

**Final Evaluation of the Unleashing the Productive Capacity of the Extreme Poor  
Graduation Programme, RWANDA, 2012-2015**



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### Programme Scores against DAC criteria:

Criteria	Score Highly satisfactory 4, Satisfactory 3, Acceptable but with some major reservations 2, Unsatisfactory 1
Relevance	4
Efficiency	3
Effectiveness	3
Impact	3
Sustainability	4

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## List of Acronyms and Abbreviations

CA	Contextual Analysis
CDA	Community Development Animator
CGAP	Consultative Group to Assist the Poor
CHW	Community Health Worker
CRM	Complaints Response Mechanism
CSP	Country Strategic Plan
CT	Cash Transfer
CWR	Concern Worldwide Rwanda
DAC	Development Assistance Committee (of OECD)
DFID	Department for International Development
DRR	Disaster Risk Reduction
EDC	Education Development Centre
EDPRSII	Economic Development and Poverty Reduction Strategy II
EICV	Integrated Household Living Conditions Survey (French acronym)
FAC	Futures Agriculture Consortium
FGD	Focus Group Discussion
FHH	Female Headed Household
GBV	Gender Based Violence
GD	General Donations
GHI	Global Hunger Index
GoR	Government of Rwanda
HCUEP	How Concern Understands Extreme Poverty
HH	Household
IGA	Income Generating Activities
IPAR	Institute of Policy Analysis and Research in Rwanda
JADF	Joint Action Development Forum
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MHH	Male Headed Household
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Economy and Finance
MINEDUC	Ministry of Education
NSPS	National Social Protection Strategy
OECD	Organisation for Economic Co-operation and Development
RDHS	Rwanda Demographic and Health Survey
RF	Results Framework
RWAMREC	Rwanda's Men Resource Centre
RwF	Rwandan Franc
SACCO	Savings and Credit Cooperative Organisation
SAL	Strategy, Advocacy and Learning
SDA	Services au Développement des Associations
SILC	Savings and Internal Lending Committee
SPSWG	Social Protection Sector Working Group
ToR	Terms of Reference
VUP	Vision 2020 Umurenge Programme

## Executive Summary

Despite Rwanda's recent positive record in development and economic growth the country continues to face significant challenges. Rwanda is ranked 151 out of 187 on the Human Development Index (2014) and has an economic growth rate of 8%. The prevalence of underweight children has improved, but Rwanda continues to battle with persistently high levels of chronic malnutrition (stunting) at 44%.<sup>1</sup> Recent figures show poverty is now at 39.1% and extreme poverty is 16%.<sup>2</sup> Concern Worldwide has been operational in Rwanda since 1994 focusing on health, education, agriculture and social protection. The graduation programme targeting the extreme poor with labour capacity forms a major part of the current country programme and is likely to continue to do so in the medium-term. This evaluation is therefore a timely and useful reflection for informing future programming in Rwanda as well as Concern's organisational learning for other country programmes interested in adapting the graduation model to their contexts.

Following a review of secondary literature and the evidence built by research partner, Institute of Development Studies (IDS) and a one week visit to Rwanda, the evaluators have scored the programme quite highly reflecting both the achievements of and the potential for this programme. Throughout this evaluation practical recommendations are incorporated and there is some reference made to comparisons with Burundi where the two evaluators also visited for a separate review. The cross-country learning will be captured in a separate report. The graduation programme had a significant operational research component led by IDS who compared the impact of the programme on the programme participants and compared it with a control group who were not part of the programme. The results from the research were largely positive showing that most results were sustained thirty months after the final cash transfer was made. Although requiring significant inputs from the Concern team in terms of time and effort, the research was not regarded as having a negative impact on the efficiency of the implementation of the programme and is expected to provide useful evidence for fundraising, advocacy and future programming.

In line with the evaluations of other Irish Aid programmes being carried out around the same time within Concern Worldwide, the evaluators reviewed the graduation programme in line with the five DAC criteria: Relevance, Efficiency, Effectiveness, Impact and Sustainability. Scoring of each country was based on whether the programme was deemed to be Highly Satisfactory, taken as meaning exceeding expectations; Satisfactory, meaning what would be expected; Acceptable but with some major reservations or Unsatisfactory. Two of the DAC criteria, Relevance and Sustainability received the highest possible mark of '4' or 'highly satisfactory' and the other three, Efficiency, Effectiveness and Impact were given a '3' or 'satisfactory' with effectiveness receiving a 'strong 3'.

**Relevance**, defined broadly as how well-aligned the programme was to national goals and how appropriate the programme was to different stakeholders and their needs received a 4 reflecting the strong alignment with government policies at macro-level and the leverage Concern has in terms of influencing policy, in particular the Vision 2020 Umurenge Programme (VUP) at national and at district level, as well as the appropriateness of the programme for the target group (the extreme poor) at micro-level. Despite the programme being highly satisfactory for the period covered, the evaluators recommend greater engagement with District and Sector level officials at the meso-level for the next cohort which has adopted a slightly different implementation strategy going into 2016.<sup>3</sup>

The **Efficiency** section looked at how well resources were used including financial expenditure and use of human resources, the efficiency of the cash transfer mechanisms and the system for Community Development Animators (CDAs) as well as the overall monitoring and evaluation (M&E) system. The score given was 3. Between 2012 and 2015, 2,600 households (11,000 people) were reached through the

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<sup>1</sup> 2015 Rwanda Demographic and Healthy Survey (RDHS)

<sup>2</sup> Ibid

<sup>3</sup> For the first 3 cohorts implementation was carried out by local partner, SDA. For cohorts 4 and 5 implementation is being carried out by Concern directly with closer involvement of the Sectors. Rwanda is divided into 4 provinces, 30 districts, 416 sectors, 2,148 cells and 14,837 villages.

programme. 100% expenditure was achieved on time, however despite efforts made no other funding was leveraged. Recommendations include the need to regularly review the appropriateness of the cash transfer delivery mechanism and to continue to adequately support the CDAs. The M&E system while delivering good results did involve a number of partners over the four years between 2012 and 2015, which was a limitation from an efficiency perspective. There was also a potential for further use of SDA (local partner) data which was not tapped into as well as it could have been.

**Effectiveness** examined to what degree the outcomes and outputs that were set out to be achieved were achieved. Seven of the eleven targets in the Results Framework were achieved and four were partially achieved. The overall score given was a strong 3 however because the partially achieved targets were in fact very close to being achieved. For example, indicator 2.3 on house ownership had a target of 98% for both men and women and achieved 96% of ownership for women and 97% for men; indicator 3.2 on access to credit had a target of 45% and achieved 39%; indicator 5.1 on disseminating the results of the 30 month survey report was not achieved by the time of the evaluation but is set to be completed by January 2016 once the IDS report has been finalised; and finally indicator 6.2 on beneficiaries who attend weekly religious service was 72% just below the target of 75%. Furthermore, of the indicators reported as 'achieved' or tracked separately in the IDS research, the endline data showed quite high over-achievement. For example, 60% of households have health insurance where the target was 50%; 78% of primary school age children from target households were in school where the target was 70%; 85% of households were eating at least two meals a day where the target was 80%; 88% of households had more than one livelihood option where the target was 80%; a mean productive asset index score of 4.54 was achieved where the target was >3.5.

From a pure achievement of results perspective the Graduation Programme can be regarded as very strong. However due to the inability to report more than seven of the eleven indicators as fully achieved a scoring of 3 is deemed appropriate. From a broader perspective, the programme has not reported how many extreme poor have sustainably 'graduated' out of extreme poverty as a result of their participation in the programme. The thresholds have not yet been defined by IDS but are a key component of the global research agenda for graduation.

The programme was regarded as extremely flexible and adapted well to the external context as well as taking the opportunity to implement improvements as each new cohort started. A recommendation by the evaluators would be to ensure targets are not set too high; to align better the sources of data in the results framework and in the endline survey; to keep updating the programme logical framework (logframe) as new cohorts come on stream and to ensure that the original objective of the programme to facilitate off-farm employment and integrate the target group with the labour market are better followed in line with updated market and labour market assessments.

**Impact** looked at significant changes taking place beyond the programme and was given a score of 3 reflecting the positive impacts particularly at micro-level, namely increased social cohesion and harmony, building of networks, increased productivity and labour opportunities. Negative impacts identified included limited reports of jealousy from the control group (despite being in non-adjacent areas) and non-participants although this was not quantified. The differential impact on men and women was not seen to be a factor in the success of the programme with both men and women benefitting and activities specifically targeting gender equality. Further breakdown of data by gender should be included in the IDS final report and Irish Aid annual report.

The final criteria, **Sustainability**, looked at whether the outcomes will lead to benefits beyond the lifetime of the programme. This was given a score of 4 based on the data provided in the IDS report which monitored the impact of the programme 48 months after the first cash transfer (or 30 months after the final cash transfer). A breakdown of the key impact indicators and trends over time is provided in the text and in an annex. The full IDS report is not yet published but will inform future programming, advocacy and fundraising efforts once completed and disseminated. Results will be disseminated at national and an international level. To monitor the sustainability of outcomes, the evaluators recommend undertaking a further follow-up survey<sup>4</sup> and to explore opportunities to link to government Disaster Risk Reduction

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<sup>4</sup> 60 months after the first cash transfer

(DRR) activities at micro and meso level (based on experience from Burundi) given the increased exposure to climate-related shocks such as drought, flooding and landslides which are becoming more regular.

## Introduction

Despite Rwanda's recent positive record in development and economic growth the country continues to face significant challenges. Rwanda moved 17 places up in its ranking between 2008 and 2014 and had the 10th fastest growing economy in the world between 2000 and 2010, but it remains among the poorest countries in the world, ranked 151 out of 187 on the Human Development Index (2014). The current economic growth rate is 8%. The prevalence of underweight children has improved, but Rwanda continues to battle with persistently high levels of chronic malnutrition (stunting) with 44% of children under-five stunted.<sup>5</sup> Hunger continues to be a critical issue, with Rwanda ranked 82 out of 104 countries showing 'serious' levels of hunger in the 2015 Global Hunger Index Report (GHI). The 2015 RDHS shows poverty has reduced from 57% in 2006 to 44.9% in 2011, and is now at 39.1%. Extreme poverty has reduced from 24% on 2011 to 16%. With a population of 11 million people this means that over 1.7 million people continue to live in extreme poverty, unable to afford a minimum food basket.

By 2020 Rwanda aims to complete its transformation from a poor, post-conflict nation to a prosperous, middle income, regional trade and investment hub. In order to achieve this goal Rwanda is implementing the 2013-2018 Economic Development Poverty Reduction Strategy II (EDPRS II). Supporting policies and programmes include, among others, the National Social Protection Strategy (NSPS) updated in July 2013 in line with the EDPRS timeframe and the Vision 2020 Umurenge Programme (VUP) from 2007 consisting of a public works programme, direct support and promotion of access to financial services for the poor.

Despite its clear vision and success in reducing corruption, Rwanda remains dependent on foreign aid, its private sector and civil society are weak. Rwanda is landlocked and regional instability is a threat. Population growth and youth unemployment are regarded as constraints on the potential for progress in Rwanda. Hilly topography, particularly where agriculture is practiced on steep slopes, means people are vulnerable to erosion and landslides. Climate-related shocks such as drought, flooding and landslides are becoming more regular. Land scarcity and degradation are significant issues that are affecting Rwanda's progress, particularly in light of population growth and Rwanda being the most densely populated country in Africa.<sup>6</sup>

In terms of gender and inequality, although Rwanda has made remarkable and world recognised progress on tackling gender issues promoting gender equity and family well-being remains a key priority of poverty reduction. Poverty is still very much a rural phenomenon and much of the focus for poverty reduction is on rural development, gender and enhancing productive capacity in the agricultural economy.

## Overview of Programme

Concern Worldwide has been operating in Rwanda since the genocide in 1994. Over the past 21 years, the programme has evolved from emergency to development programming focusing on health, education, agriculture and social protection. In 2015 emergency programmes were resumed in response to the influx of refugees resulting from instability in neighbouring Burundi. Concern Worldwide Rwanda (CWR) has been operating based on its Country Strategic Plan (CSP) 2010 to 2015 and has mapped out a new CSP for 2016 to 2020. The overall CWR goal is and will continue to be 'to contribute to Rwanda's poverty reduction efforts in line with Government of Rwanda policies and strategies'.<sup>7</sup> This will be achieved by continuing to work with communities, the GoR at various levels; national civil society organizations; other humanitarian actors and specialized institutions. Concern aims to support poor

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<sup>5</sup> 2015 Rwanda Demographic and Health Survey (RDHS)

<sup>6</sup> 472 people per square kilometre according to UN Department of Social and Economic Affairs and the World Bank

<sup>7</sup> Rwanda Country Strategic Plan 2016-2020

households to meet their basic needs and strengthen their productive capacity through investment in human and physical assets. CWR's partners include the Ministry of Local Government (MINALOC), Ministry of Education (MINEDUC), District, Sector, Cell and Village officials including the Joint Action Development Forum (JADF) coordinating body, the Institute of Development Studies (IDS), Education Development Centre (EDC) and local NGOs RWAMREC and Services au Développement des Associations (SDA). Concern operates from a head office in Kigali and a sub office in Huye. Following a Concern Worldwide head office directive in November 2014 to seek ways to consolidate resources, an organisational decision was taken to transition towards a full complement of shared services between the Concern Rwanda and Burundi country programmes, with a view to aligning the two country programmes under one senior management team structure and one operational budget.

As of 2015 CWR had an education programme, an agriculture-nutrition (agri-nut) programme and a graduation programme. *'Unleashing the Productive Capacity of the Extreme Poor for Sustainable Graduation'* is the graduation programme that has been implemented by CWR and its partners in the Southern Province of Rwanda since 2011 through the financial support of Irish Aid and Concern general donations (GDs). Design of the programme was based on a Contextual Analysis undertaken in 2011. A full proposal document was worked on, refined and finalised in 2012. The objectives were:

- 1) **Increased capacity of the community structures** to respond to the needs of vulnerable and resource-poor households within the communities;
- 2) **Viable employment opportunities identified and developed** for resource poor households through skills development and resource transfer;
- 3) **Replicable models for social protection and employment** documented and lessons learned and best practices disseminated amongst practitioners and policy makers at state, national, regional and international levels.

And the outcomes (outlined in the Graduation Programme Logframe in Annex 1) aimed for were:

- 1) increased income to meet basic needs including access to food, shelter, education and health services;
- 2) increased skills and access to productive assets to sustainably generate income;
- 3) engagement in formal and informal financial services;
- 4) equality of outcome in male and female headed households;
- 5) reduced isolation of the extreme poor and improved social cohesion;
- 6) improved diversity of effective livelihoods options to reduce risk and vulnerability to shocks.

The term 'graduation' is used by CWR to refer to the move of individuals or households out of extreme poverty and into food security and sustainable livelihoods. The Rwanda Graduation Programme was based on the following theory of change: 'By accurately targeting extremely poor households and delivering a comprehensive package of support including income and assets; facilitating access to savings and credit systems and delivering skills training and mentoring, beneficiaries will have diversified livelihood options and increased resilience to shocks and stresses'. This was not articulated in the proposal document and only appears in later documentation such as the summary of the follow up surveys. The programme had five main elements:

1. **Comprehensive targeting** of extremely poor households;
2. **Consumption/income support** in the form of a regular cash transfer to help participants meet their basic needs whilst they engage in expanding and diversifying livelihood strategies;
3. **Provision of skills training and regular coaching** focusing on human capital and includes



- providing access to practical, short, trainings as well as routine coaching and mentoring visits;
4. **Facilitating access to savings facilities** (and credit, where feasible);
  5. **An asset transfer** to jump-start an economic activity or 'income generating activity' (IGA).

This approach to graduation was an adaptation of the model championed in Bangladesh by BRAC's Challenging the Frontiers of Poverty Reduction programme and the Concern Chars Livelihood Programme. The programme combines cash transfers to the poorest households with promotion of savings and access to credit, productive asset transfers, training in income-generating activities, and strengthened community support mechanisms.

The Rwanda graduation programme was initially implemented in two districts in the Southern Province, Huye and Nyaruguru targeting an initial cohort of 400 households (cohort 1) in Rusatira and Kibeho sectors. The first cash transfer for this cohort started in August 2011 and the last asset transfer was distributed in March 2015. A second cohort of 800 households in the same districts and sectors was later targeted with the first cash transfer starting in September 2012 and the last asset transfer provided in March 2015. Operational research was attached to the first two cohorts whereby a comparison group in Huye (100 households) and Nyaruguru (100 households) were monitored over the lifetime of the programme and results were compared. The programme was replicated in two additional districts with a third cohort of 800 households in Nyamagabe district starting in November 2013 and a fourth cohort of 600 households in Gisagara district starting in November 2014. A geographical overview of working areas is available in Annex 2. This evaluation looks at all 4 cohorts. The Results Framework, however focuses on the first cohort only and the IDS research focused on the first and second cohorts.

To be eligible for the programme households had to be from the bottom two (poorest) 'Ubudehe' categories (a community-based wealth mapping system) and meet the following criteria, as verified by the community: at least one member of the household able to work; landless or near-landless (with less than 0.25 hectares) and homeless; have no cattle (or less than three goats); no income generating activity; no high school or technical qualifications, and not supported by other programmes.

Following targeting and registration participants received an average of 18,000 Rwandan Francs (RwF) (equivalent to approximately US\$25), depending on the number of people living in the household, each month for a maximum of 18 months to support their basic needs and provide them with the opportunity to concentrate on developing sustainable income generating activities. Consumption/income support was originally planned for 12 months for the first cohort but was extended for a further six months as the majority of participants were using income for house construction (over half were homeless at the start of the programme), as a result of the government's villagisation programme.<sup>8</sup>

Participants also received an asset transfer, in the form of cash income, of 65,000 RwF (equiv. to US\$90) in two instalments, to facilitate engagement in economic activities. These activities were mostly focused on the development of small businesses such as animal rearing, trade of animals; setting up kiosks and small shops; providing services like bicycle and motor-cycle transport and making manure (see Annex 3 for a full list and breakdown of IGAs). The first asset transfer was originally intended to be made six months after the end of the consumption/income support phase, and upon the completion of enterprise development training, whilst the second was intended to be made six months later. The staggered approach was designed to ensure careful investment and minimising of investment risks. However table 1 shows the breakdown of the timing of the actual provision of the cash transfers and asset transfers across all four cohorts and how the first instalment of the asset transfer was gradually moved to a few months before the cash transfer period was completed. This was due to the experience of the programme team who had the view that cash transfers were instrumental to households being able to invest time in economic activities. It was therefore too late to receive the asset transfer after the end of the cash transfer phase.

