



# Final evaluation of the UN Joint Programme for Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda

FINAL REPORT



Food and Agriculture  
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Joint Programme for  
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Promote Social Protection  
in Rwanda**

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## Draft report

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**Cathy Chames** (Team Leader)



## ACRONYMS AND ABBREVIATIONS

AISPR	Acceleration of Integrated Social Protection Initiatives in Rwanda
BDAs	Business Development Advisors
CBHI	Community Based Health Insurance
CBPP	Community Based Participatory Planning
CCDCs	Consultative Committees for Development of cells
CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CRC	Convention for the Rights on the Child
CRPD	Convention on the Rights of People with Disabilities
CSOs	Civil society organisations
DAC	Development Assistance Committee
DRM	Disaster risk management
DRRM	Disaster risk reduction management
ERG	Evaluation Reference Group
FAO	Food and Agriculture Organization of the United Nations
FARG	Genocide Survivor Support and Assistance Fund
FBOs	Faith-based organisations
FCDO	UK Foreign and Commonwealth Development Office
FGDs	Focus group discussions
GDP	Gross domestic product
HHs	Households
HRBA	Human rights-based approach
ICMR	Integrated Case Management and Referral model
INGOs	International non-government organisations
SDG Fund	Sustainable Development Goals Fund
JP	Joint Programme
KIIs	Key informant interviews
LODA	Local Administrative Entities Development Agency
M&E	Monitoring and evaluation
MIGEPROF	The Ministry of Gender and Family Promotion
MINALOC	Ministry of Local Government
MoU	Memorandum of understanding
NCDA	National Child Development Agency

NCPD	National Council of Persons with Disabilities
NGOs	Non-government organisations
NHI	National Health Insurance
NISR	National Institute of Statistics of Rwanda
NRS	National Rehabilitation Services
NST1	National Strategy for Transformation 2018–2024
OECD	Organization for Economic Co-operation and Development
PUNOs	Participating United Nations Organisations
PWD	Persons with Disability
RDRC	Rwanda Demobilisation and Reintegration Commission
RICEM	Rwanda Institute of Cooperative Entrepreneurship
RSSB	Rwanda Social Security Board
SBCC	Social behaviour change communication
SDGs	Sustainable Development Goals
SEDOs	Socio-economic development officers
SH	Southern Hemisphere
SP	Social protection
SP-SSP	Social Protection Sector Strategic Plan
SPSWG	Social Protection Sector Working Group
SSIs	Semi-structured interviews
ToC	Theory of Change
TOR	Terms of reference
UN	United Nations
UNDAP	United Nations Development Assistance Plan for Rwanda
UNEG	United Nations Evaluation Group
UNJP	UN Joint Programme
UNSDCF	United Nations Sustainable Development Cooperation Framework
VSLAs	Village saving and loan associations
VUP	Vision <i>Umurenge</i> Programme
WB	World Bank
WRR	World Relief Rwanda

# EXECUTIVE SUMMARY

## ***Introduction***

In May 2022, UNICEF Rwanda contracted Southern Hemisphere (SH) in partnership with Educational Consulting Success (ECOS) to conduct a final evaluation of the UN Joint Programme for Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda (from here on UNJP) for the period of 31 December 2019 to 30 June 2022.

## ***Overview of the UNJP***

In 2019, three UN agencies (UNICEF, WFP and FAO) under the stewardship of the UN RCO developed a Joint Programme (JP) on “Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda”. The JP is funded through the UN Sustainable Development Goals Fund (Joint SDG Fund) for the period 31 December 2019 to 30 June 2022 with a geographical scope at the national level (for policy work and systems strengthening) and at the community level for direct service delivery in five districts (Burera, Karongi, Kirehe, Nyamagabe, Rutsiro). It has a budget of USD 3,040,000 which includes a direct SDG Fund contribution of USD 2,000,000 from the Joint SDG Fund allocated to UNICEF, WFP and FAO (UNJP, 2022). The main objective of this UNJP was to support and accelerate the government of Rwanda’s efforts for integrated Social Protection to end poverty in all its forms, leaving no one behind. The UNJP adopted a transformational intervention strategy which sought to provide innovative and integrated solutions for identified gaps at policy/strategic, system and community levels, accelerating results as envisaged in the national Social Protection Sector Strategic Plan (2018–2024) and the national Joint Multisectoral Action Plan to Eradicate Extreme Poverty amongst other key social protection priorities in Rwanda.

## ***Purpose, objectives and methodology***

The **purpose** of the final evaluation of the UNJP was to generate knowledge and high-quality lessons learned, including determining the overall functioning of the programme in catalysing strategic shifts in the social protection sector to foster a more shock-responsive and resilient policy framework, systems strengthening, and integrated service delivery to meet the needs of vulnerable households. It was also envisaged that the evaluation findings and recommendations will help the Social Protection Sector Working Group and the UN agencies to explore ways to further adapt and improve social protection programming and service delivery in Rwanda. The **objectives** of the final evaluation were to assess: programme implementation and achievement of results, contribution of the UNJP to UN reforms, extent to which the JP was inclusive of persons with disabilities, and to document lessons learnt and recommendations, good practice and innovation to apply to other sectors/districts in Rwanda.

The primary **intended users** of the evaluation include the government (MINALOC, MINAGRI, MINEMA, LODA) and secondary users include bilateral and multilateral donors such as the World Bank (WB), FCDO (UK Aid) and civil society organisations (CSOs, NGOs, INGOs and FBOs).

A theory-based evaluation approach was applied which involves using the Theory of Change and programme objectives as the point of reference to assess UNJP implementation. The six Development Assistance Committee (DAC) criteria including relevance, effectiveness, efficiency, sustainability, outcomes (impact) and coherence were used as an evaluation framework. The evaluation applied a **mixed methods approach** including a document review, coupled with primary qualitative data collection at national and district level (focus group discussions and individual face-to-face or virtual interviews) and inclusion of secondary quantitative data collected for community level interventions. A purposive sampling method was used to select the evaluation participants from government and non-government institutions,

based on their role and participation in the UNJP. A non-probability convenience sampling method was used to select beneficiaries considering the following: gender balance, family composition, duration in programme and inclusion of persons with disabilities. The targeted fieldwork sample was fully achieved and in summary, 4 KIIs, 60 SSIs, 4 FGDs, 1 TOC review workshop and one observation were conducted. Diversification of sources and techniques was central to the data collection method and analysis.

### ***Key conclusions on findings***

The evaluation assessment of **UNJP design and relevance** concludes that the UNJP was designed to address gaps identified in National SP Strategic Plan and is well-aligned to Rwanda's national SP policies and priorities. It was further found that by adopting a multi-level approach and intervening at the policy/strategic level, systems level and community level, the UNJP was highly relevant and has played a crucial role in enhancing and providing comprehensive solutions to strengthening integrated SP in Rwanda. Finally, the community level interventions implemented under the UNJP were well-aligned to vulnerable groups' needs and provided relevant solutions to their problems, enabled by an in-depth context analysis and extensive consultation with district authorities and project beneficiaries in the selected districts.

The assessment of **effectiveness and outcomes at policy and systems level** concludes that the UNJP programme has been effective as all the indicators for Output 1.1 and most of the indicators for Output 1.2 were achieved and the outcome was to a large extent achieved in the targeted cells. MINEMA is operationalising the revised DRM policy, currently with Cabinet for approval, with WFP's support; and MINALOC, MINEMA and PUNOs held a high-level policy forum with relevant ministries, development partners and NGOs on shock-responsive SP in December 2021. This was coupled with the JP's diagnostic assessment on the SP sector's sensitivity to climate shocks informed the shock-responsive SP policy dialogue, capacity building activities and systems development work. In addition, the JP has conducted national and district level training and simulation exercises on how to design and implement shock-responsive SP programmes and respond to emergencies. Finally, the development of the M&E framework and tools for the HH profiling data system in Rwanda have been finalised and are being tested. Ultimately, the HH profiling data, alongside *Ubudehe* data will inform the development of the social registry with quality data for more effective targeting of shock-affected households and inclusion of vulnerable groups such as women, children and PWD.

The evaluation findings on **effectiveness and outcomes at community level** concludes that the JP has been effectively implemented at the community level having achieved all the indicators for Output 2.1 with most targets surpassed. Furthermore, the Outcome indicator 2.1 target has been fully achieved as three SP interventions were piloted in the five targeted districts and innovative community mechanisms are in place to strengthen service delivery to and resilience of vulnerable people in the targeted districts. Beneficiaries reported a wide range of individual, household and community level outcomes and this was confirmed by district, sector, cell level staff. The findings were further triangulated with the World Relief Rwanda endline assessment which found evidence of strengthened resilience of beneficiaries to shocks affecting their households. Critically, this confirms that a successfully implemented cash plus programme can enhance community members' resilience and response to climatic (and life cycle) shocks. In addition, the national and sub-national institutions have strengthened technical and institutional capacity as local government staff attended skills development activities and community workforces have received training on implementing the ICMR model, interpersonal communication and SBCC. Finally, the IMCR model is now operational in the five districts with Proximity Advisors conducting regular household visits and follow-ups. The evaluation findings also show that by piloting an integrated package of community level interventions, the UNJP implemented innovative solutions which can inform the design of the desired comprehensive graduation package that responds to the targets set in the Social Protection policy and sector strategic plan (SSP). For example, the basket of interventions were included in the National

Strategy for Sustainable Graduation M&E Plan (2022) which is pending Cabinet approval and will be considered in the Midterm Review of the Social Protection SSP which is currently underway.

Findings on the assessment of programme **efficiency** concludes that the UNJP was considered highly cost effective and the PUNOs' expertise and approach to joint delivery (with local and community structures) to the most vulnerable households based on identified needs underpin the JP's cost effectiveness. The JP contributed to better coordination among officials at all levels, both horizontally and vertically. At sub-national level, PUNOs' joint field visits, workshops and monitoring session with the district and sector level staff enabled better coordination and efficiency as did the permanent presence of the World Relief officer and collaboration with the executive secretary and social economic development officer at cell level.

Finally, with regards to **sustainability** the evaluation concludes that the JP results will most likely be sustained in the five targeted districts and, because the project targeted vulnerable groups including women and PWD, the gender and equity outcomes will also be sustained. Furthermore, services and innovative mechanisms implemented under the UNJP will likely be sustained beyond the stipulated project period as sustainability mechanisms are in place to ensure community level interventions continue through strengthening existing community structures (e.g., para-social workers) and committees (e.g., Consultative Committee for Development of the Cell). Finally, strong M&E systems also provide an opportunity to document and build an evidence base to use as a fundraising tool and ensure programme sustainability.

### ***Lessons learnt***

Many lessons were learnt with regards to effective approaches in comprehensive social protection, including the following:

- The programme was well aligned to the government of Rwanda's urgent policy needs. By developing feasible solutions to these issues, the UNJP interventions gained traction and were quickly implemented; for example, training Proximity Advisors in interpersonal communication and SBCC.
- Building the capacity of local authorities and community structures is crucial for the success and sustainability of interventions, especially when they are expected to continue supervising and monitoring activities after programme implementation.
- Providing a comprehensive package of nutrition-sensitive, shock-responsive social protection that includes livelihood empowerment pathways, seed funding and VSLAs, combined with psycho-social support from Proximity Advisors, builds resilience for vulnerable and food-insecure people.
- The seed funding to support competitive innovative income generating business ideas and projects contributes to enhance beneficiaries' graduation. The mechanism (grant, approach with accompanying guidelines) has been appreciated by beneficiaries and local leaders and should be considered for integration into the national SP system as an approach to graduation of households from extreme poverty.
- Inclusion and prioritisation of women and PWD is best practice, but it is important to plan *how* gender and disability will be included and mainstreamed throughout all the programme activities.

### ***Recommendations***

Based on these findings, the following recommendations are made:

#### **Programme design and relevance**

- The UNJP had strong M&E and reporting systems. It is recommended for future interventions that more investment in evaluations and evidence-generation be included in programme design so that robust pieces of evidence can be produced throughout project implementation and used for advocacy

internally and externally with government and other partners in the country. This is a **medium to high priority recommendation** that should be implemented by PUNOs for future innovative JPs like this one.

### Community level

- The evaluation found that the social protection interventions implemented in the five districts have resulted in positive outcomes and enhanced the resilience to respond to shocks. The following is therefore recommended:
  - The interventions at community level, in particular the seed funding, be costed. This is a **high priority recommendation** that should be implemented by MINALOC with the support of PUNOs in the next 6-12 months.
  - The interventions are then scaled up to other communities, cells, sectors and districts. This can be achieved through: continuous advocacy and policy dialogue for universal coverage by 2030 (next SDG reporting timeframe); identifying key moments in the development planning process to advise on target setting and resource mobilisation priorities; and revision of the NST-1 targets up to 2024. This is a **high priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months.
- The findings from this evaluation show that the ICMR model can be successfully implemented by well-trained Proximity Advisors who have the support of the sector and district officials and that it has had a positive impact on the lives of beneficiaries. The model should therefore continue to be scaled up across all districts and cells as a continuous process with regular refresher trainings. This is a **high priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months.
- The evaluation found a gap in linkages between the Proximity Advisor workforce and shock-responsive interventions. It is thus recommended to revise the para social workers' guidelines to include disaster preparedness and response efforts and link them to SP interventions/access to SP services. For those already trained, refresher training should include a module building on the guidelines developed by MINEMA. This is a **medium priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months.
- The findings from this evaluation demonstrate that awarding seed funding to well conceptualised business plans via an open, transparent and competitive bidding process, supported by BDA coaching, is a sustainable model for supporting the poorest households to access livelihood opportunities. This model should be further refined to include continuous support from BDAs to ensure businesses remain viable in the medium to long term (e.g., linking products to market, setting profitable prices etc.). It should then be considered in the ongoing midterm review of the 2018-2024 Social Protection Strategic Plan and Guidelines for provision of seed funding to VUP beneficiaries which were developed by the JP and informed the delivery of the UNJP model. This is a **high priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months. It can also be taken on board by future JPs and other programmes supporting social protection, social inclusion and livelihoods in the UN.
- The evaluation found some issues with the quality of poultry and productive assets distributed to households. It is recommended that a strong monitoring and feedback mechanism is in place to ensure that such issues are dealt with as soon as they emerge. This is a **high priority recommendation** that should be led by World Relief with support from and the MINALOC, LODA and ultimate responsibility resting with the PUNOs and implemented in the next one to three months.

- The work of the shock-responsive social protection working group should continue in order to refine and test the operational model. This is a **high priority recommendation** that should be led by LODA and MINALOC with support from the PUNOs and implemented in the next 6 to 12 months.

### Coherence

- There is evidence from the evaluation that working on the UNJP has allowed each partner to broaden its scope of intervention. PUNOs should thus explore further opportunities for collaboration and resource mobilisation to continue implementing more integrated SP solutions in a joint way. This is a **high priority recommendation** that should be led by PUNOs and include mobilisation of other development partners (bilateral/unilateral) and implemented with immediate effect.

### Inclusion of women and PWD

- There is still a gap in the effective inclusion of PWD in the programme design and implementation. It is therefore recommended that NCPD develops operational guidelines for the implementation of the PWD policy and D-MIS to support the design and implementation of different programmes aimed at inclusion of PWDs. This is a **medium priority recommendation** that should be implemented by the NCPD with support of the PUNOs within the next 12 months.
- Inclusion and prioritisation of women and PWD is best practice and for future JPs, sufficient time should be invested into planning and conceptualising *how* gender and disability should be mainstreamed throughout all the programme activities. This is a **medium to high priority recommendation** that should be implemented by PUNOs for future innovative JPs like this one.

### Sustainability

- Developing a financing strategy and national resource mobilisation plan for social protection was a planned action within the JP that was not achieved. It would have enabled the JP to work with the government to unlock further financing to implement the SP policy and sector strategic plan, e.g., climate funds for shock-responsive SP and financing of categorical grants. It is recommended that UN agencies, MINEMA and MINALOC, together with the Ministry of Finance and Economic Planning, develop a finance and resource mobilisation strategy for a comprehensive, shock-responsive social protection system in Rwanda. This is a **medium priority recommendation** that should be implemented within the next 12-18 months after the revised SP strategic plan is ready, the revised VUP programme document is approved, and once the NST-2 is already being prepared.





# 1. INTRODUCTION

In May 2022, UNICEF Rwanda contracted Southern Hemisphere (SH) in partnership with Educational Consulting Success (ECOS) to conduct a final evaluation of the UN Joint Programme for Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda (from here on UNJP). This report presents the findings of this evaluation.

## 1.1 Purpose, objectives and scope of the final evaluation

The **purpose** of this final evaluation was to generate knowledge and high-quality lessons learned, including determining the overall functioning of the UNJP supported by UNICEF, WFP and FAO to catalyse strategic shifts in the sector to foster a more shock-responsive and resilient social protection (SP) policy framework, systems and integrated service delivering to meet the needs of vulnerable households. The evaluation will also help the Social Protection Sector Working Group (SPSWG) and the United Nations (UN) Agencies explore ways to further adapt and improve social protection programming and service delivery in Rwanda.

The **objectives** of the final evaluation were to:

- assess the extent to which the Joint Programme (JP) strategic results accorded with the Programme Document results framework and the Theory of Change (ToC)
- assess whether the integrated social protection services implementation was aligned with the national social protection policy and strategic plan
- assess the JP's contribution to UN reforms (including UN Country Team coherence)
- assess the extent to which the JP design, implementation and monitoring have been inclusive of persons with disabilities, contributing towards their socio-economic inclusion
- document and provide recommendations regarding lessons learned, good practice and innovation that can be applied to other sectors/districts in Rwanda.

The findings will thus feed into further discussions with the Government of Rwanda and Development Partners on the possibility of replication and scale-up of the integrated social protection interventions and specific innovations introduced through the UNJP.

**Evaluation scope<sup>1</sup>:** This is a final evaluation and hence the UNJP was evaluated in its entirety for the full implementation period of 31 December 2019 to 30 June 2022.

This evaluation was carried out from 5 May to 31 August 2022. Data was collected at national level with key institutions and implementing partners forming part of the UNJP and at district and sub-district level as follows:

- In-person primary data collection in one sample district – Karongi District – where more extensive data collection took place at sector, cell and village level.
- Remote primary data collection (telephonic and virtual) in the remaining four districts: Burera, Kirehe, Nyamagabe and Rutsiro districts.

The evaluation included the views of key stakeholders including central and local government officials, Participating United Nations Organizations (PUNOs – UNICEF, WFP, FAO and RCO), implementing partners, proximity workforces, community leaders, and beneficiaries.

**The primary intended users** of the evaluation include the government (MINALOC, MINAGRI, MINEMA, LODA) and **Secondary users** include bilateral and multilateral donors such as the World Bank (WB), FCDO (UK Aid) and civil society organisations (CSOs, NGOs, INGOs and FBOs).

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<sup>1</sup> Based on discussions with the Evaluation Reference Group and key informant interviews conducted during the inception phase, this scope is deemed appropriate for achieving the evaluation objectives. Furthermore, the combination of visiting one district (Karongi) in person and conducting remote consultations with the remaining four districts is feasible and realistic in light of the time and resources available.

## 1.2 Evaluation framework and questions

The Organization for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) Criteria <sup>2</sup> was used as a framework for the evaluation, the relevant criteria being:

- **Relevance:** the extent to which the programme adequately addresses the needs and priorities of the target population.
- **Coherence:** the intervention's compatibility with other interventions in a country, sector or institution.
- **Effectiveness:** the extent to which the programme has been implemented as planned and the extent to which it achieved or is expected to achieve its objectives.
- **Efficiency:** the extent to which inputs or resources been allocated efficiently for programme implementation; and
- **Sustainability:** The extent to which the intervention's net benefits will continue or are likely to continue.

For a full list of evaluation criteria, questions and indicators, please consult the evaluation matrix in [ANNEXURE 1](#). The evaluation matrix is based on the DAC criteria and the evaluation questions highlighted in the terms of reference (TOR) contained in [ANNEXURE 4](#). It is key to note that all the questions posed in the TOR were covered by the evaluation.

## 1.3 Structure of the evaluation report

The following sections are contained in this report:

- A short description of the methodology is provided in [Section 2](#) (see [ANNEXURE 2](#) for a detailed methodology).
- The background, context and programme are described in [Section 3](#).
- The main findings are divided into 6 key sections: Design and relevance of the UNJP ([Section 4](#)); UNJP effectiveness and outcomes at policy and systems level ([Section 5](#)); UNJP Effectiveness and outcome at community level ([Section 6](#)); programme coherence including integration of gender, equity and persons with disabilities ([Section 7](#)); efficiency ([Section 8](#)) and sustainability ([Section 9](#)).
- The last two chapters deal with conclusion, lessons learnt and recommendations ([Sections 10 and 11](#)).

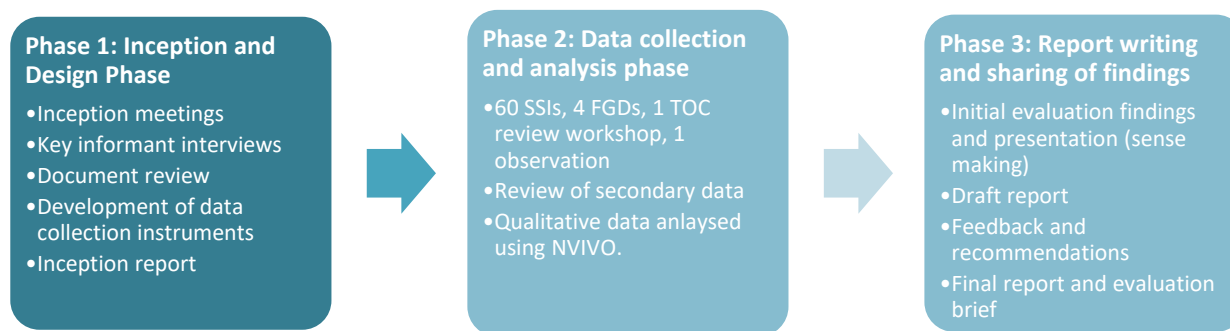
# 2 EVALUATION DESIGN, METHODOLOGY AND PROCESS

## 2.1 Evaluation design, methodology, and process

A **theory-based evaluation approach** was applied which involves using the ToC and programme objectives as the point of reference to prove or disprove and assess implementation. The evaluation applied a **mixed methods approach** including document review, coupled with primary qualitative data collection (focus group discussions and individual face-to-face or virtual interviews) and inclusion of secondary quantitative data collected for community level interventions which was used to triangulate the qualitative findings. Triangulation of sources and techniques was central to our data collection method and analysis. The three phases of the evaluation process are summarised in Figure 1 and below.

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<sup>2</sup> Development Assistance Committee criteria.



**Figure 1: Overview of Evaluation Process**

A **participatory and utilisation-focused approach** was used in this evaluation. SH worked closely with an Evaluation Reference Group (ERG) chaired by the UN Resident Coordinator’s delegate and UNICEF. Biweekly meetings were conducted with the ERG to discuss progress and implementation challenges. The ERG also invited key UNJP Steering Committee members of the MINALOC and LODA to give input into the evaluation and the reporting design. SH has had two engagements with this broader group thus far: an inception workshop to finalise the evaluation design, questions and sample; and a TOC review workshop to conduct a high-level review of the programme TOC and implementation. In addition, SH will be invited to a feedback and recommendations workshop to present findings and discuss recommendations before written feedback is provided on the Draft Evaluation Report.

In terms of involvement of rights holders, the beneficiaries were involved in data collection including sharing their recommendations for programme improvement and there was no requirement for their participation in providing feedback on recommendations. The Evaluation Brief will be shared with district level authorities who are in turn expected to share with sector and cell officials at community level. Furthermore, the UNJP team is also planning to invite district representatives to share JP results in a national workshop in October 2022.

The **inception process** included an **evaluation inception workshop** (19 May 2022) with the ERG followed by a virtual evaluation planning and TOC workshop<sup>3</sup> (1 June 2022) to conduct a high-level review of the TOC which has been used to design the evaluation and guide the assessment of implementation. Four initial key informant interviews were also conducted with the UNJP partners to gain a deeper understanding of the programme design and implementation.

The ERG designed and approved the **evaluation instruments**. Based on the instruction manual from the National Institute of Statistics in Rwanda (NISR) and consultations with NISR staff, we confirmed that ethical clearance is not required for an evaluation of this nature.<sup>4</sup> The evaluation team adhered to the four principles of the United Nations Evaluation Group (UNEG) Code of Conduct for Evaluations: integrity, accountability, respect and beneficence. The evaluation team also adhered to the UN and UNICEF norms and standards outlined in the TOR.<sup>5</sup>

## 2.2 Data collection and sample

Qualitative **primary data** was collected from 27 June to 18 July, including key informant interviews (KIIs), semi-structured interviews (SSIs) conducted virtually or in person, focus group discussions (FGDs) and one on-site observation of community level interventions. Data was collected at national level with key ministries, institutions and implementing partners, and with the same groups at district and sub-district level. In person, more extensive

<sup>3</sup> The workshop was attended by members of the UNICEF team (5), UNRCO (1), WFP (2), Southern Hemisphere/ECOS team (5), 1 member of the FCDO TA facility who serves as technical adviser to the Minister on Social Protection in MINALOC, the Team Leader of the FCDO TA facility embedded in MINALOC & LODA; and the Division Manager for Social Protection in LODA.

<sup>4</sup> See page 3, section 1.1 of the Visa Instructions Manual (Version 2), April 2015, National Institute of Statistics of Rwanda

<sup>5</sup> UNEG Standards for Evaluation in the UN System; UNEG Norms for Evaluation in the UN System (including impartiality, independence, quality, transparency, consultative process; Ethical Guidelines for UN Evaluations and the UNICEF procedure for ethical standards in research, evaluation, data collection and analysis will guide the overall process; and UNICEF adapted evaluation report standards and GEROS.

data collection was done in one sampled district at district, sector, cell and village level. Remote data collection with district government officials, programme implementers and beneficiaries took place in the four remaining districts: Burera, Kirehe, Nyamagabe, Rutsiro.

In addition, the evaluation team collected **secondary quantitative data** throughout the data collection phase, including programme data and secondary data from implementing partner reports (World Relief and Urunana Development Communication) that had already been analysed and reported on. The findings from the baseline and endline study conducted by World Relief Rwanda in targeted districts provided evidence of outcomes at household level which were then triangulated with the qualitative data collected via focus groups and interviews with beneficiaries.

Purposive sampling was used to select Karongi District as the sampled site for in-depth data collection using the following selection criteria:

- **Extent of programme implementation:** All JP interventions are on track and infrastructure support had been finalised (the only pending activity was distribution of some small livestock to JP districts where movements restrictions related to stopping the spread of Rift Valley Fever in livestock is still applied).
- **Active leadership:** the Vice-Mayor had been engaged since the beginning of the JP and the executive secretary of the sector has also been very supportive.<sup>6</sup>

Fieldwork was conducted in Rugabano sector and Gitega cell in Karongi District as this is where the programme is being implemented. In addition, two villages within the cell were visited and, in each village, two households were visited to conduct beneficiary interviews.

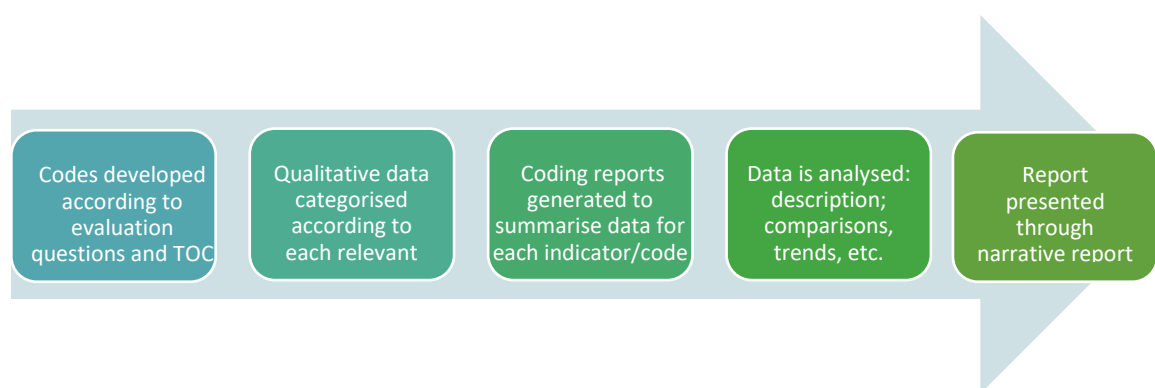
### **Sample of participants**

A purposive sampling method was used to select the evaluation participants from government and non-government interviewees, based on their role and participation in the UNJP.

A non-probability convenience sampling method was used to select beneficiaries considering the following: gender balance, family composition, duration in programme and inclusion of persons with disabilities. The targeted fieldwork sample was fully achieved. The table in annexure 7 provides an overview of the interviews completed with national, district, sector and cell and village level stakeholders. In summary, 4 KIIs, 60 SSIs, 4 FGDs, 1 TOC workshop and one observation were conducted.

## **2.3 Analysis of data**

The figure below summarises the qualitative data analysis process. A thematic analysis was conducted using the evaluation framework.



**Figure 2: Thematic data analysis process**

<sup>6</sup> Whilst it was convenient and informative to review a district where the JP went well, the evaluation also included those districts where implementation was less successful as this assisted with informing future scalability and revision of approaches (if required).

The evaluation key research questions are contained in the evaluation matrix in [ANNEXURE 1](#).

Codes were deductively developed based on the evaluation matrix. NVivo software was used for qualitative data analysis. NVivo is qualitative data analysis software that assists in handling very rich datasets where deep levels of analysis on small and large volumes of data are required. The software handles many of the manual tasks associated with analysis such as classifying, sorting and arranging information. This enables the researcher to explore trends, build and test theories, and ultimately uncover insights relevant to the research questions. Coding reports were produced for each evaluation question after all data coding was completed.

Secondary quantitative data (where available) was used to report on key quantitative indicators contained in the UNJP results matrix ([ANNEXURE 3](#)). Quantitative data sources included the programme's progress reports and monitoring data and the World Relief endline assessment report.

Qualitative data was **validated** through:

- The local data collector **piloting two data collection instruments**: one SSI, one FGD. Data collectors then presented interview notes to the Evaluation Team Leader, who provided feedback on the data quality in relation to interview questions.
- Once all data had been collected, findings were **compared across data sources** to ensure consistency of findings. Where findings were inconsistent, this was highlighted in the findings.
- In addition, a **virtual sense-making workshop** was held with the UNJP team to present preliminary findings, clarify questions and for the UNJP team to support the evaluation team with data interpretation.

## 2.4 Challenges and limitations

The following key limitations apply to this evaluation.

