have to develop the material

(iii) Capacity building at the district level to ensure sustainability. This part started end of 2014.

In December 2015, Spark submitted an Annual action plan for the remainder of the project (which has been extended to March 2017 after earlier delays in project implementation). The action plan clarifies that due to the larger than expected number of cooperatives trained, the trickle-down of learnings to cooperative members has suffered. In order to remedy that shortcoming, coaches who were operating part-time have received full-time contracts. Spark also reports: "For the year 2016, interventions that directly target the membership of cooperatives (My farm enterprise and Agri-business plans competitions) will be strengthened and scaled up to complement the meso-level interventions delivered during the last two years of the project implementation. This is crucial to ensure a proper connection between the growth of members and the overall growth of the cooperatives, for enhancing accountability, loyalty, membership retention and commitments strategy as an effort to entrench sustainability to ensure continuity and future survival of the target cooperatives."[20]

The Annual action plan also contains information about an increase in the project budget, from the original amount of 1,851,025 Euros to 2,166, 843 Euros, which was already approved by EKN at the time of submitting the action plan. This is in line with the information received from the EKN and IOB about the project budget.

Sparks sees two risks that could undermine the results of their project. The first one is associated with the stimulation of contracts for buyers. If cooperatives cannot deliver large volumes, it could be a problem. That risk is not due to a lack of production but 'one-side selling' of the farmers to get quicker cash (i.e. if a farmer sells directly part of its production to an acquaintance to receive cash straightaway rather than waiting to be paid by the cooperative). This would undermine the ability/power of the cooperative to negotiate prices. Second risk is the challenge on quality of the production and to get incentives for farmers to sell through cooperatives. Farmers have a choice to sell either through cooperatives or to a trader. Via

[20] Spark, 2015. Annual action plan Cooperative Support Program (CSP), page 3

a cooperative, the farmer needs to deliver, the cooperative to be paid and then farmer is paid. So, if the cooperative is well managed, it reduces the process and the cooperative can pay quickly which in turn is an incentive for farmers to produce quality and negotiate the price.

With regard to coaching and mentoring, there are a couple of activities: visit to successful cooperatives, access to finance so working on microfinance and train them, business plan competition. As for the business plan competition, several projects financed by EKN deal with this type of activity. Sparks also finds that lots of organizations are working on similar projects and they found out about it through their own network (usually funded by the same donors and with RCA). Spark believes it could make sense if EKN could bring those project implementers together. Still, there are some differences with project PROSKID as Spark focuses on value chains and PROSKID was more generic.

When it comes to parties involved in the implementation of the project, Spark is in charge of training the trainers. There is no field staff but Spark has recruited coaches who are based in districts. The overseeing and coordination is done from the Kigali office. The project is guided by a Steering Committees at central and local level (CSN), Minagri and Minfin.

Budget and planning

The budget is split in annual plans. However, the programme started in May 2013 and is supposed to end in May 2016. This does not correspond to calendar year while EKN works on calendar basis. So, sometimes, reporting might be complex. First reporting is on 8 months, they will then be 2 full years and then a reporting on 4 months. There were some changes made to planning. At the beginning, the project was supposed to encompass a 6-month inception phase and a 3-year programme but in reality, it became a 3-year programme including the inception phase. First budget submitted was optimistic as the implementation period has shortened. So, planning was adapted and there were less activities during the first year (also due to need of alignment with GoR).

At the time of the end-line visit, a mid-term review[21] (MTR) had been completed. As a result, Spark adjusted the project strategy and requested an extension of the project as well as additional budget from EKN.

Challenges faced

Management committees of cooperatives have to change every three years as this is requested by law (RCA). So, the project also needs to include a component on knowledge transfer and management.

Spark supports cooperatives to access financing but banks still see agri-business as being risky. Spark has proposed to set up a guarantee fund but EKN was not keen on that because that would mean that there would still be money at stake while the project is over and EKN was not sure on how to manage this. So, EKN wanted to work with regular banks whereas Spark sees that as being a loss of control of the process.

[21] Friends Consult (2015). Mid-Term Review (MTR) of the Cooperatives Support Program (CSP). Kampala, August 2015.