In addition, households received coaching by 'Community Development Animators' (CDAs) who were volunteers from within the community who visited and coached households twice a month to work with families on setting priorities; problem solving; spending and saving plans; household decision-making and

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<sup>8</sup> A development programme establishing that all households living in scattered rural homesteads – the typical settlement pattern in Rwanda should be regrouped into organised village settlements.

other programme-related activities including promotion of nutrition and hygiene, education and family planning.

Cohort	First Cash Transfer	Last Cash Transfer	Number of Months	Period of Asset Transfer		Number of Months
				Start	End	
Cohort 1	August 2011	January 2013	18 Months	November 2012	March 2015	28 months
Cohort 2	September 2012	December 2013	16 Months	December 2013	March 2015	15 months
Cohort 3	November 2013	December 2014	14 Months	November 2014	June 2015	7 months
Cohort 4	November 2014	December 2015	14 Months	October 2015	March 2016	5 months

Table 1: Overview of the timing of the Rwanda Graduation Programme broken down by Cohort

By the end of 2015 the Graduation Programme had reached over 11,000 direct beneficiaries in 2,600 households over the four districts and cohorts.<sup>9</sup> A fifth cohort is planned for 2016 targeting 600 households – 200 households within the comparison group as well as 100 other vulnerable households in Huye and Nyaruguru districts and due to high poverty levels in Gisagara district, as identified in the most recent Integrated Household Living Conditions Survey (EICV4), an additional 300 households will be targeted in Gisagara district.

The evolution of the programme from the first to fourth cohorts between 2011 and 2015, and into 2016, has been documented by the Rwanda programme team who made adjustments to the programme design based on monitoring data and reflections on the programme. Some of the areas of evolution included the targeting process through the introduction of cross-validation by three community groups, changes to the levels and timing of cash transfers within minimum and maximum thresholds based on household composition, selection of more qualified CDAs who are paid through the sector instead of through the implementing partner SDA, encouraging IGAs to be implemented by both individuals and cooperatives and a change from implementation through a partner (SDA) to direct implementation for the fourth cohort.<sup>10</sup>

	January	February	March	April	May	June	July	August	September	October	November	December
2012									1st Cash Transfer 2nd Cohort		1st Asset Transfer 1st Cohort	
2013	Last Cash Transfer 1st Cohort										1st Cash Transfer 3rd Cohort	Last Cash Transfer 2nd Cohort & Start of Asset Transfer
2014					SP and Graduation Conference, Kigali			Bangladesh BRAC Study Tour			1st Asset Transfer 3rd Cohort & 1st Cash Transfer 4th Cohort	Last Cash Transfer 3rd Cohort
2015			Last Asset Transfer 1st & 2nd Cohorts			Last Asset Transfer 3rd Cohort		Microfinance advisor technical visit, Ricardo data collection	Irish Aid Final Evaluation	First Asset Transfer 4th Cohort		Last Cash Transfer 4th Cohort
1st Cohort	*August 2011: 1st CT											
2nd Cohort												
3rd Cohort												
4th Cohort	*March 2016 Last Asset Transfer											

Table 2: Overview of the timing of the Rwanda Graduation Programme broken down by year.<sup>11</sup>

As referred to earlier, CWR attached operational research to the programme. The research component was initially outlined in an MoU with the Institute of Policy Analysis and Research in Rwanda (IPAR), the Futures Agriculture Consortium (FAC) and the Institute of Development Studies (IDS) in 2012. The partnership with IPAR and FAC finished early in the programme and only the partnership with IDS

<sup>9</sup> Based on a household size of 4.2

<sup>10</sup> Evolving Trends in the Implementation of the Graduation Programme 2011-2015, CWR

<sup>11</sup> This includes events such as the Social Protection and Graduation Conference co-hosted by the Rwandan Ministry of Local Government (MINALOC), Concern Worldwide, IDS, DFID and Irish Aid in May 2014, an immersion visit by the Graduation Programme Manager to the BRAC programme in Bangladesh in August 2014 and technical support visits by former social protection advisor Gaby Smith in 2012 and microfinance advisor Irina Ignatieva in August 2015.

continued. The relationship between CWR and IDS was generally regarded as good but not without its frustrations. Delivery by one of the researchers was of a high quality and on time. However it was difficult to manage the more senior researcher where there were often protracted delays.<sup>12</sup> IDS would have liked more involvement in the design of the monitoring and evaluation system although the timing of the operational research did not coincide well with reporting on the Results Framework. The relationship with IPAR was quite challenging with problems of communication and some delays.<sup>13</sup>

One of the objectives of the operational research was to develop and use a comprehensive monitoring and evaluation system to generate quality information which could contribute valuable evidence and learning to the question of sustainable graduation from extreme poverty and to contribute to the following policy influencing objectives:

- Contributing information and insights to improved design and implementation of graduation and social protection programmes in Rwanda and other countries;
- Informing policy debates in Rwanda and other countries around assessing sustainable graduation/ social protection programmes;
- Contributing to global debates about the definition and conceptualisation of graduation

IDS conducted four quantitative surveys for the 1<sup>st</sup> and 2<sup>nd</sup> cohorts including a baseline survey, a '12 month survey' (12 months after the first cash transfer), a '36-month survey' (36 months after the first cash transfer and 18 months after the final cash transfer) and a '48-month survey' (48 months after the first cash transfer and 30 months after the final cash transfer). The first time period (12 months) captured changes in outcomes which were the result of income changes (as a result of the cash transfers). The 36-month survey captured the potential effect of skills and coaching and thus the sustainability of the income effect over time. The 48 month period captured the sustainability of the project over time as all the support had been discontinued by that point.

## **Objective of the Evaluation**

The objective of this evaluation was to assess if the graduation programme had targeted the extreme poor and vulnerable effectively based on Concern's 'How Concern Understands Extreme Poverty' (HCUEP) Policy; to assess the degree to which the programme outcomes have been achieved as indicated in the Results Framework; to validate achievements made as stated by programme data (including baseline, annual surveys, endline and secondary data); to capture any lessons learned and to make practical targeted recommendations to guide any future programming. This programme evaluation (one of seventeen) was part of and will feed into the overall Irish Aid Programme Evaluation.

## **Methodology**

For this Irish Aid evaluation, the ToR (Annex 4) were agreed between the regional desk and the Rwanda country team based on a standardised template provided by Concern Worldwide's Strategy, Advocacy and Learning (SAL) team to ensure streamlining with concurrent Concern Irish Aid evaluations. Upon agreement of the ToR, the evaluators, Jenny Swatton and Rosaleen Martin, undertook a review of the significant amount of documentation available on the Rwanda Graduation Programme including analysis of baseline data and follow up surveys provided by IDS, annual performance reports, and various monitoring tools. The household level baseline survey was carried out amongst all participants of the programme with the exception of programme participants who had migrated or were no longer participating in the programme. Data for the final follow up survey was collected in August 2015 and was provided to the evaluators on arrival in country.

The evaluators, together with the field teams, identified the key stakeholders of the programme and, based on the standard OECD-DAC criteria, agreed on key questions required to provide sufficient information to evaluate the relevance, efficiency, effectiveness, impact and sustainability of the programme.

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<sup>12</sup> See section on Efficiency

<sup>13</sup> Technical Advisor Report (Gaby Smith) 2012

Ten Key Informant Interviews (KII) with government officials at national, district and sector levels, the Department for International Development (DFID) in Kigali, and the programme teams in Kigali and Huye were carried out. Nine Focus Group Discussions (FGD) with programme participants (five), the control group (one) and CDAs (three), and two household visits of programme participants were used to investigate and validate findings. Programme participants were randomly selected in advance by the evaluators. With the exception of the first FGD which was done jointly, all programme participant FGDs were separated into male and female and were conducted simultaneously by both evaluators. Fieldwork took place in a relatively short period of time in one week from Monday 28<sup>th</sup> September to Friday 2<sup>nd</sup> October 2015. Each of the four cohorts were visited across the four districts of Huye, Nyaruguru, Nyamagabe and Gisagara. Translation from Kinyarwanda to English and vice versa was provided by an external translator and also by Concern Rwanda staff. An overview of the schedule and a list of key people interviewed are provided in Annex 5. A set of guiding questions developed to facilitate the interviews is provided in Annex 6.

This report utilises the OECD-DAC criteria for evaluations to provide a structure to the findings, and includes a number of conclusions based on the results framework and validation through fieldwork. It makes recommendations for improving the programme many of which were discussed with the Rwanda programme team in a presentation on the preliminary findings held in Kigali on 12<sup>th</sup> October 2015. In addition to the Rwanda field visit the evaluators also visited the graduation programme in Burundi. One evaluator took the lead on writing the Rwanda report and the other evaluator took the lead on writing the Burundi report. The feedback session in Kigali also presented preliminary findings on the Burundi programme and was attended by both teams to capture any cross-learning between the two programmes. It should be noted that CWR had two Irish Aid funded programmes: the Graduation Programme and the Agriculture-Nutrition (Agri-Nut) Programme. This evaluation focuses solely on the former.

The two evaluators were already familiar with the programme but were not involved in the design nor had they visited the programme before and so were considered objective although not as removed from the programme as other evaluators may have been.

## **Findings and Discussion**

The next section firstly looks at the performance of the Rwanda Graduation Programme against the key indicators included in the Results Framework, and then looks at the programme under each of the five DAC criteria: Relevance, Efficiency, Effectiveness, Impact and Sustainability. Scoring is based on whether the programme is deemed to be Highly Satisfactory, which is taken as meaning exceeding expectations; Satisfactory, which we interpret as being what would be expected (based on interpretations by other evaluators of Irish Aid programmes), Acceptable but with some major reservations or Unsatisfactory. Where appropriate, the team has considered the criteria at the three different levels of intervention: micro (household and community level), meso (subnational level) and macro (national level). The evaluators paid particular attention to the evolution of the programme from the first to the fourth cohorts. However it should be noted that the Results Framework only measured the progress of the first cohort so that annual comparisons could be made as required by the Irish Aid Results Framework.

### **Achievements to Date**

In the Results Framework (RF) submitted to Irish Aid there are targets for eleven indicators due for assessment in 2015 (Annex 7). The RF is based on two sources of data including i) local partner monitoring data (SDA) and ii) IDS data collection. Sources are identified within the framework. The evaluators found that seven out of eleven targets have been achieved and four have been partially achieved. A fuller summary is provided in the Effectiveness section.

	Number of Indicators	Number where endline target			No assessment possible
		achieved	Partially achieved	Not achieved	
Assets	8	6	1	0	0
Inequality	3	1	3	0	0
Risk and Vulnerability	0		0	0	0
Micro Level	8	7	2	0	0
Meso Level	2	0	1	0	0
Macro Level	1	0	1	0	0
<b>Total</b>	<b>11</b>	<b>7</b>	<b>4</b>	<b>0</b>	<b>0</b>

Table 3: Performance against indicators and targets<sup>14</sup>

The outcome indicators focused largely on assets including physical and human capital at the micro-level as well as on social cohesion at the meso level and on policy development at the macro level.

Findings from the IDS 48-month survey show the trends since the baseline for the first cohort in 2012 and whether gains made have been sustainable based on comparison over time and between programme participants and the comparison group. IDS divided their findings into five types of results including: **sustained** improvement when there is a relative difference in the outcome in favour of beneficiaries between baseline and the 48-month survey and this estimated difference is similar, or even larger, than the one estimated between baseline and the 12-month survey. A **sustained but declining** result when there is a relative difference between beneficiaries and control group during the 48 month survey, but this difference is smaller than the one estimated during the 12-month survey. In other words, the initial improvement found in the 12-month survey was still found, but its value has declined or has reduced. They classified differently outcomes for which there was an initial difference during the 12 month survey, but this has completely **disappeared** during the 48-month survey. A **late improvement** is found for some outcomes for which finding a benefit takes time, whereas **no change** is used for outcomes for which there was no relative difference over time between treatment and comparison group. Their first key finding from the Graduation Programme is that improvements recorded in the 12-month survey for most of the impact indicators have been sustained over time, although for some indicators there are signs of convergence. (See Annex 8 for the full executive summary of the 48-month report). Based on these findings the conclusion can be drawn that the Rwanda Graduation Programme has resulted in positive changes over time and that these changes have been sustained.

The next section will look specifically at how Relevant, Efficient, Effective, Impactful and Sustainable the programme was deemed to be based on the questions outlined in the ToR (Annex 4). It should be noted that a number of the additional questions outlined in the ToR were answered through the fieldwork carried out by the evaluators but also based on fieldwork carried out by the microfinance advisor in August 2015 on IGAs and savings and on the work done by the programme documentation and reports officer who conducted an analysis of participants' life histories.<sup>15</sup> Some of the required outputs specified in the ToR such as recommendations on different types of strategies/support for different types of households, on future research topics, and on future advocacy and communication strategies will require further follow up based on this evaluation and on the final IDS report.

## Relevance

### Alignment

Firstly, the evaluators looked at whether the Rwanda Graduation Programme was relevant, appropriate and strategic to national and local goals and priorities. It was found that the programme is extremely well-aligned with GoR national priorities as set out in the EDPRS II, the NSPS and as operationalised by the Vision 2020 Umurenge Programme (VUP). When EDPRS I was reviewed in 2013 the ministry responsible

<sup>14</sup> An indicator on HIV Aids was included but was removed because it was achieved in 2014. This table looks only at targets for 2015.

<sup>15</sup> Technical Advisor Report and the Life Histories Report

for social protection, Ministry for Local Government (MINALOC) told the evaluators that they realised that graduation should be a core objective. They saw that Concern was targeting the extreme poor with labour capacity and it 'inspired us on how to use graduation'.<sup>16</sup> Priority area three of the Rural Development thematic pillar of the EDPRS II was defined as 'enabling graduation from extreme poverty' and includes a commitment to 'promote sustainable graduation out of extreme poverty for social protection beneficiary households who are able to work'.

In 2014, CWR was invited to present the Graduation Programme to the Permanent Secretary of MINALOC, DFID, UNICEF and all of the Vice Mayors of each of the thirty districts in Rwanda. MINALOC and IDS co-hosted an international conference on social protection and graduation with financial support from Irish Aid, DFID and UNICEF. The three-day conference brought together policy-makers, practitioners and researchers, to review the state of knowledge and thinking on graduation and to explore how social protection can contribute to building resilient livelihoods both in Rwanda and beyond. The fourth day was devoted to sharing Concern's programme implementation modalities and how it differs from the VUP to the 30 Vice Mayors. This was a timely event for sharing evidence and lessons learned from the CWR Graduation Programme to inform national policy.<sup>17</sup>

As a result of these advocacy efforts, there is a key focus on graduation within the VUP. The VUP includes a public works programme, direct support and promotion of access to financial services for the poor. DFID is currently providing technical assistance to MINALOC on the incorporation of a 'graduation minimum package' and has developed a technical note on measuring and monitoring graduation.<sup>18</sup> DFID consulted closely with CWR (including visiting Concern programme participants) resulting in CWR's lessons from the Graduation Programme directly feeding into this work. DFID is co-chair with MINALOC of the Social Protection Sector Working Group (SPSWG) of which CWR is an active member and where findings from the IDS operational research and the Graduation Programme more generally are regularly shared with all relevant stakeholders. DFID confirmed that Concern is an active member of the SPSWG and are interested in the final findings from IDS.

## **Local Priorities**

The relevance of the programme to national and local priorities was further confirmed with visits by the evaluators to district and sector level officials who were mostly found to have a high level of knowledge of the programme and were interested in adapting learnings into district level planning. Coordination of development activities is done by the Joint Action Development Forum (JADF) who were also familiar with the Graduation Programme. All districts in Rwanda are required by central government to have district plans and performance contracts (imihigo) in all sectoral undertakings whereby annual targets, including how many households they aim to graduate from extreme poverty are set and assessed. This is replicated at sector, cell and village level and again at household level thereby creating a systemic focus for social protection and graduation. Household level performance contracts or 'imhigo' are contracts whereby households commit to achieving certain targets. Imhigo are used by the CDAs during the coaching and mentoring sessions with households.

## **Advocacy**

Despite the clear alignment with government policies and structures the evaluators agreed that in order to ensure the needs of the extreme poor are adequately met, CWR needs to advocate for the following: 1) that graduation is distinguished from exit i.e. that the objective continues to be that the extreme poor graduate from poverty rather than simply graduating from the programme. There needs to be recognition that movements out of poverty can be transitional and that even if the impact of the programme is sustainable households may experience shocks that return them or keep them in extreme poverty despite having gone through a graduation programme; 2) the extreme poor who do not have labour capacity or are not eligible for graduation for other reasons should be covered by the direct

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<sup>16</sup> Francine Tumushime, Director General for Community Development, in MINALOC in meeting on 28<sup>th</sup> September 2015

<sup>17</sup> See indicator 6.1 of the Results Framework

<sup>18</sup> Technical Concept Note on Minimum Package to Support Graduation, Tamsin Ayliffe, Crispus Ayebare, Rachel Sabates-Wheeler, June 2015 and Technical Concept Note on Measuring and Monitoring Graduation, Tamsin Ayliffe, Crispus Ayebare, Rachel Sabates-Wheeler, July 2015

support component of the VUP and that the focus shouldn't shift *too* much towards graduation at the expense of the Extreme Poor who may not meet the programme criteria<sup>19</sup>; and 3) as the Rwandan economy continues to grow and diversify there should be advocacy for allocation of greater resources for social protection including both graduation programmes and direct support. Too much focus on the success of graduating people out of poverty and moving people out of the lower ubudehe categories may undermine the objective of sustainably moving people out of poverty and increasing their resilience and ability to withstand shocks. These points are based on concerns voiced by IDS, DFID and as a reflection on the priority setting of the GoR. Research on the definition of sustainable thresholds of graduation and identification of pathways for graduation could support these advocacy efforts. The evaluators recommend developing an advocacy strategy with clear messages and that this could also be a joint exercise with other key social protection stakeholders.