- The evaluation sample was small, making it difficult to generalise findings to the programme's entire target population, which is adequate given that it is not an impact evaluation. To address this limitation, the evaluation team applied a purposive sampling technique to enable a good mix of stakeholders across different levels of the programme implementation, then coupled this with triangulation with secondary sources. This allowed the evaluation team to generalise the findings with a reasonable level of confidence.
- World Relief Social Protection Officers working on the ground selected beneficiaries due to confidentiality requirements and this could have led to sampling bias. However, SH guided the selection process and ensured a good mix of participants based on the clear sampling criteria.
- While the emerging data on outcomes and programme impact were collected, these should be treated with caution as it is still too soon to measure impact (particularly as the programme only started implementing in the districts in 2021 and Covid-19 challenges hindered implementation).

## 3 BACKGROUND AND CONTEXT

This section provides a brief overview of the present-day country context of Rwanda, the status of its national progress towards Sustainable Development Goals (SDGs), an overview of the Rwandan social protection sector including key stakeholders and partners. It ends by describing the UNJP and its TOC.

### 3.1 Country context

Rwanda, located in east central Africa, is estimated to have a population of about 13 million. (Bank, 2022). Additionally, Rwanda aims to attain a Middle-Income Country status by 2035 and a High-Income Country status by 2050. As part of this effort, a series of seven-year National Strategies for Transformation (NST1) will be developed, supported by sectoral strategies focused on achieving Sustainable Development Goals. Over the past two decades, Rwanda has made a remarkable journey towards poverty reduction and working towards ensuring social welfare for all its citizens (UNJP, 2022). According to the World Bank, Rwanda was experiencing an economic boom prior to the Covid-19 pandemic. The government has made great progress in peace building and economic and social protection efforts since the 1994 genocide. According to (NISR, 2021) 38.2% of the

population still lives in poverty, with 16% living under extreme poverty. Further, the households headed by women, families with a head aged 40 to 49, and households with six or more people are overrepresented in those who continued to live in poverty. In 2021, 44 % of households retrospectively reported going through a shock that had an impact on their capacity to support themselves and maintain their assets. Although this can be attributed to the increasing challenges related to climate change shocks and Covid 19, education and a significant dependence on natural resources for lower-income residents have been identified (Policy, 2021).

Growth in gross domestic product (GDP) is needed to close developmental gaps, mainly in education, infrastructure, health, and water and sanitation (IMF, 2019). Agriculture remains the backbone of the growing economy despite only 58% of the agricultural land being utilised (NISR, 2021). Analysis further shows that while health and educational service delivery have improved, food security and nutrition remain a challenge. Even though the national stunting rates have significantly decreased from 34.9 percent in 2018 to 32.4 percent in 2021, the prevalence of acute malnutrition has slightly increased by 0.4 percent compared to 2.0 percent in 2018 (NISR, 2021). Furthermore, food insecurity remains a challenge with 20.6 % of the population being food insecure. Despite these challenges, Rwanda has made notable progress in eradicating poverty and promoting social welfare for all of its residents as a result of economic and structural reforms. The social protection sector has been evolving into a comprehensive, preventative, life-cycle-oriented social protection system.

## 3.2 Status of national progress towards SDGs

The SDGs and Constitution of Rwanda call for an inclusive, preventative and transformative approach to social protection from a range of social risks. An extract from the President's speech in 2017 at the Human Development Summit highlights that Rwanda is looking forward and is no longer limiting its ambition to the eradication of extreme poverty but rather is aiming for "prosperity and wellbeing for everyone". In light of this, Rwanda has integrated the Africa Agenda 2063 and the SDGs into its national development agenda through the draft Vision 2050, NST1, 2018–2024 and related strategies at different levels. The Voluntary National Review, 2019, provides information on Rwanda's progress towards SDGs and the summary can be found in [annexure 8](#).

## 3.3 Overview of social protection in Rwanda

The social protection sector in Rwanda aims to ensure that all citizens have a dignified standard of living, are protected from social exclusion, neglect and abuse, and are supported to access employment and livelihood opportunities. This aligns with the Agenda 2030 for SDGs and UN principle of Leaving No One Behind. Rwanda's updated Social Protection Policy (2018) and Sector Strategic Plan define social protection as:

*"All public and private insurance and income transfers schemes as well as Social Care Services that, together, ensure that all citizens, especially the most vulnerable and marginalised, have income security, a dignified standard of living, are protected against life-cycle and livelihood risks and that the rights of all citizens are upheld." (Social Protection Policy, 2020)*

Social Protection Policy (2020) and Social Protection Sector Strategic Plan (2018–2024), build on the country's ratified international policy commitments and conventions that establish the right to social security and protection, as well as on home-grown traditions of mutual assistance and support to effectively target and deliver social protection services. Furthermore, the JP is aligned to United Nations Sustainable Development Cooperation Framework 2018-2024 (UNSDCF) which guides the program cycle, including planning, implementing, monitoring, reporting, and evaluating UN support for achieving the 2030 Agenda. As part of the Cooperation Framework, the UNDAP II has been updated to ensure full alignment in timing with the NST1. It focuses on three strategic priorities: Economic Transformation, Social Transformation and Transformational Governance, as well as enhancing the relevance and impact of the UN system in the evolving national, subregional, and regional contexts, and complying with UNSDCF guidelines.

### 3.4 Key stakeholders and partners at country, regional and global levels

The social protection sector is led by the Ministry of Local Government (MINALOC) which collaborates closely with other social sector ministries to ensure coordination and delivery of specific objectives and priorities under the Social Protection Strategy. The key implementers of Social Protection and JP partners are, Ministry of Agriculture and Animal Resources (MINAGRI) and Ministry in Charge of Emergency Management (MINEMA) (JP, 2021). The implementing agencies under MINALOC are the Local Administrative Entities Development Agency (LODA), Rwanda Demobilisation and Reintegration Commission (RDRC), National Council of Persons with Disabilities (NCPD) and National Rehabilitation Services (NRS). In addition, implementing agencies under other social sectors also play a key role in delivering social services, such as the Rwanda Agriculture Board (RAB), National Child Development Agency (NCDA) and Rwanda Social Security Board (RSSB). In collaboration with Districts, these institutions are responsible for the delivery, management and monitoring and evaluation (M&E) of core and complementary social protection services. According to strategic priorities, stakeholders meet as needed, and the Steering Committee members will be expanded by including them in particular JP design and implementation processes. The delivery of core and complementary national social protection programmes is mainly funded by the government with the support from key development partners including DFID, the World Bank, and UN agencies, and national and international civil society organizations (JP, 2021).

The SPSWG is the main coordinating body of the sector, chaired by MINALOC and co-chaired by the UK Foreign and Commonwealth Development Office (FCDO). According to the TOR (2022), the PUNOs have strong in-country relations with the following main global donors of the Joint SDG fund, the European Union (EU), and the bilateral agencies in Germany, Switzerland, the Netherlands and Sweden (JP, 2021).

### 3.5 UN Joint programme

In 2019, three UN agencies (UNICEF, WFP and FAO) under the stewardship of the UN RCO developed a Joint Programme (JP) on “Accelerating Integrated Policy Interventions to Promote Social Protection in Rwanda”. The JP is funded through the UN Sustainable Development Goals Fund (Joint SDG Fund) for the period 31 December 2019 to 30 June 2022 with a geographical scope at the national level (for policy work and systems strengthening) and at the community level for direct service delivery in five districts (Burera, Karongi, Kirehe, Nyamagabe, Rutsiro). It has a budget of USD 3,040,000 which includes a direct SDG Fund contribution of USD 2,000,000 from the Joint SDG Fund allocated to UNICEF, WFP and FAO (UNJP, 2022).

The focus of this JP is to support and accelerate the government of Rwanda’s efforts for integrated social protection to end poverty in all its forms, leaving no one behind. It sought to provide innovative solutions for identified gaps at policy/strategic, system and community levels, accelerating results as envisaged in the national Social Protection Strategic Plan (2018–2024) and the national Joint Multisectoral Action Plan to Eradicate Extreme Poverty, defining leveraging mechanisms to accelerate the implementation of the agenda 2030 (UNJP, 2021). The programme targeted the populations most vulnerable to economic and climatic shocks, primarily women-headed households, households with a large number of children and households with disabilities. The Joint Programme theory of Change (TOC) can be found in [Annexure10](#). The project focused on three strategic results areas:

- Enhancing integrated and shock-responsive social protection, including through stronger evidence, improved targeting and coordinated service delivery.
- Supporting resource mobilisation efforts for the social protection sector in Rwanda by leveraging existing and new partnerships and providing technical assistance to inform policy updates and scale up existing programmes.
- Improving delivery of integrated social protection interventions at the community level in five districts, building on new integrated case management and referral models through strategic partnerships leveraged by the PUNOs with government agencies (MINALOC-LODA, MINAGRI, MINEMA) and key implementing partners (World Relief, Urunana).

Three outputs are different from the result areas, namely:

- **Output 1.1:** Integrated policy framework for social protection is effectively in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services.
- **Output 1.2:** Strengthened social protection delivery system allows for improved monitoring and evaluation (M&E), case management and targeting of key target groups.
- **Output 2.1:** Innovative community mechanisms are in place to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, particularly in climate-shock prone areas, in a gender-sensitive way (UNJP, 2022).

The Acceleration of Integrated Social Protection Initiatives in Rwanda (AISPR) project focuses on community level interventions to ensure that innovative community mechanisms are in place to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure citizens, particularly in climate-shock prone areas, in a gender-sensitive way (UNJP, 2021). The project was implemented in five districts in Rwanda including, Burera, Kirehe, Karongi, Nyamagabe and Rutsiro as shown in Figure 3.



**Figure 3: Map showing selected districts**

These districts were selected due to their high poverty and malnutrition rates and proneness to natural disasters. Furthermore, the programme considered the impact of gender inequality of health and wellbeing to mainstream gender in all its activities and disaggregated indicators by gender. The project also had an equity focus approach through the inclusion of all eligible households without discrimination based on gender, socio-economic status, disability and faith. To ensure sustainability of the intervention the programme focused on the following key drivers: local ownership and partnership, strengthened community-based structures and government at sector/cell through providing human resources to follow up on project implementation sensitising targeted population and providing, where necessary, agricultural activities (UNJP, 2022).

In light of Covid-19, the project was adjusted and efforts made to assist the government in favour of community level activities that have a direct impact on reducing Covid-19 effects.

### **UNJP Roles**

The JP document (2021) stated that, “based on strong government involvement, the three PUNOs and the RCO will play complementary roles in implementing this joint programme”. The roles of the PUNOs were further specified in the UNJP Annual Progress Reports (2020 and 2021) as follows: the RCO provided coordination and oversight during the programme; UNICEF has played a big role in knowledge generation and capacity building of the players in the social protection sector; and WFP has focused on shock-responsive social protection and FAO on nutrition and food security. From the design stage of the JP, the PUNOs and RCO have planned, implemented and monitored JP activities in a joint fashion.

The primary stakeholders were assembled as a steering group for the joint program and included: RCO, UNICEF, WFP, FAO, MINALOC, and LODA. On an as-needed basis, a secondary stakeholder circle made up of important government actors, central government ministries, and organizations actively participated in the execution of the JP’s mandated activities in agriculture, nutrition, gender, and emergency response will meet to discuss strategic priorities (JP, 2021). These included: MINAGRI, RAB, MINEMA, MIGEPROF, NECDP, and representatives from the five target districts. This circle also included NGOs engaged in implementation. This included: World Relief as the key implementing partner responsible for implementation of poverty reduction and resilience-building activities at community level, and Urunana DC which facilitated community sensitisation around social protection.



The right holders of the JP include the targeted beneficiary stakeholders of the UNJP and are households with severe and moderate acute malnutrition; female-headed households; households with a large number of children; households exposed to climate-related shocks; households within Ubudehe Category 1 and 2; households with disabled persons; teen mothers, and older persons residing in the five districts of Rwanda (Burera, Karongi, Kirehe, Nyamagabe and Rutsiro) (JP, 2021). A map of UNJP stakeholders can be found in [annexure 12](#).

## 4 FINDINGS ON UN JOINT PROGRAMME DESIGN AND RELEVANCE

This section of the report assesses the design and relevance of the UNJP. Findings on programme design provide a brief discussion on why the programme was initiated, design features and process, and monitoring and evaluation systems. Programme relevance is assessed in terms of alignment with government policy priorities and community level needs.

### 4.1 Findings on programme design

#### *Why the project was initiated*

The UNJP was initiated as a response to a call by the Joint SDG Fund, an inter-agency, pooled mechanism for integrated policy support and strategic financing. The programme was developed through a multi-stakeholder partnership between PUNOs (UNICEF, WFP, FAO), the UN Resident Coordinator's Office, the Government of Rwanda, and CSOs. The UNJP's main objective was to *“support and accelerate the Government of Rwanda's efforts for integrated social protection to end poverty in all its forms, leaving no one behind.”* Findings from the document review and primary data show that the UNJP sought to complement and contribute to the successful implementation of the Social Protection Sector Strategic Plan (SP-SSP) 2018/19–2023/24, the national Joint Multisectoral Action Plan to Eradicate Extreme Poverty, and the National Social Protection Policy (2020). The extent to which alignment was achieved is presented in [Section 4.2.1](#) below.

#### *UNJP design features*

The UNJP, the first joint programme on social protection in Rwanda, had several unique design features. To achieve its key objectives, the UNJP adopted an **integrated and multi-dimensional** approach, with the intention to intervene at the three different levels and coordinate policies and programmes across the key line ministries (MINALOC, MINEMA & MINAGRI) and sectors. The programme sought to intervene at three levels: policy/strategic level, systems level and community level. In so doing, the UNJP provided a comprehensive approach to tackling social protection challenges and ensuring inclusive social protection for vulnerable population groups in Rwanda.

Other development partners consider this model of working both upstream (national) and downstream (district, sector, cell) a distinct feature of the programme. It allowed the UNJP to intervene at policy and strategic level and to partner with district authorities and World Relief to implement project activities at district level. It also aimed to use impact evidence from districts to advocate at policy and strategy level.

*“A unique feature of the UNJP is engagement of a service provider (World Relief) because not all development partners do this, some would channel the money to government as we do. The UNJP ensured that they had a service provider with deep knowledge of the community as well as presence and boots on the ground which is something of relevance. Not all development partners do this.”*  
(SSI, Development Partners)

Interview respondents also emphasised the importance of strengthening inter-institutional collaboration within government as a prerequisite for achieving project objectives.

An assessment of the UNJP also shows that it used a **multi-stakeholder and cross-sectoral approach** through the **strategic partnership** between the PUNOs and line ministries. This enabled partners to leverage on each other's strengths regarding content and sector experience. Interview data confirms that these stakeholders have a breadth of experience across technical sectors (including social protection, agriculture, disaster management and food security and nutrition) which was essential to understand multidimensional poverty and drive conversations around relevant solutions or programme responses. The following quote explains the value-add of each of the PUNOs.

*“It was the first joint programme on social protection and we offered an integrated package of support. We came with our own strength and expertise, WFP came with shock response, UNICEF with case management and FAO with agriculture. This case study could be a good example on how cash plus could work.” (SSI, PUNO)*

Despite the value-add of working together, some respondents highlighted a challenge with finding coherence and a good way of effectively working with each other among the PUNOs. It was difficult to understand how much time needed to be allocated to coordination efforts given that staff from the different UN agencies also have competing commitments and portfolios to manage. Coherence issues are discussed further in [Section 7.2](#).

### **Design process**

The design process included **high level engagement and consultations** at both national and district level. The initial design phase (proposal writing) included a series of national level meetings and consultative engagements among government ministries (MINALOC, MINAGRI, MINEMA) and the PUNOs (UNICEF, WFP and FAO). Following this, once the UNJP was officially launched in early 2020, widespread consultations with local government officials and beneficiaries were conducted in selected districts to get a better understanding of their needs and priorities as well as to encourage ownership of the programme from the onset. [Section 4.2.2](#) provides more detail on community involvement.

Respondents highlighted two challenges with the design process. Firstly, the consultative nature of the process at national, local government and community level meant that the design and planning phase was drawn out and extended into the first year of implementation. Secondly, Covid-19 caused further delays due to a shift in attention towards policy dialogue on Covid-19 response. It also delayed the Community Based Participatory Planning (CBPP)/community consultation process due to movement and gathering restrictions.

### **UNJP monitoring and evaluation systems**

The programme has a clearly articulated ToC which depicts the three main pathways of change at three levels: policy/strategic level, systems level and community level. The programme also has a detailed results-based management framework with a set of clear outputs and outcomes, related indicators, baselines and targets. These were used to monitor, evaluate, and report on programme implementation, progress and achievement of outcomes throughout programme implementation.

## **4.2 Findings on programme relevance**

### **4.2.1 Alignment with government policy priorities**

A review of programme documents indicates that the UNJP is well aligned with government policy priorities and needs. By design, the UNJP sought to provide innovative solutions for identified gaps at policy/strategic, system and community levels as envisaged in the national Social Protection Strategic Plan (2018–2024) and the national Joint Multisectoral Action Plan to Eradicate Extreme Poverty. Some of the issues the programme sought to address include systems strengthening, social protection assistance, and household profiling to feed into the new social registry.

Interview respondents (PUNOs, development partners, government officials and CSOs) also confirmed a high level of alignment between government policy priorities and the UNJP.

*“The UNJP is extremely relevant to national level priorities and policies as it confronts challenges such as poverty through tackling nutrition, food security, access medical care and vulnerability to disasters. These are the issues that the government of Rwanda is concerned about and they had conversations with PUNOs as they developed the proposal.” (SSI, National, CSOs)*

In addition, both the document review and primary data show that the UNJP services and innovative solutions are directly aligned to key national social protection programmes and guidelines. For example, the UNJP supported the strengthening of existing social protection safety nets provided under the Vision 2020 *Umurenge* Programme (VUP) through providing capacity building to the workforce and strengthening of data systems. Similarly, the UNJP community level interventions were designed to align them to the national Guidelines for Sustainable Livelihood Enhancement (2019), which provide complementary services to the VUP safety nets in the form of productive asset transfer, skills development, kitchen gardening and strengthening para social workers’ capacity to provide advisory services to the community.

*“The programme activities are very relevant because they include income generation, asset transfer, and poverty reduction. All these activities are in line with government strategies and priorities.” (SSI, Development Partner)*

One interview respondent argued that although the programme was only implemented in five districts, it contributes to achieving targets in the national Social Protection Strategic Plan (2018–2024). Evaluation findings on policy, systems and community level findings presented in the following sections demonstrate evidence of UNJP contribution to achieving the policy and strategic plan priorities.

Table 1 provides examples of UNJP alignment to National Social Strategic Plan (2018–2024) priorities

**Table 1: UNJP alignment to National Social Protection Strategic Plan (2018–2024)**

Relevant priority area of the National Social Protection Strategic Plan (2018-2024)	Alignment of UNJP to this priority area
<b>Priority 1:</b> Increasing access to social security, particularly among vulnerable older people, people with disabilities, households with low labour capacity and other poor families	At national level, WFP co-chaired (with MINALOC) the sub-committee on social security and short-term assistance, providing coordination and advocacy support to sub-sector interventions while UNICEF co-chaired (with MIGEPROF) the sub-committee on Social Care Services.
<b>Priority 2:</b> Increasing the contribution of social protection to reducing malnutrition	The JP provided productive assets (poultry, boreholes, training on land terracing practices), input (Irish potato seeds, fertilizers, chicken feeds) and tools in the five districts of implementation.  The project helped beneficiaries establish kitchen gardens. Beneficiaries were supported through capacity building on vegetable and fruit growing and quality vegetable and fruit seeds were provided.  Provision of poultry.  The JP established VSLAs using a smart spending approach for investment of loans by beneficiaries, including through community sensitization on health nutrition practices.
<b>Priority 3:</b> Strengthening support for households and communities affected by disasters and shocks	The JP brokered linkages between the disaster management and social protection sectors to enhance policy linkages and ensure implementation at decentralised levels optimises linked operations. This was based on a diagnostic study at the onset of the JP that mapped out opportunities for shock-responsive and climate-sensitive social protection.  Strategic consultations (policy forum, inter-ministerial consultations with MINALOC/LODA/Ministry of Environment) and capacity-building training workshops for key government officers and development partners were held at both national and district levels to build consensus on practical ways to implement shock-responsive social protection action. The PUNOs provided

Relevant priority area of the National Social Protection Strategic Plan (2018-2024)	Alignment of UNJP to this priority area
	technical support to the TWG developing the operational framework for shock-responsive social protection at national level.
<b>Priority 8:</b> Strengthening values of self-reliance, respect for rights and community-based support for the vulnerable	Through constant engagement with the programme participants, community leaders, CSOs (Red Cross, Plan International, World Vision, Caritas Rwanda et al.) and government officers at national and district levels. Communities were engaged in the design and planning of interventions at sector and cell levels through a community-based participatory planning approach.
<b>Priority 9:</b> Strengthening institutional capacity for evidence-based policy development and delivery in the social protection sector	The JP developed the study analysing the sensitivity of the social protection sector to climate shocks, which has been used to inform additional policy discussions and operational discussions on shock-response (targeting, operational framework and guidelines, complaints, and feedback mechanisms). The JP supported the development and use of quality data for social protection through the development of the M&E framework and tools for a household profiling data system in Rwanda which have been finalised. The household profiling data provides socioeconomic data on households as collected just before the Covid-19 pandemic. The HH Profiling data, alongside <i>Ubudehe</i> data is being used to inform the development of the social registry which aims to enable more effective targeting of social protection interventions, including better consideration of shock-affected households and inclusion of vulnerable groups such as women, children, and persons with disability.

A more thorough assessment of UNJP alignment with national policies and priorities is in the document review conducted by the evaluation team during the inception and design phase ([ANNEXURE 6](#)).

#### 4.2.2 Programme alignment with community level needs

##### ***The social protection context and challenges households face***

Evaluation findings reveal that PUNOs invested a lot of time and effort in trying to understand the social protection context and the real situation of vulnerable people in Rwanda and more so in the five selected districts. The first level context analysis was conducted using existing studies on social protection in Rwanda as well as the experience of the UNJP partners in the sector. Below are some of the key documents (in addition to the social protection strategy and policy documents) in the context analysis.

##### **Documents reviewed**

- The Integrated Household Living Survey (EICV 4 and EICV5 Poverty Trends reports)
- The Comprehensive Food Security and Vulnerability Assessment report (CFSVA, 2018)
- The United Nations Development Assistance Plan for Rwanda (UNDAP II 2018–2023)
- The Economic Development and Poverty Reduction Strategy of Rwanda (EDPRS)
- Guidelines for Sustainable Livelihoods Enhancement (2019)

The following quotation further explains how the PUNOs used existing studies to inform their understanding of the context and possible solutions.

*“We piggybacked on various studies that had been done. For example, the EICV5 study which looked at household access to services and issues related to poverty and inequality. This study shows that poverty levels are high and much higher in rural areas than in urban areas. Poverty reduction was 0.8%, which was not significant as it stood at 38.8%. So, we wanted to work on creating a society that is more inclusive and resilient to shocks and promotes more equal opportunities.” (SSI, UNJP partner)*

The programme document outlines several challenges and gaps in the social protection sector. These were confirmed by evaluation respondents considered in the design process. These include:

- Institutional capacity gaps to effectively deliver SP services, particularly at sector and cell level
- Low coverage of SP in comparison to existing needs
- Targeting errors emanating from *Ubudehe* classification<sup>7</sup>
- Susceptibility to climate-related shocks and disasters (approximately 40% of households were reportedly affected by climate-related shocks)
- High levels of poverty among female-headed households compared to male-headed households.

The second level context analysis included wide consultations with local leaders and community members to get a better understanding of real SP needs and possible solutions. Challenges identified include access to basic needs (food, school, healthcare) and increased vulnerability to natural disasters, among others.

Consultations with district authorities also informed decisions about **district selection, site selection, beneficiary identification** and **stakeholder mapping activities** conducted during the design process.

Furthermore, CBPP workshops were conducted to identify underlying causes of poverty, livelihood opportunities and community-led initiatives for resilience building to be supported by the UNJP. Subsequently, a CBPP report was produced.

*“We had lots of consultations with local government leaders and even beneficiaries themselves to decide on which activities would adequately respond to their needs. We also used the community based participatory planning approach used by WFP. We used this at sector, cell and village level to really get to understand the real needs.” (SSI, PUNO)*

Finally, World Relief conducted a **baseline study** to assess the SP context based on the UNJP indicators in all five districts to establish a benchmark to measure project impact. The study provided information on the status of beneficiaries such as their assets, sources of income, access to financial services, saving practices and their knowledge of SP entitlements, among others.

### **Programme response to needs**

The evaluation found that all the above activities have contributed towards the UNJP integrated services being relevant to the needs of the most vulnerable in the community. To begin with, the UNJP targeted districts are in the high-risk category characterised by susceptibility to climate-related shocks, high levels of malnutrition and a high number of women-headed households, among other factors.

Furthermore, most vulnerable households were identified as project beneficiaries and these were primarily in the *Ubudehe* category 1 and 2, women-headed households, households with three or more children, households with one or more persons with disabilities and households with teen mothers. These are people we consider need the programme the most.

Primary data also shows that community involvement from the planning phases of the programme enhanced the relevance of the services and innovative solutions provided through the UNJP.

*“This project is not like other social protection programmes where we tell people what they need. The UNJP helped project beneficiaries to identify their problems and what support they need.” (SSI, District Official, Karongi)*

Interviews with district officials revealed that the UNJP addressed many problems encountered by the most vulnerable groups in the selected districts by supporting the establishment of income generating activities, village loan savings groups and skills development to mention a few. Evidence of this is shared in [Section 6.2](#) on findings at the community level.

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<sup>7</sup> Ubudehe is a social stratification system depending on income among households in Rwanda

### 4.3 Key point summary

The evaluation found the following:

- By adopting a multi-level approach and intervening at the policy/strategic, systems and community level, the UNJP played a crucial role in enhancing and providing comprehensive solutions to strengthen integrated social protection in Rwanda.
- The design process included high-level engagement and consultations at national (line ministries) and district (district authorities, community leaders and project beneficiaries) levels. This encouraged programme buy-in and ownership by the different stakeholder groups.
- The UNJP was well aligned with government policy priorities and needs and, by design and purpose, sought to provide innovative solutions for gaps identified in the different SP policies and strategies. Alignment with government priorities was also enhanced by consultations conducted with line ministries, particularly MINALOC, the ministry leading the SP sector in Rwanda.
- The integrated SP services that were rolled out with support of the UNJP were relevant to the many needs and challenges most vulnerable groups in the selected districts encountered through supporting establishment of income generating activities, village loan savings groups and skills development.
- Decisions about the type of district selection, site selection and beneficiary identification, and the type of community level interventions were largely informed by an in-depth context analysis and consultations with district authorities and project beneficiaries.

## 5 FINDINGS ON UNJP EFFECTIVENESS AND OUTCOME AT POLICY AND SYSTEMS LEVEL

This section focuses on policy and systems level outputs and outcomes. It assesses the extent to which the UNJP has achieved **Outputs 1.1** and **1.2** and its progress towards achieving **Outcome 1** (see [ANNEXURE 1](#)). It also presents the enablers and barriers to achieving outputs and outcomes.

### 5.1 Effectiveness of Output 1.1 and 1.2

#### 5.1.1 Extent of achieving indicators for output 1.1

**Output 1.1:** Integrated policy framework for social protection is effectively in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services.

##### **Indicator 1.1.1 The JP contributes to enhancing disaster risk management (DRM), agriculture, child- and gender-sensitivity in the revised social protection policy and strategic framework**

The Social Protection Policy and Sector Strategic Plan had already been adopted when the JP started and because the PUNOs (in particular UNICEF) have been in the sector for a while, they were well positioned to know the strengths and gaps of the policy and strategic framework. Hence the JP was aligned to this policy and strategic framework.

The JP contributed to the indicator in two ways: Firstly, by strengthening the inter-institutional collaboration within government and facilitating collaboration between the social protection sector (lead by MINALOC and LODA) and the disaster management sector (lead by MINEMA). Secondly, by **implementing** shock responses in the communities, providing assets and providing seed funding that were child and gender sensitive.

*“This program is adding to and aligned to social protection policy and strategic plan by bringing more experience from the ground. For example, how to work with the proximity advisors with packages complementing each other such as VSLA, asset transfers, referral services, seed funding. They are working with all the different elements and connecting the dots. This is something other programs can learn from. This is really building resilience.” (SSI, Development partner)*

These interventions were included in the draft national graduation strategy (see below under Indicator 1.1.3) and will be considered in the Midterm Review of the Social Protection Sector Strategic Plan which is currently underway. It can therefore be concluded that the indicator was achieved.

##### **Indicator 1.1.2: # of Disaster management policy and strategy documents developed to advance adaptive social protection**

The JP contributed to drafting the revisions of the National Disaster Risk Reduction and Management Policy.

*“The revised national policy aims at laying down the foundations of effective disaster prevention and preparedness for efficient response, recovery and longer-term resilience to future disasters and provide clear roles and responsibilities for each entity in the implementation of various policy actions. In addition, the revised policy provides a conducive environment for forging strong relationships between government institutions, development partners, CSOs, private sector, local entities and communities, including vertical and horizontal linkages.” (MINEMA, 2021).*

The Disaster Risk Reduction and Management Policy was validated and approved by the Social and Economic clusters at the end of June 2022 and is at Cabinet for approval. A strategy is currently being developed with the support of WFP to operationalise the policy.

A comprehensive package of seven sector preparedness plans has been validated and is pending publication by MINEMA. These plans provide guidelines for key sectors in the event of an emergency to ensure

preparedness and response processes that leave no one behind, are inclusive, reduce the impact of disasters and build community resilience (MINEMA, 2022). The plans are across the following sectors: 1) Food Security and Nutrition; 2) WASH; 3) Shelter; 4) Mass Fatality Management; 5) Search, Rescue and Evaluation; 6) Assistance to Vulnerable Groups; and 7) Damage Control and Initial Rehabilitation. The plans seek to integrate preparedness and response by considering various sectoral contributions, promoting better coordination of services to the most vulnerable households before, during and after shocks.

This indicator has therefore been achieved.

### **Indicator 1.1.3: # of options paper and costing-exercise of measuring graduation from extreme poverty presented to the SP working group**

The JP contracted BRAC USA to develop an options paper and costing exercise to measure graduation from extreme poverty. This was completed although some deliverables were slightly changed to focus more on best practice than costing. Also, the paper provided only one option but with initial, intermediate and advanced scenarios. The Graduation Measurement Recommendation Paper included a section on how to sequentially develop an M&E system and a section on good practice on monitoring and measuring the graduation approach (BRAC, 2021).