The main findings from the MTR are, according to the end-line interview:

- The grant fund under the access-to-finance component of the project did not work well. The farmers receiving the loans considered them "free money" and did not repay them. According to the interviewee, this is in part due to the long tradition of the GoR to give aid for free to businesses without expecting anything in return. This is now changing, but the concept of a bank loan is still foreign to many farmers. Spark responded to this challenge by working with financial intermediaries that have a specific offering for rural financing.
- Spark discovered in the course of the project that cooperatives should not be treated the same as other businesses, because there are social aspects at play that do not occur in single-owner businesses. One aspect is the challenge to align entrepreneurship with the collective interest of the cooperative's members. For this reason, Spark coaches now work full-time, which is expected to yield better results.
- A challenge for the cooperatives is member recruitment and retention. Also, the trickle-down effect of skills trainings provided by Spark is limited.

Based on the MTR report, EKN made 12 recommendations to Spark in a letter dated 16 September 2015.

According to Spark, as a backdrop to these challenges, one should realise that the GoR implemented the cooperative model to realise ambitions of swift economic development. In doing so, existing social groups of farmers were pushed to adopt the cooperative model. This results in the unforeseen challenge of developing a business mind set first before actually providing business development services. As a result, the business development component of the project was delivered mostly to SMEs and much less to cooperatives.

Another important aspect of the cooperatives is that the assumed "trickle-down effect" did only materialise in small part. Financial management skills for instance are only adopted by a few key members of the cooperatives, and do not reach the other members. The same applies to the courses on "Farming as a business".

In the course of the project, Spark encouraged cooperatives to merge, to overcome some of these challenges by achieving economies of scale. Some cooperatives now have up to 1,000 members.

Participation by women is good and over and above the government-imposed target of 30%. However, young people do not want to be full-time cooperative members. They appear to want to make quick money and therefore they only participate during planting season or other intensive periods. However, Spark's approach was to only include cooperatives with full-time members in its project, which is why not many young people were reached.

Results and beneficiaries

Spark has reported the following tangible results:

- Sales volumes of participating cooperatives have increased by 39% between end of 2013 and end of 2015. Note: this figure applies only to Cohort 1, consisting of 39 cooperatives.
- 4,407 full-time jobs have been created in the cooperatives management sphere.
- 125 part-time jobs have been created in agricultural activities.

No other specific results have thus far been reported. This is understandable, as the project is still ongoing. Once the project is finished, an impact evaluation will be conducted together with the ILO.

Impact on food security

The project has not collected any data on food security impact in its monitoring system. The project implementer Spark has conjectured that if cooperatives produce a surplus above what farming households need for their own consumption, they can sell this on the market and buy more food, as well as diversify their diets. Part of the coaching provided to cooperatives is about quality of food consumption, most importantly with a focus on sufficient intake of vitamin B. Spark cannot provide information about how many farmers were reached directly or indirectly through this training.

Sustainability of results

Effects in terms of improved sales figures and other economic benefits to participating cooperatives can be expected to be sustainable to some extent, as this shows that these cooperatives have effectively implemented improved ways of working. However, the risk of limited trickling down of the lessons learned by cooperative managers presents a risk if the current managers leave the cooperative and no other members can take over with the same level of knowledge and skills. It is not clear to how many of the cooperatives this risk applies and to what extent it can be mitigated by awarding more trainers' time to cooperatives, as described in the Annual action plan for 2016-17.

Another challenge for the sustainability of results is the limited interest among young people to be cooperative members reported by Spark. This can mean that, in the long run, cooperatives that have benefited from the programme, will reduce in size and therefore economic power, thus yielding fewer benefits to individual farmers.