## Appropriateness

In terms of appropriateness to the national context, poverty levels although reduced from 48% in 2006 to 39% in 2015 remain high for the extreme poor at 16% of the population. Coverage of the programme is generally seen by all stakeholders as low compared with the overall need implying that the programme is relevant to the context and has potential for replication in other districts. In other words, there continues to be a large number of extreme poor who meet the programme targeting criteria and who could benefit from the programme.

	2000/01	2005/06	2010/11
Rwanda	40	35.8	24.1
Urban		16	10.4
Rural		39.5	26.4
Kigali city	14.5	12.9	7.8
Southern Province	44.7	44.9	31.1
Western Province	40.4	37.7	27.4
Northern Province	46.5	39.1	23.5
Eastern Province	39.4	29.9	20.8

Table 1: Integrated Household Living Conditions Survey (EICV) 2010/11

The 2011 Contextual Analysis examined who the poor are, where they are, why they are poor and what is keeping them in poverty and informed the design of the programme. The Southern Province was targeted as one of the poorest of Rwanda's five provinces with the highest share of the country's extreme poor (31.1%) compared to other provinces and also with the highest poverty density (67.3% of the population).<sup>20</sup> Further analysis of district level poverty data was conducted to select Huye and Nyaruguru districts and Rusatira and Kibeho sectors for the first and second cohorts. The poorest and most vulnerable who met the programme criteria were targeted. Due to the fact that a key activity of the programme is household level coaching and mentoring the programme could be tailored to different needs within the target group. Qualitative research conducted through the Fast and Slow Movers reports in 2014 helped inform tailoring of support to match needs.

Programme participants, although not involved directly in programme design, were able to feedback regularly on the programme through the CDA's household visits and through the Complaints Response Mechanism (CRM). Suggestion boxes were placed at Cell and Sector offices. However direct feedback through CDAs and through SDA and Concern staff was the preferred method of feedback. Through the feedback from the FGDs the evaluators got a clear sense that participants were aware of CRM guidelines, felt able to voice concerns, were satisfied with the programme and that their needs were being met. Annex 9 has a summary of the CRM complaints received by both beneficiaries and staff in 2014 indicating that the CRM was actively used despite the fact that during the fieldwork very few participants indicated that they had used the CRM. CWR had clear CRM guidelines and held stakeholder meetings to discuss and analyse complaints and responses.

<sup>19</sup> The extreme poor without labour capacity

<sup>20</sup> Assessment of Economic Opportunities for Low Income Women and the Very Poor Households in Rwanda OTF Group 2010

The targeting process was participatory with very strong community involvement. In the first cohort, community members openly selected beneficiaries based on agreed criteria and generated a preliminary list that was validated through home visits. Due to concerns about inclusion errors time was spent on validation and on replacement of those who did not meet the criteria. This resulted in lengthy delays for the first cohort. The process was adapted for the second, third and fourth cohorts whereby community members were disaggregated into three groups (men, women and leaders separately) who selected the extreme poor households and this was triangulated in plenary by all community members. If households appeared on each of the three lists they were then selected. This process was widely regarded as successfully minimizing inclusion and exclusion errors and reducing complaints and potential conflict and jealousy within the community and is to be recommended as a best practice.

In terms of flexibility, the programme was adapted in a number of other ways already mentioned. This meant that the programme was able to respond to a changing policy environment. The programme changed from using SDA as an implementing partner for the first three cohorts to direct implementation and working through the sector. Linking with government structures in the fourth cohort needs to be closely monitored and the level of government engagement needs to be maximised to ensure greater ownership and continued relevance.

Finally, the evaluators confirmed that the Rwanda Graduation Programme is firmly based on ‘How Concern Understands Extreme Poverty’ (HCUEP) whereby Extreme Poverty is understood as a lack of basic assets and/or the low return to these assets and the key causes, maintainers or obstacles that prevent people escaping extreme poverty include inequality, risk and vulnerability. The Graduation Programme was designed not only to move an individual or household above a specific income threshold but also to bring about improved returns on new and existing assets through IGAs. HCUEP is embedded throughout the programme from the contextual analysis to the log-frame and all stages of implementation. Although the purpose of the evaluation was not to draw comparisons the Burundi logframe more explicitly used the HCUEP in its presentation of outcomes and would be a good example for future logframes for the Rwanda programme. Furthermore the graduation model is one of Concern’s five models meaning that it is part of a wider organisational learning agenda and is therefore an very appropriate programme. The learning from Rwanda, Burundi and Zambia will be used to develop wider programme guidelines for other Concern countries where there is an appropriate context for graduation and will feed into the global debate where there is significant interest into whether and how graduation programmes work best.

The overall scoring was 4 with micro and macro receiving 4 and meso a 3 due to the opportunity for greater involvement of district and sector level authorities on implementation.

RELEVANCE				
	Unsatisfactory	Acceptable but with major reservations	Satisfactory	Highly Satisfactory
Overall				X
Micro				X
Meso			X	
Macro				X

## Efficiency

This section examines whether resources were well-used between 2012 and 2015; whether and how things could have been done differently; and whether the programme’s monitoring and evaluation system was fit for purpose. Resources are taken as meaning financial and human resources. The evaluators also considered the efficiency of partnerships. An overall score of 3 was given based on the following reasons:

The total amount spent on the programme was €2,844,360 compared with an original budgeted amount of €2,710,974 indicating an overspend of €133,386 from the original amount. Reasons provided for this include i) unforeseen additional support provided to the first and second cohorts in the form of iron sheeting and ii) fluctuations in the exchange rate particularly in 2012 and 2013. Funding was received in Euro but procurement and transfers were made in Rwf. A crude estimation of what was spent per programme participant (total programme cost of €2,844,360 divided by the number of participants 11,000) would provide a cost of €258 per participant over the programme cycle for each cohort. However a more detailed cost analysis of eligibility of costs would need to be completed before using such a figure with confidence. Research conducted by the Consultative Group to Assist the Poor (CGAP) gave a cost range of US\$330-US\$650 among four pilots in 2010 which does appear to be in line with the crude costing above. A full cost analysis would examine the costs and the benefits e.g. cohorts 1 and 2 included extra cash transfers in response to government housing policy and this type of adaptation of the programme would need to be captured. There should also be standardisation on what management and research costs are provided as the same level may not be included or required for every cohort. The evaluators recommend further analysis of this issue.

Expenditure of Irish Aid funding was 100% each year and was spent on time indicating efficiency in spending. It should be noted that at the time of the evaluation procurement for the fifth cohort was still ongoing throughout the last quarter of 2015 and therefore final expenditure figures were not yet available for 2015. Between 2012 and 2015 CWR received a total of €2,245,592 from Irish Aid for Graduation. This is an average of €561,398 per year and was broken down as follows:

Year	2012	2013	2014	2015
IA Funding	522,462	510,673	547,457	665,000

Table 6: Irish Aid Funding by year

Concern Worldwide contributed matched funding of €555,510 to the programme from General Donations over the four years.<sup>21</sup> Although efforts were made to leverage funds through an application to the Visa Innovation Grant in 2013 and to a DFID multi-country funding opportunity in 2014, no other additional funds were successfully leveraged. The total breakdown of expenditure is shown in table 7.

Expenditure	2012	2013	2014	2015	Total
Irish Aid	522,462	510,673	547,457	665,000	<b>2,288,850</b>
Concern GDs	44,400	205,699	143,284	162,127	<b>555,510</b>
Total	566,862	716,529	761,206	827,127	<b>2,844,360</b>
% of IA	80%	71%	79%	80%	<b>80%</b>

Table 7: Total expenditure by year

Between 2012 and September 2015, €355,718 was spent through implementing partner SDA, €86,242 was paid to IDS and IPAR for their work on operational research and €7,925 was paid to RWAMREC for training on MenEngage. The IDS and IPAR component of expenditure represents 3% of total project spending.<sup>22</sup> Given the high level quality of data provided by a world-renowned research institute, this level of spending could be said to represent good value for money. Saying that, the team in Rwanda reported limited original input from the senior researcher at IDS who reproduced material based on the work of the junior researcher and inputs provided by Concern Worldwide. When selecting research partners it may be that there is a trade-off between contracting world thought leaders on the subject who have limited time but whose input and sign-off on final reports is extremely valuable in terms of credibility of the research and enhancing advocacy efforts.

A total of €833,908 was spent on cash transfers to programme participants and €183,426 on asset transfers (in the form of lump sum of cash) and iron sheeting. It was confirmed by the evaluators that

<sup>21</sup> Concern Worldwide receives donations from the public through its fundraising efforts. Although Irish Aid does not require a specific amount of funding to 'match' their funding Concern Worldwide assigned GDs to support the Graduation Programme.

<sup>22</sup> €86,242 out of €2,844,360 as of October 2015

CWR follows Concern’s organisational procurement guidelines and procedures. Most of the expenditure was spent on direct costs with 15% spent on indirect costs in 2012, 10% in 2013 and 8% in 2014. Over these three years the total spent on direct costs was 89% and on indirect was 11%.

Expenditure	2012	2013	2014	Total
Direct Costs	481,135	640,612	699,384	1,821,131
Indirect Costs	85,727	75,917	61,822	223,466
Total	566,862	716,529	761,206	2,044,597

Table 8: Yearly Expenditure showing direct and indirect costs for 2012, 2013 and 2014

Concern’s financial reporting also captures how much is spent on the three elements of the HCUEP: assets, inequality, and risk and vulnerability. The total figures below show that between 2012 and 2014, 45% of expenditure was spent on assets, 37% on inequality and 17% on risk and vulnerability.

HCUEP Cat.	2012	2013	2014	Total	% of Total
Assets	261,231	224,696	240,881	726,808	45%
Inequality	188,086	188,949	202,559	579,594	37%
Risk & Vul	73,145	97,028	104,017	274,190	17%

Table 9: Expenditure by HCUEP category of Irish Aid funding

## Cash and Asset Transfers

Cash was transferred to programme participants through Savings and Credit Co-operative (SACCOs). SACCOS are microfinance institutions (MFIs) with branches in every sector in Rwanda and are a type of formal co-operative whose objective is to pool savings for the members and in turn provide them with credit facilities. CWR has a contract with SACCO and transfers money on a monthly basis based on the previous value of transfers. CWR is charged 250 RwF per transaction which was deemed to be a reasonable cost. Programme participants physically collect their transfers from SACCOs. Each participant has a SACCO cash book which shows transactions in/out. Participants need to travel to SACCOs to receive their money. As there are SACCOs in each sector it is assumed that there is none or very little cost of travelling to the SACCOs. When deciding on the delivery mechanism for cash transfers, the CWR finance team reviewed the transfer costs for a number of different mechanisms including mobile cash. SACCOs were deemed to be the most cost-efficient. SACCOs are also politically acceptable and supported by government although there is mistrust by participants of SACCOs leading to a lower than expected uptake in the use of SACCOs beyond cash transfers. The asset transfers were distributed using the same method. It is recommended that an updated assessment of delivery mechanisms takes place in the final year of the Irish Aid programme. This should build on the microfinance advisor’s report from 2015 and should consider cost-effectiveness as well as cost-efficiency i.e. consideration of the overall objectives of transferring money through SACCOs as well as the cheapest.

## Human Resources

The Concern programme graduation team consists of six people including one programme manager, four programme officers and one M&E officer in the Huye office (Annex 10) who are supported by a management team in Kigali and by the regional desk in Dublin and by technical advisors in SAL. The current programme manager has been in the role since April 2014. However the former programme manager is still with CWR and is providing support to the programme as part of the management team in Kigali. Two of the programme officer positions were created in November 2014 due to the shift from implementation through partner, SDA, towards direct implementation by CWR for the fourth cohort in Gisagara District. This change took place due to the fact that SDA does not have a presence in Gisagara but had been present in Huye, Nyaruguru and Nyamagabe for the first three cohorts.

The efficiency of implementation through a partner compared with direct implementation will require further analysis in 2016 when the fourth cohort completes its cycle. Initial findings indicated that direct implementation can result in quicker feedback from CDAs to CWR and quicker reporting. However the benefits of working through a partner can include different perspectives, better delegation of tasks and a possible exit strategy for future sustainability in terms of having a local organisation to hand over to. An example of a different perspective is the SDA infographic on pathways to graduation in Annex 11. SDA was 100% dependent on Concern funding and appeared to be unable to leverage its own funding. While the approach of working through local partners is a good one this option was not possible for the 4<sup>th</sup> and 5<sup>th</sup> cohorts and the relationship was not without its issues including issues of coordination. The use of RWAMREC as a partner for delivering Men Engage training is considered a good practice and working well. Use of experts either through external partnerships or from other Concern programmes is an efficient use of resources. Future partnership modalities should be in line with Concern's 'accountability when working with partners' policy.

The evaluators found that the graduation programme team were clear on their roles and responsibilities and had clear reporting structures in place and a good understanding of Concern's internal guidelines and procedures. In addition to managing the team and the programme the programme manager spends a portion of his time at district level forums and committees. Staff in Kigali including the Country Director and Country Manager represent Concern at the SPSWG and other fora. In terms of efficiency of access, physical access to the programme areas while short in terms of distance can take time due to the hilly terrain particularly in the rainy season.

A total of €182,000 was spent on national staff costs between 2012-2014 and €161,000 was spent on indirect and direct international staff costs. As a percentage of the overall programme costs (€343,000 out of €2,844,360) these staff costs can be deemed reasonable at 12% representing value of money. The Graduation Programme Manager visited the BRAC programme in Bangladesh as part of a joint study tour with Concern staff from other countries. It was evident that this was a productive trip whereby lessons were put into practical effect upon return.

### **Community Development Animators (CDAs)**

CWR uses a volunteer model of CDAs which has been adapted over the last four years<sup>23</sup>. Eighty-five CDAs were selected for the first and second cohorts covering 1,200 households in Kibeho and Rusatira sectors (average of between 14-18 households each), 18 CDAs covered 800 households in the third cohort (average 39-45 households each) and 14 covered 600 households in the fourth cohort (39-47 households each). CDAs were found to be clear on their roles which generally included: following up with programme participants on how assistance was being used; helping participants select and carry out IGAs; providing coaching on hygiene, education, nutrition, managing household relations, and encouragement of savings and credit. CDAs received training from Concern and from partners. CDAs in the first and second cohorts had lower education levels, were not provided with a salary and were selected by the communities. They received notebooks, wellington boots, bicycles, travel allowance and airtime (phone credit - equivalent to US\$15 at the time). They finished their assignment in April 2015 although many were still visiting the households they had mentored over the previous four years. There was evidence of good teamwork among the group of CDAs who supported each other and were able to swap households if unable to cope with particular issues. Although efficient in monetary terms, there was dissatisfaction expressed that the position was unpaid.

The evaluators observed the adjustments made from the first to the fourth cohort whereby the educational requirement for CDAs was increased, fewer CDAs were selected and CDAs were better remunerated. CDAs in the third cohort were managed by SDA. CDAs in the fourth cohort are being managed by CWR with payment of salary going through the sectors. CDAs indicated that they require more support from CWR in terms of bicycle repair as they often have to travel long distances on rough terrain. They also suggested that the timing of the training provided should not be too close to the delivery of coaching to households and that there needs to be time for reflection. While the training is

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<sup>23</sup> CDAs get paid 50,000 Rwf per month (€65) and are provided with bicycles, notebooks, boots, training and tools required for their roles.

being delivered efficiently to CDAs whereby a large number of topics are covered and refresher training is provided, care should be taken to improve the quality of the training (i.e. for business skills and Training of Trainers as per the microfinance advisor's technical report) and that CDAs are sufficiently equipped with the tools (good quality bicycles, sufficient knowledge and visual aids) to fulfil their role. The evaluators could see potential for expansion of the role of the sector in supervision of the CDAs<sup>24</sup>. CDAs currently see CWR as their employer and supervisor and do not liaise directly with the sector. Greater involvement of the sector would enhance ownership and sustainability. The evaluators also noted that the DFID technical report on graduation, which was based on Concern's experience, recommends that there are fewer CDAs that are better paid and better trained.

## **Monitoring and Evaluation (M&E)**

The Rwanda Graduation Programme had a Monitoring and Evaluation plan in place for 2012-2015. It outlines outcome indicators, baseline figures, annual targets, data collection methods (including sources, methods, frequency, responsibility) and data analysis including (who was responsible for the analysis, how often and dissemination methods). It includes key elements to be monitored at output level such as cash transfer utilisation, IGA investment and performance, shelter requirements, village support committees established and implementation of CRM feedback. CDAs were largely responsible for collecting the data and field officers were responsible for compiling it. The programme manager was responsible for analysing information on a quarterly basis. The evaluators were not provided with an analysis of the output monitoring data which would have been interesting from an efficiency perspective. Reporting instead tends to focus on outcome level data. CDAs spent a lot of time collecting data but this was deemed to be efficient in facilitating them to monitor and tailor their support to households.

The Results Framework was based on the programme's logical framework and contains eleven outcome indicators for which the data is largely collected from two sources: SDA monitoring data and IDS surveys. Concern also collected its own data but more for later cohorts. The results are focused solely on the first cohort as it would not have been possible to add in new cohorts from a comparability perspective. Saying that, year-on-year comparison was not always possible due to the graduation programme cycle which did not follow the calendar year. For example the IDS research instead looks at 12 months, 30 months and 48 months after the first cash transfer whereas the reporting on the results framework is done on a calendar year-on-year basis.

The evaluators found that having two sources of information from two different partners was challenging as it means CWR have to deal with two different approaches, perspectives, different timing and staff. While it provided useful information to the programme team it also meant that there were a number of different M&E priorities. The hiring of an M&E officer in 2014 for the graduation programme was intended to better support this function and would have been useful in the earlier years of the programme.