Interviewees reported that an initial challenge was stakeholders' different understanding of 'graduation'. BRAC facilitated discussions with MINALOC, LODA, UNICEF, FAO, WFP and the World Bank to develop a definition of graduation. Another challenge was that the graduation strategy had not been finalised and approved at the time the assignment was underway, although it was not part of the JP but supported by other development partners.

*"It became a bit 'backwards' (i.e., M&E framework before the finalised strategy). Everyone thought the graduation strategy would move faster and not sure why it is so slow. We have a team working on it and they did quite a lot of work on it but then it went quiet for 6 months. It was being submitted with VUP programme document and paper on a new Ubudehe category so it is part of package."*  
(SSI, Development partner)

The recommendations in the graduation measurement option paper were eventually included in the National Graduation Strategy M&E Plan (2022) which is pending Prime Minister/Cabinet approval. The options paper has been presented to the Social Protection Sector Working Group. BRAC also did a useful policy brief for high level dissemination. It can be concluded that this indicator has been achieved.

## **5.1.2 Extent of Output 1.1 achievement**

**Output 1.1:** Integrated policy framework for social protection is effectively in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services.

Interviewees reported that Output 1.1 had to a large extent or partly been achieved. The social protection policy and strategic plan were already in place at the start of the JP but new policy initiatives emerged during the JP implementation.

Firstly, the Disaster Risk Management Policy was revised and is currently with Cabinet for approval. MINEMA is currently operationalising the Disaster Risk Management Policy with WFP's support by developing a strategic plan, and both the policy and plan have enhanced linkages to social protection.

Secondly, JP PUNOs led the analysis of the national social protection schemes' shock-responsiveness to enhance the support to households at risk of or experiencing shocks. The 2020 study recommended specific actions to tweak the social protection system and specific programmes in five areas (policy environment, M&E, institutional arrangement, financing, operational systems) to manage disasters and shocks more effectively.

Thirdly, MINALOC with the support from PUNOs held a high-level policy forum with relevant ministries, development partners and NGOs on shock-responsive social protection in December 2021. From the policy forum, a set of priority actions were developed for implementation. Examples of key actions include: 1)



Supporting the interoperability of management information systems for disaster management and SP for improved data sharing and timely responses; 2) Drafting an operational framework for delivery of SP in response to shocks; and 3) Strengthening the guidance on how VUP can contribute to disaster risk reduction through climate-sensitive public works.

One national government official reported how the policy forum led to the introduction of shock-responsive component in the SP system:

*“It helped us to design what we call shock-responsiveness component. This is a new component introduced to our Social Protection programme components. We already have safety net and livelihood component and we will now add a shock-responsiveness component as we are using what we learnt from this workshop. It has helped us to ensure that we take specific needs in to account when it comes to addressing vulnerabilities.” (SSI, National Government)*

Work on the national shock-responsive social protection operational framework and guidelines is ongoing through a Technical Working Group.

Fourthly, the MINEMA and the JP has developed sector preparedness/contingency plans for seven critical sectors: Food Security and Nutrition, WASH, Shelter, Mass Fatality Management, Search, Rescue & Evaluation, Assistance to Vulnerable Groups, Damage Control, and Initial Rehabilitation.

A challenge a few respondents reported on implementing this output is that policy work takes a long time. Some respondents raised that the JP had underestimated how long policy work takes. It was evident during the course of the evaluation that much of the policy work was either put on hold and delayed for up to a year due to the Government of Rwanda’s focus on the COVID response. In particular, inter-ministerial and inter-sectoral policy work took longer time during lock-down when face-to-face meetings were not possible.

In conclusion, the JP has strengthened the policy framework for shock-responsive social protection in Rwanda. It supported the government of Rwanda’s work on shock-responsive social protection through the provision of additional resources and dedicated technical input. This has been achieved through policy dialogue between ministries and other actors, backing the importance of shock-responsive SP with data and evidenced studies such as the 2020 diagnostic assessment, ensuring the Disaster Risk Reduction Management (DRRM) policy, included mainstreaming options through social protection, participating in the Technical Working Group on shock-responsive SP and providing training in shock-responsive SP. The JP also supported the development or refinement of tools and detailed guidelines as well as the implementation of some of the Cash Plus interventions embedded in the Guidelines for Sustainable Livelihood Enhancement (LODA, 2019).

*“It was over achieved – the documents produced, there were so many. The project really contributed to these outputs. We had engagement on shock-responsive SP where we brought stakeholders together to talk about these issues and how classic SP interventions can be more forward looking to mitigate the shocks of the future namely climate shocks.” (SSI, National Government)*

*“What WFP has done, has been done more effectively than what anyone has done is to make linkages between social protection and disaster risk reduction management which involves two different ministries (MINALOC/LODA and MINEMA). They have really brought the policy agendas closer.” (SSI, Development partner)*

### 5.1.3 Extent of achieving indicators for Output 1.2

**Output 1.2:** Strengthened Social Protection delivery system allows for improved M&E, case management and targeting of the key target groups.

#### **Indicator 1.2.1: # social protection M&E systems that have gender, child and shock-responsive indicators**

The JP conducted a diagnostic assessment on the sensitivity of the SP sector to climate shocks. The findings informed the shock-responsive SP policy dialogue, capacity building activities and systems development works.

The JP supported the development and use of quality data for SP through developing the M&E framework and tools for the household profiling data system in Rwanda. Testing of the tools is currently underway at community level. Based on the test findings, the M&E framework for the household profiling system will be revised and finalised. Once finalised this indicator will be fully achieved.

**Indicator 1.2.2: # of initiatives supporting improved targeting, including households affected by shocks**

The household profiling data provides socioeconomic data on households. It will be used, alongside *Ubudehe* data, to inform the development of the social registry which will lead to more effective targeting of shock-affected households and inclusion of vulnerable groups such as women, children and persons with disability. The JP clarified the linkages to the social registry to enhance utilisation of the data for targeting SP. The social registry is still under development supported by the World Bank. The JP provided a review of the *Ubudehe* and supported the classification into the new *Ubudehe* category. The household profiling indicators were reviewed, and the JP supported the development of a M&E framework. This data will feed into the social registry and help maintain it, consequently providing better targeting. Shock-responsive targeting protocols will be finalised by December 2022 through complementary resources.

Although it was raised as a strength that the JP has been good at disseminating its work in the sector working group and core DP group, it was raised as a challenge that communication and coordination on the household profiling feeding into the registry and targeting have been limited. This was due to the fact the assignment was very complex as data architecture for social protection is in a rapid flux. The assignment faced several setbacks and lasted for much longer than anticipated as there were major changes in the design and in the implementation, mainly stemming from the work on the social registry.

In mid-2020, the JP in consultation with the Government of Rwanda decided to re-purpose some of the targeted activities in favour of community level activities with a direct impact on reducing Covid-19 effects. Hence, the activity in the original work plan on "Technical Assistance to MINALOC/LODA to develop improved targeting criteria and guidelines" was dropped.

As the target was three initiatives, this indicator has been fully achieved.

**Indicator 1.2.3: # of government staff members that have strengthened capacity to support households effectively in natural disaster-prone areas**

The JP trained 15 central government officers on shock-responsive social protection. Furthermore, 143 district officials from six districts were trained in DRRM. This included an emergency simulation exercise focused on integrated support to disaster-affected households. Hence the indicator target (target: 20) has been exceeded (actual: 158).

**Indicator 1.2.4: # Guidelines and tools developed to support building of the Social Development Advisors system (including Consultative Committees for Development of the Cell – CCDCs)**

During the course of implementation two sets of guidelines and tools were developed (or revised), namely a guideline and tools for the Social Development Advisory System and a guideline/manual and tools for the operationalization of the CCDCs. UNICEF and LODA had already developed the general guidelines for the Social Development Advisory System in 2018, and World Relief had been testing these since 2019. During the JP implementation, World Relief tested the integrated case management and referral business model in the JP districts (1 cell each). With the support of UNICEF, the package was finalised and handed over to LODA in December 2021.

However, a lesson learned pointed out by two interviewees is that there is an opportunity in linking the use of the community workforce of para-social workers to support disaster preparedness and response efforts to SP interventions/access to social protection services. There is potential to utilise this workforce at very decentralised levels to support case referral, needs assessments, identification of shock-affected or at-risk households and link them to access post-disaster support. This is currently not included in the para-social worker guidelines. Another lesson learnt is that the guidelines could better reflect how the BDAs can concretely support social protection beneficiaries by clarifying the detailed operational model and processes for engaging BDAs. Finally,

a lesson learned deriving from World Relief pertains to their experiences on the practicalities of e.g., classification and coordination that could further strengthen the guidelines.

The guidelines and training manual for the operationalization of the Consultative Committees for the Development of the Cell were developed by World Relief under the JP and handed over to MINALOC for rollout in other cells and districts. The CCDCs in the five cells of operation were trained on these guidelines. Trainings will be further scaled up in six other districts identified by MINALOC in August and September 2022 (using UNICEF core funds). It was, however, raised that the CCDCs are not yet fully operationalised.

For the operationalisation of the para-social workers, UNICEF and LODA developed a case management and referral business model in 2018 including the coordination mechanism, roles and responsibilities, reporting and referral tools and the way of classifying beneficiaries into pathways of support to ensure the support provided is tailored to the needs of the community. World Relief has however, elaborated the training manual on this model, tested the classification of beneficiaries into the pathways of support, the coordination mechanism with other community level service providers and the reporting and referral tools.

Nevertheless, the indicator target of two guidelines and tools has been achieved.

#### 5.1.4 Extent of Output 1.2 achievement

**Output 1.2.:** Strengthened SP delivery system allows for improved M&E, case management and targeting of key groups.

The JP conducted a diagnostic assessment on the sensitivity of the SP sector to climate shocks. The report findings informed the shock-responsive social protection policy dialogue, capacity building activities and systems development works.

The JP supported the development and use of quality data for SP through developing the M&E framework and tools for the household profiling data system in Rwanda, which have been finalised. Although new household profiling data was not generated, used or analysed under the JP, the new household profiling M&E tools are currently being tested.

The household profiling data, alongside *Ubudehe* data, will be used to inform the development of the social registry which will aid more effective targeting of shock-affected households and inclusion of vulnerable groups such as women, children and persons with disability.

The JP has conducted national and district level training on how to design and implement shock-responsive social protection programmes and has conducted emergency simulation exercises to test the preparedness of districts to respond to emergencies.

Interviewees at district level reported that the SP delivery system has been strengthened which allows for improved M&E, case management and targeting of key groups as they have created groups to support targeted households. The JP was acknowledged for having contributed to improved case management, particularly through training para-social workers.

*“Case management has been big contribution of this programme. While government had some strategic vision about it, and the graduation strategy is about to be approved, government is just starting case management and having UN programme implementing it and showing them what is working and not working, it is going to have a big impact.” (SSI, Development partner)*

In conclusion, the social protection delivery system has been strengthened and it allows for improved M&E, case management and targeting of key groups.

## 5.2 Outcomes at policy and systems level

This section first provides an overview of the achievement of the outcome indicator and then assesses whether the outcome has been achieved.

## Outcome 1.1 Indicator: Number of extremely poor population benefitting from direct income support schemes

Table 2: Targeted and achieved number of extremely poor population benefitting from direct income support schemes

Planned target	Achieved	Expecting to achieve*
355,864 Households	364,935 households	445,003 households

\*(subject to revision during Mid-Term Review of Social Protection Strategic Plan)

According to the JP results matrix for 2020–2022 and with latest status on 19 July 2022, the planned target of the number of extremely poor population benefitting from direct income support schemes has been exceeded, although the numbers may be revised during the Mid-Term Review of the Social Protection Strategic Plan.

**Outcome 1.** The national social protection system effectively delivers sustainable and long-term child, gender and nutrition-sensitive safety nets for the most vulnerable households to increase their livelihoods and access to social services.

Interviewees pointed out that a major achievement related to this outcome is that the JP demonstrated that officials and other stakeholders in the SP and disaster management sectors need to work together.

*“The good thing with this programme is to demonstrate that social protection and disaster management are two sectors that need to work together. In the past it was difficult to show LODA at district level that this is something that needs to be fully integrated into their system. Similarly, MINEMA was looking at some of the social protection schemes and in the past, we felt that they are not of our concern but now we have been assigned by both Ministers to combine our efforts. With this programme and the initiatives, dialogue and conversation we have had, and the successful shock-responsive social protection conference we now realise that both sectors need to work together.” (SSI, National government)*

This realisation of the need to collaborate has trickled down to district level.

*“Mayors and Executive Secretaries at district level now realise how important disaster management is in social protection sector and it is as a result of this programme.” (SSI, National Government)*

One of the barriers for achieving the outcome is that officials often stick to their narrow mandate. However, one of the core enablers of the JP mentioned by many respondents was the high-level shock-responsive social protection policy dialogue forum.

*“Having government officials from different sectors in the same room discussing issues and approaches that are not necessarily part of their current mandate and getting technical input is very unique. You don’t usually have this space of really discussing what they want and how they can achieve it.” (SSI, Development partner)*

Other enablers raised were the approach of joint planning, implementation, monitoring and field visits with the PUNOs and district officials and the high level of political will in the country to deliver on SP.

Most interviewees agreed that the JP had **contributed** to achieving the outcome in terms of the targeted households in the targeted cells and districts. It was however pointed out that as the implementation time has been short and community delivery of e.g., seeds funds, livestock and assets took place recently, the programme has not yet been scaled up, so it is difficult to ascertain if a sustainable safety net has been delivered. Hence it can be concluded that the JP contributed to this outcome, but the outcome has not been achieved fully as the safety nets and associated complementary services need to be sustainable and scaled.

## **Fulfilment of ToC assumptions**

As stated above, although Outcome 1 has not been fully achieved, the JP has certainly contributed to it, in part because assumption 1 holds true. Relevant national stakeholders were willing to support the policy integration and perceived planned activities as a contribution to improvement and acceleration of the existing national approach to eradicating extreme poverty. This is evident from the quotes above.

## **5.3 Results at policy and systems level**

In the initial design phase and submission of the concept paper to the Joint SDG Fund, the JP identified three strategic results areas. In connection with the JP submitting its 2021 annual progress report, the Joint SDG Fund requested it to also report on the strategic results areas. The following section provides an assessment of the achievement of results 1 and 2 while result 3 is reported on in the next chapter on community outcome.

### **Result 1: Enhancing integrated and shock-responsive social protection, including through stronger evidence, and improved targeting and coordinated service delivery.**

The JP contributed to achieving Result 1 in the following ways:

- Firstly, the JP conducted a diagnostic assessment on the sensitivity of the SP sector to climate shocks. The report findings informed the shock-responsive SP policy dialogue, capacity building activities and systems development works.
- Secondly, the JP and MINALOC organised a high-level shock-responsive SP policy forum which brought together policy makers and technical staff across key sectors to agree on operationalising the policy commitments on shock-responsive SP and inform development of national guidelines.
- Thirdly, the revised DRRM Policy was submitted to Cabinet, and the National Disaster Preparedness Plans kicked off to operationalise the policy objective of disaster management mainstreaming across sectors, particularly social protection.
- Fourthly, the PUNOs supported government in defining a poverty graduation measurement approach feeding into the draft National Strategy for Sustainable Graduation. This supports realistic projection of potential results and clarifies the M&E approach for this core reform agenda of graduation.
- Fifthly, the PUNOs supported government in finalising data analysis for the new *Ubudehe* categorisation for SP targeting. The results have been submitted for Cabinet approval.
- Sixthly, the JP also continued supporting the review of the Household Profiling System for the multi-sectoral monitoring of needs and coordination of SP and complementary services. The system will also feed data into the upcoming national Social Registry (UNJP, 2021).

However, a missed opportunity is linking the use of community workforce of para-social workers to support disaster preparedness and response efforts to social protection interventions/access to social protection services. This is currently not included in the guidelines for para-social workers.

It can be concluded that the JP contributed to Result 1.

### **Result 2: Supporting resource mobilisation efforts for the SP sector in Rwanda by leveraging existing and new partnerships and providing technical assistance to inform policy updates and scale up existing programmes.**

Result 2 has not been fully achieved. In late June 2022, the Government of Rwanda decided to postpone the development of the financing strategy until further notice, hence the current focus of the JP is on the mid-term review of the Social Protection Sector Strategic Plan exclusively. However, at the time of concluding the JP evaluation report the review was only at data collection phase.

Some initiatives were successfully implemented. For example, budget briefs presenting allocations to SP programmes in 2022/23 were developed and disseminated at a policy dialogue on 'Investing in Children in Rwanda' co-hosted with the Ministry of Finance and Economic Planning. PUNOs provided technical input to the design of new and revised cash transfer components of the national flagship SP scheme VUP (UNJP, 2021). During the Covid-19 pandemic, UNICEF was in dialogue with interested partners and advised them on government priorities. They subsequently pledged funding for the SP plan and the EU provided additional

support to the Covid-19 response in the SP sector, complementing the JP's investments in shock-responsive social protection.

Considerable resources were mobilised to train the para-social workers and scale-up Village Savings & Lending Associations. In recent consultation, UNICEF informed development partners about JP progress. Subsequently, Belgium (Enabel) has allocated € 500,000 to LODA to strengthen the para-social worker system. The programme was launched in August 2022 and progress is under development. FAO also tried to create synergies between SP and job creation by linking young rural farmers with established producers in Kigali as part of the "Buying from young people" campaign. The financing strategy/resource mobilisation work initially foreseen under the JP work plan will be initiated only after completion of the MTR exercise well beyond the JP's lifetime, so Result 2 has not been fully achieved.

### **Unexpected results**

The only unexpected result related to outcome 1 was as a negative consequence of the advent of COVID-19. It was evident during the course of the evaluation that much of the policy work was either put on hold and delayed for up to a year due to the Government of Rwanda's focus on the COVID response. In particular, inter-ministerial and inter-sectoral policy work took a longer time during lock-down when face-to-face meetings were not possible. However, the JP managed to deliver on most of the indicators related to output 1.1.

## **5.4 Gaps and potential biases in evidence**

PUNOs identified interviewees at national level through purposeful sampling. However, no potential biases or mitigation efforts were required for the data presented above with no gaps in evidence.

## **5.5 Key point summary**

- The JP has achieved all the indicators for Output 1.1 and most of the indicators for Output 1.2. The outcome was to a large extent achieved in the targeted cells; hence the programme has been effective.
- The DRM Policy was revised and is currently with Cabinet for approval.
- While the DRM policy is pending final approval, the JP is planning on the dissemination and operationalization of the policy to get a head-start when it is approved.
- Although, the options paper and costing-exercise of measuring graduation from extreme poverty were successfully developed and presented it was a challenge that the graduation strategy had not been finalised and approved at the time the assignment was underway.
- MINALOC and WFP held a high-level policy forum with relevant ministries, development partners and NGOs on shock-responsive social protection in December 2021.
- The JP conducted a diagnostic assessment on the sensitivity of the SP sector to climate shocks.
- The JP supported the development and use of quality data for SP through developing the M&E framework and tools for the household profiling data system, which have been finalised.
- Although the new household profiling data was not generated, used or analysed under the JP, the new household profiling M&E tools are currently being tested.
- The household profiling data, alongside *Ubudehe* data, will be used to inform development of the social registry which will lead to more effective targeting of shock-affected households and inclusion of vulnerable groups such as women, children and persons with disability.
- The communication and coordination with the core DP group on the household profiling feeding into the registry and targeting have been limited. This was due to the fact the assignment was very complex as data architecture for social protection is in a rapid flux. The assignment faced several setbacks and lasted for much longer than anticipated as there were major changes in the design and in the implementation, mainly stemming from the work on the social registry.
- The JP has conducted national and district level training on designing and implementing shock-responsive SP programmes and conducted emergency simulation exercises to test districts preparedness to respond to emergencies.

- Although the JP contributed to outcome 1, the outcome has not been achieved fully as the safety nets and associated complementary services need to be sustainable and scaled.

## 6 FINDINGS ON UNJP EFFECTIVENESS AND OUTCOME AT COMMUNITY LEVEL

This section focuses on the community level outputs and outcome. It assesses the extent to which the UNJP has achieved its output indicators 2.1.1–2.1.5 and output 2.1 before presenting findings on the extent of UNJP progress towards achieving Outcome 2 (see [ANNEXURE 2](#) for the JP results matrix, July 2022), including the enablers and barriers to achieving outputs and outcomes.

### 6.1 Effectiveness of output 2.1

#### 6.1.1 Extent of achieving indicators for output 2.1

Findings from the document review and interviews with key stakeholders at national, district, sector and cell level reveal that the targets on all indicators have been reached and, in most instances, surpassed (see [ANNEXURE 3](#)).

##### **Output indicator 2.1.1 # of community-identified innovative initiatives for poverty reduction and environmental issues provided with seed funding and productive assets**

The indicator target of 50 projects has been surpassed. **Seed funding**<sup>8</sup> was provided to 108 innovative projects with a total of 84,466,900 FRW<sup>9</sup>. The selection process was finalised in January 2022 when funding (start-up capital) was awarded to 45 individual projects or businesses and 53 group projects or businesses (JP results matrix, July 2022) (see [ANNEXURE 3](#)).

The distribution of projects across the districts was fairly even. Table 3 reveals that 65% of the beneficiaries were women and 34% were men (WRR, 2022), which is in line with the programme intention to ensure strategic prioritisation of gender equality and empowerment of women.

**Table 3: Number of male and female individual and group seed funding beneficiaries**

Project type	Individual business/projects	Group business/projects	Total	Percentage
Male	16	539	555	35%
Female	29	1,023	1,052	65%

The JP provided **productive assets and infrastructure** (poultry house, boreholes, land terracing and associated training), inputs (vegetable seeds<sup>10</sup>, fruit trees, fertilizers, chicken feeds) and tools in the five implementation districts, (SSI, UNJP partner) to boost core livelihoods in the programme districts.

The JP also delivered small livestock such as goats (for Kirehe and Karongi), sheep (for part of Burera and Rutsiro), pigs (for part of Burera and Nyamagabe).

<sup>8</sup> This community-driven initiative builds on the current government-led “Ubudehe Programme” in which community members develop proposals and are given funding by the local government.

<sup>9</sup> 84,466,900 FRW = USD 82,129

<sup>10</sup> 215kg of vegetable seeds and 10,096 fruit trees/seedlings were distributed to households across the five districts, (World Relief Quarterly Report, January–March 2022).

### Output indicator 2.1.2 # of districts with operational integrated case-management and referral mechanism that links proximity workforces

The target for this indicator has been fully achieved. Interviewees in all five districts at district, sector and cell level confirmed that the integrated case management referral mechanism is being implemented and is operational across the five districts (see [Section 6.2](#) below).

The World Relief Quarterly Report for January–March 2022 confirms that Proximity Advisors conducted 3,325 household visits and, of these, 1,290 households had cases needing advisory referral services; 552 cases were then identified as requiring support. Among them, 66% were solved at community level and 34% were referred for further support. Table 4 captures the number of households re-visited for ICMR services per district.

**Table 4: Number of households re-visited for ICMR services per district**

District	Targeted HHs	HHs revisited	Cases Identified	Cases referred	Cases referred and resolved
Burera	270	270	163	49	36
Karongi	210	210	171	25	25
Kirehe	360	360	15	7	0
Nyamagabe	210	210	140	65	21
Rutsiro	240	240	63	39	26
<b>Total</b>		<b>1,290</b>	<b>552</b>	<b>185</b>	<b>108</b>

### Output indicator 2.1.3 # of local government staff with enhanced skills in livelihood enhancement, financial inclusion and shock-responsiveness and adaptation

Our review of documents revealed that the targeted number of staff to be trained (100) was surpassed.

- 99 local government staff (64 men, 35 women) were trained on Seasonal Livelihood Programming (resilience, livelihood enhancement, preparedness and mitigation of impacts of shocks), (JP Results Matrix, July 2022 – see [ANNEXURE 3](#)).
- 123 staff at cell level were trained on operationalising the Consultative Committee on Development of the Cell (CCDC) which is mandated to strengthen the administrative cell's core dimensions of community development, good governance and socio-economic development. Three Mountains consultancy was contracted to develop training materials that were reviewed by MINALOC, LODA and the PUNOs before being translated into Kinyarwanda. The training was to refresh the committees on their roles and responsibilities and to equip them with knowledge on poverty and SP programmes in Rwanda (WRR, 2022).
- Under WFP and MINEMA's memorandum of understanding (MoU), capacity-building training and emergency simulation exercises to test shock-responsive actions were conducted at district level. Phase 1 of the training was done across the five districts and in July 2022, simulation exercises were rolled out<sup>11</sup> (SSI, national government).
- Training to equip LODA, district, sector and cell staff, as well as enumerators, with knowledge and understanding of the households (HHs) profiling M&E framework tools (data collection tools, survey solutions installation). At the time of the evaluation, this activity was being conducted. The targeted number was 16 master trainers, 59 training of trainers from district and 669 socio-economic development officers (SEDOs) and youth volunteers.

A strength here is that the training is institutionalised through 'performance contracts' at each level of the system from cell to district level (SSI, World Relief, Kirehe district).

<sup>11</sup> Training also included Rubavu district which was not among the JP districts.



**Output indicator 2.1.4. # of community workforces trained to enhance their capacity in the delivery of integrated social protection services**

The indicator target of 800 trainees has been surpassed. Evidence of this is found in the various programme reports and from interviewees at district, sector and cell level who confirmed their participation in UNJP implemented training activities. Table 5 captures the different training activities, the content covered and the number of community workforces reached (where numbers were available).

**Table 5: UNJP implemented training activities**

Target group	Details on content	No. of trainees
Community workforce members <sup>12</sup> (2021)	Case management and implementation of the Integrated Case Management model (UNJP results matrix, July 2022; World Relief Quarterly Report, January-March 2022). Training also included VSLA and Household Profiling Tool (SSI, district government official).	798
Community workforce members (2022)	Refresher training on the integrated case management and referral system. Topics included: para-social and proximity advisory services, case management and referral approach, coordination and reporting mechanisms, social protection entitlements, home visiting (UNJP results matrix, July 2022; World Relief Quarterly Report, January-March 2022).	814
Proximity Advisors	Interpersonal communication and social behaviour change communication (SBCC) (UNICEF-Urunana DC Partnership for Implementation of SBC Interventions, Intambwe Programme – social protection, report, July 2022).	270
Business Development Advisors (BDAs)	Trained to support community members to develop business plans for seed funding and provide mentoring for business development projects. The 10-day training conducted by Rwanda Institute of Cooperative Entrepreneurship (RICEM) and included: business planning, financial management, business registration, taxation, coaching techniques (SSI, national implementing agency).	10

**Output indicator 2.1.5. # households in the five targeted cells (districts) with knowledge on *Ubudehe* categorisation and SP measures relating to Covid-19 and on factors and behavioural drivers affecting the change from dependency mind-set to self-reliance and resilience.**

The target of 600 households for this indicator has been surpassed. The table 6 below shows the interpersonal communication (IPC) undertaken through home visits by the trained Proximity Advisors to 854 households, most of which were female-headed households.

**Table 6: IPC through home visits by trained Proximity Advisors**

District, sector and cell	Number of households	Number of heads of households		
		Male	Female	Total
Nyamagabe (Kitabi sector, Mujuga cell)	105	43	93	136
Karongi (Rugabano sector, Mujuga cell)	135	71	136	207
Rutsiro (Manihira sector, Haniro cell)	120	41	124	165
Burera (Cyeru sector, Ruyange cell)	135	96	134	230
Kirehe (Nyamugali sector, Bukora cell)	116	46	70	116
<b>Total</b>	<b>611</b>	<b>297</b>	<b>557</b>	<b>854</b>

<sup>12</sup> Proximity workforces, include community health workers, para-social workers, villages coordinators, CNJ, CNF, SFL Village Agents, Farmer Promoters, BDAs, ISIBO leaders, Representative of Faith leaders and ECDs Representatives.

In addition, five audio spots were produced with megaphones distributed to local leaders across all five cells and 24 radio sketches were produced and completed by 15 August 2022, (Uranana, 2022).

Beneficiaries who participated in all four FGDs and eight SSIs across all five districts demonstrated good knowledge and understanding of SP programmes and services put in place by government and other NGOs.<sup>13</sup> They reported finding out about SP services via village leaders, community meetings, home visits conducted by proximity advisors, WR staff, sketches (drama) conducted by Urunana, church gatherings and sensitisation campaigns at community level. Beneficiaries all mentioned the UNJP which they refer to as “*Baho Neza*” meaning “*live well.*”

Beneficiaries were also knowledgeable about the UNJP criteria and process for beneficiary selection. This includes community meetings where local leaders select vulnerable households together with citizens, followed by home visits by local leaders and Proximity Advisors to confirm household vulnerability levels, publication of beneficiary lists and final approval by all citizens. Overall, beneficiaries are satisfied with the community-based targeting approach which they describe as fair and transparent – a programme strength:

*“The beneficiaries were agreed upon, validation was done during a meeting in the community led by the village leader. The citizens got an opportunity to agree on the real beneficiaries.” (FGD, beneficiaries, female 1)*

Finally, beneficiaries across all interviews and FGDs were knowledgeable about the complaint and appeal mechanisms which involves reporting the case to the village leader who may then refer the case to the cell SEDO for further investigation before sharing the outcome with citizens in a community meeting.

## 6.1.2 Extent of Output 2.1 achievement

**Output 2.1:** Innovative community mechanisms are in place to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive SP to vulnerable and food-insecure people, particularly in climate-shock prone areas, in a gender-sensitive way.

*At baseline, 87.4% of respondents knew about entitlements to SP services and this increased to 94.7% at endline. (AISPR, 2022b)*

Government officials, World Relief (WR) staff and beneficiaries across all districts/sectors/cells confirmed that Output 2.1 had been achieved. Beneficiaries confirmed their participation in a combination of resilience-enhancing SP interventions. A frequently mentioned strength of the programme at community level was its design. It provides a comprehensive package of services (cash plus) combining asset transfers, capacity building, seed funding business projects and regular home visits to households with follow-ups by Proximity Advisors. The findings from interviews and programme documents are presented below together with strengths and challenges in delivering this output.

### ***Productive assets and inputs for nutrition***

Interviewees confirmed that beneficiaries received poultry (which produced eggs), seeds for fruit and vegetables, fruit trees, fertilizers, pesticides and boreholes (Kirehe), all of which improved household nutrition:

*“It was a very innovative project; the mushrooms really improved the livelihood and nutrition of the community. Mushrooms are very nutritious and reduce malnutrition among the households.” (SSI, government official, Burera District)*

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<sup>13</sup> The programmes mentioned by beneficiaries include Vision 2020 Umurenge Programme, Girinka Programme (one cow per family), Shisha Kibondo for lactating women, Genocide Survivor Support and Assistance Fund (FARG), direct support for the elderly and persons with disabilities, Public Works, ECD programmes, Community based Health Insurance, distribution of seeds and fertilizers, EjoHeza contributory pension schemes, programmes run by CARITAS and Association Mwana Ukundwa.