14. Project 25457 - Access to Food for Young Children (in-depth evaluation)

Project number	25457	Total project budget Total EKN grant	EUR 14,179,706 EUR 11,969,958
Implementing organization	UNICEF Rwanda	Budget 2012-2015 by EKN Project expenditure 2012-2015: Saldo:	EUR 8,939,126 Unknown
Subject	Access to Food for Young Children		
Project title used by project implementer	Providing Strategic Support to the Government of Rwanda's Efforts to Reduce Stunting at a Decentralized Level		
Period	Start date: 15 October 2013 Expected end date: 31 December 2016 (possible extension to March 2017) End date : still in progress		
Short description	Project objective: reduce chronic malnutrition of children under two by 5% each year in ten districts, yet the BeMo already states that this is ambitious. Outcome indicators: 1. % of children under two in project districts that are chronically malnourished (target -5% per project year); 2. % of mothers of children age 0-23 months who report attending at least 4 ANC visits during their most recent pregnancy (SRHR target) Outputs: 1. Multi-sectoral coordination mechanisms are functional at central level and in each target district to sustain the fight against stunting, including the establishment of a national Steering Committee, a single National Nutrition Technical Committee and District Steering Committees supported by JADF Sub-Commissions for the Elimination of Malnutrition; 2. Improved functionality of the M+E system to track the implementation of evidence based DPEMs interventions and their contribution to the reduction of stunting; 3. The decentralized system has the capacity to prevent, identify and manage under nutrition among children and pregnant and lactating women; 4. Improved practices of nutrition-related behaviour among target populations (or households) with malnourished children and pregnant and lactating women; those who are at risk are practicing improved nutrition-related behaviour; 5. Improved food security and resilience for vulnerable households with children under two and pregnant and lactating women; 6. Interactive Learning mechanism for improved programming is established.		

	Output indicators: 1. Nr of coordination meetings held at national and district levels (indicators 1.2 and 1.3); 2. a. # of operational researched conducted (indicator 2.5); b. # of operational researched integrated in the programme (indicator 2.5); 3. a. % of children under two screened for stunting (indicator 3,1); b. Nr of service providers trained (health facility staff; CHW; Agronomist; Social Affairs staff) (indicator 3.3); 4. a. Nr of sensitization meetings with district and sector-level authorities and partners (development partners, CSOs/FBOs, administrative authorities, local leaders) (indicator 4.1); b. Nr of orientation sessions on nutrition of community-level frontline staff (CHWs, EHO, Educational Focal Points etc.); 5. % of farmers receiving training through farmer field schools (indictor 5.1); 6. Nr and type of field experiences documented and disseminated (indicator 6.2) The project targets 200,000 under-two children and 160,000 pregnant/lactating women in 10 districts (Nyaruguru, Gisagara, Gatsibo, Nyamasheke, Kamonyi, Karongi, Muhanga and Gicumbi plus Rutsiro and Nyamagabe).
Intervention description	The overall goal of this programme is to contribute to national objective of reducing stunting rates of under-five children in Rwanda from 44% in 2010 to 24.5% by 2018 as stated in the 2013 – 2018 Health Sector Strategic Plan (HSSP III). The objective of the programme is to reduce the stunting rates of children under-two years by 5%[22] each year in targeted districts. The project has a twofold strategy. One part is to encourage parents to pay more attention to food and malnutrition and improve their behaviour towards their children (by setting examples, and nutrition-specific interventions) and supportive strategies (kitchen gardens, seeds distribution etc). The second part relates to increasing the capacity of decentralized actors like district officials and Community Health Workers (better planning and monitoring skills and providing better care). Specifically, this project will:

[22] Not absolute number but rather as a per cent of existing level (at baseline or level at beginning of each calendar year).

	1. Build the capacity of districts to coordinate and monitor scaling-up of multisectoral community-based nutrition-specific and nutrition-sensitive interventions in targeted districts; 2. Build the capacity of key service providers to prevent, identify and manage under-nutrition among children under-five and pregnant and lactating women; 3. Support social and behaviour change activities at community level for improved maternal and child feeding practices in targeted districts; 4. Improve food security and resilience of vulnerable targeted households with children under two and pregnant and lactating women in targeted districts
Issues	- Effect on food security: The indicator for stunting is included in the overall indicators for the Dutch food security programmes. The supportive strategies must lead to better variety and the availability of food in the household, this will increase food security but only on a small scale. - The part focussing in building capacity of decentralized actors remains rather vague, EKN also suggests that the targets are ambitious, also a trial and error approach is used which increases the insecurity of the project. On the other hand the subject of malnutrition is still in development in Rwanda, a correct understanding has been in development over the last years and a lot remains to be learned. That is why the combination with Nuffic and the NICHE education programme seems very relevant. - Indicators 3a and 3b are sustainability indicators. Yet no measures are mentioned to secure the score on these indicators in the coming years.

Organization of the project

UNICEF works with 5 NGOs on this project: Care International, partner Catholic Relief Services (CRS), Concern Worldwide, World Vision and ADRA. UNICEF usually works with NGOs in directly supporting the governments.