Staff in SDA also compiled a large amount of data. It was not clear whether this data was feeding quickly and effectively to CWR programme staff. For example SDA have information that could help identify pathways to graduation but it was not evident that this information was being provided in a user friendly format to the CWR M&E officer. SDA improved their data collection methods and used the 'six elements' form whereby CDAs ask 35 questions based on six elements including IGAs, shelter, health, cleanliness, agriculture and education. This is resulting in a large database of information and an onus to ensure this information is used to inform the programme.

As referred to in the introduction, the relationship with IDS and their implementation of quantitative and qualitative surveys was reported to be relatively smooth although requiring time and stewardship from the country management team. The relationship with IPAR was less smooth for various reasons including the lack of an M&E officer but also difficult communication from the side of IPAR.

In order to see how activities link to outputs and lead to outcomes it is recommended that a visual theory of change is developed as is the case in many other Concern programme documents. It was noted that the concept note and logframe were not updated for the third and fourth cohorts and were not reported

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<sup>24</sup> This point overlaps between 'Efficiency' and 'Effectiveness'.

in the results framework.<sup>25</sup> It would be useful to have a short concept note, an updated logframe and a visual theory of change for the fifth cohort which could be shared across the organisation and with partners and would clarify the programme goal's for the programme team.

Digital Data Gathering (DDG) devices were used in the Rwanda graduation programme for large-scale surveys but not for monthly data collection as done in the Burundi graduation programme. The reason for this different approach is that the CDAs, or case managers as they are known in Burundi, are Concern staff whereas in Rwanda they are deemed to be volunteers. As the DDG devices are valuable they are not provided to volunteers for monthly data collection.

The marking of efficiency as satisfactory is based on the expenditure of the programme and use of human resources and systems which was regarded as having achieved its aims but with some room for improvement. Breakdown by micro, meso and macro level was not deemed appropriate given that the focus was primarily on how resources were spent by CWR.

EFFICIENCY				
	Unsatisfactory	Acceptable but with major reservations	Satisfactory	Highly Satisfactory
Overall			X	

## Effectiveness

This section looks at whether the objectives, outcomes and outputs were achieved and to what degree. It analyses whether the programme logic was well thought through and if the activities led to the desired outcomes. It examines whether the programme was flexible enough to allow redirection during the programme delivery to improve effectiveness as well as what steps were taken to address issues of inequality and ensure the interests of the most marginalised were taken on board. The overall scoring provided was '3' and the reasons and background are provided below.

### Achievement of Objectives and Outcomes

The full results framework with baselines and targets is available in Annex 7. For ease of reference a summary of the outcomes monitored and progress reported is provided below in table 10. It has been noted that significant progress has been made against baselines even if, in some cases the target set for the final year of the programme, 2015, were not met.

Table 10: Summary of progress of outcomes against targets

Outcome		Outcome Indicator	Progress on 2015 Target
1. Increased income to meet basic needs including access to food, education and health services ( <i>assets and return on assets</i> )	1.1	% of target households subscribing to health insurance	Achieved
	1.2	% of primary school-age children in target HH attending school (Assets)	Achieved
	1.3	% of targeted households who eat at least 2 meals per day	Achieved
2. Improved skills and access to productive assets to sustainably generate income ( <i>assets and inequality</i> )	2.1	% of MHH and FHH diversify their livelihoods beyond subsistence agriculture	Achieved
	2.2	Mean productive asset index score amongst target households	Achieved
	2.3	% of targeted FHH and MHH who own their own house	Partially Achieved

<sup>25</sup> As agreed with Irish Aid

3. Improved engagement in formal and informal financial services ( <i>assets</i> )	3.1	% of target households saving formally or informally	Achieved
	3.2	% of target HH accessing formal or informal credit.	Partially Achieved
4. Equitable impact between male and female headed households ( <i>inequality</i> )	4.1	% difference in level of satisfaction with the programme among target men and women	Reported as achieved in 2013 RF. Not included in 2014 or 2015 RF. <sup>26</sup>
5. Effective policy development and implementation on issues related to sustainable graduation in Rwanda ( <i>inequality</i> )	5.1	Improved national social protection framework which promotes sustainable graduation and targets the most vulnerable	Partially Achieved
6. Reduced isolation of extreme poor and improved social cohesion ( <i>inequality</i> )	6.1	% of HH report improved respect from the community members since beginning of the programme	Achieved
	6.2	% of target beneficiaries who attend weekly religious service	Partially Achieved
7. Improved diversity of effective livelihood options to improve resilience to shocks ( <i>risk and vulnerability</i> )	7.1	% HH with more than one livelihood option <sup>27</sup>	Not included in 2015 RF

This evaluation did not review how the outcome indicators were changed over the four years of the programme but instead limited the review to the indicators reported on for 2015. It was noted that Outcome 4 (equitable impact between male and female headed households) and Outcome 7 (improved diversity of effective livelihood operations to improve resilience to shocks) were in the original logframe but were not reported on in the final results framework as outlined above.

What the summary above shows is a high success rate in achievement of outcomes. Where the progress is reported as ‘partially achieved’ indicators were quite close to being achieved. For example indicator 2.3 on house ownership had a target of 98% for both men and women and achieved 96% of ownership for women and 97% for men; indicator 3.2 on access to formal or informal credit had a target of 45% for informal and 5% for formal and was reported as 39% in the IDS endline survey;<sup>28</sup> indicator 5.1 on disseminating the results of the 30 month survey report was not achieved by the time of the evaluation but is set to be completed by quarter one 2016 once the IDS report has been finalised; and finally indicator 6.2 on beneficiaries who attend weekly religious service was 72% just below the target of 75%. Furthermore, of the indicators reported as ‘achieved’ the endline data showed quite high over-achievement. For example, 60% of households have health insurance where the target was 50%; 78% of primary school age children from target households were in school where the target was 70%; 85% of households were eating at least two meals a day where the target was 80%; 88% of households had more than one livelihood option where the target was 80%; a mean productive asset index score of 4.54 was achieved where the target was >3.5. From a pure achievement of results perspective the Graduation Programme can be regarded as very effective. However due to the inability to report more than seven of the eleven indicators as fully achieved a scoring of a strong 3 is deemed appropriate.

In addition, thanks to the research conducted by IDS there is a wealth of data within the 48 month follow up report (30 months after the last cash transfer) showing the trends over time for the first cohort. The

<sup>26</sup> Outcome 4 is collected at the end of the year through FGDs. As the 2015 RF is looking only at the 1<sup>st</sup> and 2<sup>nd</sup> cohorts this indicator was not collected or reported on after 2013. It will be collected for the 3<sup>rd</sup> and 4<sup>th</sup> cohorts in 2015 but won't be comparable for the purposes of this evaluation.

<sup>27</sup> This indicator was not phrased in the same way for the 1<sup>st</sup> and 2<sup>nd</sup> cohorts but was instead measured in the quantitative survey and under indicator 2.2.

<sup>28</sup> The IDS endline survey did not specify whether the borrowing was done formally or informally.

report is still to be finalised but draft findings show for example: the productive asset index which combines eight different productive assets owned by households (lives on own land; land is used for agriculture; amount of land used for agriculture; uses improved seed; owns a bicycle; owns a cow; owns other animals; owns at least one hoe) in Figure 1. It shows a sustained improvement for beneficiaries. On a scale of 0 to 8 (where 0 means no ownership of any of the above productive assets and 8 indicates at least 1 of each of these assets), IDS found that participants in cohort 1 increased their ownership of productive assets by slightly more than two assets, almost doubling their index value after the 12 months survey (from 2.4 to 4.6) and then remained at the level of 4.5 after the 18 and 30 month surveys. This shows that the results achieved in the earlier years for the programme have been sustained. Conversely, the trend on productive asset ownership for the control group has not changed much, if anything it shows a slight decline after 48 months.

Figure 1: Productive Asset Index

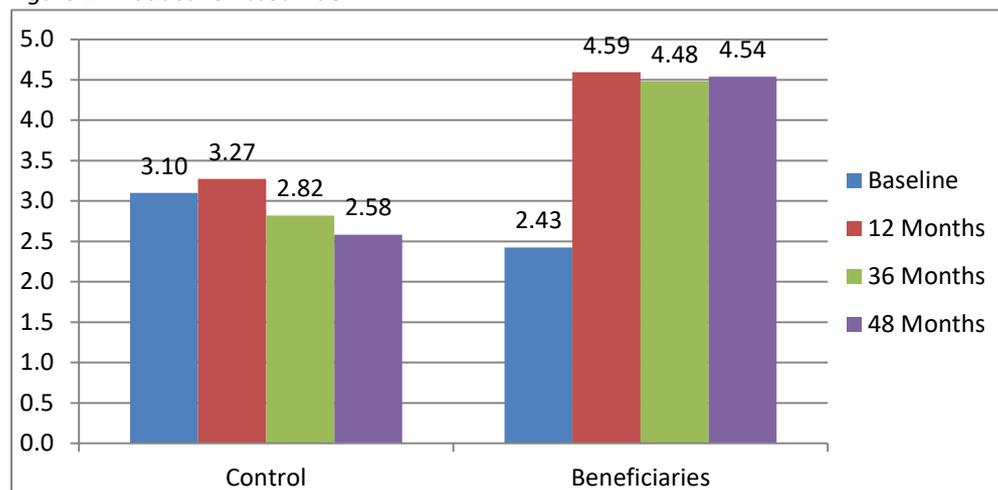
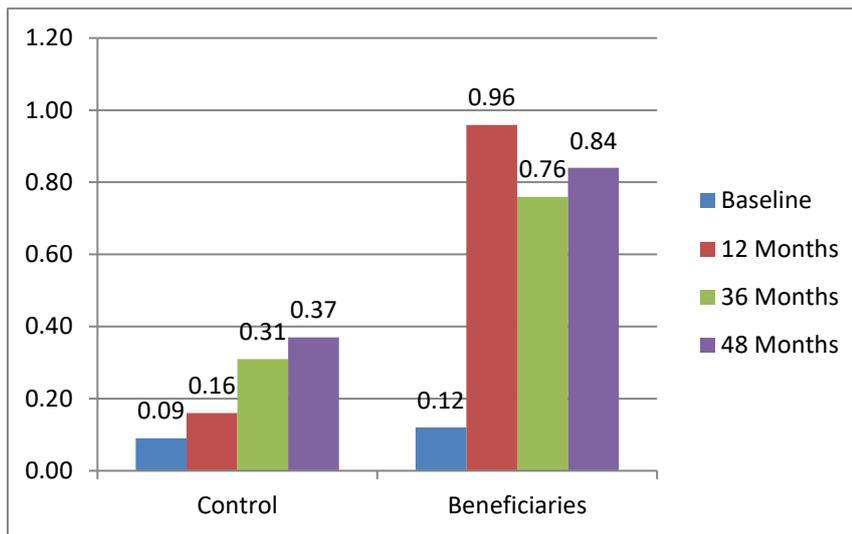


Figure 2 presents the data on savings showing that one year after the first cash transfer, 96% of the programme participants reported that they had saved money, from a baseline of 12%, mostly in a SACCO (as this is where the cash transfers were transferred through). However, this trend followed a cyclical pattern since after 36 months into the programme, 76% of beneficiaries reported savings and after 48 months, 84% of beneficiaries reported savings. The situation for the control group is different, since there was an increasing proportion of households saving over time (from 9% to 37%). The relative difference between beneficiaries and control group households reached a maximum point after the 12 month survey, just at the end of the final cash transfer, and then declined for the 36 and 48 month surveys, both because more control group households were saving but also because not all the programme participants managed to maintain sustained savings over time. While it is interesting to see the trends in saving over time it needs to be noted that the IDS research asked participants where they saved and respondents were only allowed to choose on option i.e. a bank, a tontine, in a SACCO, at home or not at all. The Results Framework however had a target of 45% for formal saving and 70% for informal implying that people were expected to saving both formally and informally. Due to the method of data collection it was not possible to obtain this exact information although it can be said that saving overall increased and was sustained.

Figure 2: Trends on whether a household has savings (formal and informal)



The 48-month follow report goes into much more detail on the trends of indicators over time. The Executive Summary is included in Annex 8. The initial report does not yet define the thresholds of graduation which was a key part of the research and which would have been useful for this evaluation i.e. to know how many households can be said to have graduated out of extreme poverty.

Qualitative research to explain some of the findings was captured in 2015 by Concern and will feed into further analysis at the beginning of 2016 providing a rich source of information for both future programming in Rwanda and for organisational and global learning. It is evident from the field visit that the Rwanda Graduation Programme team have actively and constructively engaged with IDS to support the completion of this research. SDA were also a responsive partner who provided data for four of the outcome indicators. Further evaluation of indicators such as social impacts looking deeper at increased confidence and social cohesion which were widely evident from FGDs and household visits should be included in future M&E plans to ensure these results are better captured.

### Programme Logic:

The programme logic was generally regarded as being well thought through. It clearly showed a breakdown of how the intended impact of poverty being sustainably reduced would be achieved broken down by outcomes, outputs and activities. This was informed by the BRAC model. The five elements of graduation were adapted and well packaged for the Rwandan context and policy environment. However, the evaluators would have liked to have seen a visual theory of change and possibly a clearer breakdown of the outcomes by the three elements of the HCUEP and by macro, meso, micro level.<sup>29</sup> The evaluators also felt that not all of the objectives set out in the original programme proposal were closely followed. These objectives were:

1. **Increased capacity of the community structures** to respond to the needs of vulnerable and resource-poor households within the communities;
2. **Viable employment opportunities identified** and developed for resource poor households through skills development and resource transfer;
3. **Replicable models for social protection and employment** documented and lessons learned and best practices disseminated amongst practitioners and policy makers at state, national, regional and international levels.<sup>30</sup>

<sup>29</sup> Many other programme documents are more explicit in the assets, inequality, risk and vulnerability breakdown. With outcome 7 included there was no risk and vulnerability outcome in the final results framework.

<sup>30</sup> Programme summary section in the Programme Proposal Document 2012

Objective three was mostly achieved as evidenced through outcome indicator 5.1 and through the IDS research dissemination and advocacy done at the Kigali level. However objectives one and two were not adequately captured. There was little evidence provided of increased capacity of community structures although it may come out from cohort four’s working with village level committees and while volunteer CDAs were trained in cohorts 1-3 there was no community structure left in place in the longer-term. In terms of viable employment opportunities the focus of activities was heavily focused on IGAs which in turn were heavily focused on animal rearing (Annex 3). There is scope for linking with a much wider array of employment opportunities and possibility of creating an employment bureau as per other graduation models or focusing on skills development for the private sector. This would have to be based on an updated definition of employment, an updated market assessment and a labour market assessment. Although not broken down by district or sector the recent EICV4 shows an increase in non-farm jobs from 2.8 million in 2011 to 3.3 million in 2014 with a target of 200,000 more per year.

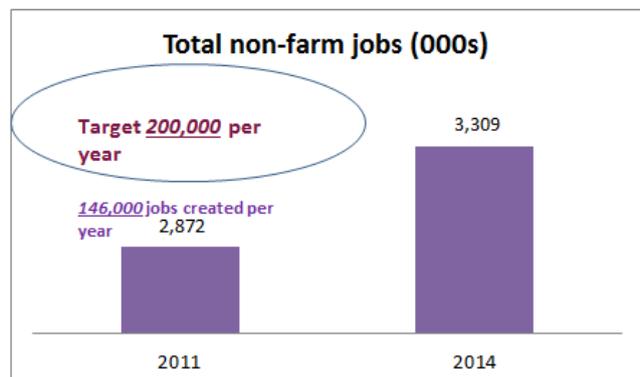


Figure 3: Integrated Household Living Conditions Survey (EICV) 2015

The evaluators recommend keeping the same objectives but ensuring that the assessments identify opportunities and that the outcome and output level monitoring data are better-linked with the objectives. If the team feels that the objectives above are no longer feasible then this should be justified and the objectives amended to reflect this.

## Flexibility

The programme was flexible enough to allow redirection during programme delivery. The evolution has already been referred to in the programme overview and the relevance section of this report. The programme team learned from each cohort and adapted the programme according to these learnings. The evolution was documented and it is recommended that this practice should continue. Both qualitative and quantitative research helped inform this process and the programme staff are commended for utilising the data and seeking to improve the programme. Having multi-annual funding as well as the flexibility of Irish Aid and GD funding also allowed for redirection when necessary. While a culture of adaptation is good and improvements such as the enhancement of business skills training and introduction of equality training is very welcome, the evaluators would also encourage the programme team to be open to going back to original ideas and to focus on consolidating results as well as continuing to seek ways to improve e.g. a full analysis of the CDA model, improvement of the business skills training of the CDAs and review of employment and IGAs.

Inequality is being addressed primarily through the MenEngage training conducted by RWAMREC and developed by Promundo-US. Provided directly to programme participants (although this is not captured within the results framework) the training looks at ‘Engaging Men as Equitable Partners in Improving Household Well-being’. The aim is to engage with men from participating households in order to challenge harmful gender norms and power imbalances that limit women’s decision-making within the household and to support the promotion of mutual support for IGAs between men and women, and to minimize conflicts that arise from their implementation.<sup>31</sup> This is a new component of the programme and its effectiveness will be monitored in 2015/16.

Finally efforts to ensure the interests of the most marginalised were taken on board largely through the targeting process rather than through explicit targeting of marginalised groups.

<sup>31</sup> MenEngage Training Manual 2015

While it was not possible to evaluate the effectiveness of all the programme activities in detail the scoring based on the above findings was a 3 overall with a 4 for micro level as a reflection of the high level of achievement of results despite not reaching all the targets.