The main challenge was the delay in distribution of livestock by FAO due to delays in its centralised procurement system. At the time of fieldwork for this evaluation, beneficiaries reported that they had not yet received goats but were expecting to receive them soon.<sup>14</sup> These delays have in turn delayed other planned activities such as training of animal caregivers and led to a breakdown in trust between WR staff and district officials who had put these activities in their performance-based targets which they have been unable to achieve.

Some respondents raised issues related to the quantity and quality of some of the productive assets. One district level respondent in Karongi district said insufficient chickens had been distributed to households, while beneficiaries in one of the four focus groups raised concerns about the quality of the chickens which were laying very few eggs. The same group also raised that some of the green vegetable seedlings were of poor quality.

### ***Establishment of demonstration and kitchen gardens***

The project established 90 demonstration plots at cell level. These facilitated community members learning from the farmer field school model. The focus was vegetable growing on a small area of land in demonstration plots and the management of natural resources and addressing climate change (WRR, 2022).

Beneficiaries then established their own household kitchen gardens:

*“The family kitchen gardens have been numerous. 120 beneficiaries benefitted from the terraces. The fruit seeds of avocados, about 2000 avocado seeds have been given to beneficiaries to grow on their land.” (SSI, district government official, Nyamagabe District)*

*“They got fruit trees for each house, the impact is visible, the lives of people have improved because each house has four fruit trees near the house.” (SSI, district government official, Kirehe District)*

*At baseline, 55.6% of respondents had kitchen gardens and this increased to 84.9% at endline. (AISPR, 2022b)*

WRR reported 3,665 home kitchen gardens, 90 demonstration kitchen gardens and 81 seed nurseries were established across the five districts. In addition, a total of 42,644 of fruit trees/seedlings were distributed including grafted avocado, passion fruit, tree tomato, lemon fruit seedlings, orange and mango (WRR, 2022).

A strength here is the integrated implementation approach among the ministries. For example, the training on terracing brought together MINAGRI to provide seeds, MINEMA as responsible for disaster management because communities are in areas prone to natural disasters such as floods and landslides, and MINALOC as responsible for overseeing implementation.

### ***Seed funding***

The community level interventions include the testing of a seed funding facility that supports community level competitive innovative income generating business ideas which can later be considered by government as part of Cash Plus initiatives to promote graduation of the most vulnerable social protection beneficiaries from extreme poverty.

Seed funding committees and BDAs completed the process of selecting innovative business ideas after an open bidding process among participants. A wide variety of projects were funded including livestock projects, small retail businesses, agriculture projects, tailoring, agri-processing, cosmetic production, mechanics, carpentry and brick making.

A strength is that the BDAs were trained in coaching skills so that once the business gets seed funding, BDAs accompany and support the small business throughout the design, planning, registration and implementation process – this is considered a UNJP innovation.

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<sup>14</sup> WR confirmed has since confirmed that FAO delivered by and distributed 200 goats to beneficiaries in Kirehe District and that the pigs and other livestock would soon be delivered in the other districts (source: email communication, 19 July 2022).

A challenge is that the seed funding was delayed and was provided in the latter part of the programme, making it difficult to monitor the longer-term outcomes of this funding – “if implemented on time it would have been monitored and we need this to be documented” (SSI, development partner). Another frequently mentioned challenge was the insufficient funding to support all submitted project proposals, which made the selection difficult. As the quotes reveal, the beneficiaries perceived the selection process was to be fair.

*“All of the activities worked well except for the seed funding – people came up with very good ideas but the budget did not allow us to support all projects.” (SSI, district government official, Karongi district)*

A strength was that the process of selecting business projects was done transparently and objectively, with a set of clearly communicated selection criteria.

*“I was part of the seed funding committee to select the best projects of the beneficiaries. We were honest and transparent. We were able to assess the feasibility of the projects.” (SSI, Village leader, Karongi district)*

*“For non-selected projects, we thought that it would be difficult for them to understand, but they realised that it was a competition and only those with the best ideas were selected.” (SSI, World Relief, Karongi district)*

### **Village savings and loans associations (VSLAs)**

The VSLAs are considered a key strategy for supporting community-led, innovative poverty reduction solutions. The purpose of the VSLA is to provide households with simple savings and loan facilities in a community that does not have easy access to formal financial services. VSLAs enhance saving habits and increases the household income of the most vulnerable members of the community thus contributing towards their graduation from extreme poverty.

*At baseline, 63.1% of respondents were participating in VSLAs and this increased to 83.5% at endline. (AISPR, 2022b)*

A total of 178 VSLAs have been established across the five districts with 4,423 members – 2,917 women (66%) and 1,506 men (34%).

*“Savings groups are the key in our village in various ways and they are sustainable. The project has sensitised and mobilised citizens about behaviour change and the importance of savings and loans groups.” (Village leader, Karongi District)*

As this quote suggests, VSLAs were frequently mentioned as a sustainable solution to tackling poverty and limited access to capital.

### **Capacity building/Skills training**

Beneficiaries across all FGDs and SSIs said that they had participated in training on the following:

- Establishing kitchen gardens and terracing to prevent soil erosion and water harvesting
- Income generating projects, development of business plans, financial literacy (accounting and loan management) – this included mentoring from the BDAs
- Setting up and running VSLAs.

A frequently mentioned strength was that the training builds the self-reliance of community members.

*“The most important training is the training in self-reliance – Baho Neza aims to improve the socio-economic status of the families.” (SSI, Proximity Advisor, Karongi district)*

### **Income generating activities**

Besides using the seed funding to start up small businesses, beneficiaries reported that they sold surplus vegetables, maize, sorghum, beans and eggs on the market to boost their household income.

## **Counselling and support services (ICMR)**

The aim of the ICMR is to support coordinated service delivery by bringing together the different community workforces and other service providers by creating linkages in the delivery of services to poor and vulnerable households. During the focus group discussions and interviews, beneficiaries confirmed household visits by Proximity Advisors including an initial assessment and regular follow-up visits. A strength identified here is the collaboration among the various workforces (discussed in more detail below).

Gaining the initial trust of household beneficiaries was noted as a challenge by one Proximity Advisor, which was addressed through regular visits and communication via community leaders:

*“For the first time of home visits and interaction with the beneficiaries, some of them were not very open to disclose their issues but after understanding the mission and mandate of proximity advisors and confidentiality, they finally presented their issues for support and guidance.” (SSI, Proximity Advisor, Karongi District)*

*At baseline, 45.8% of respondents said they had received support from Proximity Advisors; this increased to 68% at endline. (AISPR, 2022b)*

Beneficiaries in one focus group highlighted insufficient feedback on their reported cases and two beneficiaries said the Proximity Advisor had been unable to provide them with direct (tangible) support for their problems. Despite this, beneficiaries were highly appreciative of the good quality support from Proximity Advisors, with “support for family conflicts” being the most frequently mentioned service:

*“Proximity Advisors know the vulnerable people as they visit them and gather all information and advise them on better ways to manage their funds. They visit all categories of people...they carefully manage case by case with confidentiality. They are trained for their work.” (FGD, female 1, Karongi district)*

## **6.2 Outcomes at community level**

**Outcome 2:** National and sub-national institutions have increased technical and institutional capacities, and communities have enhanced resilience to respond to climatic shocks

### **Outcome 2.1 indicator: # of social protection interventions modelled to include nutrition, child, gender and shock-sensitive measures and targeting criteria**

Three social protection interventions were piloted:

- Nutrition-sensitive SP through ICMR, VSLA, kitchen gardens and community sensitisation.
- Support for seed funding for innovative solutions for economic resilience (incl. BDA support).
- Asset planning and implementation (JP results matrix, July 2022 – see [ANNEXURE 3](#)).

The section below presents the findings on the outcomes at institutional, community and individual beneficiary levels.

### **National and sub-national institutions have increased technical and institutional capacities**

Evaluation respondents at national, district, sector and cell confirmed that the technical capacities of national and sub-national stakeholders had been strengthened by the UNJP capacity building activities (see [Section 6.1](#) – Indicators 2.1.3 and 2.1.4). One respondent explains:

*“There was a list of different case workers trained before the project was implemented: voluntary case workers, business (development) advisors, friends of families, para social workers, farmer promoters etc. These people were trained by World Relief permanent staff at cell level...also at Sector level – livestock, agriculture, social development – each category of workers relevant to the issue were trained in these particular areas to make sure that the whole package of services from*

*the project is delivered. This is because they all have a role to play to support the beneficiaries.”*  
(SSI, district government official, Burera district)

This outcome contributes to programme sustainability, which is explored further in [Section 9](#) below.

The immediate outcome of this technical capacity is that the district, sector and cell level government officials and proximity workforces have improved ability to implement **integrated social protection services** in the five targeted districts. District, sector and cell level respondents frequently mentioned that the UNJP brought ministries together to jointly plan, implement and monitor:

*“This is the first time we are sitting together on a joint programme – each ministry usually sits separately to achieve their target and this is the first time we worked together. This is a good thing because if we sit together and share experiences and ideas and combine efforts we can get a better success, but if you work separately, it is difficult to reach the indicator targets.”* (SSI, district government official, Karongi)

Evaluation respondents highlighted that this change has been enabled by: using government data to plan interventions; aligning the programme activities to already existing plans and coordination mechanisms of government such as JADF; and then assessing where the interventions can accelerate the district level goals and performance contracts. The following barriers to strengthened institutional capacity were raised:

- Competing priorities and mandates of government officials which prevent them from dedicating enough time to implementing integrated service delivery.
- Staff at cell level being overloaded with many requests from sector or district level which leaves little time to attend to their work with beneficiaries.
- High turnover of staff and migration to other sectors or cells although these skills will potentially ‘migrate’ to other sectors and cells, thus strengthening the system across districts.

### ***Strengthened Integrated Case Management and Referral model***

The strengthening of the ICMR system is a further outcome of this improved institutional capacity. Government officials at district, sector, cell level, local leaders and Proximity Advisors confirmed that the ICMR is being successfully implemented with various factors contributing to its success. These are summarised in the diagram below with evaluation respondent quotes to support the findings.



**Figure 4: ICMR success factors**

Besides the good quality capacity building of Proximity Advisors, the strong buy in and support from community members is achieved by including them in the planning and implementation, which is considered a key enabler for its success. The good collaboration between World Relief staff and the local administration to ensure their involvement and support from the outset is another enabler.

The ICMR has also informed the operational guidelines of the newly established mechanism of community level para-social workers workforce which is being supported by the government and the World Bank. This workforce is seen as an important tool that will enhance social behaviour change and improve service delivery at community level, (UNJP Annual progress report, 2021).

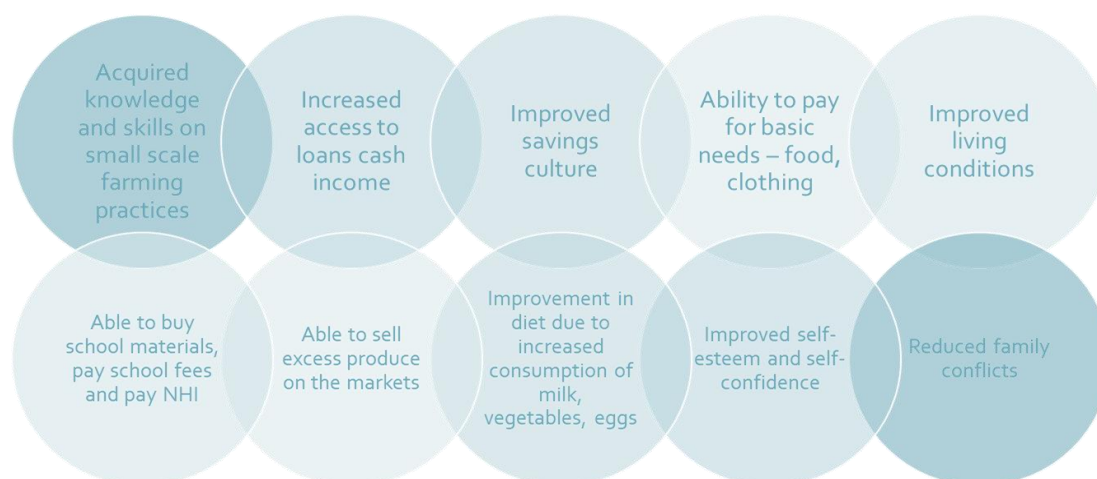
However, a barrier to successful ICMR implementation is the insufficient linking up of community workforces (Proximity Advisors) with disaster preparedness training and response efforts (mentioned previously in section 5 above). This has to be addressed to ensure that shock-affected households are adequately linked to post-disaster, SP support.

### **Communities have enhanced resilience to respond to climatic shocks**

Beneficiaries in four FGDs in Karongi and eight SSIs across all districts were asked how their lives had been before participating in the UNJP interventions; the following themes emerged:

- Limited knowledge and negative attitudes and perceptions towards saving income
- Inability to save income
- Poor access to cash income and inability to provide for basic needs or pay school fees
- No or poorly maintained kitchen gardens
- Low agricultural production, poor access to seeds and other assets
- Limited ability to participate in business activities
- Low self-confidence and feelings of hopelessness
- High levels of family conflicts.

After participating in the UNJP interventions, the beneficiaries in four FGDs in Karongi and eight SSIs across all districts confirmed many changes in their lives and households, as summarised below.



**Figure 5: Summary of individual and household level outcomes reported by beneficiaries**

Government officials (district, sector, cell), local leaders, WR staff and Proximity Advisors confirmed that the UNJP addresses vulnerability and risks and increases resilience at individual, household/family and community level.

The most frequently mentioned change is the improvement in household diet due to the increase in consumption of eggs, mushrooms, vegetables and fruit via the community and kitchen gardens close to their homes.

*“With Baho Neza project, we have planted vegetable seeds and we have harvested fruit and vegetables in our families. Some of us have generated money from selling fruits and vegetables to the market.” (FGD, male beneficiaries, Karongi district)*

District, sector and cell officials and local level WR staff frequently mentioned that this had resulted in a reduction in malnutrition among children:

*“By eating vegetables: There were 34 children with malnutrition in the whole cell but now we only have 3 children (with malnutrition).” (SSI, World Relief, Karongi District)*

However, no representative household survey on nutrition status of children substantiates this claim and other programmes and services address nutrition in the community, making it difficult to establish the UNJP contribution to this outcome.

*At baseline, 55.6% of respondents had kitchen gardens and this increased to 84.9% at endline. (AISPR, 2022b)*



The UNJP activities, particularly the VSLAs, have contributed to strengthened economic empowerment, allowing families to improve their home structures, pay for school fees, buy livestock, pay for community-based health insurance<sup>15</sup> and start their own small businesses:

*“Before the project, I was very poor with difficulties to meet the needs of the family and financial means to pay school fees...What has changed in my life, I am able to pay schools fees and health insurance on time. This is the result of being part of the saving group and borrowing money. Our saving group is called Abuzuzanya/Gitwe.” (SSI, beneficiary, Rutsiro district)*

The VSLAs and seed funding in particular lead to improved livelihoods in the community:

*“Saving groups are the key in our village in various ways and they are sustainable. There are even people who were given capital and started boutiques/business shops. The project has sensitized and mobilized citizens about behaviour change and the importance of saving and loan groups.” (SSI, village leader, Karongi District)*

*At baseline, 56.6% of households said that shocks affected their well-being and ability to provide for itself (resilience) and this was reduced to 37.5% at endline.*

*At baseline 45.6% of households were Households earning below RWF 5,000 and this reduced to 7.7% at endline. (AISPR, 2022b)*

Some government officials noted changes in cell ranking in paying community health insurance on time:

*“Rugabano sector has 9 cells and Gitega cell was always ranked the last but now it occupies the 5th position in paying health insurance on time.” (SSI, Sector government official, Rugabano, Karongi)*

The same was reported in Burera district which now occupies first position in paying Community based health insurance premiums.

As a result of these changes, it was also observed that more children attend school in the targeted villages and there is reduced marital and family conflict in the targeted villages.

*“Home visits by the proximity advisors of Baho Neza have considerably reduced the level of family conflicts in our community through multiple visits and counselling. You can find husbands and wives who can testify that they are no longer fighting one another because of the advice they have received from a Para social worker.” (FGD, male beneficiaries, Karongi district)*

Furthermore, it was mentioned in the FGDs and interviews that beneficiaries had experienced improved self-confidence and self-esteem because of their strengthened sense of agency and self-reliance:

*“I am thankful to the project interventions and support we have received in our community. Before the project comes, I used to underestimate myself. With the trainings and visits by proximity advisors, I have improved myself confidence and I gained knowledge about the importance of saving. I am now able to buy clothes and food for the family because of the money from our saving group.” (FGD, female beneficiaries, Karongi district)*

*“The project has contributed a lot to the improvement of my self-confidence, self-esteem and public speaking. This happened because of the meetings I attended and multiple visits of proximity advisors at our family to give advice and to monitor how we are putting in practice what we are taught in the project.” (SSI, beneficiary 01, Karongi district)*

Beneficiaries in the four FGDs in Karongi and eight SSIs across all districts said that community level changes had also been achieved due to UNJP interventions, as summarised below.

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<sup>15</sup> Community based health insurance in Rwanda is translated as “Mutuelle de Sante”



**Figure 6: Community level changes**

These changes were confirmed by government officials (district, sector, cell), local leaders, WR staff and Proximity Advisors who observed the following changes at community level:

- Higher levels of attendance and participation at community meetings and works activities.
- Improved confidence in public speaking and ability of community members to express their needs in meetings and home visits from Proximity Advisors.
- In Burera VSLA members monitored and 'sanctioned' spending behaviour of one another such as ensuring that all group members' children attend school or that they pay school fees.
- In Kirehe community members from neighbouring cells use clean borehole water in targeted villages.
- In Karongi non-beneficiaries learn from beneficiaries how to build kitchen gardens via demonstration plots and duplicating this in their own gardens.

The already existing partnership between World Relief and UNICEF was identified as a key enabler for community level changes, together with the expertise and experience of the implementing partners (World Relief and Urunana). Working with one implementing partner has also led to coherent delivery across all districts. Another external enabler is that the sector, cell and village level administration was already well-organised, making it easier to work with them. However, two key barriers to change at community level were the Covid-19 pandemic which delayed programme activities and difficulties in accessing Burera and Rutsiro in the rainy season to deliver assets and inputs.

### ***Fulfilment of ToC assumptions***

The findings above provide evidence that Assumption 2 in the programme ToC has held true. The existing SP delivery system at sub-national level has allowed amending and integrating the innovative, community-based cash plus mechanisms into UNJP district, sector, cell level activities. Furthermore, these activities were easily aligned and integrated into already existing district performance plans.

The findings also prove that, for the most part, Assumption 3 has held true. Firstly, the evaluation found that local government demonstrated good knowledge and understanding of SP programmes being delivered by government and development partners. Regarding community knowledge, the findings from the World Relief baseline study found that the targeted community's knowledge of SP entitlements was already high at 87.9% and this increased to 97.4% at endline, due to various UNJP activities such as information campaigns, household visits, village meetings etc. during the project implementation period.

For the second part of Assumption 3, evidence from the evaluation indicates that local government staffing capacity to deliver on SP interventions was certainly strengthened through the skills gained from the UNJP capacity building activities. Furthermore, this capacity has enabled successful implementation of the ICMR model, particularly by Proximity Advisors. However, concern was raised that sector and cell level staff may have struggle with this capacity in future because they are overloaded with requests from sector or district level, which leaves little time to attend to their work with beneficiaries.

## 6.3 Results at community level

**Result 3:** Improving the delivery of integrated social protection interventions at the community level in 5 districts building on new integrated case management and referral models through strategic partnerships leveraged by the PUNOs with government agencies (MINALOC-LODA, MINAGRI, MINEMA) and key implementing partners (World Relief, Urunana).

The JP contributed to achieving Result 1 in the following ways:

- Implementing an integrated package of capacity strengthening and direct support for community livelihoods and graduation, including: provision of productive assets and infrastructure, support to Village Savings and Loans Associations, development of business plans and provision of seed funding which can be considered by government as part of Cash Plus initiatives to promote graduation from poverty.
- The PUNOs provided training and coaching to operationalise the reformed case management system designed to enhance poverty graduation results through systematic needs assessment and coordinated support by front-line workers (Proximity Advisors) and services.
- The ICMR model is operational in all five districts with regular household visits being conducted by Proximity Advisors – 1290 cases were detected for advisory and support services with 66% cases being solved at community level and 34% referred for further support.
- During the interviews and focus groups, beneficiaries reported some positive outcomes of these home visits.
- Communication messages were disseminated in the districts and focused on rights, social protection services and entitlements and graduation from poverty to increase communities' knowledge of existing social services.

It can be concluded that the JP contributed to achievement of Result 3.

### ***Unexpected results***

The delays in provision of seed funding and the distribution of livestock by FAO has led to unexpected negative results. Firstly, these delays have resulted in further delays of other programme activities and secondly, the delays have made it difficult to measure some of the expected longer-term outcomes of the programme.

The poor quality of poultry and green seedlings mentioned by respondents in one focus group in Karongi district may also have resulted in some of the positive outcomes for this group of beneficiaries not being fully achieved.

Despite these unexpected negative results, the JP managed to deliver on all of its output 2.1 indicators and exceeded the indicator targets in most instances. Furthermore, there is evidence from this evaluation that positive outcomes have for beneficiaries have been achieved.

## 6.4 Gaps and potential biases in evidence

World Relief SP Officers selected beneficiaries by working on the ground due to confidentiality requirements and this could have led to sampling bias. However, SH provided clear criteria for beneficiary selection, which ensured a good mix of participants based on the clear sampling criteria.

The evaluation team included quantitative secondary data on outcomes extracted from the World Relief endline assessment report which was still in draft form. We therefore had to rely on their ability to accurately analyse and report on their baseline and endline results.

There is a gap in baseline and endline evidence on malnutrition levels among children in targeted communities, and a gap in evidence on the number of PWDs included in the programme.

## 6.5 Key point summary

The evaluation found the following:

- Targets on all output indicators (2.1.1–2.1.5) were fully achieved and all indicator targets surpassed.

- Output 2.1 has been fully achieved.
- Seed funding, small livestock and productive assets were distributed to households, most of whom were female-headed.
- Some of the negative findings include: delays in delivery of livestock, delays in provision of seed funding, and poor quality of poultry and seedlings which was mentioned by beneficiaries in one focus group in Karongi.
- Beneficiaries attended skills development activities, established kitchen gardens, started small businesses from seed funding, participated in VSLAs and are regularly visited by Proximity Advisors.
- Local government staff at district, sector and cell level attended a wide range of skills development activities which strengthened their technical capacity on SP interventions.
- Community workforces (Proximity Advisors) have received training and refresher training on implementing the ICMR model, interpersonal communication and SBCC.
- The IMCR model is being implemented and is fully operational with Proximity Advisors conducting regular household visits and follow-ups to resolve cases or make referrals for unresolved cases to higher administrative levels (sector, cell, district).
- This is evidence that the institutional capacity of sub-national government has been strengthened to deliver more integrated social protection services in the five targeted districts.
- Outcome indicator 2.1 target was fully achieved – 3 SP interventions piloted in 5 targeted districts.
- Beneficiaries across all interviews and focus groups reported a wide range of individual, household and community level outcomes from the programme, which was confirmed by district, sector, cell level staff and findings from the World Relief endline report, thus confirming that a cash plus programme, when successfully implemented, can bring about many changes for beneficiaries.

## 7 FINDINGS ON PROGRAMME COHERENCE

This section of the report looks at UNJP contribution to UN reforms and assesses the extent to which the UNJP has integrated gender, equity and persons with disabilities into the programme design and implementation. It also presents findings on UNJP contribution to SDGs.

### 7.1 Contribution of the JP to UN reforms

The UNJP has contributed positively to the implementation of UN reforms that advocate for joint programming, as one respondent explains:

*“I think currently, this program has been a very good example of how far we can work as one UN family when it comes to coordinating, designing and implementing together.” (SSI, UNJP partner)*

Respondents highlighted a number of strengths in this joint approach:

- It pools resources and expertise and harnesses individual agency contributions to different components of social protection (nutrition, food security, child welfare, agriculture, response to climate shocks) to jointly design, implement and coordinate as one.
- It allows each partner to broaden its scope of intervention. For example, by working closely with WFP, UNICEF benefited from the training on shock-responsive SP and how to integrate this into its work.
- It supports the UN in assessing how it is progressing with the One UN agenda.
- It opens opportunities for collaboration. For example, PUNOs have started bilateral discussions to identify pathways for further resource mobilisation to continue implementing more integrated SP solutions in a joint way.

Evaluation respondents strongly agreed that the UNJP has contributed positively to the UN’s positioning on social protection in Rwanda.

It has allowed UN agencies to speak with ‘one voice’ when interacting with government and it is easier for government to deal with the UN as a whole rather than with each individual agency. This was particularly

important during Covid-19 when the three agencies could speak with a ‘stronger voice’ to attract financing; it also allowed for pooling of resources. It further ensures a coordinated package of integrated SP interventions from the UN to government and thus addresses the fragmentation of SP programming from national down to district level.

However, working as a UNJP does not come without its challenges. As one respondent said:

*“As much as it’s beautiful concept on paper it’s not that easy when it comes to the reality.” (SSI, UNJP partner)*

The first challenge was finding coherence and a good way of working effectively among UN agencies internally and understanding how much time to allocate to coordination efforts because each agency has other commitments and portfolios to manage. A useful approach here was to identify one lead agency – in this case UNICEF – for the day-to-day coordination of the joint programme among UN agencies. While UNICEF and WFP dedicated sufficient time and person-power to the UNJP activities, a number of evaluation respondents observed that FAO was much less involved at national and district level.

Another challenge is that each UN agency has specific rules, regulations and processes so there was a need to align individual UN agency level administrative and operational systems to contract implementing partners. Furthermore, although there is an openness within the UN system to use each other’s procedures, reporting systems were not harmonised. What helped here was the discovery that UN agencies could piggyback on UNICEF procedures to select the same NGOs because they already had an existing partnership in place.

However, alignment of administrative procedures among all three agencies was not completely achieved. FAO has a centralised system where a lot of the work has to be endorsed by the Headquarters in Rome, which results in delays in delivery of outputs at community level (mentioned in [Section 6](#) above).

In summary, while there are many benefits to working as ‘one UN family’, both internally for the UN and externally for the UN partners for programme success, it demands effort and time from the agencies, individuals and their supervisors to ensure it works. As one respondent sums it up:

*“And at the end of the day, it’s a matter of whether we want to promote coordination agreements at all costs, meaning we may be delayed, because it takes more time to figure things out, to come to the same page, not only conceptually, but also in terms of administrative and operational processes, or do we want to work in silos and try and get our respective results achieved?” (SSI, UNJP partner)*

## 7.2 Findings on integration of gender, equity and persons with disabilities

### 7.2.1 Integration of human rights and equity

A human rights-based approach (HRBA) means that all forms of discrimination in the realisation of rights must be prohibited, prevented and eliminated. It also means that priority should be given to people in the most marginalised or vulnerable situations who face the biggest barriers to realising their rights. The HRBA is underpinned by five key human rights principles, also known as PANEL: Participation, Accountability, Non-discrimination and Equality, Empowerment and Legality.

A human rights and equity approach was considered and adopted in the JP design and implementation to equip the vulnerable populations and enhance their community resilience to respond to climatic shocks. Moreover, the interventions aimed to address root causes of poverty and promote economic equality by strengthening the resilience of programme beneficiaries by providing productive agricultural assets, tools, home gardens and training to enhance household skills, livelihoods, shock-responsiveness and adaptation (World Relief Rwanda, 2021; AISPR, 2021). The key target cells and sectors selected were in the five targeted districts of **Kirehe, Karongi, Burera, Nyamagabe** and **Rutsiro**. These were identified together with local government during inception meetings in March 2020 as the communities most vulnerable to economic and climatic shocks (World Relief Rwanda, 2021; WRR, 2020).

The following was considered and achieved:

- At community level, target groups identified as the most vulnerable to economic and climatic shocks were integrated into the programme. These included 1) households within *Ubudehe* Category 1, 2) households headed by women including teen mothers, 3) households with more than 3 children, and 4) households with at least one person with disability (PWD).
- At systems level, following the *Ubudehe* review, new categories were launched in June 2020 that emphasise graduation from extreme poverty. The JP contributed to the classification of all households accordingly, which will lead to improved targeting with minimum errors of inclusion and exclusion noting that Covid-19 made more households more susceptible to poverty. Through UNICEF's partnership with Urunana Development Communication and the Government of Rwanda, messages were disseminated to increase knowledge and awareness of the *Ubudehe* framework and categorisation (UNJP, 2020) (UNJP, 2021)
- The development of Rwanda Graduation measurement recommendations. The JP in partnership with BRAC USA developed a graduation measurement options paper with M&E and learning recommendations. This will allow a realistic prediction of targeted numbers of households who can graduate from extreme poverty in the mid-term review of the Social Protection Sector Strategic Plan (2018–2024) annual report 2022 (UNJP, 2021).
- The government with UNICEF support developed a household profiling system (HH profiling) with comprehensive data on the socio-economic characteristics of all households. This system shows great potential to inform targeting and monitoring of well-being and SP needs through crises and shocks (UNJP, 2021)
- The development of an M&E framework and tools for the HH profiling system and tools to support regular monitoring of the socio-economic status of vulnerable households. It has been revised to promote the inclusion of more gender-, child- and shock-responsive indicators and regular monitoring of vulnerable groups in line with the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and Convention for the Rights on the Child (CRC) (UNJP, 2021; UNJP, 2020).
- At policy level: The revision of DRM policy and strategic plan so that vulnerable populations and households can access support.
- The seven national contingency/preparedness plans validated and pending publishing by MINEMA: These plans aim to ensure preparedness and response processes that leave no one behind, are inclusive, reduce the impact of disasters and build the community's resilience (MINEMA, 2022).

The UNJP has clearly made progress in considering and integrating equity at all levels (policy, system and community) to help improve the lives of the vulnerable population. It also confirms that human rights were regarded in line with the Universal Declaration of Human Rights Article 1 which states that human beings are born free and equal in dignity and rights, Article 2 which states that everyone is entitled to all the rights without discrimination and Article 22 which states that everyone has the right to social security and is entitled to realisation, through national effort (UN Convention on Human Rights, 1948). However, what is missing from the World Relief endline assessment report is data on whether an assessment has been conducted to show how many households have indicated a positive trajectory towards graduation from the *Ubudehe* categorisation as a result of the programme. This assessment could not take place due to the governments shift to new categorization. Some respondents highlighted that it is “too early to see or measure impact” at such level but agreed that the programme has positively benefited key vulnerable target groups.