The partner NGOs implement the nutrition programme at the level of districts and sectors, and so there is need for an integrated plan between stakeholders. UNICEF sets up an annual workplan that has to be approved by the districts to also ensure that partner NGOs are supporting the Government officers. Funds from UNICEF are channelled through the partner NGOs which also have partnerships with local NGOs.
In order to coordinate the program, there is a discussion with the district authorities at the end of each quarter. During those meetings, the progress is discussed as well as the plan for the next quarter. Once there is an approval between the implementers and districts, report is submitted to UNICEF. UNICEF is responsible for establishing the reporting and monitoring system. The partner NGOs prepare reports that are subsequently compiled by UNICEF that reports to EKN and international donors.

At the time when the program proposal was developed, the most recent Rwanda RDHS survey, 2010, showed a prevalence of chronic malnutrition (stunting) among children under-five as alarmingly high at 44% (current stunting level is 38%, RDHS 2014/15). The programme was designed to tackle this issue of persistent high chronic malnutrition levels by focusing on the nutritional status of children under the age of two years and pregnant/lactating women which is premised on the importance of the first thousand

days (from conception through to two years of age) in combating stunting or chronic malnutrition through a coordinated and aligned multisectoral approach.

Impact of the project

UNICEF set up a monitoring framework with several indicator. 19 indicators were selected by EKN in Rwanda. As reported in the EKN program 2014 annual report, fifteen out of these 19 indicators have annual targets of which 9 (60 per cent) are on track (green), 5 (33 per cent) are constrained (orange) and 1 (7 per cent – documentation of case studies, now planned for 2015) is not on track (red).

Implementation in the first year of the program was relatively low compared to the following years since it took time for the implementing partners to establish a good working relationship with the districts (all activities of the EKN nutrition program are reflected in the quarterly work plans of the targeted districts). The project also needed some time because partner had develop their trainings. In addition it took approximately 2 months for NGOs to sign their contracts with local partners and the recruitment of experts. On UNICEF-side, they had to scale up the training material.

The program includes a component on supporting targeted households with establishing kitchen gardens and provision of small livestock to diversify the diet of the children and contribute to the food security situation of the households. Loans from the saving/lending groups also contribute to increased food security by increasing the access to income generating activities for the beneficiary households. Sometimes loans are also used to procure food (e.g. during the lean season).

Since the project is still ongoing, it is difficult to assess whether or not output and outcome targets have been met. For the in-depth end line evaluation we visited the Muhanga district where the partner NGO CRS is active to reduce malnutrition. The several interviews with staff members, district officials and beneficiaries gave us a better impression of the projects' progress.

CRS is supporting the government's efforts to reduce malnutrition in the first 1,000 days of a baby's life through this project. The project targets pregnant women, lactating women and children under the age of two. CRS targets 331 villages, where 20 to 30 people are involved per village. The target group involves 9,930 households. CRS is contributing to the reduction of stunting rates of children under five years in Rwanda from 44% in 2010 to 24.5% by 2017 by supporting the implementation of the Karongi and Muhanga districts' plan to eliminate malnutrition. From the Integrated Household Living Conditions Survey 2014/2015 overall stunting dropped from 44.2% to 37.9% between 2010 and 2013/2014.

CRS Rwanda implements multi-sector community-based nutrition-specific and nutrition-sensitive interventions through a combination of 4 strategies, namely:

1. An integrated approach

This is implemented through village nutrition schools (VNS) which is aimed at promoting improved nutrition and hygiene at community and household level. This approach combines:

- Nutrition Education: This is mainly education on nutrition, health and sanitation, cooking demonstration sessions, recuperative feeding and growth monitoring of beneficiary children under 2 years as well as sensitization sessions on the nutritional needs of pregnant and lactating mothers.
- Ante-natal Sensitization – The project taught the importance of antenatal care and more specifically urged pregnant women to attend antenatal clinic at least four times before the birth of their babies. It also stressed the need for male involvement. In the CRS operated ante-natal clinics, women who came with their male counterparts were given priority in being attended to.
- Saving/lending activities which the beneficiaries entirely own. They raise a base amount that is supposed to be contributed by each one of them. They then use these savings to lend money to each other to use it to buy livestock, farming, school fees, in case of illness of for social events. The loans advance to members are paid back with no interest.
- Improved household agriculture techniques where beneficiaries are taught better and improved ways of farming, which also includes and not limited to use of fertilizers in their farms as well as promoting the planting of vegetables and fruits.