	Unsatisfactory	Acceptable but with major reservations	Satisfactory	Highly Satisfactory
Overall			X	
Micro				X
Meso			X	
Macro				X

## Impact

In reviewing the impact of the programme, the evaluators examined indications of significant changes taking place beyond the programme as well as the different impact of programme interventions on men and women. This was broken down by micro-, meso- and macro- levels and was given an overall scoring of 3 for the following reasons:

At a micro level, the most significant positive impact taking place beyond the programme was the increase in both horizontal and vertical social cohesion. Extremely poor households repeatedly said in FGDs that prior to the programme they were embarrassed or afraid to leave their houses to go to mass or other community events whereas after being in the programme they had a change of clothes, better levels of personal hygiene and most importantly confidence to attend these events. This resulted in empowerment at an individual level but also greater social networks within the community (horizontal social cohesion). Participants reported that they knew their neighbours, even those who weren't participating in the programme, whereas before they didn't. The knock on effect of this was also an increase in access to informal savings coops (tontines) which although promoted by the programme are generally set up informally by groups and is also a government requirement independent of the programme. The vertical social cohesion refers to the ability of the extreme poor to approach cell and sector level officials directly (meso-level). Prior to the programme people said they were reluctant to approach people in positions of power or to enter a SACCO. Now, due to the sensitisation within the programme there was greater confidence and knowledge of services available. These effects were clearly visible to the evaluators.

Due to the increase in IGAs there was an increase at the community level of people providing opportunities for casual labour. This included day labourers involved in agricultural activities and shelter construction or hiring of people to mind livestock and also passing on of livestock off-spring to the extreme poor who did not meet the criteria of the programme. At the meso-level there was greater economic activity in local markets as a result of cash transfers and IGAs albeit on a small scale but nevertheless a positive impact benefitting traders who were not part of the programme. There was also greater agricultural production as a result of the increase in ownership and cultivation of land improving food security at a broader level.

Household level performance contracts (imihigo) were cited by participants as being very helpful in achieving goals within a shorter timeframe. One example was a male participant in the third cohort who said that if he did not have an imihigo it would have taken him ten years to build a house but with the imihigo it took him only six months. The flexibility of the programme to include household contracts and to adapt also meant that it was easier at a meso-level to implement the array of government policies which were passed in 2010 including the three housing policies (change from grass-thatched houses to iron sheeting, villagisation whereby people relocated to villages, and relocation of people from high risk areas such as steep slopes), and the cropping policy whereby people were encouraged to grow certain

crops. Unforeseen in the original programme design the Graduation Programme assisted participants and sub-national authorities in responding to the required legal changes.

At a macro-level the development by consultant Tamsin Aylieff of the ‘minimum package to support graduation’ guidelines based on the lessons of the CWR Graduation Programme reflect the significant change in the direction of the National Social Protection Policy since 2013. The sharing of evidence from the programme with global development actors will contribute to the graduation debate beyond Rwanda.

Micro (household and community/cell level)	Meso (sub-national – district, and sector level)	Macro (national level)
Social participation greatly increased leading to harmony	Better access to officials and to services	Influencing graduation minimum package guidelines
Increase in opportunities for casual labour for the wider community	Greater economic activity in local markets due to CT and IGAs	Informing national and international policy
Influencing groups – where livestock off spring is passed on to non-beneficiaries	Higher agricultural production as a result of kitchen gardens and land purchase	
More households with better housing and ability to fulfil performance contracts	Districts supported in responding to swathe of govt policies introduced in 2010 e.g. on housing etc.	
	Through the CRM District and Sector officials receive feedback on issues generated by the community and are able to address them	

Table 11: Micro, meso, macro level impacts of the programme

### Negative Impacts

In terms of negative impacts, there was some reporting of jealousy between participants and non-participants in the same locations. The control group was selected in non-adjacent sectors which minimised jealousy. However the FGD with the control group showed that there was some expectation of support in the future and that there had not been a clear communication on whether the control group would get an opportunity to participate in the programme. Despite adapting the targeting methodology for later cohorts the needs are much greater than the resources available and so exclusion errors are impossible to avoid. There were some reports of participants dividing out their resources to reduce jealousy but CDAs tried to prevent this. Although difficult to quantify the extent of jealousy and it appeared to be a short-lived phenomenon stronger strategies to avoid jealousy are recommended and were discussed with the Rwanda and Burundi programme teams for further follow up.

As some of the IGAs selected included production of alcohol such as sorghum beer it is possible that there are negative social impacts from higher levels of alcohol consumption. This has not come up in the data collection or the fieldwork and does not seem to be a major issue in the Rwanda programme or a popular IGA but could warrant further research for future programming depending on the structure of local markets.

A final point raised in the feedback session was that programme participants who don't graduate from poverty as a result of their participation in the programme can end up being worse off than prior to the programme as the community may stigmatise them for being unable to avail of the opportunity to graduate. Further investigation of this issue would be useful for future programming.

### ***Men, Women and Marginalised Groups***

Much of the data provided for the results framework is not disaggregated by male and female with the exception of household ownership, savings, and respect from community members. Disaggregation for diversification of livelihoods has not been provided nor has the breakdown of, for example, IGA selection by gender which would be an interesting analysis. What the IDS data has shown is that female headed households have benefitted at the same rate as male households across the main outcome indicators. The factor that determined success of a household was not whether it was male or female headed but whether it was a double-headed or single-headed household with double-headed households performing better. It is likely that more information on how the programme has impacted men and women differently will come out in summaries of the research to be finalised by the first quarter of 2016. Other vulnerable groups outside of the extreme poor were not specifically identified or targeted but were considered to be included based on the cross-validation by three different community groups in the targeting process.

For these reasons the scoring on the impact is a 3 overall and with a 4 at the micro-level due to the positive impacts on the community beyond the programme.

	Unsatisfactory	Acceptable but with major reservations	Satisfactory	Highly Satisfactory
Overall			X	
Micro				X
Meso			X	
Macro			X	

## **Sustainability**

This section looks at whether the results are sustainable and if the outcomes will lead to benefits beyond the life of the existing programme. It also examines how things might be done better in the future and which findings may have relevance for future programming or for other similar programmes elsewhere. As replicability was a core objective of the programme the evaluators also looked at that. The overall score for sustainability was 4 based on the following findings:

### **Results beyond the life of the programme:**

The focus on sustainability is clear throughout the programme from the title 'Unleashing the Productive Capacity of the Extreme Poor for Sustainable Graduation' to the programme goal of 'sustainably reducing poverty'. According to the proposal document sustainability is to be achieved through macro-level policy dialogue, meso-level capacity building and at micro-level through sustainable IGAs and behaviour change. The objective of the IDS research was to specifically look at the sustainability of the results beyond the programme. Their findings were that for most indicators programme participants have managed to maintain or 'sustain' their changes relative to comparison group households. They also identify pathways or enablers to graduation which include households with greater labour capacity, those receiving additional support from outside the home and those who are members of cooperatives as key

determinants of whether households show a sustained change.<sup>32</sup> The definition of sustainable graduation out of poverty i.e. the threshold is forthcoming.

The key impact indicators included in the summary in Annex 8 show whether and by how much the results have been sustained. For example it shows that: improvements in the deprivation index (i.e. reduction in deprivation) are 'sustained but declining'; improvements in the productive assets index have been 'sustained'; levels of savings are 'sustained but declining'; the proportion of households eating meat and drinking milk is 'sustained but declining'; the use of mosquito nets was sustained; the frequency of using soap and of changing clothes was 'sustained but declining'; primary school enrolment shows no relative difference between beneficiaries and the comparison group; engagement in social activities measured by participation in women's meetings and membership of cooperatives was 'sustained' and church attendance in Uganda was 'sustained but declining'. Given these results and the identification of what enables households to graduate the recommendation is for further emphasis on how to address the slow-moving households or those who don't have the characteristics required to achieve sustainable change. If we know who is not likely to graduate then the next step should be to identify ways those not likely to graduate can graduate or supported in other ways.

Based on observations throughout the fieldwork the evaluators felt that the empowerment or confidence-building of people was clearly visible and that this observed and self-reported change was a sign of sustainability in the sense that it was unlikely participants would lose their confidence in the future. This is unlike other reported activities such as education and health which could be more easily reversed (i.e. children can be taken out of schools or households can fail to renew their health cards but it is difficult to rescind a positive change in outlook and confidence). The evaluators observed that this impact combined with greater social cohesion, training, access to services and social networks was likely to lead to greater long-term resilience and ability to withstand shocks. If resources allow a further follow up survey at 60 months would be useful and would continue to inform future programming. The evaluators also recommend exploring the opportunity to link with government DRR activities at micro and meso level (based on experience from Burundi) given the increased exposure to climate-related shocks such as drought, flooding and landslides which are becoming more regular.

While the confidence building can support people the key to withstanding shocks (such as death in the family, death of livestock, crop failure, theft etc.) is access to savings and loans. The IDS results show that 52% of people are saving formally, 32.5% are saving informally and 15.5% are not saving at all. Although this finding is limited as survey participants were asked to only select one method of saving when in case they may have adopted more than one saving strategy. The issues around uptake in formal savings were documented by the technical advisor visit in August 2015 and validated again by the evaluators. SACCOS (formal saving) are regarded by participants as costly, having high interest rates and collateral requirements which are difficult to meet. As a result people continue to save in tontines (informal) which are vulnerable to collapse and are limited to only small amounts. In comparison in Burundi the Savings and Internal Lending Committees (SILCs), a more regulated form of savings and credit structure were hugely popular and regarded as very effective in the Burundi graduation programme. Lessons could be learned by an explicit cross comparison of the two different approaches and follow up on the technical advisor's report.

Connected to this issue is the selection of IGAs (Annex 3) whereby the most popular IGAs across the four cohorts were goat rearing (1,082 households), pig rearing (1,315 households) followed in third place by a big gap with rabbit rearing (340 households). The technical advisor visit in August 2015 showed that animal-rearing was not producing as much income as participants thought and was in fact being used more as a saving than an income-generating activity. There is a possibility therefore of improving the selection of IGAs to focus on more profitable activities that will generate greater income rather than being used as a saving mechanism. Again the experience in Burundi can be valuable in looking at how to improve IGAs and create a more sustainable stream of income.

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<sup>32</sup> IDS 30 Month Follow Up Report

The evaluators also looked at the sustainability of the CDA model. The model for the first and second cohorts where CDAs were voluntary was based on the Community Health Worker (CHW) model whereby the CDAs were selected by the community and received limited monetary support. The GoR is supportive of the volunteer model as a cost-efficient way of implementing the programme. However the programme was adapted for the third and fourth cohorts, based on ongoing review and reflection by the programme team. In the fourth cohort CDAs are paid a net amount of 50,000 RwF per month (€65) and are provided with bicycles, notebooks, boots, training and tools required for their roles. While a lot of analysis has gone into the evolution of the CDA model the evaluators felt it was not sufficiently documented or evaluated and that the long-term vision has not been clearly laid out. The CHW/voluntary model has its advantages but it needs to be mapped out how it can be applied if volunteers are required to have higher levels of education and therefore will expect adequate remuneration. The recommendation by the CWR team which has been directly reflected in the DFID technical report to the government is have to fewer and better paid CDAs. From meetings with sector and national level government officials it was not evident that the government has the same understanding of the 'voluntary' model and are willing to commit funding to ensure that the CDAs are fewer and better paid. A sustainable approach would be for CDAs to operate on a voluntary basis but for their costs to be paid by the government. Building up the case to back this assertion up would support the sustainability of the Rwanda programme and would be useful for replicability and for graduation programme guidelines across Concern.

The question of the CDA model feeds directly into how replicable the model is. While each context and district will have different requirements the evidence garnered from the IDS research shows that the graduation model 'works'. To support efforts to scale up and replicate the model in other districts or in other sectors within the districts already covered, a strong fundraising strategy that identifies potential funding partners outside of Irish Aid and Concern would greatly support these efforts. Examples include organisations such as Trickle Up and tapping into networks such as CGAP and consideration of other potential donors. Innovations could also be looked at to see how technology, the private sector, innovative models of financial support and the rich evidence base can feed into advocacy for scale up of the model.

Building on earlier recommendations throughout this report, the Graduation Programme would benefit from refining its logframe, developing a visual theory of change and engaging more in the capacity building of community structures. Collaboration with the private sector where appropriate and looking for opportunities for greater collaboration with other stakeholders is also recommended. The results of the programme are proving to be sustainable as proven by the evidence collected for the first cohort. The recommendations to improve the programme throughout this report will help to improve sustainability and effort should be put into how to improve systems for greater replicability.

Given the sustainability of results and the leverage of Concern at a national level a scoring of 4 is given with a 3 at meso level were improvements can be made.

	Unsatisfactory	Acceptable but with major reservations	Satisfactory	Highly Satisfactory
Overall				X
Micro				X
Meso			X	
Macro				X

## Conclusions and Recommendations

The graduation programme reached 2,600 extreme poor households between 2012 and 2015. It combined cash transfers to the poorest households with promotion of savings and access to credit, productive asset transfers, training in income-generating activities, and strengthened community support mechanisms. The evaluators validated through their field work that the programme was implemented largely in an efficient and effective manner and scored the highest mark '4' for relevance and sustainability. Engagement with world-renowned research partner IDS and inclusion of a control group has provided an opportunity to use the evidence built over a four year period to make a lasting contribution to the global debate and to Concern internal programme guidelines. The research also reflects the sustained changes made to the lives of the extreme poor in the Southern Province of Rwanda. These results are not only paper-based but are a reflection of the financial and human inputs over a period of more than four years when the concept was first explored. The programme adapted well to changes of national policy and the programme team adopted a reflective approach evolving the programme to different contexts. In order to ensure continued effectiveness and to improve and learn from this evaluation the following recommendations are suggested:

### Recommendations:

- 1. Develop an advocacy strategy** that advocates for: i) greater awareness of the graduation programme, ii) graduation being distinguished from exit from a programme, iii) ensuring that the extreme poor without labour capacity are not forgotten and are covered by the government's VUP direct support iv) greater allocation of national resources and v) greater involvement by the government at sector level. The strategy should identify different audiences including the Government of Rwanda, donors, partners, potential donors, private sector, all Concern staff.

Advocacy material should use the rich base of evidence to support advocacy efforts in a clear and user-friendly format with a much wider range of communication materials. Concern should continue to nurture and leverage its leading role on the Social Protection Sector Working Group to continue to steer the direction of national policy. Lessons should be learned from Burundi advocacy efforts and CWR should use the support available at head office level in Dublin and the UK.

- 2. Develop a fundraising strategy.** The graduation programme in Rwanda has been funded by only two donors: Irish Aid and Concern Worldwide. There is an opportunity to leverage small-scale additional funding for the Rwanda programme and to consider joint fund-raising for the Rwanda and Burundi graduation programmes by i) using the advocacy strategy in recommendation 1 to build up key messages and ii) identification of potential donors and interested stakeholders – bilateral (government), private sector, networks such as CGAP, organisations such as Trickle Up.

A coordinated organisational approach will maximise the message and help cross-sharing with other Concern programmes. A fundraising strategy should include donor intelligence and should include input by Concern technical advisors whose contacts should be tapped into.<sup>33</sup>

- 3. Review the selection of Income-Generating Activities.** The selection of IGAs (Annex 3) has been somewhat limited and in some cases IGAs are being used more as a savings tool than an income generating tool. While the discussion on how programme participants select IGAs is ongoing (i.e. from a list or from their own choosing) the team should ensure that IGAs are backed up by an up-to-date market assessment and by a labour market assessment. IGAs have focused heavily on on-farm activities. However a wider perspective of off-farm employment (agricultural or otherwise) would likely provide greater opportunities and income-generating potential.

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<sup>33</sup> E.g. The New Business Development Unit and the contacts of the social protection advisor in London

The team should bring in experts and form new partnerships where possible including engaging with the private sector. In connection with this, and already underway by the team in response to the technical advisor's visit in August 2015, the team should develop the 'business mind-set' for those participants who have entrepreneurial ability by improving the business skills training. Cross-sharing of material between Rwanda and Burundi would help these efforts.

4. While the programme has reviewed and developed its **approach to CDAs** it would be worth **systematically compiling this information**, documenting the evolution in more detail and analysing the best approach going forward. The approach being used is voluntary yet the CDAs are paid by Concern through the sector and the CDAs see themselves as staff and wish to continue 'in employment'.

The CDAs reported that they do not feel connected to the sectors. There is an opportunity here to map out how the graduation team can **build their engagement with the sectors** and increase buy-in by the government at sector level for the graduation programme and for longer-term support to CDAs. For example, sector level officials could become more involved in the training of CDAs, they could conduct spot checks and they could work more closely with the CDAs in general. At the feedback session in Kigali there was a discussion on how to map out a longer-term system similar to the Community Health Worker (CHW) system. Follow up on this discussion to be brought into more organisational programme guidelines is the recommendation of the evaluators.

CDAs also require a better training schedule, airtime and access to bicycle repair. Analysis of how to keep CDAs involved in the programme in the longer-term needs to be carried out.

5. **Review the approach to savings and borrowing.** From the data collected in both the quantitative and qualitative research it is evident that improvements can be made in savings and credit promotion. The technical advisor's report goes into more detail on this and the team will be following up. The evaluators saw a notable difference between Rwanda and Burundi. The Savings and Internal Lending Committees (SILCs) in Burundi were reported as being hugely successful and were being implemented without external support. The evaluators recommend following up on the technical advisor's report and exploring ways to adapt the SILC approach to the Rwandan context.
6. **Review the cash transfer delivery mechanisms.** There should be an update of the assessment conducted at the beginning of the programme that showed SACCOs were the most cost-efficient cash delivery mechanism. This review should also consider cost-effectiveness and the fact that the take up of savings and borrowing in SACCOs was relatively low which was one of the objectives of using SACCOs. Mobile phones should be explored as an option while also looking at the potential additional impact of greater connectivity of participants.
7. **Training and household coaching.** The graduation programme relies on CDAs who are at the coalface of the programme. It is vital that CDAs are well-trained in order that they can deal with individual household concerns. The business skills-training is already being revamped. The evaluators recommend that the team consider more use of external partners for delivering training. This will increase access to specific expertise as is being done in the fourth cohort by RWAMREC who are delivering the MenEngage training (directly to participants). The recommendation is to review expertise available in-house and to map out NGOs and/or government bodies in the areas where the fifth or other future cohorts will be implemented (e.g. on DRR).
8. **Improving Monitoring and evaluation.** The graduation programme produced sound data at an outcome level based on the research done by IDS and the collaboration with local partner SDA. In order to build on these for future cohorts, the evaluators recommend the following: develop a

theory of change that better links the activities, outputs and outcomes to help track the efficiency of achieving results; report more clearly at output level; consider ways to capture results that are not being captured such as empowerment of the poor beyond what is being measured already and also consider any potential negative impacts such as stigma from not graduating.