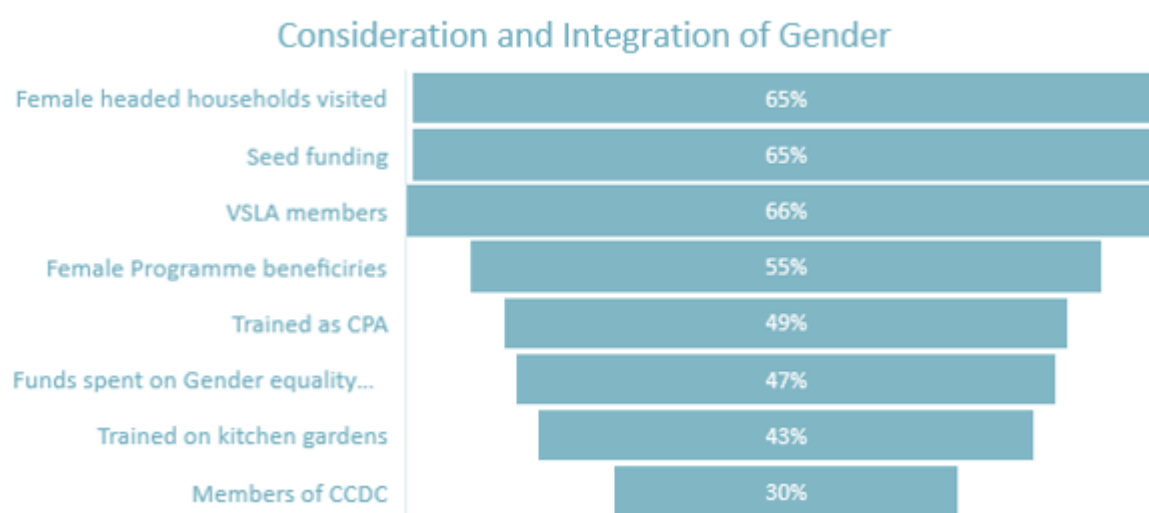
## 7.2.2 Integration of human rights and gender

In line with SDG 1.3 which encourages implementation of nationally appropriate SP systems and measures for all, and by 2030, substantial coverage of the poor and the vulnerable, 60% women were targeted as beneficiaries. Below is an analysis of how gender was considered in the JP design and implementation as highlighted in the reports (UNJP, 2020; UNJP, 2021) and by evaluation respondents.

- **Context analysis integrated gender analysis:** The JP activities designed at community level targeted women-headed households, teen mothers and youth and women living with disability through the integrated SP policy delivery.

- **PUNOs collaborated and engaged with women’s/gender equality CSOs:** They worked with two NGOs at community level, World Relief and Urunana, to deliver an integrated package of support on SP services and innovative solutions with women empowerment elements.
- **JP output indicators measure changes on gender equality:** The JP has two outcome indicators, one of them (2.1) being a full gender sensitive outcome and 50% (1.1.1; 1.2.1; 1,2,2; 2.1.1; 2.1.3 & 2.1.4) of the total output indicators (11) are also gender sensitive. The UNJP targeted 60% of beneficiaries to be women.
- **PUNOs collaborated and engaged with government on gender equality and empowerment of women:** The Ministry of Gender and Family Promotion (MIGEPROF) and other line ministries were consulted during the JP design, country analysis and strategic prioritisation.
- **JP proposes a gender-responsive budget:** This has the goal of ensuring that 30% of the total budget would contribute to gender equality and women empowerment.

The figure below shows that to a large extent, gender has been well considered and integrated into the programme activities at community level, with special attention to women who are more likely to be vulnerable compared to men. The data is extracted from respondents as well as various reports (WRR, 2022; UNJP, 2021; WRR, 2022; WRR, 19 May 2022).



**Figure 7: Consideration and integration of gender in the programme**

The figure shows that to a large extent gender was addressed through targeting women and having women empowerment activities to improve their socio-economic outcomes. This also confirms that human rights were regarded in line with the Universal Declaration of Human Rights Article 28 which states that motherhood and childhood are entitled to special care and assistance, and Article 22 which states that everyone has the right to social security and is entitled to realisation, through national effort (UN Convention on Human Rights, 1948).

### 7.2.3 Integration of human rights and persons with disability

The JP was able to target and include PWDs as classified in the *Ubudehe* category during programme design and implementation. The programme documents show that PWD were one of the targeted beneficiary groups of the programme (Urunana, 2021) (WRR, 2021). Further, the documents confirm that disability-related accessibility and non-discrimination requirements were included from the design to the implementation phase. The household profiling indicators were reviewed and the JP supported the development of an M&E framework, both of which include disability indicators (UNJP, 2021). In addition, the programme documents also show that a comprehensive package of seven sector preparedness plans has been validated and is pending publishing by MINEMA. The development of the preparedness plan for Assistance to Vulnerable Groups provides guidelines for key sectors that are essential in the event of an emergency. The objective is to ensure preparedness and response processes that leave no one behind, are inclusive, reduce the impact of disasters and build the community resilience for vulnerable groups including PWD (MINEMA, 2022). This potentially contributes to better awareness of the unique needs of the elderly or PWD in emergency response. Furthermore,

in an effort to ensure inclusion, the Guidelines for the provision of seed funding to VUP beneficiaries were developed by JP in September 2021 with a focus on disability. Also, consultations were made especially at community level with representatives of PWD to promote inclusiveness. Evaluation respondents at national, district, sector level confirmed the following during the interviews:

- UN and World Relief has disability inclusion as part of its organisational policies.
- Urunana consulted with NCPD, an organisation mandated to promote PWD rights.
- Urunana invited PWD representatives to help it ensure that social media and communication engagements were appropriate for PWDs.
- Similarly, at district level, WFP worked with members of the NCPD in consultative meetings to ensure sensitisation and appropriateness of all activities and advocacy around inclusion of PWD.
- During beneficiary selection, PWD representatives played a vital support role across all districts.
- At sector level, a representative of PWD was present during seed funding committee meetings.

The table below shows the extent to which PWD were targeted and included in the programme activities.

**Table 7: Integration of PWD in community level programme activities**

	Nyamagabe district	Karongi	Rutsiro	Burera	Kirehe
Inclusion of PWD in project activities	Of the 32 savings groups, PWD were included and equipped with training and skills, taught on VSLA. All 50 persons with disabilities in the cell were included in the distribution of livestock.	Households with children living with disabilities were included in savings groups and given access to seed funding. Persons with physical disabilities participated in poultry projects.	PWD were considered from design to implementation. PWD were given knowledge on their SP entitlements and trained on how to claim nutrition sensitive support.	27 PWD were supported through the programme.	PWD were integrated into the project activities such as VSLAs and income generating activities.

The quote below further shows that PWD were included and the rights of PWD protected.

*“We tried our best and we did not leave behind the PWD. The team at district level they looked for PWD in the households and ensured their rights of those PWD. In the past PWD were kept in the house and some village still practice this. The team ensured they understood the families and went to see PWD and discussed with heads of families that these needs were also addressed and respected.” (SSI, CSO)*

The above highlights that PWD rights were integrated in all aspects of programming and implementation. The JP was able to address PWD needs and PWD representatives were consulted during implementation, in line with the Convention on the Rights of People with Disabilities that seeks to ensure full and effective participation and inclusion in society of PWD.

The weakness in the programme reporting documents is that no data is disaggregated by disability, even in the World Relief endline assessment report, so this section relies heavily on the evaluation respondents. Also, at national level, most respondents thought gender was considered but disability was not sufficiently considered. Two respondents further stated that there is no standard guideline for disability measurement and the disability management information system developed by NCPD still needs to be piloted which will help to identify PWD and their support needs. This therefore makes it difficult to ascertain the extent to which PWD were included and the extent to which the programme has met their needs.

### 7.3 Findings on achievement of SDGs

There was a general consensus among interview respondents that it is difficult to adequately assess the UNJP’s contribution to SDG goals. First, there is no up-to-date information on poverty as the 2022 national population



census report only comes out in 2023 while the next integrated household living conditions survey is scheduled for 2023-2024. Second, the size and coverage of the UNJP is quite small and the impact is mostly localised without much significance at a country level. Lastly, interview respondents indicated that it is difficult to talk about UNJP contribution to SDGs because Covid-19 has contributed to increases in poverty levels.

The programme document and annual reports show that the UNJP'S focus is on SDGs 1 and 2, although it also contributes to SDGs 5, 8, 10 and 13 through addressing and mainstreaming of gender, inclusive economic growth, reduction of inequalities and addressing climate change

**Annexure 11** reports on progress made toward selected SDG targets that are the UNJP's focus. This information was obtained from the UNJP Annual Report (2021).

## 7.4 Gaps and potential biases in evidence

The following gaps were noted by respondents and the evaluation team:

- Without disaggregated data by disability, the extent to which PWD were included in the community level programme implementation cannot be ascertained.
- In all districts, respondents confirmed that PWD were considered and included, but the ways in which they were considered and included were not clearly described, e.g., what kind of practical considerations were made to ensure accessibility for PWD.
- PWD representatives were included at the district, cell and village levels during implementation, but consultation with them appears to have been limited during the design phase.
- As reported by the NCPD stakeholder at national level, the NCPD did not participate in the design or implementation of the UNJP programme but was only consulted at community level.

## 7.5 Key point summary

- An equity and human rights approach helped target key beneficiaries who are most vulnerable to climatic and economic shocks.
- There is still room for improvement regarding practical inclusion and adjustment during design and implementation for PWD to participate fully in the programmes designed to meet their needs.
- Women, teenage mothers and women with disability were considered, targeted as one the key beneficiaries and their rights observed.

# 8 EFFICIENCY

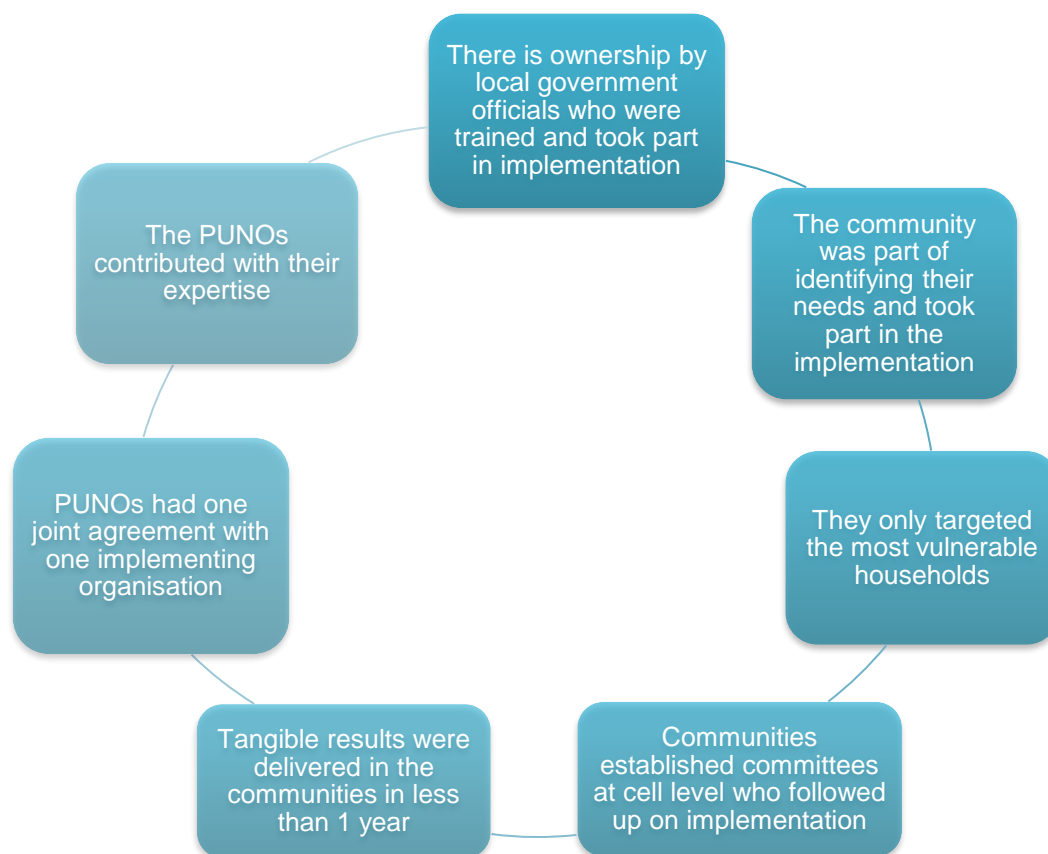
This section attempts to answer whether the UNJP implementation was cost-effective and affordable, and whether the organisational set-up worked effectively to ensure efficiency.

## 8.1 Extent of cost-effectiveness and affordability

The Joint SDG Fund contributed to the JP budget with US\$ 2,000,000, while the overall budget (with PUNOs co-funding) was US\$ 3,040,000 (UNJP, 2021). Furthermore, the JP secured US\$ 500,000 from the European Union to support the Covid-19 response through targeted technical assistance to strengthen core social protection systems for targeting, M&E and accountability (UNJP, 2021). Due to the Covid-19 crisis, a re-prioritisation exercise was undertaken with government in June 2020, leading to UNICEF redirecting US\$ 83,000 of its JP budget towards community sensitisation in the five districts and at national level, while WFP and FAO re-allocated US\$ 70,000 and US\$ 30,000 to Output 2.1 respectively to scale up seed funding and other measures supporting innovative poverty reduction solutions at district level (UNJP, 2021).

During data collection, interviewees confirmed that the UNJP was implemented in the most cost-effective manner. Of the 31 interviewees who answered this question, the majority (25) said it was cost effective while

only 1 said no, 3 were unsure and 2 said both yes and no (see below). The figure below illustrates the core factors that contributed to the JP's cost-effectiveness.



**Figure 8: Factors raised by interviewees that enabled cost effectiveness**

The expertise of each PUNO and their joint delivery of results (with local and community structures) to the most vulnerable households based on their identified needs are fundamental for JP cost effectiveness.

*“If you consider the small budget of USD 2 million and you see what was achieved on the ground it was remarkable. The budget was small but achievement high thanks to the method and approach applied.” (SSI, national government official)*

The two interviewees who said the JP was not implemented in the most cost-effective manner were referring to the high human resource efforts at community level in the short time of implementation. It was felt to be too much pressure for the district officials. Finally, one interviewee said that in an isolated case, the activities were not cost-effective as the wrong variety of crops (potatoes) was delivered to the beneficiaries and another variety could not be given in time when people complained as the seeds were not available due to a general shortage. The crop did not yield good results. The two people who say yes and no referred to yes (as using the same NGO for implementation and it was value for money as World Relief endline report showed significant improvement) and no (as the import of fertilisers was delayed). However, overall, the JP is considered cost-effective and affordable.

## 8.2 Efficiency of organisational set up

This section looks at whether the organisational set-up, collaboration of concerned ministries and the UN work effectively to help ensure efficiency. It first describes and assesses the national level set-up and collaboration before assessing the sub-national levels set-up and collaboration.

The JP set up a steering committee and a technical committee to coordinate the PUNOs, the relevant ministries and the implementing organisation. The steering committee was a high-level coordination structure that provided guidance and strategic direction for the UNJP.

*“The Steering Committee provided strategic guidance and oversaw the implementation of the JP. We approved the work plan and budget, reviewed annual reports and problem-solved where needed.” (KII, PUNO)*

It consisted of the PUNOs, the UN Residence Coordinator’s Office, MINALOC, LODA, MINEMA and MINAGRI. Originally, the UN Residence Coordinator and the Minister of MINALOC co-chaired the meeting but this was handed over to UNICEF to co-chair with the PS of MINALOC. The steering committee only met twice, in combination with the launch of the JP and in connection with the adjustment to the work plan and budget and the request to the SDG Fund for a no-cost extension. It was meant to meet twice a year but due to the high profile of the members and the advent of Covid-19, it proved to be difficult to convene meetings. However, the steering committee was considered a useful structure to ensure buy-in from the ministries and efficiency of the JP.

The technical committee consisted of the same ministries and PUNOs as the steering committee but was more inclusive of other stakeholders, as needed e.g., Rwanda Development Board and NGO partners. It met twice a year to discuss implementation progress and ensure buy-in from government. Interviewees reported that the technical committee was active and worked effectively to ensure efficiency.

Another structure the PUNOs attended was the SP sector working group which was already in existence. Using an existing structure where the PUNOs could talk about UNJP progress with people in the sector was also considered as an effective way to ensure programme efficiency.

Strengths raised by interviewees were that each of the UN agencies came in with their own expertise and complemented each other. They operated as One UN in terms of programme implementation and that helped to strengthen the position of the UN in the SP sector. The coordination was a strength with high ownership by government and communities.

A challenge raised by few interviewees was that operating as One UN takes time and the PUNOs spent a lot of time figuring out how to overcome different procurement regulations within each agency. This was particularly the case with interagency agreement with World Relief. A few respondents raised that a challenge was that some of the key ministries such as MINAGRI did not consistently attend technical committees and steering committee meetings.

At district, sector and cell levels, relevant officials were trained and had regular meeting with the various stakeholders. The vice-mayor of social affairs and the district line officers closely monitored programme progress to agree upon plans. In Karongi, a committee was formed of six people in charge of following up on JP activities: the JADF officer, the Director of Social Development, the disability mainstreaming officer, the disaster management officer, the director of agriculture and the social protection officer. However, it was raised as a challenge for district level coordination that there were no district technical working groups in the other districts.

At sector, cell and community level, the coordination was considered good and an enabling factor was that the PUNOs conducted joint field visits, workshops and monitoring sessions together with the district and sector level staff. Another strength was that the World Relief staff, the executive secretary and the social economic development officer were permanently placed at sector and cell level respectively and could coordinate joint implementation with others such as Urunana and PUNOs. Interviewees also raised that there was good collaboration between the Proximity Advisors and the government officials and that was regarded as an organisational set-up that facilitated efficiency.

*“The program taught us the importance of coordination, cooperation and communication amongst one another compared to when the program was not implemented. Communication increased amongst all the staff.” (SSI, District official, Burera)*

A few interviewees raised that the efficiency could improve by having district stakeholders involved and establishing forums at the design and onset of the programme.

Most of the sub-national interviewees agreed that the JP had contributed to better coordination among the officials at all levels, both horizontally and vertically as a result of the JP.

### 8.3 Key point summary

- The JP was considered highly cost-effective. The PUNOs' expertise and their approach to joint delivery of results (with local and community structures) to the most vulnerable households based on their identified needs are fundamental for the JP's cost effectiveness. The delivery of the wrong type of potatoes, the delay in the import of fertilizers and the short implementation period which put too much pressure on the district officials were considered factors that made the JP less cost effective.
- The JP set up a steering committee and a technical committee to coordinate the PUNOs, the relevant ministries and the implementing organisations. The steering committee was a high-level coordination structure that provided guidance and strategic direction for the JP. It was useful for ensuring buy-in from government despite the challenges in convening meetings. The technical committee was more active and works effectively to ensure efficiency.
- At sub-national level, PUNOs' joint field visits, workshops and monitoring session with district and sector level staff enabled better coordination and efficiency of JP implementation. Likewise, the permanent presence of the World Relief field officer and collaboration with the executive secretary and the social economic development officer ensured efficient implementation at cell level which was considered more efficient than the coordination at district level.
- It was agreed that the JP had contributed to better coordination among officials at all levels, both horizontally and vertically, as a result of the JP.

## 9 SUSTAINABILITY

This section of the report assesses the extent to which the UNJP results are sustainable, whether the UNJP found synergies with other funding sources, and the likelihood of the integrated services and innovative mechanisms being sustained beyond the duration of the UNJP.

### 9.1 Sustainability of results

This evaluation provides an assessment of prospective sustainability of project results given that the study is being conducted when project implementation is still ongoing and the PUNOs and implementing partners are wrapping up their activities. As such, conclusive assessments about actual sustainability can only be determined over a longer period.

Evaluation findings indicate a high likelihood that the positive results generated by the UNJP will be sustained. Of 30 interview respondents, 28 answering the question on sustainability of results agreed on a high likelihood that UNJP outcomes would be sustained. Primary data shows that some of the positive results that are likely to be sustained at district level include a) improvement in nutrition practices as a result of kitchen gardens, b) knowledge and skills acquired from the various training interventions, c) businesses established from seed funding and d) the VSLAs and savings culture resulting from participation in these VSLAs.

Interviews with beneficiaries also indicate a willingness to continue implementing the good practices they learnt from their participation in UNJP activities as the following quotes substantiate:

*"I am committed to diversify my sources of income and to continue improving my family's living conditions. I will join other saving groups to save more money and take some of my products to the market. I don't want to turn back to poverty." (SSI, beneficiary)*

*“The village savings groups will remain in place after the programme closes because savings help them to meet their needs at home. We had a target of only 28 groups but 50 savings groups have been achieved. This shows that our people are now aware and have an interest in keeping the savings groups.” (SSI, district official)*

In addition to this, interview respondents also indicated that businesses established as a result of provision of seed funding were most likely to continue. Project beneficiaries have been empowered to run viable businesses and also benefitted from the advice and coaching provided by BDAs (see [Section 6](#), outcomes at community level). One of the BDAs who participated in interviews stated:

*“The results will be sustained because beneficiaries have been empowered and now have the ability to continue doing businesses These people have created their own names and will continue to produce and consume what they received from Baho Neza project.” (SSI, Business Development Advisor)*

*“I think the results will be sustained because project beneficiaries have well designed business plans and this means that they have analysed risk and made profit projections for their businesses. This is a more sustainable way of doing business.” (SSI, Development Partner Expert)*

Lastly, the evaluation findings also show that project results were likely to be sustained because of the high level of community ownership and commitment to project activities and this is considered a key enabler for sustainability.

## 9.2 Sustainability and enablers

Evaluation findings show a high likelihood that some of the services and innovative mechanisms implemented under the UNJP will be sustained beyond the stipulated project period (January 2020–June 2022). The PUNOs are currently conducting field visits to discuss endline results and sustainability with district authorities. In August 2022, field visits were conducted in Karongi and Kirehe districts where PUNOs spent a day in field and half day in meetings to debrief district level authorities. Three more visits are planned for September 2022 in the remaining districts.

Some support will also continue with new resources mobilized by UNICEF (for seed funding projects and provide technical support with livestock distributed to households) and WRR will also maintain a presence in the districts until November 2022.

Sustainability beyond the UNJP can be understood in three ways, including policy and institutional level sustainability, community sustainability and financial sustainability. The evaluation findings show a likelihood of achieving sustainability at all three levels.

### ***Policy and institutional sustainability***

To ensure sustainability, the UNJP is well-aligned with government policies and strategies. This is crucial as it increases the likelihood of continued implementation of integrated services and innovative solutions to SP challenges in Rwanda.

The programme was also designed to allow co-creation and aligning project activities with the government priorities and needs. Hence there is a high likelihood that government will continue with the work. For example, the alignment of community level interventions with the government Guidelines for Sustainable Livelihood Enhancement enhances the potential of replication and sustainability.

Through the revision of the Disaster Risk Management Policy (currently at Cabinet for approval) and the development of sector preparedness/contingency plans, the UNJP has contributed to the creation of a conducive policy environment or framework for shock-responsive SP in Rwanda that will be sustained beyond the UNJP project period. This has also been supported by capacity strengthening in shock-responsive SP for central and district level government officials.

## **Community sustainability**

The UNJP benefits from strong community involvement and buy-in into the different project activities in the five targeted communities. Community involvement from planning and throughout the implementation phase also creates a good opportunity for sustainability. Different committees and community structures also exist that will support the continuation and monitoring of activities the UNJP implemented in the five targeted communities. For example, the training and operationalisation of the CCDC responsible for socioeconomic development of the five targeted cells.

*“We have a committee called CCDC and we are sure that they will sustain the programme for a very long time. We trained these people building their capacities for them to be in charge of coordination and development of the cell.” (SSI, district CSOs)*

*“Proximity social advisors are members of existing structures which will remain at cell and village level even beyond implementation of the UNJP. They will still be there to apply what they have learned and serve the targeted community. So that is a sustainable intervention.” (SSI, national CSOs)*

One of the most cited contributing factors to greater community sustainability is involvement and commitment of district government officials. For example, local government staff such as socio-economic development officers and the executive secretaries at cell level worked closely with World Relief and have been capacitated to carry on what they learnt. Interview respondents also emphasised the important role of districts in promoting programme sustainability of programme activities and expanding them further into other sectors and cells in the district.

*“Sustainability is one of the issues we discussed with districts, LODA and MINALOC. One of the assurances we got from LODA and the districts is that they will keep supervising the activities of the proximity workforces in terms of case management and referral because it is mandated that it be supervised at the district level. If the district does not do this then it will be a failure.” (SSI, national CSOs)*

*“For sustainability purposes, it is very important that local government structures have the capacity and the commitment to follow closely all the activities and achievement in the absence of the project. This is possible and feasible; however, given the heavy workload of government officials, “someone” must be there to remind and push them to do so.” (SSI, PUNO)*

As the above quote reveals, ongoing monitoring and evaluation of programme implementation will strengthen programme sustainability.

## **Financial sustainability**

The evaluation shows that no dedicated fund is committed to the continued implementation of the UNJP, although the PUNOs will play a critical role in advocating for further financing of the integrated social protection interventions among various actors including development partners, donors such as the FCDO and World Bank as well as the Government of Rwanda, among other key actors. The document review indicates that a target of approximately US\$ 10 million per year was set to further support the financing of the improved SP sector and to build on the innovations introduced through this programme and scale up its coverage. The efforts to unlock this additional funding will have different approaches that are documented in Annexures 5 and 6 of the Joint Programme Document (2020).

### **(i) Advocacy and sharing lessons with potential donors and development partners**

The programme’s communication and learning and sharing plans indicate that the PUNOs would undertake key activities around advocacy and sharing lessons learned from the programme. It is hoped that this will also be used to raise awareness among new potential donors.

### **National budget advocacy for social protection**

The PUNOs within the programme will actively advocate to the government to increase its budget and expenditure on SP. As part of efforts to achieve this, the PUNOs have been working closely with key ministries including MINALOC, MINEMA, and MINIAGRI to showcase the achievements on the UNJP. PUNOs also plan to utilise advocacy tools such as the annual budget brief produced by UNICEF that flags trends in allocations on SP and most importantly budget execution rates. Lastly, to enhance government expenditure, the PUNOs will work closely with government to explore further complementarity among existing government programmes from other sectors that can contribute to SP.

## **(ii) Mobilising additional funding and financing**

According to the PUNOs, UNICEF mobilized additional funding to support additional seed funding projects and activities related to technical support with livestock, and WRR will also maintain a presence in the districts until November.

The programme document shows that PUNOs will explore options to leverage additional funding from other sources including multi-lateral funds. Specifically, climate-related multilateral funds (such as Green Climate Fund and Adaptation Fund) are perceived as relevant and well-timed to support scale-up of shock-responsive and adaptive social protection efforts. This will require close engagement with the Ministry of Environment and FONERWA that oversee these funds in Rwanda.

Primary data shows that PUNOs acknowledge that they have had a much bigger impact in the SP sector by working together strategically and have begun to explore ways in which they can mobilise resources that allow for continued implementation of integrated SP programmes.

*“We have started discussions bilaterally, between the two agencies to identify pathways that we could explore for further resource mobilization to continue on this journey of implementing more integrated social protection solutions jointly as much as we can.” (SSI, PUNO)*

It should be noted, however, that most of the results of the above efforts are still yet to be achieved.

## **Sustainability barriers**

Some concerns were raised regarding sustainability beyond the UNJP. First, a few interview respondents expressed that two and half years was too short to support the design, testing, evidence generation and scale-up of innovative, integrated policies, guidelines and interventions. This coupled with delays associated with COVID-19 related measures meant that it became difficult to adequately put in place mechanisms to ensure project sustainability. Given that this is a multi-stakeholder intervention, a more flexible timeline would have allowed for substantial consolidation of the work done under the UNJP. One respondent also argued that it is impossible to accelerate the way government works.

Second, interviews with some development partners and government officials revealed that project sustainability may be challenging because community level implementation was done at a much smaller scale and it may be difficult to sustain this. For example, no countrywide programme currently supports seed funding. Respondents also argued that government may not have the financial capacity to cover all eligible beneficiaries across the country. It should be noted, however, that the UNJP was implemented at community level as a pilot project to showcase the possible impact of a cash plus programmes to government and other development partners for potential project replication and scale-up.

*“The testing of seed funding that supports community level competitive innovative income generating business ideas which can later be considered by government as part of the cash plus initiatives to promote graduation of the most vulnerable social protection beneficiaries from extreme poverty.” (JP Annual Progress Report, 2021)*

Finally, although two interview respondents cited turnover of district staff as a potential threat to sustainability, this was not considered a big challenge because the training was provided to more than 30 district officials.

*“We provided capacity strengthening for local government staff and our assumption is that they will retain this and apply to other work they do. However, turnover of district staff is a concern as they*

*leave with all the knowledge. It is a challenge, but we trained about 30 district staff and if 3 leave, the district is still left with 27 staff.” (SSI, national, World Relief)*

### 9.3 UNJP synergies with other funding sources

The evaluation findings indicate that the UNJP did find synergies with other funding sources, grants and mechanisms of other development partners, government and PUNOs.

Interviewees agreed that the innovative solutions implemented under the UNJP were complementary to what other development partners were already supporting government on. For example, as part of its key contribution to the SP sector, the World Bank supports the Government of Rwanda on cash transfers, digitisation of transfers, operationalisation of the social registry and shock-responsive SP. Similar synergies were noted with FCDO, particularly on issues pertaining to shock-responsive SP and improved targeting. As a result of such synergies, PUNOs were able to work closely with development partners.

*“We usually coordinate with them and develop key messages for government if we want something to be communicated or to follow up with MINALOC and LODA. We also receive updates on the UNJP and being involved in TORs for certain deliverables. They share with us and we provide inputs into the TOR.” (SSI, development partner)*

Lastly, the evaluation findings indicate that through implementation of the UNJP, the PUNOs have learnt a lot about each other’s value-add and continue to identify synergies and areas for potential collaboration beyond the implementation of the UNJP.