2. Building strong, healthy communities

The village nutrition schools through the local structures and in collaboration with district authorities, also yields social benefits. As they work together through nutrition groups, and bio-intensive agriculture groups promoting improved nutrition, community members improve their sense of community and collective efficacy.

3. Strengthening nutrition systems and structures

CRS and partner staff from Caritas strengthen the capacity of health care providers and also strengthen their connections to community groups through trainings, dissemination of sensitization materials and support of health centre staff in various activities including nutrition assessments and joint counselling. The project also helps strengthen the capacity of district staff to manage multisector interventions towards achieving national objectives on the eradication of malnutrition.

4. Nutrition as an integrated approach

The integrated services provided by CRS and partners work alongside agricultural and economic strengthening activities by:

- Promoting food security through Farmer Field Learning School (FFLS) and Bio-Intensive Agriculture Techniques.
- Promoting economic resilience by a sustainable, grassroots microfinance through saving and internal Lending Groups that build upon and reinforce social bonds among community members.

In Muhanga CRS works closely with district official by training the district health officer, the person in charge of social development at the sector level, the community health workers and agriculture promoters at the village level the different aspects of fighting/elimination of malnutrition. These officers then go back to the district, sector and villages and train the beneficiaries the same aspects.

Activities involved in the Malnutrition elimination at the district include;

1. Growth monitoring for all children below 5 years by the community health workers.
2. Farmer Field Schools for pregnant and lactating women in the 1,000 days plus program which is mainly run by Caritas and CRS.
3. Sensitization of communities to join saving and lending groups.

As a way of monitoring and follow up of these activities, the districts holds monthly meetings with district officers in charge of health at both sector and cell levels to track the progress of the different activities. These meeting are fully supported by the partner NGO's.

An analysis of the FGD information shows that the project objectives and results/ achievements were on track. This is evident from the fact that malnutrition rates in Muhanga District have reduced if a comparison is made between before and after the project was introduced. The malnutrition reduction was also evidenced by the testimonies from some of the mothers who said their children were healed of malnutrition because of the project's interventions. From the information provided by the female participants, the health status of mothers and children who participated in the project has improved. For example the pregnant mothers now often go for ante-natal care and are able to eat a balanced diet now than before the project started.

The women reported an increase in the attendance of ante-natal clinic as a result of the project. The women reported that they are now quite keen to ensure that they exclusively breastfeed their children up-to 6 months of age and that they continue to breastfeed until the children reach two years of age.

The project seems to have contributed to better food security of the participants in Muhanga District. This has been possible because of the following factors:

- Better farming techniques on how to properly use the small pieces of land to produce more. Since most farmers in the area (Muhanga) have got small pieces of land, this had greatly helped the farmers;
- Practical knowledge on growing vegetables alongside the main crops grown since the vegetables grow in a shorter period of time compared to the main crops;
- How to use fertilizers in their farms to produce more yields; and,
- Access to improved seeds that give more produce and grow in a shorter period of time than the other traditional/ non-modified seeds.

However, from the FGD with women it was realized that as much as food security has improved there is still more work to be done to further improve the situation. During the FGD, the team noticed that when the mothers were asked in a group if food insecurity still existed, they all said yes it does, but when asked individually, they were a bit hesitant to say that food insecurity is still a challenge in this area. This therefore indicated to the data collection team that the issue of food insecurity was a bit of a sensitive topic and that some level of food insecurity still existed. This in a way affects projects effectiveness as this project was designed to increase access to food for young children.

Sustainability

The experience CRS has from this project as well as other similar projects it has implemented have shown that the approach it uses to fight malnutrition provide an entry point for other interventions geared towards eliminating malnutrition. Therefore, it is committed to continue expanding its integrated approach to promote healthy families and communities.

In terms of sustainability, volunteers from different sectors and villages within Muhanga are being trained about all aspects of malnutrition elimination and the plan is that in case the EKN project stops, these volunteers are equipped enough to train other people in their respective villages and cells.

The mothers who participated in the FGD noted that in the event the project ceased operations/ activities, the mothers would continue putting in practice everything they learnt during the implementation of the project. They also noted that they would make sure that they train other women who did not get the opportunity to participate in this project.

In the project UNICEF also pays attention to the involvement of men since they play an important role in the education of the children as well. There are monthly meetings with men to discuss various topics (conflicts, nutrition, participation in kitchen gardens) to increase their involvement in the project and help to create sustainable impact on the family as a whole.