The team should again learn from Burundi's experience and should use the expertise available at head office level.

9. **Tailoring to slow movers:** A lot of good quality qualitative research has been conducted by the CWR team with the support of the technical advisor indicating why some households have done better in the programme than others e.g. the slow movers report and life histories. The IDS research also looks at 'enablers' and 'constrainers' to graduation. While it is unlikely that 100% of programme participants will ever 'graduate', the evaluators thought it was important that efforts are made to tailor the programme where possible to the slow moving households. An example would be where domestic conflict is a characteristic of a slow moving household then the CDAs are equipped with sufficient training on conflict resolution or it could be that a group of CDAs receive extra training and support each other on certain topics. These strategies on how to adapt the programme would need to be further teased out.

## Management Response to Key Recommendations

Issue	Responsible Person	Response
1. Develop an advocacy strategy	Country Director/Country Manager	
2. Develop a fundraising strategy	Country Director/Country Manager	
3. Review the selection of IGAs	Programme Manager/Country Manager	
4. Systematically compile the approach to CDAs and build engagement with sectors	Programme Manager/Country Manager	
5. Review the approach to saving and borrowing	Programme Manager/Country Manager	
6. Review cash transfer mechanisms	Country Financial Controller/Programme Manager	
7. Training and household coaching	Programme Manager	
8. Improve monitoring and evaluation	Programme Manager/Country Manager	
9. Tailoring to Slow Movers	Programme Manager/Country Manager	

## List of Additional Reports and References Utilized

- CGAP Focus Note No. 69, March 2011: Reaching the Poorest: Lessons from the Graduation Model, Syed Hashemi and Aude de Montesquiou
- Concern Worldwide Rwanda (2015) Annual Report 2014
- Concern Worldwide Rwanda (2014) Annual Report 2013
- Concern Worldwide Rwanda (2013) Annual Report 2012
- Contextual Analysis: Rwanda 2011
- Evolving Trends in the Implementation of the Graduation Programme 2011-2015, CWR
- Graduation Proposal Rwanda Final Draft 2013.07.
- IAPF Results Framework 2014 submitted 30.01.2015
- IDS Baseline Report January 2013,
- IDS Baseline Report 2nd Cohort May 2013.
- IDS Reports: Consolidated 12 Months Report Cohort 1 and 2; 36 Month Report (1st Cohort)
- Technical Advisor Reports: Gabby Smith's Report 2012, Slow and Fast Movers, Life Histories (Donna's report), Jenny's Qualitative Research Strategy, Irina's Microfinance Report 2015
- Concern Rwanda Strategic Plan (2011-2015) and 2016-2020
- Concern Social Protection Policy 2011
- Government of Rwanda 2013-2018 Economic Development Poverty Reduction Strategy II (EDPRS II)
- Government of Rwanda's National Social Protection Strategy (2011)
- Vision 2020 Umurenge Programme (VUP) (2007)
- Men Engage Training Manual, 2015
- Monitoring and Evaluation Plan 2012-2015

## Annex 1: Graduation Logical Framework (Logframe)

Level	Objectively verifiable indicators	Means of Verification	Risks & assumptions
<p><b>Intended Impact: Poverty Sustainably reduced in Rwanda</b></p>	<p>Reduced poverty levels among rural areas of Rwanda by 2022</p>	<p>VUP targeting and Poverty surveys, EICV, DHS</p>	
<p><u>Specific Objective</u> Improved returns on productive assets among (3200) extremely poor HH to increase resilience in the four districts of Southern province (Huye, Nyaruguru, Nyamagabe and Gisagara)</p>	<ul style="list-style-type: none"> <li>• % of beneficiaries able to meet their basic needs; (food; house; health insurance payment; school materials)</li> <li>• % of beneficiaries having at least one income generating activity by the end of the programme</li> <li>• % of people removed from list of poorest (<i>Ubudehe</i> category 1&amp;2) in their village</li> <li>• % of households increased level of savings and own assets</li> </ul>	<ul style="list-style-type: none"> <li>• Comprehensive food security and vulnerability assessments, quarterly and annual reports</li> <li>• Baseline report</li> <li>• MTR</li> <li>• Final evaluation</li> </ul>	<p>Systems /capacities established or strengthened by the programme are sustained beyond the programme life.</p> <p>GOR commitment &amp; funding for Social protection sustained</p>
<p><u>Outcome 1</u> Increased income to meet basic needs including access to food, education and health services (<i>Assets and Return on Assets</i>)</p>	<p><b>Outcome 1 Indicators</b></p> <ul style="list-style-type: none"> <li>• % increase in MHH and FHH income</li> <li>• % increase in number of children (boys and girls) attending school</li> <li>• % increase in number of meals consumed by MHH and FMM per day</li> <li>• Change in Asset index (MHH + FHH)</li> </ul>	<ul style="list-style-type: none"> <li>• Annual reports</li> <li>• Baseline survey</li> <li>• Mid-term and</li> <li>• Final evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Capacities, inputs, and sensitisations provided to beneficiaries will be put to proper use</li> </ul>
	<p><b>Output 1 Indicators</b></p> <ul style="list-style-type: none"> <li>• No. of MHH and FHH with improved shelter</li> <li>• No. of MHH and FHH affording to subscribe to health insurance</li> <li>• No. of HH with performance plan</li> </ul>	<ul style="list-style-type: none"> <li>• Quarterly Reports</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>
<p><u>Outcome 2</u> Improved skills and access to productive assets to sustainably</p>	<p><b>Outcome 2 Indicators</b></p> <ul style="list-style-type: none"> <li>• % increase in average monthly household income MHH and FHH</li> <li>• % of SMG's (Self-managed groups) operating profitably</li> <li>• % increase in average ownership of productive assets</li> </ul>	<ul style="list-style-type: none"> <li>• Baseline,</li> <li>• Annual reports</li> <li>• Mid-term</li> <li>• end of program</li> </ul>	<p>Limited motivation of CDA resulting poor quality work</p>

generate income. ( <i>Assets and return on assets</i> )	amongst MHH and FHH		
	<b>Output 2 Indicators</b> <ul style="list-style-type: none"> <li>No. of MHH and FHH engaging in IGA</li> <li>No. of SMG's formed and operational</li> <li>No of MHH and FHH trained in enterprise development</li> <li>No. MHH and FHH trained in selected IGAs</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Reports</li> </ul>	
<u>Outcome3</u>			
	<b>Outcome 3 Indicators</b> <ul style="list-style-type: none"> <li>% increase in formal and informal savings</li> <li>Number of MHH and FHH accessing formal or informal credit</li> </ul>	<ul style="list-style-type: none"> <li>Baseline survey</li> <li>Mid-term end</li> <li>End of program</li> </ul>	GOR support to institutions in rural areas sustained
Improved engagement in formal and informal financial services ( <i>Assets and return on assets</i> )			
	<b>Output 3 Indicators</b> <ul style="list-style-type: none"> <li>No. of MHH and FHH maintaining SACCOs account</li> <li>No of MHH and FHH maintaining membership of informal savings groups</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly Reports</li> </ul>	
<u>Outcome 4</u>			
	<b>Outcome 4 Indicators</b> <ul style="list-style-type: none"> <li>% difference in level of satisfaction in the programme among MHH and FHH</li> <li>% difference in shared decision making amongst relevant HH</li> <li>% difference in poverty score level between MHH and FHH</li> </ul>	<ul style="list-style-type: none"> <li>Baseline,</li> <li>Annual reports</li> <li>Mid-term end of program</li> </ul>	Partners' support and coaching sustained
Equitable impact between male and female headed households ( <i>Inequality</i> )			
	<b>Output 4 Indicators</b> <ul style="list-style-type: none"> <li>No. of HH reporting joint decisions on management of cash and resources</li> <li>No. of MHH and FHH reporting programme satisfaction</li> </ul>	<ul style="list-style-type: none"> <li>FGD</li> <li>Quarterly Reports</li> <li>Survey Reports</li> </ul>	
<u>Outcome 5</u>			
	<b>Outcome 5 Indicators</b> <ul style="list-style-type: none"> <li>Lessons learnt from the CWR Graduation model are incorporated in the National Social Protection Strategy</li> <li></li> </ul>	<ul style="list-style-type: none"> <li>End of programme</li> </ul>	SWG willing to adopt lessons from the CWR funded research work and Incorporated in national strategies
Effective policy development and implementation on issues related to sustainable graduation in			
	<b>Output 5 Indicators</b> <ul style="list-style-type: none"> <li>No. of research impact report and briefing papers published</li> </ul>	<ul style="list-style-type: none"> <li>Impact Reports</li> <li>Launch Report</li> </ul>	

<p>Rwanda (<i>Inequality</i>)</p>	<ul style="list-style-type: none"> <li>No. of research impact reports and briefing papers disseminated in national SPP fora</li> </ul>
<p><u>Outcome 6</u></p> <p>Reduced isolation of extreme poor and improved social cohesion (<i>Inequality</i>)</p>	<p><b>Outcome 6 Indicators</b></p> <ul style="list-style-type: none"> <li>% reported increase in perception by FHH and MHH members of respect given by other people</li> <li>% increase in engagement by poor FHH and MHH in community activities</li> <li>% of HIV affected/infected households, individuals (sample) reporting positive changes in their lives as a result of mainstreamed programme</li> </ul> <p><b>Output 6 Indicators</b></p> <ul style="list-style-type: none"> <li>No. of village development (<i>Amajambere</i>) committees functioning</li> <li>No. of FHH and MHH members of informal and formal groups</li> <li>No. of FHH and MHH participating in community meetings</li> </ul>
<p><u>Outcome 7</u></p> <p>Improved diversity of effective livelihood options to improve resilience to shocks (<i>Risk and Vulnerability</i>)</p>	<p><b>Outcome 7 Indicators</b></p> <ul style="list-style-type: none"> <li>% change in no of MHH and FHH with more than one livelihood option</li> <li>Change in coping strategies index (MHH and FHH)</li> <li>% beneficiaries aware of and accessing HIV and AIDS related services (VCT, PMTCT, ARVs)</li> <li>% of women and men (aged 15-49) among beneficiaries who received an HIV test in the past 12 months and know their results.</li> </ul> <p><b>Output 7 Indicators</b></p> <ul style="list-style-type: none"> <li>No. of FHH and MHH with more than one productive asset</li> </ul>
<p><u>ACTIVITIES</u></p>	<p><b>Outcome 1</b></p> <p>Activity 1.1 Introduce Graduation programme to communities and Local authorities, identify eligible beneficiary households for targeting and establish a complaints response mechanism to deal with any oversight</p>

1.2 Assist beneficiaries in identifying, planning and priority setting of HH basic needs to use cash transfer and set household targets

1.3 Facilitate beneficiaries to open accounts in SACCO, transfer funds and train them on Bank account management for effectiveness and efficiency

**Outcome 2**

2.1 Conduct market assessment and value chain analysis to inform and guide the IGA selection process with emphasis on feasibility and profitability

2.2 Conduct capacity assessment, provide skills in business planning, enterprise development and provide relevant training in the selected IGA for capacity strengthening.

2.3 Provide inputs to beneficiaries for the selected activities

2.4 Encourage the formation of co-operatives and establish linkages with local markets for households undertaking similar activities

**Outcome 3**

3.1 Sensitize beneficiaries in financial services use, benefits of savings and risks involved (including credit conditionality)

3.2 Encourage beneficiaries to become members of informal saving groups, and provide guidance on basic operation and link them to formal financial institutions for credit

**Outcome 4**

4.1. Select and equip CDAs with skills in psycho-social support, confidence building and development for target households

4.2 Conduct a gender analysis in operational areas, and ensure all programme activities are tailored for men, women, girls and boys and all data is disaggregated

4.3 Conduct a barrier analysis related to equality

**Outcome 5**

5.1 Design the M&E tools including baseline, monitoring & reporting framework and evaluation tools

5.2 Conduct baseline, midterm and end-line surveys; document and disseminate findings to stakeholders

5.3. Develop indicators that will enable the programme to measure different pathways to graduation including enablers and constraints

**Outcome 6**

6.1 Initiate participatory learning and interaction within common IGA/tontine and encourage beneficiary attendance in community meetings

6.2. Advocate for and support the establishment of Village Assistance Committees or use the existing Community/Social Affairs structures to support the CDAs accelerate the graduation process

6.3. Develop linkages and collaboration with other structures and promote regular, joint HH visits by CDA, SDA, CWR staff to provide psycho-social support for confidence building and development of social capital

**Outcome 7**

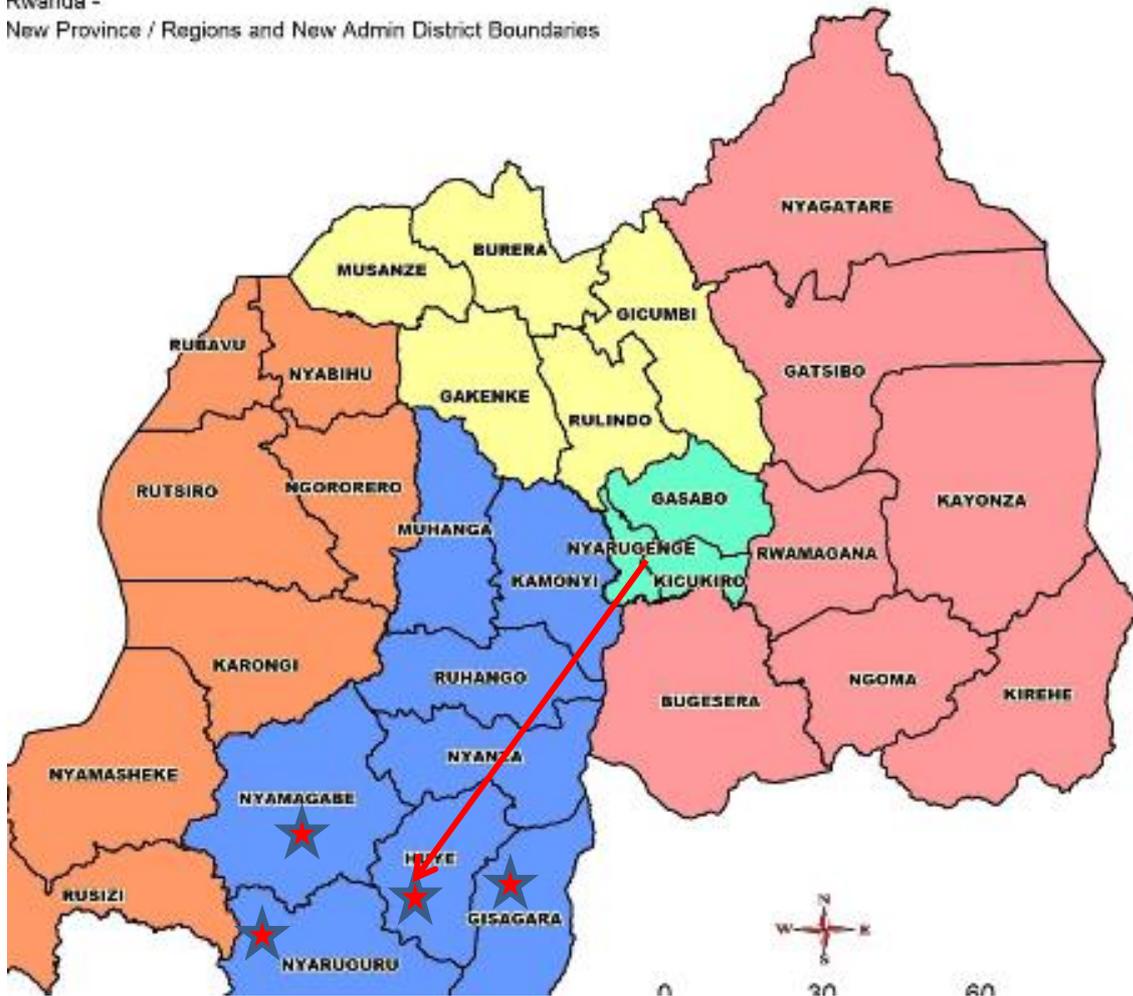
7.1. HIV and AIDS Risk and Vulnerability Analysis/Impact Analysis and Response Action Plan

7.2 Barrier Analysis for Behaviour Change BCC Messages Developed

## Annex 2: Overview of Working Areas

# Rwanda

Rwanda -  
New Province / Regions and New Admin District Boundaries



### Annex 3: Income Generating Activities Supported

	NYARUGURU DISTRICT		HUYE DISTRICT		NYAMAGABE DISTRICT		GISAGARA DISTRICT	TOTAL
	KIBEHO SECTOR		RUSATIRA SECTOR		MUSHUBI SECTOR	MUSEBEYA SECTOR		
	IGA activities	COHORT 1	COHORT 2	COHORT 1	COHORT 2	COHORT 3	COHORT 3	COHORT 4
1 Pigs rearing	86	153	124	228	171	283	37	1,082
2 Rabbit rearing	39	62	27	58	86	64	4	340
3 Hen rearing	31	72	21	33	56	34	5	252
4 Cow rearing	32	115	15	23	40	40	12	277
5 Sheep rearing	12	21	0	1	31	41	0	106
6 Goat rearing	107	215	100	229	218	257	189	1,315
7 Beverages	9	32	0	1	60	38	42	182
8 Vegetables and fruits selling	12	13	1	9	37	28	6	106
9 Shop/tubucunsho	1	8	0	8	12	12	38	79
10 Charcoal	2	4	0	2	5	14	0	27
11 Grain bulking	6	5	7	2	34	64	143	261
12 Bicycle transport	1	4	1	3	0	3	2	14
13 Sewing	1	0	0	0	7	2	0	10
14 Sorghum beer grain preparatic	2	3	2	0	45	84	0	136
13 Cooked food	2	3	0	0	31	18	5	59
14 Tobacco	0	0	0	0	4	3	0	7
15 Fire wood	0	1	0	1	0	0	0	2
16 Banana plantation	0	1	0	1	0	0	0	2
17 Forest	4	5	0	9	0	0	0	18
18 Land for gardening	14	11	0	25	0	0	0	50
19 Business house	0	1	0	1	0	0	0	2
20 Selling animals	0	0	1	1	2	62	108	174
21 Clothings	0	0	0	1	0	4	8	13
22 Hair dressing/cut	0	0	1	0	0	0	2	3
23 Transportation on a motorbik	0	0	0	1	0	0	0	1
24 Bicycle and motorbike mecan	0	0	0	0	2	0	0	2
25 Fresh foods	0	0	0	0	2	0	14	16
26 Selling banana	0	0	0	0	9	0	0	9
27 Radios and phones repairing	0	0	0	0	1	0	1	2
28 Crop growing	0	0	0	0	1	0	20	21
29 Basketery	0	0	0	0	3	2	1	6
30 Wood furniture	0	0	0	0	1	1	0	2
31 Old iron tools	0	0	0	0	0	4	1	5
32 Empty jerry cans	0	0	0	0	0	1	0	1
33 Butchery	1	1	0	0	0	3	0	5
34 Potery products	0	0	0	0	0	1	0	1
35 Bicycle taxis	0	0	0	0	0	1	2	3
35 Bicycle spare parts	0	0	0	0	0	0	1	1
36 Renting tools	1	0	0	0	0	0	0	1

## **Annex 4: Terms of Reference for the final/end-line evaluation of the Graduation Programme**

### ***1. Purpose of the evaluation.***

The purpose of the evaluation is to assess the programme's contribution to the achievement of sustainable improvements in the lives of extremely poor people through improving their asset base and addressing the key causes and maintainers of extreme poverty, namely inequality, risk and vulnerability. Specifically the evaluation will assess the degree to which the programme has achieved its intended outcomes. This will be assessed by looking at programme relevance, efficiency, effectiveness, impact and sustainability and other criteria as determined relevant. This programme evaluation is part of and will feed into the overall Irish Aid Programme Evaluation.