*“We have started (UNICEF and WFP) discussions bilaterally, between the two agencies to identify pathways that we could explore for further resource mobilization to continue on this journey of implementing more integrated social protection solutions jointly as much as we can.” (SSI, PUNO)*

### 9.4 Key point summary

The evaluation findings show the following:

- A high likelihood that the positive results (including gender and equity outcomes) generated by the UNJP will be sustained in the five targeted districts. Since the UNJP targets the most vulnerable groups, including women, if results are sustained it would be for these groups.
- Results likely to be sustained within the targeted districts, sectors and cells include a) improvement in nutrition practices as a result of kitchen gardens, b) knowledge and skills acquired from the various training interventions, c) businesses established from seed funding and d) savings culture resulting from participation in VSLAs.
- A likelihood that some of the services and innovative mechanisms implemented under the UNJP will be sustained beyond the stipulated project period.
- Sustainability beyond UNJP is possible at three key levels: institutional and policy level sustainability, community sustainability and financial sustainability.
- Sustainability enablers include long-term buy-in and support of duty bearers and rights holders, relevance of UNJP to policy priorities and community needs, capacity strengthening provided to para-social workers and government staff, and existence of community structures and committees that will ensure continued implementation at the local level.
- Barriers to sustainability include the short project implementation period, small scale project implementation and the risk of district staff turnover.



## 10 CONCLUSION

The evaluation assessment of **UNJP design and relevance** concludes that by adopting a multi-level approach and intervening at the policy/strategic level, systems level and community level, the UNJP has played a crucial role in enhancing and providing comprehensive solutions to strengthening integrated SP in Rwanda.

The UNJP is well-aligned to Rwanda's national SP policies and priorities. A key enabler is that the programme was designed to address gaps identified in National SP Strategic Plan. Alignment with government priorities was also enhanced by extensive consultations with national level authorities in the sector.

Furthermore, community level interventions implemented under the UNJP were well-aligned to vulnerable groups' needs and provided relevant solutions to their problems, enabled by extensive consultation with district authorities and project beneficiaries in the selected districts.

The assessment of **effectiveness and outcomes at policy and systems level** concludes that the JP has achieved all the indicators for Output 1.1 and most of the indicators for Output 1.2. The outcome was to a large extent achieved in the targeted cells. Hence the programme has been effective.

MINEMA is operationalising the revised DRM policy, currently with Cabinet for approval, with WFP's support. MINALOC, MINEMA and PUNOs held a high-level policy forum with relevant ministries, development partners and NGOs on shock-responsive SP in December 2021. This together with the JP's diagnostic assessment on the SP sector's sensitivity to climate shocks informed the shock-responsive SP policy dialogue, capacity building activities and systems development work.

Development of the M&E framework and tools for the HH profiling data system in Rwanda have been finalised and are being tested. Ultimately, the HH profiling data, alongside *Ubudehe* data will inform development of the social registry with quality data for more effective targeting of shock-affected households and inclusion of vulnerable groups such as women, children and PWD.

In addition, the JP has conducted national and district level training and simulation exercises on how to design and implement shock-responsive SP programmes and respond to emergencies.

The evaluation findings on **effectiveness and outcomes at community level** conclude that the JP has been effectively implemented at the community level having achieved all the indicators for Output 2.1 with most targets surpassed. The Outcome indicator 2.1 target has been fully achieved as three SP interventions were piloted in the five targeted districts.

Innovative community mechanisms are in place to strengthen service delivery to and resilience of vulnerable people in the targeted districts. Seed funding, small livestock and productive assets were distributed to households, most of whom were female-headed, prioritising women's empowerment and strengthening gender equality.

The national and sub-national institutions have strengthened technical and institutional capacity. Local government staff attended skills development activities and community workforces have received training on implementing the ICMR model, interpersonal communication and SBCC. The IMCR model is now operational with Proximity Advisors conducting regular household visits and follow-ups.

Beneficiaries reported a wide range of individual, household and community level outcomes and this was confirmed by district, sector, cell level staff. The findings were further triangulated with the World Relief Rwanda endline assessment which found evidence of strengthened resilience of beneficiaries to shocks affecting their households. Critically, this confirms that a successfully implemented cash plus programme can enhance community members' resilience and response to climatic (and life cycle) shocks.

Assessment of programme **efficiency** found that the JP was considered highly cost effective. The PUNOs' expertise and approach to joint delivery (with local and community structures) to the most vulnerable households based on identified needs underpin the JP's cost effectiveness.

The JP steering and technical committees coordinated the PUNOs, relevant ministries and the implementing organisations providing guidance and strategic direction, ensuring buy-in and ongoing efficiency.

The JP contributed to better coordination among officials at all levels, both horizontally and vertically. At sub-national level, PUNOs' joint field visits, workshops and monitoring session with the district and sector level staff enabled better coordination and efficiency as did the permanent presence of the World Relief officer and collaboration with the executive secretary and social economic development officer at cell level.

The evaluation concludes that **sustainability** of results is closely tied to commitment and continued implementation of project activities such as income generating projects, kitchen gardens and VSLAs. The JP results will most likely be sustained in the five targeted districts. As the project targeted vulnerable groups including women and PWD, gender and equity outcomes will also be sustained.

Services and innovative mechanisms implemented under the UNJP will likely be sustained beyond the stipulated project period as sustainability mechanisms are in place to ensure community level interventions continue through strengthening existing community structures (e.g., para-social workers) and committees (e.g., CDCC). Strong M&E systems also provide an opportunity to document and build an evidence base to use as a fundraising tool and ensure programme sustainability.

# 11 LESSONS LEARNT AND RECOMMENDATIONS

## 11.1 Lessons learnt

### ***Programme design and relevance***

- The programme was well aligned to the government of Rwanda's urgent policy needs. By developing feasible solutions to these issues, the UNJP interventions gained traction and were quickly implemented; for example, training Proximity Advisors in interpersonal communication and SBCC.
- Engaging and involving government authorities (policymakers) from the design and planning stage not only allows for co-creation but it is also a catalyst for buy-in and programme ownership. Using platforms like a policy dialogue forum to carry out these processes is a key enabler.
- Using government data to plan interventions also promotes buy-in and ownership as well as synergy among different government ministries.
- Ensuring active and meaningful involvement of local leaders and community members in the design and planning process may require time and continuous engagement, but ultimately it strengthens community buy-in for solutions relevant to community needs.

### ***Policy/strategic level intervention***

- The UNJP approach of starting with an analysis of the strengths of existing SP systems and programmes and then building a home-grown and tailor-made shock-responsive SP model that suits the unique features and needs of Rwanda is a good model for future replication. The following steps should be included: diagnostic study, consultations, policy forum and then follow up to turn that into an operational framework for testing in the future.

### ***Systems strengthening intervention***

- The JP demonstrated that collaboration and coordination among different sectors in government can work. This lesson can be used to foster further collaboration with other sectors (such as environment, nutrition, food security and agriculture).
- Building the capacity of local authorities and community structures is crucial for the success and sustainability of interventions, especially when they are expected to continue supervising and monitoring activities after programme implementation.
- Aligning the programme activities to district plans and performance contracts accelerates local government support and implementation, and strengthens programme sustainability in the district

### ***Community level intervention***

- Providing a comprehensive package of nutrition-sensitive, shock-responsive social protection that includes livelihood empowerment pathways, seed funding and VSLAs, combined with psycho-social support from Proximity Advisors, builds resilience for vulnerable and food-insecure people.
- The seed funding to support competitive innovative income generating business ideas and projects contributes to enhance beneficiaries' graduation. The mechanism (grant, approach with accompanying guidelines) has been appreciated by beneficiaries and local leaders and should be considered for integration into the national SP system as an approach to graduation of households from extreme poverty.
- The interpersonal communication (IPC) approach, using the community members, especially the Proximity Advisors is an effective SBC strategy for community engagement.
- Building beneficiaries' capacity before they participate in project activities, so they are empowered to invest their savings in livelihood development, strengthens the sustainability of results among beneficiaries.
- BDAs providing mentoring to small businesses from concept/design through to implementation increases the likelihood of business success.

- The timeframe of 2.5 years is insufficient to deliver such a complex, multi-layered SP programme and allow for innovations to really gain traction.
- The discussion and decision-making about what livestock and productive assets are allocated to cells should begin much sooner so that procurement processes do not delay delivery to communities. In addition, a monitoring system needs to be in place for quality assurance of seeds and livestock.

### ***Inclusion of women and PWD***

- Targeting women with seed funding improves household finances and builds their resilience to future shocks.
- Inclusion and prioritisation of women and PWD is best practice, but it is important to plan *how* gender and disability will be included and mainstreamed throughout all the programme activities.

### ***Coherence and management of partnerships under the JP***

- The JP, being an example of how to break working in silos and improve working together, has demonstrated that it is both possible and highly beneficial to plan and implement a joint programme across UN agencies and ministries.
- A true JP with joint design, planning and implementation provides excellent results but takes time to get off the ground.
- A lesson learned for the PUNOs is that it is important to know each UN agency's processes and requirements before embarking on a JP to avoid spending too much time figuring this out when implementation is meant to begin.
- Having a dedicated programme manager from one lead agency is an efficient way to manage the programme, so during UNJPs' design phase, a discussion should be held on how to manage and implement the programme and whether it would be feasible to hire a person fully dedicated to this role for the whole duration of the programme.
- The JP was unique in having three UN agencies working together with relevant ministries and delivering together in five districts. Coming into the communities with a joint approach saves the time of the PUNOs, the relevant national government officials and particularly the district officials who do not have to attend multiple meetings with different development partners.

## **11.2 Recommendations**

### ***Programme design and relevance***

- The UNJP had strong M&E and reporting systems. It is recommended for future interventions that more investment in evaluations and evidence-generation be included in programme design so that robust pieces of evidence can be produced throughout project implementation and used for advocacy internally and externally with government and other partners in the country. This is a **medium to high priority recommendation** that should be implemented by PUNOs for future innovative JPs like this one.

### ***Community level***

- The evaluation found that the social protection interventions implemented in the five districts have resulted in positive outcomes and enhanced the resilience to respond to shocks. The following is therefore recommended:
  - The interventions at community level, in particular the seed funding, be costed. This is **high priority recommendation** that should be implemented by MINALOC with the support of PUNOs in the next 6-12 months.
  - The interventions are then scaled up to other communities, cells, sectors and districts. This can be achieved through: continuous advocacy and policy dialogue for universal coverage by 2030 (next SDG reporting timeframe); identifying key moments in the development planning process to advise on target setting and resource mobilisation priorities; and revision of the NST-

1 targets up to 2024. This is a **high priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months.

- The findings from this evaluation show that the ICMR model can be successfully implemented by well-trained Proximity Advisors who have the support of the sector and district officials and that it has had a positive impact on the lives of beneficiaries. The model should therefore continue to be scaled up across all districts and cells as a continuous process with regular refresher trainings. This is a **high priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months.
- The evaluation found a gap in linkages between the Proximity Advisor workforce and shock-responsive interventions. It is thus recommended to revise the para social workers' guidelines to include disaster preparedness and response efforts and link them to SP interventions/access to SP services. For those already trained, refresher training should include a module building on the guidelines developed by MINEMA. This is a **medium priority recommendation** that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months.
- The findings from this evaluation demonstrate that awarding seed funding to well conceptualised business plans via an open, transparent and competitive bidding process, supported by BDA coaching, is a sustainable model for supporting the poorest households to access livelihood opportunities. This model should be further refined to include continuous support from BDAs to ensure businesses remain viable in the medium to long term (e.g., linking products to market, setting profitable prices etc.). It should then be considered in the ongoing midterm review of the 2018-2024 Social Protection Strategic Plan and Guidelines for provision of seed funding to VUP beneficiaries which were developed by the JP and informed the delivery of the UNJP model. This is a high priority recommendation that should be led by MINALOC and LODA with support from the PUNOs and implemented in the next 6 to 12 months. It can also be taken on board by future JPs and other programmes supporting social protection, social inclusion and livelihoods in the UN.
- The evaluation found some issues with the quality of poultry and productive assets distributed to households. It is recommended that a strong monitoring and feedback mechanism is in place to ensure that such issues are dealt with as soon as they emerge. This is a **high priority recommendation** that should be led by World Relief with support from and the MINALOC, LODA and ultimate responsibility resting with the PUNOs and implemented in the next one to three months.
- The work of the shock-responsive social protection working group should continue in order to refine and test the operational model. This is a **high priority recommendation** that should be led by LODA and MINALOC with support from the PUNOs and implemented in the next 6 to 12 months.

### **Coherence**

- There is evidence from the evaluation that working on the UNJP has allowed each partner to broaden its scope of intervention. PUNOs should thus explore further opportunities for collaboration and resource mobilisation to continue implementing more integrated SP solutions in a joint way. This is a **high priority recommendation** that should be led by PUNOs and include mobilisation of other development partners (bilateral/unilateral) and implemented with immediate effect.

### **Inclusion of women and PWD**

- There is still a gap in the effective inclusion of PWD in the programme design and implementation. It is therefore recommended that NCPD develops operational guidelines for the implementation of the PWD policy and D-MIS to support the design and implementation of different programmes aimed at inclusion of PWDs. This is a **medium priority recommendation** that should be implemented by the NCPD with support of the PUNOs within the next 12 months.
- Inclusion and prioritisation of women and PWD is best practice and for future JPs, sufficient time should be invested into planning and conceptualising *how* gender and disability should be mainstreamed throughout all the programme activities. This is a **medium to high priority recommendation** that should be implemented by PUNOs for future innovative JPs like this one.

## ***Sustainability***

- Developing a financing strategy and national resource mobilisation plan for social protection was a planned action within the JP that was not achieved. It would have enabled the JP to work with the government to unlock further financing to implement the SP policy and sector strategic plan, e.g., climate funds for shock-responsive SP and financing of categorical grants. It is recommended that UN agencies, MINEMA and MINALOC, together with the Ministry of Finance and Economic Planning, develop a finance and resource mobilisation strategy for a comprehensive, shock-responsive social protection system in Rwanda. This is a **medium priority recommendation** that should be implemented within the next 12-18 months after the revised SP strategic plan is ready, the revised VUP programme document is approved, and once the NST-2 is already being prepared.

# ANNEXURE 1: EVALUATION MATRIX

Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection source (Stakeholder group)	Data collection methods
Relevance	<ul style="list-style-type: none"> <li>Extent of alignment of SP services to priorities, policies and strategies at national level</li> <li>Extent to which contextual factors were considered in design, implementation and adaptation of UNJP</li> <li>Extent to which SP services meet the needs of most vulnerable households</li> </ul>	<ul style="list-style-type: none"> <li>How relevant are the integrated SP services to priorities policies and strategies at the national level?</li> <li>To what extent have contextual factors (at the national level and specific to each of the programme/project sites) been considered in the design and implementation and adaptation of the JP and the integrated SP services?</li> <li>How relevant are the integrated SP services to the needs of the most vulnerable households?</li> </ul>	<ul style="list-style-type: none"> <li>Are activities and outputs of the JP consistent with the national SP policy and strategic framework? Do they contribute to the attainment of its objectives?</li> <li>To what extent have contextual changes particularly at policy level affected the relevance of the JP?</li> <li>To what extent are the integrated SP services rolled out with the support of the JP relevant to the most vulnerable households? Have services been fully adapted to meet the needs of different groups, in particular households with children under 5, women headed households and people living with disabilities?</li> </ul>	<p><b>National level:</b>            FCDO and World Bank            UNJP partners (UNICEF, FAO, WFP, and UN RCO)            Social Sector Ministries (NINALOC, MINEMA, MINAGRI, and MINICOM)            Implementing agencies under MINALOC (LODA, NCPD)            Implementing agencies under other social sectors (Rwanda Agriculture Board, National Child Development Agency, and Rwanda Development Board)            CSOs (World Relief, Urunana, and BRAC USA)            UN Experts and other development partners (WFP Consultant, UNICEF Regional Colleague, Local FCDO TA facility) institutions            SPSWG</p> <p><b>District level:</b>            Vice Mayor            Director Social Development            Directors of Agriculture and Business Development            Permanent Secretary of Joint Action Development Forum</p> <p><b>Sector, cell, village level:</b>            Executive Secretaries            Social Affairs Officer            Cooperative Officer            Business Development Advisors            World Relief</p>	SSI FGD TOC review workshop Observation schedule Literature review Document review

Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection source (Stakeholder group)	Data collection methods
				Social Economic Development Officers NCPD National Women's Council Community leaders Beneficiaries	
Coherence	<ul style="list-style-type: none"> <li>Extent to which JP addresses gender and equity</li> <li>Extent of integration of rights of persons with disabilities into programme implementation</li> <li>Extent of UNJP contribution to UN's positioning in SP in Rwanda</li> </ul>	<ul style="list-style-type: none"> <li>To what extent is the JP addressing gender and equity?</li> <li>Are the rights of PWDs consistently integrated in all aspects of programming and implementation?</li> <li>How has the JP contributed to the UN's positioning and internal coherence in SP in Rwanda, and what have been the strengths of the JP in comparison to previous SP programming and engagement implemented by UN agencies?</li> </ul>	<ul style="list-style-type: none"> <li>To what extent has the JP contributed to the consideration of human rights, no one left behind, equity for children and gender equality in the national SP policy discussions?</li> <li>How has the JP added value to the UN's SP work? Were there any missed opportunities?</li> <li>What are the comparative strengths of the coordination (technical committee and steering committee) of the JP? Have the coordination and governance mechanisms of the JP added value to existing UN coordination mechanisms on SP and more broadly?</li> </ul>	<b>National level:</b> FCDO and World Bank UNJP partners Social Sector Ministries Implementing agencies under MINALOC Implementing agencies under other social sectors CSOs – implementing partners & BRAC USA UN Experts and other development partners (WFP Consultant, UNICEF Regional Colleague, Local FCDO TA facility) institutions SPSWG	SSI TOC review workshop Literature review Document review
Effectiveness	<ul style="list-style-type: none"> <li>Outcome 1.1 indicator Number of extremely poor population benefitting from direct income support schemes (UNDAP 4.1)</li> <li>Output 1.1.1 indicator The JP contributes to enhancing DRM, Agriculture, child- and gender-sensitivity in the revised SP policy</li> </ul>	<ul style="list-style-type: none"> <li>To what extent have the JP objectives been achieved at the level of each results output and to what extent has the JP made progress towards achieving expected outcomes</li> <li>What have been the major factors influencing the achievement or non-achievement of the JP objectives?</li> </ul>	<ul style="list-style-type: none"> <li>What have been the main challenges faced during the implementation of the JP? To what extent did the JP adapt to the challenges and evolving context?</li> <li>How adequate are the SP services rolled out with the support of the JP with respect to meeting the needs of vulnerable households, and what are the major influencing factors?</li> </ul>	<b>National level:</b> FCDO and World Bank UNJP partners Social Sector Ministries Implementing agencies under MINALOC Implementing agencies under other social sectors CSOs – implementing partners & BRAC USA UN Experts and other development partners (WFP Consultant, UNICEF	SSI FGD TOC review workshop Observation schedule Literature review Document review



Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection source (Stakeholder group)	Data collection methods
	<p>and strategic framework'</p> <ul style="list-style-type: none"> <li>• Output 1.1.2 indicator # of Disaster management policy and strategy documents developed to advance adaptive social protection</li> <li>• Output 1.1.3 indicator # of options paper and costing-exercise of measuring graduation from extreme poverty presented to the SP working group</li> <li>• Output 1.2.1 indicator # SP M&amp;E systems that have indicators that are gender, child and shock-responsive</li> <li>• Output 1.2.2. indicator # of initiatives supporting improved targeting, including households affected by shocks</li> <li>• Output 1.2.3 indicator # of government staff have strengthened capacity to effectively support households in natural disaster-prone areas</li> <li>• Output 1.2.4. indicator # Guidelines and tools developed to support</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent did the programme target PWDs? Or Not?</li> <li>• To what extent have PWDs, in particular children and women with disabilities, been consulted through their representative organisations?</li> <li>• To what extent did the JP contribute to accelerating achievement of SDGs?</li> </ul>	<ul style="list-style-type: none"> <li>• To what extent did the design and implementation of activities the JP supported include disability-related accessibility and non-discrimination requirement?</li> <li>• To what extent did support to data collection and analysis, registries, and information system feature disability? <ul style="list-style-type: none"> <li>- No reference to disability</li> <li>- Disability included via Washington group short set or similar but no analysis</li> <li>- Disability included via Washington group short set or similar</li> <li>- Part of general analysis</li> <li>- With specific analysis<sup>16</sup></li> </ul> </li> <li>• To which extent did the program contribute to support inclusion of persons with disabilities via: <ul style="list-style-type: none"> <li>- Ensuring basic income security</li> <li>- Coverage of health care costs, including rehabilitation and assistive devices</li> <li>- Coverage of disability-related costs, including community support services</li> <li>- Facilitate access to inclusive early childhood</li> </ul> </li> </ul>	<p>Regional Colleague, Local FCDO TA facility) institutions SPSWG</p> <p><b>District level:</b> Vice Mayor Director Social Development Directors of Agriculture and Business Development Permanent Secretary of Joint Action Development Forum</p> <p><b>Sector, cell, village level:</b> Executive Secretaries Social Affairs Officer Cooperative Officer Business Development Advisors World Relief Social Economic Development Officers NCPD National Women's Council Community leaders Beneficiaries</p>	

<sup>16</sup> The NCDP respondent might highlight elements related to the use of Washington Group short set.

Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection source (Stakeholder group)	Data collection methods
	<p>building of the Social Development Advisors system (including Community Consultative Committees for Development)</p> <ul style="list-style-type: none"> <li>• Outcome 2.1 indicator</li> <li>• # of SP interventions that are modelled to include nutrition, child, gender and shock-sensitive measures and targeting criteria</li> <li>• Output 2.1.1 indicator</li> <li>• # of community-identified innovative initiatives for poverty reduction and environmental issues are provided with seed funding and productive assets</li> <li>• Output 2.1.2 indicator</li> <li>• # of Districts that have operational integrated case-management and referral mechanism that links proximity workforces</li> <li>• Output 2.1.3 indicator</li> <li>• # of Local Government staff with enhanced skills in livelihood enhancement, financial inclusion, and shock-responsiveness and adaptation</li> </ul>		development, education, and work/livelihood		

Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection (Stakeholder group)	source	Data collection methods
	<ul style="list-style-type: none"> <li>• Output 2.1.4. # of community workforces trained to enhance their capacity in the delivery of integrated SP services</li> <li>• Output 2.1.5. indicator # of households in the 5 targeted cells (districts) who have knowledge on <i>Ubudehe</i> categorization and SP measures in the context of COVID-19 and on factors and behavioural drivers affecting the change from dependency mind-set to self-reliance and resilience.</li> </ul>					
Efficiency	<ul style="list-style-type: none"> <li>• Extent of cost-effectiveness of UNJP implementation</li> <li>• Level of collaboration and contribution of concerned ministries and UN towards ensuring programme efficiency</li> <li>• Extent of UNJP finding synergies with other funding sources</li> </ul>	<ul style="list-style-type: none"> <li>• Was programme implementation cost-effective and affordable?</li> <li>• Is the current organisational set-up, collaboration and contribution of concerned ministries and the UN working effectively to help ensure efficiency? What more might be done?</li> <li>• Did the JP find synergies with other funding sources, grants and mechanisms of Government and PUNOs?</li> </ul>	<ul style="list-style-type: none"> <li>• What were the lessons learnt in terms of the management of partnerships under the JP, and what might be improved for similar JPs in the future?</li> </ul>	<p><b>National level:</b></p> <p>World Bank and FCDO UNJP partners Social Sector Ministries Implementing agencies under MINALOC Implementing agencies under other social sectors CSOs – implementing partners &amp; BRAC USA UN Experts and other development partners (WFP Consultant, UNICEF Regional Colleague, Local FCDO TA facility) institutions SPSWG</p>		<p>SSI TOC review workshop Literature review Document review</p>

Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection source (Stakeholder group)	Data collection methods
Sustainability	<ul style="list-style-type: none"> <li>Extent of sustainability of UNJP results</li> <li>Extent of sustainability of equity and gender-related results</li> <li>Extent of programme ownership by duty bearers and rights holders</li> </ul>	<ul style="list-style-type: none"> <li>To what extent have the interventions implemented through the JP contributed to the sustainability of results, especially equity and gender-related results?</li> <li>To what extent is the JP supporting long-term buy-in and ownership by duty bearers and rights holders?</li> </ul>	<ul style="list-style-type: none"> <li>What is the likelihood of the integrated services and innovative mechanisms being sustained beyond the duration of the JP?</li> </ul>	<p><b>National level:</b>  World Bank and FCDO  UNJP partners  Social Sector Ministries  Implementing agencies under MINALOC  Implementing agencies under other social sectors  CSOs – implementing partners and BRAC USA  UN Experts and other development partners (WFP Consultant, UNICEF Regional Colleague, Local FCDO TA facility) institutions  SPSWG</p> <p><b>District level:</b>  Vice Mayor  Director Social Development  Directors of Agriculture and Business Development  Permanent Secretary of Joint Action Development Forum</p>	SSI TOC review workshop Literature review Document review
Lessons learned and recommendations		<ul style="list-style-type: none"> <li>What good practices can be learned from the programme that can be applied to similar interventions in the future?</li> <li>What lessons were learned and applied during the programme?</li> <li>What recommendations can be made for the replication and scale-up of the integrated SP interventions and specific innovations introduced through the JP?</li> </ul>		<p><b>National level:</b>  UNJP partners  Social Sector Ministries  Implementing agencies under MINALOC  Implementing agencies under other social sectors  CSOs – implementing partners  Academic institutions  SPSWG</p> <p><b>District level:</b>  Vice Mayor</p>	SSI FGD TOC review workshop Observation schedule Literature review Document review

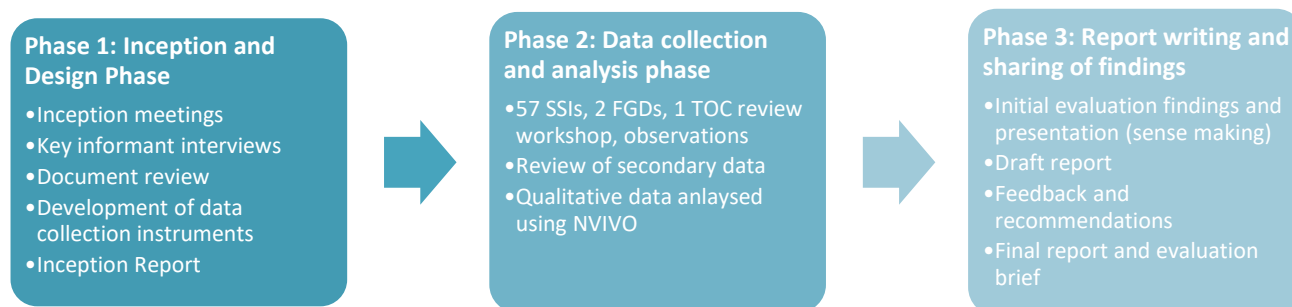
Evaluation criteria	Indicators	Main evaluation questions	Sub-questions	Data collection source (Stakeholder group)	Data collection methods
				Director Social Development Directors of Agriculture and Business Development Permanent Secretary of Joint Action Development Forum Sector, cell, village level: Executive Secretaries Social Affairs Officer Cooperative Officer Business Development Advisors World Relief Social Economic Development Officers NCPD National Women's Council Community leaders Beneficiaries	

## ANNEXURE 2: DETAILED METHODOLOGY

### **Methodological design**

The evaluation utilised a mixed methods approach including document review, coupled with primary qualitative data collection (FGDs and individual face-to-face or virtual interviews) and inclusion of secondary quantitative data collected for community level interventions that was used to triangulate the qualitative findings. Triangulation of sources and techniques was central to our data collection method and analysis.

The evaluation process included **three phases**: (i) inception and design phase; (ii) data collection and analysis phase; and (iii) report writing and sharing of findings. The three phases of the evaluation are summarised in Figure 10 below and described in more detail thereafter.



**Figure 9: Overview of evaluation process**

### **Inception and design phase**

#### **Virtual inception meeting**

This session was facilitated with the Evaluation Reference Group (ERG) on 19 May 2022<sup>17</sup> by the team lead, Cathy Chames, with support from the rest of the Southern Hemisphere team. The purpose of this initial inception meeting was to introduce the evaluation team to the UNJP team, present the evaluation proposal (high level), agree on evaluation timelines, and undertake some immediate action planning for the evaluation.

#### **Virtual evaluation planning and theory of change workshop**

Following the virtual kick-off meeting, a virtual evaluation planning and ToC review workshop was held on 1 June 2022<sup>18</sup> in order to jointly review the proposed approach and methodology to the evaluation, agree on key questions to be answered, agree on the key stakeholder groups to be included in data collection and selection criteria for one site to visit during data collection, establish roles and responsibilities, share study timelines and conduct a participatory, high-level review of the programme ToC.

During the meeting, participants provided their inputs into the study sample, criteria for selecting the sampled district and the fieldwork workplan.

<sup>17</sup> The initial kick off meeting was attended by members of the UNICEF team (5), FAO (1), UNRCO (1), WFP (2); and the Southern Hemisphere/ECOS team (5).

<sup>18</sup> The workshop was attended by members of the UNICEF team (5), UNRCO (1), WFP (2), Southern Hemisphere/ECOS team (5), 1 member of the FCDO TA facility who serves as technical adviser to the Minister on Social Protection in MINALOC, the Team Leader of the FCDO TA facility who is embedded in MINALOC & LODA; and the Division Manager for Social Protection in LODA.

During the high-level ToC review, no changes were made to the ToC and participants were given an opportunity to assess the extent to which outputs and outcomes of the programme had achieved and associated strengths and weaknesses. The data from this review will be analysed and included in the overall findings of the evaluation.

### **Key informant interviews**

As part of the inception phase, the evaluation team conducted four key informant interviews with members of the UNJP, namely WFP, FAO and UNRCO. The purpose of these interviews was to allow the evaluators to gain an initial deeper understanding of the programme design and implementation and explore expectations of the evaluation.

### **Document review**

The UNJP members have provided the evaluation team with key programme documentation which includes a total of 68 documents which are listed in [ANNEXURE 5](#). The initial high-level review of documents was conducted and was ongoing throughout the evaluation process.

The purpose of the document review was three-fold: 1) to enable the evaluation team to gain a deeper understanding of the programme, 2) to inform evaluation questions and 3) to provide secondary monitoring data (particularly statistics on reach) in the evaluation for the purpose of data triangulation, thus strengthening the reliability of the findings. This includes the findings from the baseline and endline study conducted by World Relief Rwanda in targeted districts which will provide evidence of outcomes at household level.

### **Design of data collection tools**

The following data collection tools have been compiled and submitted with this report for review by the UNJP before finalising. The data collection tools are contained in **Annexure 9** of this report.

1. SSI -FCDO/WB
2. SSI – UN agencies
3. SSI – National Ministries: MINALOC, MINEMA, MINAGRI, MINICOM, LODA, RAB and NCDA
4. SSI – NCDP
5. SSI – National CSO Implementing partners
6. SSI – Development partners - experts
7. SSI – District, Sector, Cell officials
8. SSI – District CSO implementing partners
9. SSI – Sampled Village leaders/Proximity Advisors
10. SSI – Sampled village programme beneficiaries
11. FGD – Sampled village programme beneficiaries
12. Observation schedule for programme implementation

The design of the data collection tools was informed by the evaluation matrix (see [ANNEXURE 1](#)). This matrix provides a clear overview of the questions to be covered during the evaluation, as well as the planned data sources and method. We have used the **Most Significant Change (MSC) approach** for the design of our instruments with beneficiaries of the programme.

### **Data capturing and documentation**

During the interviews and focus groups, fieldworkers used either their computers or pen and paper to record the interviewee or focus group member responses.

The interviews and focus groups were audio recorded to allow us to capture everything that is said, as we were not able to capture everything or remember everything that was said following the interview.

All evaluation respondents were given signed consent for this audio recording and evaluators confirmed that we will not share this recording with anyone outside of the evaluation team.

To ensure confidentiality, electronic data files were stored on our password protected server. Qualitative data collected in hardcopy format was captured electronically. Similarly, audio files (from voice recordings) were transferred from recording devices and stored electronically. All hardcopies of data will be destroyed.

### **Data collection and analysis phase**

Qualitative research methods were utilised for primary data collection. These methods included key informant interviews (KIIs), semi-structured interviews (SSIs) and focus group discussions (FGDs).

In addition, the evaluation team collected secondary quantitative data throughout the data collection phase. The type of secondary data collected and analysed includes programme data and secondary data from implementing partners' (World Relief and Urunana) reports that have already been analysed and reported on. The findings from the baseline and endline study conducted by World Relief Rwanda in targeted districts provided evidence of outcomes at household level which were triangulated with the qualitative data collected via focus groups and interviews with beneficiaries.

### **Fieldwork training**

As part of our planning and preparation for fieldwork and primary data collection, virtual fieldwork training was conducted with the evaluation team. This training provided greater detail on the purpose and background of the evaluation, guidelines on data collection and management, overview and troubleshooting of data collection instruments, as well as discussing research ethics in detail and Covid-19 preventive measures.

### **Fieldwork team and dates**

Data was collected by the three members of our evaluation team. At national level and district level, Cathy Chames and Nana Davies (Team Leader and Senior Evaluator/Expert) collected the in-person and virtual interviews. Data collection in the sampled district was conducted by Sylvestre Musengimana (Local Senior Evaluator/Expert) who is proficient in local languages and cultural context in Rwanda. As part of our planning and preparation for fieldwork and primary data collection, virtual fieldwork training was conducted with the evaluation team.

Fieldwork at national level was conducted between 27 June and 15 July.

The fieldwork at district level is scheduled from 27 to 30 June and was not affected by the communique recently issued by NISR asking all parties to suspend any form of survey from 1 July to 30 September due to the preparations and roll-out of the national census.

The evaluation team took note of the following public holidays in Rwanda: Friday, 1 July; Monday, 4 July and Monday, 11 July.

It has also been noted that this is an extremely busy time for government officials due to them preparing end of financial year reports and Commonwealth Heads of Government Meeting (20–26 June 2022).

### **Piloting of data collection instruments**

Data collection where each instrument is used the first time was treated as a pilot for the data collection instruments. Following these initial interviews and focus groups, the evaluation leader conducted a debriefing session with local consultant/fieldworker to discuss any necessary adjustments to the data



collection tools. The tools were then be adjusted by the team leader before fieldwork commenced. Soft copies of the revised tools were emailed to the fieldworker.

### Evaluation sample

As mentioned previously, four KIIs and 61 SSIs with relevant stakeholders was conducted to gather in-depth data. Of these, four SSIs (two per village) were held with beneficiaries, and four FGDs were held with beneficiaries, thus aiming to include approximately 44 beneficiaries<sup>19</sup>. Some interviews with government officials and NGOs included more than one stakeholder. Data was collected both virtually and face-to-face, which is indicated in the table below.

The table below lists the final agreed upon sample that was included in the evaluation and the methods to be used for primary data collection.

**Table 8: Evaluation sample**

Level	Stakeholder Group	Method	Quantity
National	FCDO and World Bank	SSIs – face to face	2
	UNJP programme partners – (UNICEF, WFP, FAO and UN RCO)	KIIs – face to face	4
	Social Sector Ministries: MINALOC, MINEMA, MINAGRI and MINICOM	SSI – face to face	4
	Implementing agencies under MINALOC: LODA National Council of Persons with Disabilities (NCPD)	SSI – face to face	2
	Implementing agencies under other social sectors: Rwanda Agriculture Board National Child Development Agency Rwanda Development Board	SSI – face to face	3
	Civil society organisations – national office of implementing partners World Relief Urunana BRAC USA	SSI – face to face	4
	UN Experts and other development partners implementing WFP Consultant on shock-responsive SP UNICEF Regional Local FCDO TA facility	SSI – face to face or virtual	4
	SPSWG	TOC review workshop	1
District	District officials or elected Vice Mayor Director Social Development	SSI – virtual, telephonic	8 (2 per district x 4 districts)

<sup>19</sup> A total of 10 participants per focus group discussion.

Level	Stakeholder Group	Method	Quantity
	Implementing partners World Relief Urunana	SSI – virtual, telephonic	8 (2 per district x 4 districts)
<b>1 Sampled District</b>			
District level	Vice Mayor Director of Agriculture Director Social Development Director Business development Permanent Secretary of Joint Action Development Forum	SSI – face to face	5
Sector-Level	Sector Executive Secretary Social Affairs Officer /SP officer Cooperative officer Business Development Advisors	SSI – face to face	4
Cell level	World Relief Social economic development officers at cell level Executive secretary of the cell National Council of People with - representative at cell level National Women's Council (1) - representative at cell level	SSI – face to face	5
	Observation of programme implementation	Observation schedule	1
Village level x 2 villages	Community leader Village coordinator Proximity Advisors	SSI – face to face	4 (2 SSI per village)
	Beneficiaries	SSI – face to face	4 (2 SSI per village)
		Focus Group Discussions (FGDs)	4 (2 FGDs per village)
<b>TOTAL: 61 SSIs, 4 FGDs, 1 TOC review workshop, 1 observation</b>			

Alongside the above qualitative data collection, the evaluation team conducted an on-site observation of implementation of the community level interventions. The observation assessed the level of the site's capability to deliver services that satisfy the beneficiaries. The results of the observation informed the assessment of the effectiveness, efficiency and sustainability of the programme.

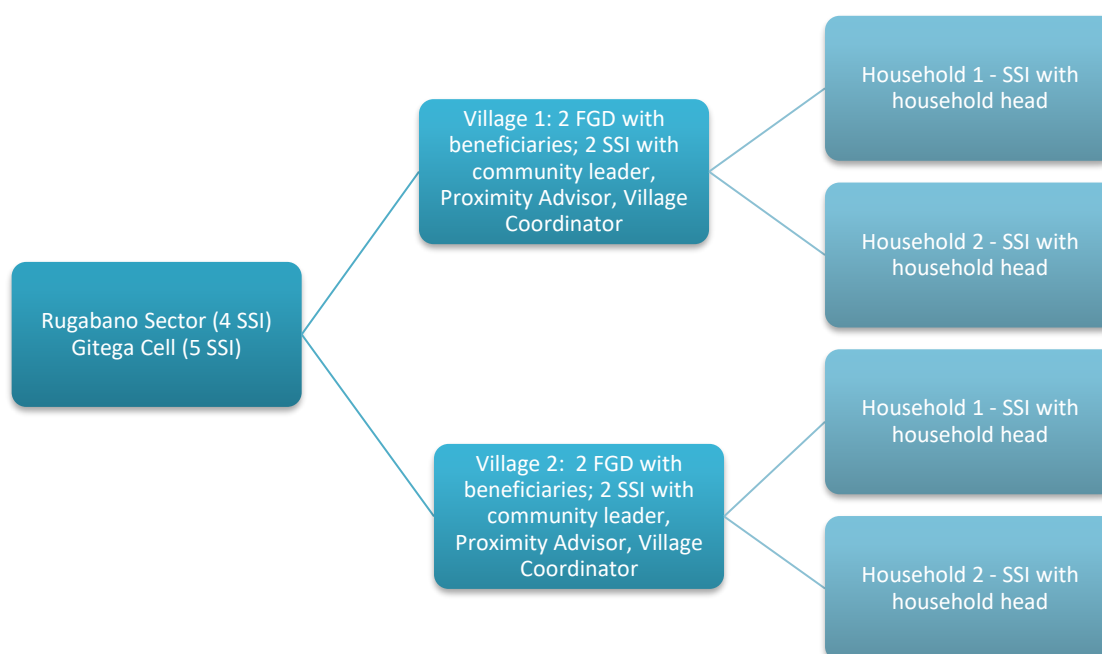
### Sampling methodology for District, Sector, Cell selection

Purposive sampling has been used to select the district for a site visit by the evaluation team. Karongi District was selected as the sampled site for in-depth data collection with the following selection criteria being applied:

- Extent of programme implementation: All JP interventions are on track and infrastructure support has been finalised (the only pending activity is the distribution of small livestock which is planned in all JP districts by end of June)
- Active leadership: the Vice-Mayor has been engaged since the very beginning of the JP and the executive secretary of the sector has also been very supportive.

While it is convenient and informative to review a district where the JP went well, the evaluation will also include districts where implementation was less successful as this will assist with informing future scalability and revision of approaches (if required).

Fieldwork was conducted in Rugabano sector and Gitega cell as this is where the programme is being implemented. We also visited two villages within cell and in each village, we visited two households. This is captured in the diagram below.



**Figure 10: Proposed sample of stakeholders at sector-cell and village level in Karongi District**

### **Sampling methodology for selection of households and evaluation participants**

A purposive sampling method was used to select the evaluation participants from government and non-government interviewees based on their role and participation in the UNJP.

For UNJP – targeted households and beneficiaries, non-probability convenience sampling method were used; that is, the households and beneficiaries were selected on the basis of their proximity to the sampled villages and their availability and willingness to participate in the interviews and focus group discussions. In addition, the following considerations were taken into account when selecting the sample of households and beneficiaries:

- Gender balance: we ran two male and two female groups to explore empowerment and financial independence and links between social protection and child protection and reducing family conflict; and we will also select two households headed by women and two headed by men.
- Family composition: included beneficiaries and households who have adolescents and youth living in their households; and those who are young mothers.

- Duration in the programme and whether covered by one or more kind of SP: e.g., cash-plus business development – VSLA, seed funding, asset support, kitchen garden activities.
- Inclusion of persons with disabilities.

### **Recruitment of evaluation participants**

The following **recruitment process** was used for evaluation study participants.

#### **At national level**

The UNJP will identified relevant national level participants to be sampled. The participants were contacted by SH's project coordinator via email. A letter of introduction to the evaluation, outlining its aims and objectives and how the findings will be utilised, was attached to the email. This letter was endorsed by MINALOC. Where necessary, the UNJP team were asked to facilitate / support the communication between SH and the national level stakeholders.

#### **At district, sector and cell level**

The UNJP team was asked to facilitate / support the communication between SH and government officials at the district, sector or cell level. As noted above, study participants at these levels were selected purposively and were informed of the aims and objectives of the study – and how their input will be utilised.

#### **Programme beneficiaries**

UNJP beneficiaries, identified for study participation, were approached by members of the programme implementation team (Urunana, World Relief) to request their participation in the study. The identified beneficiaries were asked to provide consent – both verbally and via a detailed information and consent form. These forms were made available in English and Kinyarwanda (see below for more details on study ethics).

It was emphasised that **participation in the study is voluntary**. This is elaborated on in the section on ethics below.

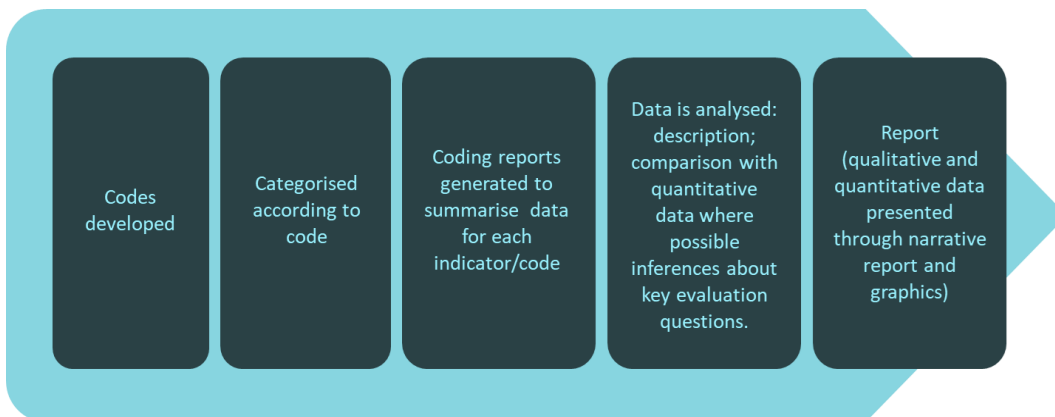
### ***Data analysis plan***

#### **Qualitative data analysis**

A **thematic analysis** was used to interpret and make sense of the qualitative data. The first step in the qualitative data analysis process, was to familiarise ourselves with the raw data.

The key questions explored in the evaluation are contained in the evaluation matrix ([ANNEXURE 1](#)). Codes have been deductively developed based on the evaluation matrix. NVivo software was used for qualitative data analysis. NVivo is qualitative data analysis software that assists in handling very rich datasets where deep levels of analysis on small and large volumes of data are required. The software handles many of the manual tasks associated with analysis such as classifying, sorting and arranging information. This enables the researcher to explore trends, build and test theories, and ultimately uncover insights that speak to the research questions. Coding reports were produced for each evaluation question after all data coding is completed.

The process is outlined in Figure 11 below. Data analysis was responsive to and include issues on gender equality and empowerment of women, diversity inclusion and non-discrimination and human rights.



**Figure 11: Qualitative data analysis overview**

### Quantitative data analysis

Secondary quantitative data (where available) was used to report on key quantitative indicators which are reflected in the UNJP results framework (see below):

**Outcome 1.1 indicator** Number of extremely poor population benefitting from direct income support schemes (UNDAP 4.1)

**Output 1.1.1 indicator** The JP contributes to enhancing DRM, Agriculture, Child- and Gender-sensitivity in the revised Social Protection policy and strategic framework'

**Output 1.1.2 indicator** # of Disaster management policy and strategy documents developed to advance adaptive social protection

**Output 1.1.3 indicator** # of options paper and costing-exercise of measuring graduation from extreme poverty presented to the SP working group

**Output 1.2.1 indicator** # social protection M&E systems that have indicators that are gender, child and shock-responsive

**Output 1.2.2. indicator** # of initiatives supporting improved targeting, including households affected by shocks

**Output 1.2.3 indicator** # of government staff have strengthened capacity to effectively support households in natural disaster-prone areas

**Output 1.2.4. indicator** # Guidelines and tools developed to support building of the Social Development Advisors system (including Community Consultative Committees for Development)

**Outcome 2.1 indicator** # of social protection interventions that are modelled to include nutrition, child, gender and shock-sensitive measures and targeting criteria

**Output 2.1.1 indicator** # of community-identified innovative initiatives for poverty reduction and environmental issues are provided with seed funding and productive assets

**Output 2.1.2 indicator** # of Districts that have operational integrated case-management and referral mechanism that links proximity workforces

**Output 2.1.3 indicator** # of Local Government staff with enhanced skills in livelihood enhancement, financial inclusion, and shock-responsiveness and adaptation

**Output 2.1.4.** # of community workforces trained to enhance their capacity in the delivery of integrated social protection services

**Output 2.1.5. indicator** # of households in the 5 targeted cells (districts) who have knowledge on *Ubudehe* categorization and social protection measures in the context of Covid-19 and on factors and behavioural drivers affecting the change from dependency mind-set to self-reliance and resilience

This data was extracted from the reports and triangulated with the qualitative data to strengthen the evaluation findings. Quantitative data sources were included in the programme's progress reports and any additional monitoring data (where available).

Qualitative data will be **validated** through the following:

- Each data collector piloted two data collection instruments: one semi-structured interview one focus group discussion. Data collectors then presented interview notes to the evaluation team leader, who provided feedback on the quality of data in relation to interview questions.
- Once all data was collected, findings were compared across data sources to ensure consistency of findings. Where findings were not consistent across evaluation participants, this was highlighted in the findings.

### **Data triangulation**

The triangulation of different data sources is one of the methods that was employed in this evaluation for verification purposes. For example, input will be obtained from key programme stakeholders, national and district level participants, and programme beneficiaries. In addition, there was triangulation of information obtained via different methods; that is, qualitative data analysis will be cross-checked against data that emerges from the document review of key secondary data sources.

### **Report writing and sharing of findings phase**

**Initial evaluation findings report:** Southern Hemisphere produced a draft report with initial evaluation findings from the primary data collection and document review.

**Presentation of initial evaluation findings:** The initial findings were presented to the UNJP during a virtual sensemaking session. The purpose of the session was two-fold: (i) to ensure group understanding on the key evaluation findings and to find answers to any questions the evaluation team may have; and (ii) to allow the team an opportunity to complete data gaps with key stakeholders.

**Draft evaluation report:** Feedback from the sensemaking session will be incorporated into the draft evaluation report, which will present the key evaluation findings. This will be submitted to the UNJP for review and comment.

**Feedback and recommendations workshop:** As part of our online participatory approach, all relevant stakeholders were invited to a feedback and recommendations workshop to present the preliminary findings and recommendations for discussion and input. The Evaluation Brief will be shared with district level authorities who are in turn expected to share with sector and cell officials at community level. Furthermore, the UNJP team is also planning to invite district representatives to share JP results in a national workshop in October 2022. Beneficiaries (rights holders) were involved in data collection including sharing their recommendations for programme improvement but there was no requirement for their participation in providing feedback on recommendations.

**Final evaluation report:** Once all comments were received, we will finalise the report which will not exceed 45 pages (excluding executive summary and annexures).

**PowerPoint presentation:** We will produce a final, standalone PowerPoint presentation with key evaluation findings and recommendations for use in subsequent dissemination events.

**Evaluation brief:** A four-page evaluation brief with infographics for external stakeholders will be produced and submitted for review and comment before being finalised. Video and photo materials from data collection will be included in this brief although, for ethical reasons (client anonymity and confidentiality) this may require further discussion with the UNJP team.

### **Limitations**

The following key limitations apply to this evaluation:

- Beneficiaries were selected by World Relief Social Protection Officers working on the ground due to confidentiality requirements and this could lead to sampling bias. However, Southern Hemisphere was guided the selection process and ensured there was a good mix of participants based on the clear sampling criteria.
- While the emerging data on outcomes and impact of the programme was collected, these should be treated with caution as it is still too soon to measure impact (particularly the programme only started implementing in the districts in 2021 and also due to the challenges of Covid-19 which hindered implementation).
- The table below captures some key assumptions and risk mitigation measures for the evaluation.

**Table 9: Key assumptions and risk mitigation measures for the evaluation**

Assumption	Risk mitigation
UNJP team members (UNICEF, WFP, FAO) will be able to engage intensively at the beginning of the process.	The UNJP team members undertook a commitment to sufficient initial engagement. Bi-weekly check-in meetings with UNJP team members and the consulting team.
Feedback on deliverables will occur in time.	A detailed work plan was developed to clarify roles, timeframes and expectations. Progress reports were submitted periodically.
Covid-19 might limit the scope for face-to-face consultations.	Strict COVID protocols were undertaken at all times and the consultants adopted a flexible approach to data collection, including both face to face and virtual data collection.
Organisations that own data will be willing to release it.	The study has official approval from UNJP members and support letter by MINALOC for field work in the districts and Southern Hemisphere has a good reputation in the sector. Data sensitivities were respected.

### **Evaluation norms and ethical considerations**

#### **Ethical clearance requirements**

The evaluation team, with support of the ERG has consulted the visa guidelines of the National Institute of Statistics in Rwanda (NISR) in order to determine whether ethical clearance was required for this study. Based on the instruction manual from the NISR and consultations with the NISR staff it was confirmed that ethical clearance is not required for an evaluation of this nature. Based on these details on this it was concluded that ethical clearance will not be necessary for this evaluation.<sup>20</sup>

<sup>20</sup> See page 3, section 1.1 of the Visa Instructions Manual (Version 2), April 2015, National Institute of Statistics of Rwanda.

## Letter of introduction

A letter of introduction for the evaluation was endorsed by the Permanent Secretary of MINALOC.

## Ethical guidelines and principles

The evaluation team adhered to the four principles of UNEG Code of Conduct for Evaluations – integrity, accountability, respect and beneficence. The evaluation design and approach has been aligned to the UNEG Human Rights and Gender related Norms and Standards. Our methodology was participatory, rigorous and mindful of disability, differences in beliefs and practices. The interview participants all signed a consent that integrates UNEG ethical guidelines form: respects dignity, diversity, avoidance of harm, confidentiality. The team leader and members were sensitive to human rights and they are professional and ethical.

The following evaluation ethics were to be adhered to by the study:

- All participants in the evaluation are **fully informed of the evaluation process** and are knowledgeable of their right to participate or withdraw from the study at any point (see below).
- The **confidentiality** of information collected will be maintained (see below).
- Data and recordings of interviews will be **stored in a password protected folder** at Southern Hemisphere.
- Individuals involved in cases will **not be identifiable** directly or indirectly.
- Facilitators and fieldworkers are **equipped with the right skills and background** (e.g., language and cultural background) to facilitate interviews or focus group discussions with the sampled group.
- The study process will be **empowering for participants** (e.g., questions are asked in a way that is pitched at the right level, interviewers are appreciative of information provided by participants, participants benefit from reflecting on the program and/or their lives).

## Informed consent

As outlined above, all evaluation participants were properly informed about the nature of the evaluation and what it means to participate therein. This information was shared with each of the evaluation participants prior to each interview and focus group discussion.

Information was shared via information and consent forms. These forms were provided in an accessible, typed format. In addition, information regarding the evaluation was communicated verbally to each respondent by the allocated fieldworker and extra time was spent with those participants who require or request it to ensure that they understood the information being given. For those study participants who cannot read and write, consent was provided by means of a mark, which was witnessed by a local community member. The consent forms were submitted with the study instruments for review.

With the aim of respecting the autonomy of evaluation participants, the fieldworkers ensured that they understand that they can withdraw from the evaluation at any time without any repercussions. In addition, all participants had the opportunity to ask the evaluation team questions ahead of and following the interviews either per email, phone or in person (where the field team members are still on site).

## Confidentiality

At the beginning of each interview and FGD, it is important to establish a safe space where participants feel comfortable and able to talk freely, openly and honestly. Thus, all field team members emphasised that all data collection would take place anonymously; that it will only be the fieldworker and research team



members (SH) who have access to the data and that no references will be made to the study participants, either by name or by any other means of identification, in any resulting report or publication.

This assurance of confidentiality may need to be emphasised again at sensitive points during the data collection process. However, the local consultant was equipped with the right skills and background (e.g., language and experience) to conduct interviews with vulnerable groups around sensitive topics.

Southern Hemisphere worked in partnership with a local consultant who has **experience in conducting research on sensitive topics** with community members. Outlined in the table below are some of the ethical implications which required mitigation strategies to ensure effective implementation of this evaluation.

**Table 10: Ethics/risks and mechanism for control/mitigation**

Ethical implications	Mechanisms for control or mitigation
<p>Community members (male, female) may not be willing to participate in focus groups or interviews due to some topics being discussed.</p>	<p>We worked closely with implementing partners when setting up interviews and focus groups in the community.</p> <p>All beneficiary participants in the evaluation were fully informed of the study process and were knowledgeable of their right to participate or withdraw from the study at any point.</p> <p>Confidentiality of information was always maintained and this was clarified at the outset in the focus groups and interviews.</p> <p>Separate groups were run with male and female participants so as to encourage openness and disclosure.</p> <p>The local consultant is male but was supported by a female research assistant who co-facilitated the female focus groups.</p>
<p>Community members may be reluctant to open up and discuss their perceptions and experiences about sensitive issues in a focus group setting.</p>	<p>Fieldworkers were equipped with the right skills and background (e.g., language and experience) to facilitate workshops with community members and minors.</p> <p>Group-work methods that include creative techniques were used in the group to encourage participants to open up and share their perceptions and experiences.</p>
<p>COVID-19 might limit the scope for face-to-face consultations.</p>	<p>Strict COVID protocols was undertaken at all times and the consultants adopted a flexible approach to data collection, including both face to face and virtual data collection (see below)</p>
<p>Organisations that own data will be willing to release it.</p>	<p>The study had official approval from UNJP members and support letter by MINALOC for field work in the districts and Southern Hemisphere has a good reputation in the sector.</p> <p>Data sensitivities have been respected.</p>

## ANNEXURE 3: JP RESULTS MATRIX (JULY 2022)

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target	Status July 2022	Comments
<b>Outcome 1: The national social protection system effectively delivers sustainable and long-term child, gender and nutrition-sensitive safety nets for the most vulnerable households to increase their livelihoods and access to social services</b>							
<b>Outcome 1.1</b> indicator # of extremely poor population benefiting from direct income support schemes (Outcome 4 of the UNSCDF)	271,258 Households (FY 2017/18)	355,864 HHS	504,010 HHS	Horizontal expansion of some social protection programmes as one of the Covid-19 social protection measure effected in 2020 and continued in 2021.	445,003 HHS (subject to revision during mid-term review of SP strategic plan)	364,935 HHS	This figure provides progress up to March 2022 covering the first 3 quarters of the fiscal year July 2021–June 2022.
<b>Output 1.1: Integrated policy framework for social protection is effectively in place, linking cash transfers and subsidies with livelihood and economic empowerment (specifically for women), disaster management and complementary social services</b>							
<b>Output 1.1.1</b> indicator The JP contributes to enhancing DRM, agriculture, child- and gender-sensitivity in the revised social protection policy and strategic framework	No	Yes	Yes		Yes	Yes	
<b>Output 1.1.2</b> indicator # of disaster management policy and strategy documents developed to advance adaptive social protection	0	2	2	The final documents have been validated and undergoing executive approval.	2	2	DRRM Policy is at Cabinet for approval, strategy is being developed. A comprehensive package of seven sector preparedness plans has been validated, pending publishing.
<b>Output 1.1.3</b> indicator # of options paper and costing-exercise of measuring graduation from extreme	0	1	1		1	1	Measurement options recommended by BRAC were included in the National Graduation

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target	Status July 2022	Comments
poverty presented to the SP working group							Strategy M&E Plan (pending PM/Cabinet approval)
<b>Output 1.2. Strengthened Social Protection delivery system allows for improved M&amp;E, case management and targeting of the key target groups</b>							
<b>Output 1.2.1</b> indicator # social protection M&E systems that have indicators that are gender, child and shock-responsive	0	1	0	M&E framework not yet finalised.	1	1	Household Profiling system was adapted with M&E framework (including revision of indicators) and tools
<b>Output 1.2.2</b> indicator # of initiatives supporting improved targeting, including households affected by shocks	0	3	0	The government decided to re-purpose these activities in favour of community level activities that have a direct impact on reducing Covid-19 effects	3	3	1. <i>Ubudehe</i> review 2. Review of household profiling indicators + development of M&E framework 3. Shock-responsive targeting protocols (MINALOC-LODA, WFP) to be completed before end 2022
<b>Output 1.2.3</b> indicator # of government staff have strengthened capacity to effectively support households in natural disaster-prone areas	0	20	6	Training was for central government officers on shock-responsive social protection	20	49 (15 confirmed, 34 to be trained on week of July 25-29)	6 officers trained in December 2022. 9 officers trained in May 2022. 34 district officers trained on DRM with an emergency simulation exercise (July 2022)
<b>Output 1.2.4</b> indicator # of guidelines and tools developed to support building of the Social Development Advisors system (including Consultative Committees for Development of cells, CCDCs)	0	2	2		2	2	1. Integrated Case Management & Referral guidelines were tested in the JP districts (1 cell), finalised and handed over to LODA 2. CCDC guidelines were developed, and training will be further scaled up in the remaining cells of the JP Districts in July-August 2022 (using UNICEF core funds)
<b>Outcome 2: National and sub-national institutions have increased technical and institutional capacities, and communities have enhanced resilience to respond to climatic shocks</b>							

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target	Status July 2022	Comments
<b>Outcome 2.1 indicator</b> # of SP interventions that are modelled to include nutrition, child, gender and shock-sensitive measures and targeting criteria (Outcome 4 of the UNSCDF)	0	2			2	3	1. Intervention piloting nutrition-sensitive SP through ICMR, VSLA, kitchen gardens and community sensitisation 2. Intervention to support seed funding for innovative solutions for economic resilience (including BDA support) 3. Assets planning and implementation
<b>Output 2.1 Innovative community mechanisms are in place to strengthen delivery of nutrition-sensitive, resilience-enhancing and adaptive social protection to vulnerable and food-insecure people, particularly in climate-shock prone areas, in a gender-sensitive way</b>							
<b>Output 2.1.1 indicator</b> # of community-identified innovative initiatives for poverty reduction and environmental issues are provided with seed funding and productive assets	0	50	201 projects have been pre-selected	The selection process was finalised in January 2022 and that is when provided the final numbers	50	108	45 are individual project/businesses while 53 are group projects/businesses.
<b>Output 2.1.2 indicator</b> # of districts that have operational integrated case-management and referral mechanism that links proximity workforces	0	5	5		5	5	In addition to integrated support provided to the 5 target districts, the JP supported the training of trainers to roll out the para-social worker system in all 30 districts of Rwanda.
<b>Output 2.1.3 indicator</b> # of local government staff with enhanced skills in livelihood enhancement, financial inclusion, and shock-responsiveness and adaptation	0	100	99	Consultative and training workshop on seasonal livelihood programming (resilience, livelihood enhancement, preparedness and mitigation of impacts of shocks) held.	100	99 staff trained on SLP and 123 staff trained on operationalisation of CCDCs	'CCDC' stands for Consultative Committee on the Development of the Cell as a forum that has the mandate to boost the economic development of the administrative cell.

Result / Indicators	Baseline	Expected 2021 target	2021 Result	Reasons for variance from planned target (if any)	Expected final target	Status July 2022	Comments
<b>Output 2.1.4</b> # of community workforces trained to enhance their capacity in the delivery of integrated social protection services	0	800	798		800	814	Additional workforces were targeted early 2022 through the refresher training provided by World Relief.
<b>Output 2.1.5</b> indicator # of households in the 5 targeted cells (districts) who have knowledge on <i>Ubudehe</i> categorisation and social protection measures in the context of Covid-19 and on factors and behavioural drivers affecting the change from dependency mind-set to self-reliance and resilience.	N/A	600	600		600	611	Source: Urunana final project report.