Given the level of investment in monitoring the impact of the programme, the evaluation will already have significant secondary data to make an educated and informed analysis of the impact of the programme. As such, it is expected that the programme evaluation will concentrate greater effort on a detailed assessment of the programme design and approach in the context in Rwanda: in particular, looking at how the programme evolved, how and why adaptations were made, the appropriateness of these choices, and how we can build on or improve the methodology for future programming. It should also critically examine elements that might be missing from the current programme, which would justify consideration in the future.

It is very important to note that Rwanda and Burundi are in a process of transition, where by 2017, the two country programmes will be fully integrated as one country operation, with joint programming. As it stands, both countries have graduation programmes. The idea being that in the future, this programme will become one, adapting and borrowing best practices from each of the programmes, which are applicable/possible in each setting. Given this move, it will be very important to take this opportunity to have a de-briefing workshop, to bring together the findings from the two evaluations, enhancing joint learning and potential future approaches.

The results of the evaluation will be shared internally for lesson learning to inform future programming in Graduation in both Rwanda and Burundi. The evaluation results will also be shared externally, with key stakeholders in Rwanda, particularly the Government of Rwanda, who are developing their own Graduation strategy.

### ***2. Description of the social, economic and political context.***

By 2020 Rwanda aims to complete its transformation from a poor, post-genocide nation, with its inherent consequences to a prosperous, middle income, regional trade and investment hub. In furtherance of this objective, Rwanda has made impressive progress in a number of areas as noted in the 2013-2018 Economic Development Poverty Reduction Strategy II (EDPRS II)<sup>34</sup>: Rwanda was the tenth fastest growing economy in the world during the decade from 2000. Over the period of the EDPRS I (2007 – 2012), the country achieved sustained economic growth (8% average), poverty reduction (12% points to 44.9% with extreme poverty reducing from 35.8% to 24.1%) and a reduction in income inequality (from 0.52 to 0.49).

Between 2008 and 2014, Rwanda has moved 17 places up the HDI ranks to 151 out of 187. No other country has moved up as many places over this period. Despite this radical progress, Rwanda still has far to go in realising its vision of a middle income economy – it remains in the low human development category.

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<sup>34</sup> Rwanda Economic Development and Poverty Reduction Strategy II (2013-2018)

Rwanda is on track to meet many of the Millennium Development Goal targets, although a few indicators (including maternal mortality, HIV prevalence, tuberculosis deaths, and use of an improved water source) are off track. The country, however, continues to face significant challenges in relation to persistent (though decreasing) high levels of chronic malnutrition (stunting) at 44% of children under-five years<sup>35</sup>. Furthermore, hunger continues to be a critical issue, with Rwanda ranked at 57<sup>th</sup> among 79 countries 'with serious hunger' as per the 2012 Global Hunger Index Report (GHI)<sup>36</sup>. Sixty-three percent of the population live on less than \$1.25 a day. Forty-five percent (45%) of Rwanda's 10.5 million people live below Rwanda's poverty line, and 24% live in extreme poverty, unable to afford a minimum food basket.

In order to realise its vision, Rwanda will need to overcome a number of obstacles with the potential to obstruct this progress: While it is widely recognised that the Government of Rwanda is efficient and accountable in its appropriate use of aid flows, both in terms of results achieved and accountability for its use, its level of dependency on foreign aid (31% of the 2014/15 budget) is unsustainable in the long term. The private sector is very weak, with a largely unskilled population. Civil society is weak and there is limited space for them to play a truly independent role. In addition, there is persistent regional instability that threatens social, economic and human development.

The target for the end of EDPRS 2 is for less than 10% of Rwandan households to be in extreme poverty from 24% (2011). Under EDPRS 1, Rwanda's social protection programme (VUP), was expanded to reach the poorest households in 180 sectors (43%) with direct support (cash – for those without labour capacity), and 150 (36%) sectors with public works (cash-for-work) by 2012/2013. VUP beneficiaries also get access to rural financial services. VUP support still only reached approximately 5% of the population and significant numbers of extreme poor have still not benefited from the programme. Beneficiaries of VUP exit the programme once they move out of *Ubudehe*<sup>37</sup> category 2 (a proxy for movement out of extreme poverty). The government of Rwanda is investing in mechanisms for better targeting and monitoring and evaluation of the VUP programme, as outlined in the National Social Protection Strategy. The government hopes to generate funding to scale up and improve the targeting of the core social protection programmes to double, from 5% to 10% of the population, the number of those in extreme poverty receiving direct support and public works. There is a focus on looking at integrating Early Childhood Development (ECD) as part of the VUP programme, particularly in the area of public works, ensuring that children are not neglected if the carer is working.

### **3. Description of the subject of the evaluation.**

Concern Worldwide Rwanda is implementing a Graduation Protection Programme, called '*Enhancing the Productive Capacity of Extremely Poor People*' in the Southern Province of Rwanda. The Programme supports extremely poor households with a sequenced package that includes: cash transfers to meet basic needs, skills development and asset transfers to improve livelihood options, and savings facilities to buffer risk and fund investments in productive activities, with the goal of facilitating sustainable exits from extreme poverty. The monitoring and evaluation (M&E) component aims to generate useful learning in support of the Government of Rwanda's Vision 2020 Umurenge Programme and the National Social Protection Strategy.

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<sup>35</sup> Household Demographic Survey (RDHS, 2010)

<sup>36</sup> Global Hunger Index Report (GHI, 2012)

<sup>37</sup> *Ubudehe* wealth categorization: Currently, people are classified into six categories with their specific names depending on the economic status of each individual household, which helps the government to determine who qualifies for welfare services. The categorization are now being revised to four:

- The first category has the very poor who do not have a house or cannot to pay rent; have a poor diet; cannot get basic household tools and clothes.
- The second category includes those who have their own houses; can afford to rent a house; mostly get food and earn a wage from working with others.
- The third category includes those who have at least one person in the family working in the government or the private sector.
- The fourth category includes people who earn high incomes; people who own houses; people who can afford a luxurious lifestyle.

It is expected that by the end of the programme, beneficiaries will no longer be in *Ubedehe*<sup>38</sup> categories 1 or 2 but, will have graduated to a higher socio-economic status, and they will be able to maintain this progress over time, and not slip back into deep/extreme poverty.

The specific outcomes aimed for by Concern's Graduation Programme are:

1. increased income to meet basic needs including access to food, shelter, education and health services;
2. increased skills and access to productive assets to sustainably generate income;
3. engagement in formal and informal financial services;
4. equality of outcome in male and female headed households;
5. reduced isolation of the extreme poor and improved social cohesion;
6. Improved diversity of effective livelihoods options to reduce risk and vulnerability to shocks.

The programme is implemented by a local partner, SDA-Iriba, in three of the four districts of operation. In the final district, the programme is being implemented directly, in partnership with the district. It has been implemented in the Southern Province of Rwanda since May 2011. The programme was initially implemented in two districts, Huye and Nyaruguru, and has since been scaled up to two additional districts, Nyamagabe and Gisagara. The programme currently reaches over 11,000 direct beneficiaries in 2,600 households over the four districts<sup>39</sup>.

To be eligible for the programme households must be in the bottom two (poorest) 'Ubedehe' categories (a community-based wealth mapping system) and meet the following criteria, as verified by the community: at least one member of the household is able to work; landless or near-landless (with less than 0.25 acres) and homeless; have no cattle (or less than 3 goats); no income generating activity; no high school or technical qualifications, and are not supported by other programmes.<sup>40</sup>

Following targeting and registration participants received an average of 18,000 Rwandan Francs (equiv. to US \$25), depending on the number of people living in the household, each month for a maximum of 18 months to support their basic needs and provide them with the opportunity to concentrate on developing sustainable income generating activities. Consumption/income support was originally planned for 12 months but was extended for a further six months as the majority of participants were using income for house construction (over half were homeless at the start of the programme), as encouraged through the government villagisation programme<sup>41</sup>.

Participants also received an asset transfer, in the form of cash income, of an average of RWF 65,000<sup>42</sup> (equiv. to US \$90) in roughly two instalments, to facilitate the engagement in economic/livelihood activities. For the most part, these activities have been focused on the development of small businesses such as trade of animals; setting up kiosks and small shops; providing services like bicycle and motor-cycle transport and making manure. The first asset transfer was made some months after the end of the consumption/income support phase, and upon the completion of enterprise development training, with a second transfer made at a later date<sup>43</sup>. The staggered approach ensures careful investment and minimising investment risks. In addition, households received coaching by volunteer Community Development Animators (CDAs)<sup>44</sup> who visit households twice a month to work with families on setting priorities; problem solving; spending and saving plans; household decision-making and other programme-

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<sup>38</sup> Poverty classification in Rwanda, 1 being the poorest, 6 the richest

<sup>39</sup> Implementation has been rolled out in stages; four cohorts across the four districts. The 1<sup>st</sup> cohort consisted of 400 households, 2<sup>nd</sup>: 800 households, 3<sup>rd</sup>: 800 households and 4<sup>th</sup>: 600 households. The 1<sup>st</sup> and 2<sup>nd</sup> cohorts are in Huye and Nyaruguru, and the 3<sup>rd</sup> and 4<sup>th</sup> are in Nyamagabe and Gisagara.

<sup>40</sup> Not all beneficiaries met all the criteria

<sup>41</sup> A development programme establishing that all households living in scattered rural homesteads – the typical settlement pattern in Rwanda – should be regrouped into organised village settlements.

<sup>42</sup> The first and second cohorts rec'd 75,000-80,000RWF due to difficulties they were encountering with expenditure on shelter construction.

<sup>43</sup> The timing of the transfer differs between cohorts and in some cases was withheld for longer than original planned

<sup>44</sup> Each Community Development Animators provides mentoring to 15 households.

related activities including promotion of nutrition and hygiene, education and family planning. The CDAs were trained on these topics also.

#### **4. Evaluation objectives and scope.**

This programme has a dedicated and comprehensive research attached to it. As a result, the degree to which the programme is meeting its targeted impact has already gone through a rigorous and continuous testing, compared with a control group. The programme is subject to annual surveys, comparing the improvement for beneficiaries (treatment) vis-à-vis a non-beneficiaries (control group) from a similar poverty profile. This is being complemented by qualitative research, which will explore in more detail, some of the key findings arising out of the quantitative research.

The research is specifically looking at

- i. Identifying different pathways to graduation for different participating households;
- ii. Identifying human and social indicators of graduation as well as income- or asset-based indicators;
- iii. Identifying indicators of resilience and sustainability over time that go beyond reaching benchmarks or crossing thresholds at one point in time;
- iv. Identifying the enablers and constraints to graduation beyond the household or programme level, including markets, infrastructure, policies, complementary programmes and services.
- v. Examination of the design and implementation of the programme/Limitations of the current approach/Lessons for future programming
- vi. Placing current research findings in the context of the emerging literature around graduation internationally and in the discussions around social protection in Rwanda

Two further distinct studies are planned, looking into savings (formal and informal and the infrastructure/services available to the extreme poor) as well as a review of the IGA/markets infrastructure. Both will inform future programming. It is expected that these will be available to inform the evaluation planned in this ToR. It is, however, unlikely that the final report from the research will be available, but it is expected that the preliminary (consolidated) report will be, as well as the previous reports, which are a very rich source of data on the impacts of the programme<sup>45</sup>.

Given the level of investment in monitoring the impact of the programme, the evaluation will already have significant secondary data to make an educated and informed analysis of the impact of the programme. As such, it is expected that the programme evaluation will concentrate greater effort on a detailed assessment of the programme design and approach in the context in Rwanda: in particular, looking at how the programme evolved, how and why adaptations were made, the appropriateness of these choices, and how we can build on or improve the methodology for future programming. In the context of Rwanda, it should also examine some of the current government of Rwanda pro-poor '*home grown initiatives*' (Performance Contracts (*Imihigo*); Health Insurance (*Mutuelle de Sante*); Community Works/Meeting (*Umuganda*); One Cow per Family (*Grinka*) and their relation/relevance to the graduation programme. It should also critically examine elements that might be missing from the current programme, which would justify consideration in the future.

#### **Objectives:**

- To assess if the programme has targeted the extreme poor and vulnerable effectively as per Concern's understanding of extreme poverty

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<sup>45</sup> Qualitative research is being conducted in July and August 2015

- To assess the degree to which the programme outcomes have been achieved as indicated in the results framework.
- To validate the achievements made as stated by programme data (including baseline, annual surveys, end line, monitoring and secondary data)
- To capture any lessons learned and make practical targeted recommendations to guide any future programming

## **Scope:**

### *Relevance*

- *Were the outcomes and associated programme relevant, appropriate and strategic to national goals and Concern policies and guidelines?*
- *Was there an appropriate contextual analysis carried out to inform programme design, which was based on Concerns Understanding of Extreme Poverty?*
- *How appropriate were the chosen interventions and programme design to the situation of different stakeholders at different levels (micro meso and macro, and considering the needs of men, women and others identified as vulnerable to hazards in the programme area)?*
- *What was the level of participation of programme beneficiaries and non-beneficiaries of the programme? Was there awareness and active use of the CRM guidelines?*

### *Efficiency*

- *Were resources used well? Could things have been done differently and how?*
- *Was the programme M&E system fit for purpose?*

### *Effectiveness*

- *Were the outputs and outcomes achieved and to what degree (assessed through a baseline/end line indicator data comparison against results framework/logical framework targets, monitoring data, and data collected in the evaluation)?*
- *Was the programme logic well thought through and did the activities lead to the desired outcomes?*
- *What steps were taken to address issues of inequality and ensure the interests of the most marginalised were taken on board during programme planning, implementation and monitoring? How effective was this?*
- *Did the programme successfully achieve results in each dimension of extreme poverty and what are the potential implications of this?*

### *Impact*

- *What indications are there of significant changes taking place beyond the programme - both positive and negative?*
- *How have the programme interventions impacted differently on men and women (and other vulnerable groups as identified) in the programme area?*

### *Sustainability*

- *Are the results sustainable? Will the outputs and outcomes lead to benefits beyond the life of the existing programme?*
- *How might we do things better in the future? Which findings may have relevance for future programming or for other similar initiatives elsewhere?*
- *Where interventions are coming to a conclusion the evaluation should review any exit strategy and the appropriateness of this.*

## **Specifically an examination of:**

- *The appropriateness of the evolution of the programme (adaptations to approach from one cohort to the next)<sup>46</sup>*
- *The appropriateness of IGA selected*
- *The appropriateness and quality of targeted training on specific IGA/enterprise development*
- *The appropriateness of Self-Managed Groups (SMG) vis-à-vis individual IGA's*
- *The appropriateness and sustainability of SMG's*
- *The appropriateness of the sequencing and training/capacity building of CDAs*
- *The quality and appropriateness of working aids and guides provided to the CDA's*
- *The strength of local NGO partner implementation vis-à-vis direct implementation with the local government*
- *The impact of Government of Rwanda policies on beneficiary progress, positive or negative, particularly 'home grown' initiatives and housing policy.*
- *The enablers and constraints to graduation*
- *The impact of the support of local government to the programme*
- *The impact and quality of CRM processes*
- *The appropriateness and impact of household performance contracts*
- *The appropriateness and impact of the Men Engage component*
- *The appropriateness of the team composition vis-à-vis future direction of the programme (more technical and integrated)*
- *The appropriateness and engagement of the programme for influencing at decentralised and national level, and future opportunities*

*\*Prioritisation of the above bullet points will be elaborated in the methodology to be finalised in September and based on further discussions with the country team.*

### **Methodology.**

As elaborated in the introduction to this section, there is already significant secondary data attached to this programme which will provide a clear picture of how the programme has progressed. As such, this should allow more time and concentration on an examination of the design and implementation of the programme, limitations of the current approach and identification of key lessons for future programming.

The team will require some time to read through and absorb all of the various quantitative and qualitative reports, to assess the impact of the programme. Following this, the expectation is that the evaluators will draw up a plan for primary data verification: Through FGD/ interviews with key stakeholders, to qualify findings and seek clarification about how the programme was implemented and how it could be improved, amongst them: Concern programme staff; local partner implementers; beneficiaries; Community Development Animators (CDAs); other community members; members of the Women's Council implementing Men Engage; local government (District and Sector level); key donors and national government stakeholders (tbc).