# ANNEXURE 4: EVALUATION TERMS OF REFERENCE

Attached as separate document

## ANNEXURE 5: DOCUMENT LIST

	Document title	Author / relevant stakeholder	Document reference name	Comments
<b>Community Level</b>				
<b>Urunana</b>				
1	Letter Urunana No-Cost extension 2 March 2022	Julian Lindsey	Lindsey, J. (2022). Letter Urunana No-Cost extension.	
2	Progress Activities report-Intambwe programme	Urunana Development Communication	Urunana Development Communication, 2022. Progress Activities report-Intambwe programme.	
3	Urunana UNICEF Programme document-signed	Project officer	Urunana UNICEF Programme document – signed. (2021)	
<b>World Food programme</b>				
4	CBPP Summaries (Four Sectors) (002	WFP	Community Based Participatory Planning (CBPP). (2020)	
<b>World Relief Assignment</b>				
5	AISPR Baseline Assessment Report	World Relief Rwanda	WRR (2021). Acceleration of integrated social protection interventions in Rwanda (AISPR) program.	
6	AISPR Quarterly 4 Narrative Report Oct-Dec 21.14.01. 22	World Relief Rwanda	WRR (2022c) AISPR Quarterly 4 Narrative Report: October-December.	
7	AISPR Quarterly Report JANUARY- MARCH 22 Cleaned Version	World Relief Rwanda	WRR (2022a). AISPR Quarterly Report JANUARY- MARCH 22 Cleaned Version.	
8	JP SP_Community level Presentation TC meeting	World Relief Rwanda	WRR (2022b). P SP_Community level Presentation TC meeting.	
9	PD Extension Final.17.12.2021	World Relief Rwanda	WRR (21AD). Programme Document Extension Final.	
10	PD World Relief Rwanda JP	World Relief Rwanda	WRR (2021). Programme Document World Relief Rwanda JP.	
<b>Systems level</b>				
<b>Household Profiling</b>				
11	Household Profiling Questionnaire	LODA	Survey Solutions (2021). Household Profiling Questionnaire.	
12	Concept Note on training HHS profiling ME framework final	LODA	LODA (n.d.). Concept note for training of households profiling M&E framework tools.	
13	MandE_HH_ Profiling in Rwanda v10	LODA	LODA (21AD). Monitoring and Evaluation Framework for Household Profiling in Rwanda.	
14	ME Rwanda Ops Manual	LODA	Development Pathways (2022). Monitoring and Evaluation Framework for	

	Document title	Author / relevant stakeholder	Document reference name	Comments
			Household Profiling in Rwanda Operations Manual.	
15	Routine Service Monitoring Questionnaire (6)	LODA	Survey Solutions (2022). Routine Service Monitoring Questionnaire.	
16	Training Manual for Household Profiling	LODA	LODA (2022). Training Manual for Household Profiling.	
<b>Para social Capacity Building</b>				
17	Training Report on Para social workers (smart spending and VSLAS Unicef)	LODA	LODA (2022b). TRAINING REPORT ON SMART SPENDING & VSLAS FOR PARASOCIAL WORKERS PROGRAM.	
18	Concept note on training for para social worker follow up training on village saving and lending associations (VSLA)	LODA	LODA (n.d.). CONCEPT NOTE Cascading training for para social worker follow up training on village saving and lending associations.	
<b>Gender</b>				
19	TOR_SP-GESI-assessment_v3		TERMS OF REFERENCE (TOR) FOR INSTITUTIONAL CONTRACTORS. (n.d.).	
20	Final ToR MTR SP-SSP 16 03 2022_shared		UK AID (2022). GENDER EQUALITY AND SOCIAL INCLUSION assessment of social protection system including recommendations to enhance inclusion.	
<b>Policy</b>				
<b>Social Policy</b>				
21	Approved Social Policy	Ministry of Local Government	MINALOC (2020) National Social Policy.	
22	Rwanda Social Policy Sector Strategic plan	Ministry of Local Government	MINALOC (2018). Social Protection Sector Strategic Plan (SP-SSP) 2018/19 – 2023/24	
<b>BRAC Assignment</b>				
23	BRAC Graduation Measurement Recommendations Paper Slide Deck	BRAC	BRAC (n.d.). BRAC Graduation Measurement Recommendations Paper Slide Deck.	
24	Final Graduation Measurement Recommendations Paper	BRAC	BRAC (2021). Final Graduation Measurement Recommendations Paper.	
25	Final ToR Graduation Measurement_Dec 2020	BRAC	BRAC (2020). Final ToR Graduation Measurement.	
26	Graduation Measurement Recommendations for Costed Implementation Plan	BRAC	BRAC (2021b). Graduation Measurement Recommendations for Costed Implementation Plan.	



	Document title	Author / relevant stakeholder	Document reference name	Comments
27	Signed SSFA Graduation Measurement Options 2021	BRAC	UNICEF (2021). Signed SSFA Graduation Measurement Options.	
<b>JP PD and Reports</b>				
28	2020 Portfolio MTR questionnaire - SP LNOB Rwanda	UN RCO	Joint SDG Fund (2020). Portfolio Mid-Term Review Questionnaire.	
39	Annual Progress Report 2021-LNOB_31 01 2022 Final	UN RCO	Joint SDG Fund (2021a). Annual Progress Report.	
30	LNOB - Q3 quarterly check 2021 - Rwanda Final	UN RCO	Joint SDG Fund (2021b). Joint Programme Q3 2021 progress update Portfolio on Integrated Social Policy & LNOB.	
31	Quarterly check LNOB Q1 2021 Rwanda final	UN RCO	Joint SDG Fund (2021c). Joint Programme Quarterly Check Portfolio on Integrated SP & LNOB.	
32	SC 190805 Annual Progress Report - SP LNOB Rwanda	UN RCO	Joint SDG Fund (2020b). SC 190805 Annual Progress Report - SP LNOB Rwanda.	
33	2021 09 03 Joint SDG Fund ProDoc SP LNOB WFP FAO UNICEF RC with signatures (003)	All Stakeholders	Joint SDG Fund (2021). Joint SDG Fund ProDoc SP LNOB WFP FAO UNICEF RC with signatures (003).	
<b>JP Governance: Steering committee meetings</b>				
34	Joint SDG Fund Launch	All Stakeholders	Joint SDG Fund Launch. (2020).	
35	Presentation Joint SDG Fund to SC	All Stakeholders	Presentation Joint SDG Fund to SC. (2020).	
36	SDG Fund SP AWP 2020-2021	All Stakeholders	SDG Fund SP AWP 2020-2021. (2020).	
37	2021 08 26 JP presentation Steering committee_final	All Stakeholders	JP presentation Steering committee_final. (2021).	
38	SC Minutes JP Social Protection Jan 2020	All Stakeholders	SC Minutes JP Social Protection Jan 2020. (2020).	
39	Signed SDG JP SC Minutes	All Stakeholders	Signed SDG JP SC Minutes. (2021).	
<b>Technical committee meetings</b>				
40	2020 11 30 JP presentation technical committee	All Stakeholders	JP presentation technical committee (2020)	
41	2020 11 30 JP SP_Community level Presentation	All Stakeholders	JP SP_Community level Presentation (2020)	
42	2021 02 09 JP presentation technical committee	All Stakeholders	JP presentation technical committee (2021)	
43	2021 02 09 JP SP_Community level Presentation	All Stakeholders	JP SP_Community level Presentation (2021)	

	Document title	Author / relevant stakeholder	Document reference name	Comments
44	2021 08 11 - High Level Forum on Shock-Responsive Social Protection	All Stakeholders	High Level Forum on Shock-Responsive Social Protection (2021)	
45	2021 08 11 JP presentation technical committee_final	All Stakeholders	JP presentation technical committee_final(2021)	
46	Key action points_TC meeting 11 August updated	All Stakeholders	Key action points_TC meeting 11 August updated (2021)	
47	Minutes TC JP SocProtection_10 February 2021	All Stakeholders	Minutes TC JP SocProtection_10 February 2021(2021)	
48	Technical Committee meeting_agenda	All Stakeholders	Technical Committee meeting agenda (2020)	
<b>DRM</b>				
49	Concept Note District Disaster Management Training and Simulation_180522	WFP	WFP (2022). Concept Note District Disaster Management Training and Simulation.	
50	Draft DRRM Policy 08072021	WFP	MINEMA (2021). National Disaster Risk Reduction and Management Policy Draft Policy.	
51	WFP Rwanda to climate-sensitive Shocks SP Final Report	WFP	WFP (2020). Assessment of the sensitivity of the social protection sector in Rwanda to climate-related shocks.	
<b>SRSP Policy Reform</b>				
52	Concept note_Final POLICY FORUM ON SHOCK-RESPONSIVE SOCIAL PROTECTION	WFP	Concept note_Final POLICY FORUM ON SHOCK-RESPONSIVE SOCIAL PROTECTION (2021)	
53	Presentation 1_WFP A Climate Analysis study Rwanda Findings. WFP Giancarlo Pini.	WFP	WFP (2021). A Climate Analysis: main findings and opportunities	
54	Presentation 2: Shocks and their Impact in Rwanda_NISR_Ivan Murenzi	WFP	NISR (2021) Presentation 2: Shocks and their Impact in Rwanda	
55	Presentation_3 Evolution of the Hunger Safety Net Programme	WFP	Odour (2021) Presentation 3: Evolution of the shock-responsive social protection agenda in Kenya and future opportunities	
56	ToR National Disaster Preparedness Plan	WFP	WFP.ToR National Disaster Preparedness Plan	
<b>Disaster Preparedness Plans</b>				
57	ZIP FILES: ASVG Final Draft pdf	WFP	MINEMA (2022). National Disaster Preparedness Plan for Assistance to Vulnerable groups in Rwanda	

	Document title	Author / relevant stakeholder	Document reference name	Comments
58	ASVG Final Draft docx	WFP	MINEMA (2022). National Disaster Preparedness Plan for Assistance to Vulnerable groups in Rwanda	
59	DC & IR PP Final draft pdf	WFP	MINEMA (2022) National Disaster Preparedness Plan for Damage Control and Initial Rehabilitation in Rwanda	
60	DC & IR PP Final draft docx	WFP	MINEMA (2022). National Disaster Preparedness Plan for Damage Control and Initial Rehabilitation in Rwanda	
61	FSN PP Final draft pdf	WFP	MINEMA (2022). National Disaster Preparedness Plan for Food Security and Nutrition Sector in Rwanda	
62	FSN PP Final draft docx	WFP	MINEMA (2022). National Disaster Preparedness Plan for Food Security and Nutrition Sector in Rwanda	
63	Shelter PP Final draft pdf	WFP	MINEMA (2022). National Disaster Preparedness Plan for Emergency Shelter in Rwanda	
64	Shelter PP Final draft docx	WFP	MINEMA (2022). National Disaster Preparedness Plan for Emergency Shelter in Rwanda	
65	SRE PP Final draft pdf	WFP	MINEMA (2022). National Disaster Preparedness Plan for Search Rescue and Evacuation Interventions in Rwanda	
66	SRE PP Final draft docx	WFP	MINEMA (2022). National Disaster Preparedness Plan for Search Rescue and Evacuation Interventions in Rwanda	
67	WASH PP Final draft pdf	WFP	MINEMA (2022). National Disaster Preparedness Plan for Water Sanitation and Hygiene Interventions in Rwanda	
68	WASH PP Final draft docx	WFP	MINEMA (2022). National Disaster Preparedness Plan for Water Sanitation and Hygiene Interventions in Rwanda	

# ANNEXURE 6: ASSESSMENT OF UNJP ALIGNMENT WITH NATIONAL POLICIES AND PRIORITIES

**Evaluation question: How relevant are the integrated social protection services to priorities and policy at the national level?**

The JP supported the delivery of the UNDP II (recently updated to UNSDCF) in its 2nd pillar on Social Transformation as part of the UN contribution towards national sustainable development through the government of Rwanda’s National Strategy for Transformation (NST1). In collaboration with partners, the UN in Rwanda through this JP contributes to the achievement of Outcome 4 of the UNSDCF: “By 2024, people in Rwanda, particularly the most vulnerable, have increased resilience to both natural and man-made shocks and live a life free from all forms of violence and discrimination”.<sup>21</sup>

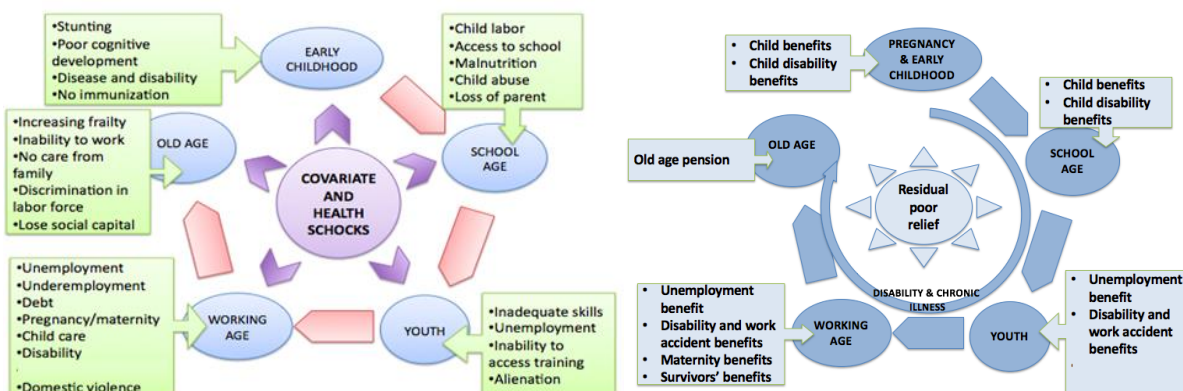
The SP response prioritised the accelerated expansion of the existing social protection safety nets under the Vision 2020 *Umurenge* Programme (VUP).<sup>22</sup>

**Evaluation question: Are activities and outputs of the JP consistent with the national Social Protection policy and strategic framework? Do they contribute to the attainment of its objectives?**

Social protection is defined in the National Social Protection Policy as:

*All public and private income transfers schemes, Social Care Services, livelihood support and insurance schemes that, together, ensure that all extremely poor and vulnerable people have income security, a dignified standard of living and are protected against life-cycle and livelihood risks with a view to achieving sustainable graduation and self-reliance.*<sup>23</sup>

The social Protection Policy, being inclusive and mandated to mainstreaming different vulnerabilities, is anchored on four pillars, namely: Social Security, Social Care Services, Short Term Social Assistance and Livelihoods Enhancement; the four pillars are grounded in the four guiding principles: Protection, Promotion, Prevention and Transformation.



**Figure 12: Life-cycle vulnerabilities and social protection responses**

<sup>21</sup> Joint Programme Annual Progress Report, 2021.

<sup>22</sup> Joint Programme Annual Progress Report, 2021.

<sup>23</sup> MINALOC (2020) National Social Policy.

The National Social protection Policy identifies that there is a need to focus on transformative interventions for greater socio-economic resilience. UNJP is addressing this need by focusing on innovative shock-responsive interventions at community level. Also, the Policy refers to the critical role of social protection in reducing malnutrition which is part of the activities related to Output 2.1 on e.g., providing seeds and one for poor households at individual and community levels. Furthermore, the specific Objective vi in the Policy stipulates to promote community engagement in problem solving through home grown initiatives, such as *Ubudehe* and other self-help schemes. In addition, output 2.1 activities include participatory community engagement in identification of problems and providing innovative solutions for these. The Policy also refers to a detailed *Ubudehe* review and categorisation document and its detailed implementation modalities have been developed. However, it also prescribes the action to review *Ubudehe* categorisation to use objectively verifiable criteria based on the household profiling data to put households into categories. Finally, many of the livelihood enhancement and employment promotion services envisaged in the Policy include skills training particularly for PWDs, vulnerable youth and women which is part of what the UNJP has contributed towards in Output 2.1.

The Policy also identifies another gap which the UNJP has tried to address: Public sector restructuring and reforms result in a significant improvement in local government capacity. The introduction of computerised Management Information Systems (MIS) also facilitates the delivery mechanisms and timely monitoring of implementation. However, just as institutional capacity has increased, so have the scale, complexity and demands for performance and accountability within social protection programmes. Capacity gaps are particularly apparent at sector and cell level. Furthermore, social protection programmes are increasingly fragmented (thereby further increasing the burden on local governments) and this calls for strengthened harmonisation and coordination of programmes to achieve efficiency gains.

There is a financial gap in the implementation of the Social Protection Sector Strategic Plan<sup>24</sup>. The budget allocations to social protection in the Finance Law are not sufficient to cover the costs for the Social Protection Strategic Plan. The estimated costs for the implementation of the Social Protection Strategic Plan (2018–2024) are of US\$ 907 million, for a total of 6 years. Comparing the estimated budget needs for FY 2019/20 with the recently released national budget, we estimate there is a funding gap of US\$ 21.6 million for the FY 2019/20. As government resources will not be sufficient to invest in innovative integrated SP approaches, additional funds are necessary. Because of the nature of this specific fund, the JP can contribute to the government's plans, while bringing in innovation and capacity building. (See project document.)

The burden of care is particularly high among the 27% of households in Rwanda that are headed by women, 70% of whom are widows. These households tend to have fewer working members and higher levels of food insecurity than male-headed households (31% among female headed households compared to 21% among male-headed households) (see Policy). The UNJP has a strong focus on gender mainstreaming and targeting specifically women-headed households.

According to the project document the key target group include the communities and individuals at risk of being left behind or already left behind and which are most vulnerable to economic and climatic shocks. These include women-headed households, households with a large number of children and households with disabilities. The joint programme will focus specifically on delivering social services to these target groups. The well-organised local government registration system of *Ubudehe* categories will be used for programme activities at the community level during the programme's inception, in addition to specific outreach methods to the key target groups, in order to ensure that no one is left behind. The Social

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<sup>24</sup> MINALOC (2018). Social Protection Sector Strategic Plan (SP-SSP) 2018/19 – 2023/24

Protection Strategic Plan defines these groups as making up for a large share of the nation's vulnerable population<sup>25</sup>.

The JP is aligned with Rwanda's NST1 (2017–2024), Social Protection Sector Strategic Plan (2018–2024) and the Joint Multisectoral Action Plan to Eradicate Extreme Poverty. The JP contributes to the UNSCDF (2018–2024) by addressing child, gender and nutrition-sensitive safety nets with improved delivery systems while targeting socially vulnerable groups under natural and man-made situations. The joint programme will add value to the existing social protection arena by introducing an integrated model in coordinating policy coherence while strengthening social protection systems to deliver results at the community level.

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<sup>25</sup> Joint SDG Fund (2021). Joint SDG Fund ProDoc SP LNOB WFP FAO UNICEF RC.

# ANNEXURE 7: SAMPLE OF EVALUATION PARTICIPANTS

Stakeholder Group	Method	Number
National level (in-person and virtual)		
FCDO and World Bank	SSIs – in person	2
Inception phase: UNJP programme partners (UNICEF, WFP, FAO and UN RCO)	KIIs – virtual	4
Fieldwork phase: UNJP partners (UNICEF, WFP, FAO)	SSI – in person	4
Social Sector Ministries: MINALOC, MINEMA, MINAGRI and MINICOM	SSI – in person	4
Implementing agencies under MINALOC: LODA, National Council of Persons with Disabilities (NCPD)	SSI – in person	2
Implementing agencies under other social sectors: National Child Development Agency, Rwanda Development Board	SSI – in person	2
Civil society organisations – national office of implementing partners: World Relief, Urunana (x 2), BRAC USA	SSI – in person, virtual	4
UN Experts and other development partners: WFP Consultant on shock-responsive SP, UNICEF Regional colleague, Local FCDO TA facility (x2)	SSI – in person, virtual	4
SPSWG	TOC workshop - virtual	1
4 non-sampled districts: Kirehe, Burera, Nyamagabe, Rutsiro (virtual)		
District officials or elected: Vice Mayor, Director Social Development	SSI	8
Implementing partners: World Relief	SSI	4
Beneficiaries	SSI	4
1 sampled district: Karongi (in-person)		
District: Vice Mayor: Director of Agriculture, Director Social Development, Director Business development, Permanent Secretary of Joint Action Development Forum	SSI	5
Sector: Executive Secretary, Social Affairs Officer /SP officer, Cooperative officer/agronomist, Business Development Advisors	SSI	4
Cell: World Relief, Social economic development officers, Executive secretary, National Council of People – representative at cell level, National Women’s Council (1) – representative at cell level	SSI	5
Observation of programme implementation	Observation schedule	1
Community leader, village coordinator, proximity advisors	SSI	4
Beneficiaries (mix of male and female) – 40 participants in FGDs (20 M, 20 F)	SSI	4
	FGD	4 (2M, 2F)

## ANNEXURE 8: RWANDA'S PROGRESS ON SDGS

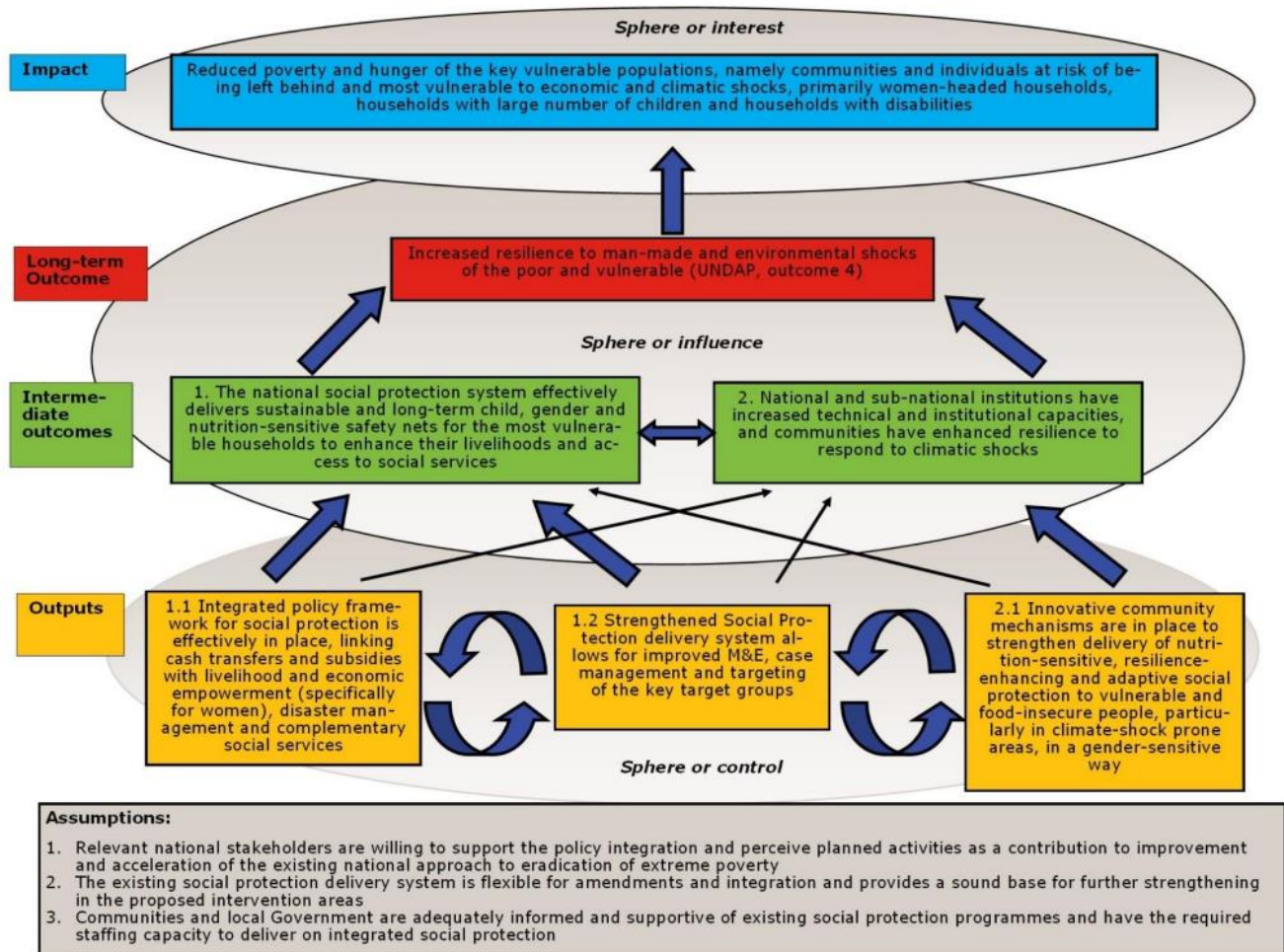
- Leaving No One Behind: women, youth, teenage mothers, elderly and people with disabilities are represented at all levels of decision-making with highest women representation in Parliament (61.3%) and equal numbers of women and men in Cabinet. Vulnerable groups are supported through social protection programmes.
- In line with the SDG 4 focusing on quality of education and learning, Rwanda's Education Strategic Plan hinges on promoting scaling, access, relevance and improving learning outcomes including those with special needs. The Government put in place a multi-sectoral programme and strategy, the National Early Childhood Development Programme, to eradicate malnutrition since stunting remains a challenge despite falling from 51% (2005) to 38% (2015).
- In line with SDG 8 focusing on inclusive economic growth, NST1 aims to create 1.5 million decent and productive jobs by 2024 supported by the National Employment Programme; 43.5% of the population in the labour force with youth being regarded as a key driver of growth.
- In line with SDG 13 focusing on environment and climate change: Rwanda aims to become a green, climate resilient and low carbon economy by 2050. FONERWA – a green fund has been in place since 2012 to mobilise resources. Also, the National Disaster Management Policy has been revised to align with the Sendai Framework, making Rwanda's disaster risk management system more integrated and proactive.
- In line with SDG 16 focusing on good governance and access to justice, the Rwandan government has implemented a decentralised civil registration system and reformed its judicial system to enhance access to quality justice. Increasing citizen participation and accountability have also been enhanced through innovations such as the Rwanda Governance Scorecard and the Citizen Report Card. A key factor in Rwanda's development has been citizen participation and community-led initiatives such as *Imihigo* (performance contracts) and *Umuganda* (communities working together for the public good).
- In line with SDG 17 focusing on Strengthening the means of implementation, global partnership and data for SDGs, the National Strategy for the Development of Statistics and the Data Revolution was adopted to strengthen statistical capacity in monitoring SDGs. Efforts are being made to mobilise domestic resources, manage debt prudently, and stabilise macroeconomic conditions and attract private investments.



# ANNEXURE 9: EVALUATION DATA COLLECTION TOOLS

Attached as separate zip folder.

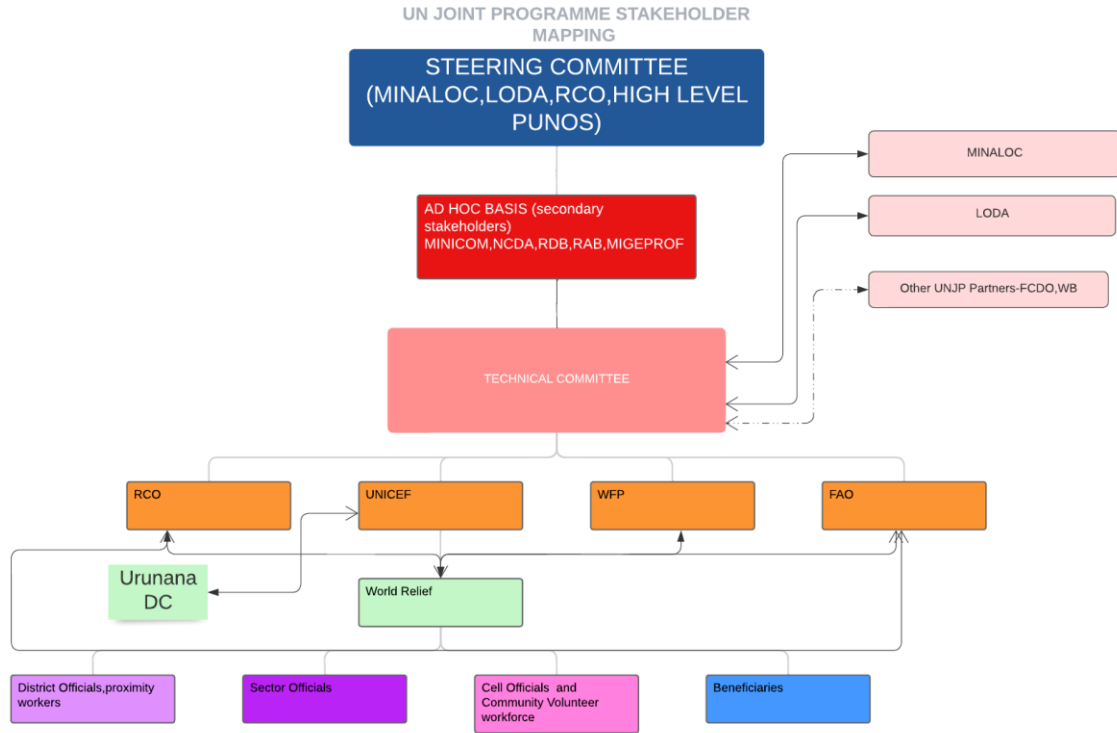
# ANNEXURE 10: UNJP THEORY OF CHANGE



# ANNEXURE 11: UNJP PROGRESS MADE TOWARDS SELECTED SDG TARGETS

Title of SDG	SDG Target	UNJP contribution to SDGs
<b>Goal 1:</b> End poverty in all its forms everywhere	<b>SDG 1.1:</b> By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day	The JP has contributed to the development and revision of integrated multi-sectoral policies to accelerate SDG achievements implemented with greater scope and scale in Rwanda.
	<b>SDG 1.2:</b> By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	The JP support has been geared towards building coherence and synergies between social protection, agriculture and livelihoods, disaster management and complementary services, are timely and of high policy relevance.
	<b>SDG 1.3:</b> Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable	The JP has strengthened social protection systems in terms of targeting, M&E and case management to deliver more integrated and responsive services to the most vulnerable households.
	<b>SDG 1.5:</b> By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	Capacity of local leaders and communities has been strengthened to engage in seasonal livelihoods programming considering climate patterns in the target districts.
<b>Goal 2:</b> End hunger, achieve food security and improved nutrition and promote sustainable agriculture	<b>SDG 2.1:</b> By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	Innovative community solutions designed in a gender, child and nutrition-sensitive manner have been rolled out to enhance resilience and adaptive social protection of vulnerable and food insecure people in the 5 targeted districts which are disaster prone areas.
	<b>SDG 2.2:</b> By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons	Nutrition sensitive social protection interventions have been implemented in 5 districts and tools institutionalized to ensure the replication of some of the models (e.g., Village Savings and Lending Associations combined with community sensitization on nutrition practices) countrywide.

# ANNEXURE 12: UNJP STAKEHOLDER MAP



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