As part of this assessment, the evaluators will be required to review internal monitoring/partner monitoring and management of CDAs – the frontline volunteers – and review how they have been trained/supported/capacity built. The assessment team will also be required to assess and review the quality of the training provided to the beneficiaries and how this can be improved for future programming, as well as reviewing the quality and impact of the Men Engage component.

Key priorities for interviews with government at district and national level will be to identify the quality of our communications/promotion of the programme, and our involvement of them in its implementation.

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<sup>46</sup> The 1<sup>st</sup> cohort commenced the programme in 2011; 2<sup>nd</sup> cohort in 2012; 3<sup>rd</sup> cohort in 2014 and 4<sup>th</sup> cohort in 2015

It will also be important to assess future advocacy opportunities and where the direction of the GoR is going with Graduation.

A more detailed methodology will be designed in September.

**Expected products.**

- A final report with a stand-alone Executive Summary (3-5 pages). The report should be a maximum of 25 pages in length (excluding annexes). *(A template will be provided for the report, which will be quality checked against a set criteria, to be provided to teams ahead of the process).*
- Recommendations from the evaluation should be targeted at different stakeholders as appropriate which will be responded to by management before report finalisation.
- A one day **workshop** bringing together the Rwanda and Burundi programme teams, to review the findings/recommendations and key direction for the elaboration of a future multi-country joint graduation programme
- Recommendations on how to capitalise on enablers to graduation and how to manage constraints better
- Recommendations on different types of strategies/support for different types of HH
- Recommendations on future research topics
- Recommendations on future advocacy and communication strategies

**Evaluation plan and timelines.**

The evaluation team will visit Burundi after carrying out the assessment in Rwanda. A joint feedback session will be held on 13<sup>th</sup> October in Huye (to be confirmed).

**Dates:**

What	When	Duration
Literature Review Rwanda	September	2 days
Field Work Rwanda	28 Sept (1/2 day in Kigali) 28 Sept – 2 Oct – field work	5 days
Debriefing Workshop Rwanda & Burundi	13 October	1 day
DRAFT Evaluation Report	20 <sup>th</sup> October	5 days
Final Evaluation Report	31 <sup>st</sup> October	1 day

\*Note the evaluators will conduct fieldwork in Burundi from 5<sup>th</sup> to 9<sup>th</sup> October.

The field work component will concentrate on the Southern Province of Rwanda in the districts of Huye and Nyaruguru (1<sup>st</sup><sup>47</sup> and 2<sup>nd</sup><sup>48</sup> cohort), and Nyamagabe (3<sup>rd</sup> cohort<sup>49</sup>) and Gisagara (4<sup>th</sup> Cohort<sup>50</sup>). The programme currently reaches over 11,000 direct beneficiaries in 2,600 households over the four districts<sup>51</sup>.

**Required Reading for the Evaluator(s) (to be further elaborated prior to travel)**

- *Concern Rwanda Strategic Plan 2016-2020*

<sup>47</sup> First cash transfer in August 2011, for 18 months

<sup>48</sup> First cash transfer in September 2012, for 16 months

<sup>49</sup> First cash transfer November 2013, for 14 months

<sup>50</sup> First cash transfer November 2014, for 14 months

<sup>51</sup> Implementation has been rolled out in stages; four cohorts across the four districts. The 1<sup>st</sup> cohort consisted of 400 households, 2<sup>nd</sup>: 800 households, 3<sup>rd</sup>: 800 households and 4<sup>th</sup>: 600 households. The 1<sup>st</sup> and 2<sup>nd</sup> cohorts are in Huye and Nyaruguru, and the 3<sup>rd</sup> and 4<sup>th</sup> are in Nyamagabe and Gisagara.

- *Strategic Plan External Analysis 2016-2020*
- *Contextual Analysis 2011*
- *Programme Proposal*
- *Programme Results Framework*
- *Research Terms of Reference(s)*
- *Qualitative Research Reports*
- *Quantitative Research Reports*
- *Documenting GP Programme Changes 2015*
- *Men Engage Baseline/Endline Results*
- *CDA Guide/Training Modules for Beneficiaries*
- *Programme Monitoring Tools (including CRM)*
- *Government of Rwanda (GoR) Social Protection Strategy*
- *Rwanda EDPRSII 2013-2018: Social Protection Section*
- *Documents related to GoR Graduation Strategy*
- *Documents related to other relevant GoR policies*

**Annexes.**

- *Programme Participant Protection Policy(P4)*
- *Final programme results framework and full logical framework*
- *Format for Evaluation Report (TBA)*
- *Quality review criteria for evaluation report (TBA)*

*Last updated 1<sup>st</sup> September 2015*

## Annex 5: Interview Schedule

26.09.15	Arrive Kigali
27.09.15	Preparation
28.09.15	<p><b><u>Kigali</u></b>            Meet CD  <b>MINALOC</b>            Egide Rugamba: Director General / Planning monitoring &amp; Evaluation Department.            Francine Tumushime, Director General for Community Development,            DFID: Emmeline Skinner, Social Development Advisor            Travel from Kigali to Huye</p>
29.09.15	<p><b><u>Huye – 1<sup>st</sup> and 2<sup>nd</sup> Cohorts</u></b>            Vice Mayor of Nyaruguru, Vice Mayor of Huye, JADF Coordinator (Together in Boni Hotel, Huye).            Beneficiary FGD Cohort 1: Rusatira Sector (Mixed group)            CDA FGD Cohort 1            Partner Meeting: SDA</p>
30.09.15	<p><b><u>Nyaruguru – 1<sup>st</sup> and 2<sup>nd</sup> Cohorts</u></b>            FGD with Cohort 2 Beneficiaries, Kibeho Sector Male only            FGD with Cohort 2 Beneficiaries, Kibeho Sector Female only            FGD with Control Group , Kibeho Sector            Meeting with Kibeho Sector Agronomist, Aphrodise            Meeting with Programme Manager</p>
01.10.15	<p><b><u>Nyamagabe – 3<sup>rd</sup> Cohort</u></b>            Vice Mayor of Nyamagabe District and JADF (courtesy call)            Executive Secretary, Musebya Sector            Beneficiary FGD, Cohort 3, Rusekera Cell, Musebya Sector            CDA FGD, Cohort 3, Mushubi Sector</p>
02.10.15	<p><b><u>Gisagara – 4<sup>th</sup> Cohort</u></b>            Vice-Mayor of Gisagara District and JADF Representative            FGD CDAs, 4th Cohort Ndora Cell            FGD Beneficiaries, 4th Cohort, Mamba? female            Household Visits            Programme team meeting</p> <p>Travel from Huye to Burundi</p>
12.10.15	Feedback Session with Preliminary Findings on Rwanda and Burundi attended by Rwanda and Burundi teams.

## **Annex 6: Interview Checklist**

### **Concern Team**

#### **Management (KII)**

- Tell us about your role and involvement with the graduation programme since 2012.
- In your words what do you see as the programme's Theory of Change? How well are activities leading to outputs/outcomes?
- Are there any activities which you think are less effective in achieving outputs/outcomes?
- What was the impact of attaching operational research to the programme?
- What, if any, redirection took place during the programme lifespan?
- Has the programme been affected by shocks? If so, how well was it able to adapt?

#### **Programme Manager (KII)**

- Explain your role and your involvement with the graduation programme.
- In your words what do you see as the programme's Theory of Change?
- What change did you expect to see?
- How were the beneficiaries involved in the programme e.g. consultation, CRM?
- What feedback was there from the CRM?
- How has the programme evolved? Talk us through the 4<sup>th</sup> cohort.
- Is the programme tailored e.g. to slow and fast movers? And how?
- How did the programme approach IGA selection?
- How were Community Development Animators (CDAs) recruited? What training did they receive? How were they supervised and what was the government's involvement?
- How are activities budgeted for?
- How is expenditure monitored?

#### **Finance Manager (KII)**

- Were resources well used?
- Verify the annual budget and annual expenditure throughout the programme.
- Please provide reasons for trends in expenditure through the 4 years (2012-2015).
- Request for breakdown of the activities incorporated under 'Direct Supplies and Equipment' including a breakdown of the amount spent on Cash Transfers, Asset Transfers, Iron Sheetting and programme-related training.
- Could you clarify how much each partner received under the programme (SDA but also IPAR, IDS, etc)?
- Could you clarify what is included under programme training?

#### **M&E Officer (KII)**

- What kind of M&E system do you use?
- What monitoring took place?
- How and what type of data is collected?
- How regularly is monitoring taking place?
- What time is required of participants?
- How is the data being used?

#### **Graduation Community Development Animators (CDAs) (FGDs)**

- How were you recruited?
- Tell us about your role.
- What support did you receive?
- Did you conduct mentoring and training?
- What type of training did you receive?
- Did you have the opportunity to provide feedback on the training?
- How would you improve the training?
- What topics did you mentor in?
- Are you still providing CDA support?

- Was there anything you were asked to do that you felt uncomfortable doing?
- What tools did you receive?
- How many households did you manage?
- On average how many households did you visit per day?
- How many days per month training did you receive?
- Did you have any relationship difficulties with households? If so, how did you manage this?
- What feedback did you receive from beneficiaries?
- Were you linked up with government structures?
- In your view, what were the main benefits of the programme?
- How do you think the programme can be improved?

#### **Beneficiaries (FGD)**

- What IGA are you pursuing?
- How did you select your IGA?
- How profitable was your IGA?
- Is it the same IGA as at the beginning of the programme or have you changed?
- Is your IGA covering your basic needs?
- What other investments/savings/IGAs do you have?
- Were you fully aware of how the CRM process worked? Did you use it? Do you have any feedback on it?
- How well do you think you can respond to shocks such as poor harvests, sickness, injury etc.?
- Did the programme change at all while you were in the programme?
- Do you save? Do you save in SACCOs (formal) or tontines (informal)?
- Were you eligible for other government or NGO programmes?
- Did you access other programmes or services during the lifetime of the programme?
- What subject did the case manager mentor you in?
- Were you happy with your CDA?
- What coaching/mentoring did you receive?
- Did you have an opportunity to give feedback on the training?
- If so, how was your feedback incorporated?
- Were you involved in any surveys? If so, how many?
- How has the programme impacted you?
- How could the programme be improved?

#### **Control Group (FGD)**

- How were you targeted?
- Was your role clear?
- What was expected of you?
- Were you clearly communicated with?
- Did you receive reimbursement?
- How many surveys did you participate in and how long did each one take?
- Were there any challenges?
- Did you benefit at all from the programme?
- Were you targeted by any other programmes?
- What ubudehe category are you currently in?

#### **Government Officials/Ministry of Social Protection (KII)**

- How well does the programme align with Government of Rwanda national development policies and VUP 2020?
- How appropriate was the intervention?
- Were there any changes to national policies during the lifespan of the programme?
- What is the level of government support to the programme?
- Has this changed throughout the programme?
- What specific roles have local government actors played?
- Did the programme take into account the needs of stakeholders at a macro level (e.g. ministries, govt)?
- Were there improvements to the community beyond the programme?
- Will the results of the programme be sustainable?

**DFID (KII)**

- As a stakeholder of the programme, what is your opinion on the relevance, effectiveness, impact and sustainability of the programme?
- What recommendations do you have for the next phase?
- What, in your view, are the priorities of the Government of Rwanda for social protection?
- What assistance is DFID providing to GoR on social protection?
- How long does DFID expect to continue providing this support?
- What aspect of the graduation research are you most interested in?

**Local District and Sector Officials**

- How were you involved in the graduation programme?
- Do you think the graduation programme is relevant and aligned with government policies?
- What is the coverage of VUP in your district or sector?
- How do you think the programme could be improved?
- What impact is the programme having on the wider community?
- What is your view on the role and structure of CDAs?
- How do the coordination structures work at sub-national level?

**NGO Partners, SDA (KII)**

- Explain your involvement in the graduation programme and what you are responsible for.
- What support have you received from Concern?
- Did you feel well-supported?
- What data have you collected and how has this evolved?
- How did you use the information collected to inform programme design and planning?
- Was the CRM effective?
- What do you think the impact has been on the wider community?

## Annex 7: Results Framework

Indicator	Baseline value (2011/2012)		2013	2014	2015	Assessment
1.1 % of target households subscribing to health insurance	6.5 % of target HH were able to purchase health insurance (1 <sup>st</sup> Cohort May, 2011)	Target	70%	30%	50%	
		Actual	37% (Local Partner routine monitoring data, 2013)	64% (Local Partner routine monitoring data, June 2014)	59.7% (Quarter 1/2015, SDA)	Achieved
1.2 % of primary school-age children in target HH attending school	46% of primary school-age 7-16years children (9YBE) in target HH in school (2 <sup>nd</sup> cohort Sept 2012)	Target	75%	75%	70%	
		Actual	90% (Local Partner routine monitoring data, 2013)	84% (survey report 18 months after Cash transfer, August 2014)	78% (Survey report 30 months after last cash transfer, August 2015)	Achieved
1.3 % of targeted households who eat at least 2 meals per day	31.3% (1 <sup>st</sup> cohort May 2011)	Target	70%	80%	80%	
		Actual	80%	83% (Local Partner routine monitoring data, August 2014)	1 <sup>st</sup> cohort 85.7% (Quarter 1/2015, SDA)	Achieved
2.1 % of MHH and FHH diversify their livelihoods beyond subsistence agriculture	15.9% (1 <sup>st</sup> cohort May 2011)	Target	20% of MHH and FHH diversify their livelihood beyond subsistence agriculture		80% of MHH and FHH diversify their livelihoods beyond subsistence agriculture	
		Actual	79% (Local partner survey)		With more than one livelihood option: 339/385 (88.05%) (SDA data)	Achieved
2.2 Mean productive asset index score amongst target households	Productive Asset Index mean = 2.2 (0=very deprived; 7=well off) (1 <sup>st</sup> cohort, May 2011)	Target	3.5	4	>3.5	
		Actual	54% recorded asset value of over \$78USD (local partner survey)	4.48 (survey report 18 months after Cash transfer, August 2014)	4.54 (survey report 30 months after last cash transfer)	Achieved
2.3 % of targeted FHH and MHH who own their own house	44.1% of MHH and 46.1% of FHH own their house (1 <sup>st</sup> cohort, May 2011)	Target	49.1% of MHH and 51.1% of FHH own their house	71% of MHH and 61% of FHH own their house	98% of MHH and FHH own their house	
		Actual	71% MHH and 61% FHH (local partner survey)	96% of MHH and 97% of FHH own their house (survey report 18 months after Cash transfer, August 2014)	FHH 96% own their house MHH 97% own their house (30 months after Cash Transfer Survey, 2015)	Partially Achieved
3.1 % of target households saving formally or informally	6% formally 5.5% informally of target HH were saving formally and informally respectively (1 <sup>st</sup> cohort, May 2011)	Target	60%	75%	45% formally 70% in informal saving	
		Actual	100% of MHH and FHH formally saving (local partner survey)	44% formally (30mth survey) 76% formal and informal (i.e. 32% informal) 65% informal saving (Local Partner routine	52% saving formally 32.5% saving informally 15.5% not saving at all (Survey report 30	Achieved

				monitoring data, August 2014 )	<i>months after last cash transfer, August 2015</i> )*Note: Respondents could only choose 1 option. It was therefore not possible to obtain the overlap between those saving formally and informally. 84% were saving compared with 12% at the baseline. This is therefore being reported as achieved.	
3.2 % of target HH accessing formal or informal credit	30% for Male headed HH and 32% for female headed HH ( <i>Baseline, 2<sup>nd</sup> cohort, 2012</i> ) <sup>52</sup>	Target	40% target HH access informal credit, 10% target HH access formal credit	50%	45% male HH and 45% female HH accessed informal loans. 5% male HH and 5% female HH accessed formal loans	
		Actual	42% male HH and 40% female HH accessed informal and formal loans <i>Annual HH Survey 2<sup>nd</sup> Cohort</i>	31% male HH and 32% female HH accessed informal loans. 3% male HH and 2.5% female HH accessed formal loans (Local Partner routine monitoring data, August 2014)	<u>Savings:</u> FHH Saved: 82% MHH Saved: 86% (proxy)  <u>Loans:</u> 39% of beneficiaries reported taking loans  (30 months after Cash Transfer Survey, 2015)	<b>Partially Achieved</b>
5.1 Improved national social protection framework which promotes sustainable graduation and targets the most vulnerable	National Social Protection Strategy finalized in December 2012 promotes limited social protection model based on Vision 2020 Umurenge Programme (VUP). VUP targets one “able-bodied” person per household in Ubudehe Category 1 & 2 (extreme poor) and provides wage of approx. \$1 a day, insufficient to enable target groups graduate from poverty.	Target	2nd Economic Development and Poverty Strategy (EPDRS 2) to be published in 2013 and includes commitment to improved sustainable graduation from poverty.	Briefing Paper presented at int’l conference (May) and follow up with GoR on this	The results of the <b>IMPACT REPORT</b> and <b>BRIEFING PAPER</b> of 30 months of programming (18 months post cash transfer) will be disseminated and used to influence GoR and stakeholder policy around social protection	
		Actual	Due to delay of the final submission of the first briefing paper by the research partner, it was not possible to influence GoR with research findings, however, at the District level, V. Mayors have requested that evaluators of the GoR	The 1 <sup>st</sup> in a series of <b>BRIEFING PAPERS</b> was presented at the international conference on social protection and graduation in May 2014. In preparation for the conference, government high officials visited the Programme to learn	The 2 <sup>nd</sup> briefing paper was shared with all SP M&E Sector Working Group. We were invited to present by the PS MINALOC – however, they wanted to delay as they wanted us to present to the FULL Sector Working Group. The dates	<b>Partially Achieved</b>

<sup>52</sup> Since this was carried out in 2012, it was considered an appropriate proxy for the first cohort – as they are the same categories of beneficiary (Ubudehe 1&2) in the same locations.

			VuP programme look at the Concern model as a way to implement social protection activities with strong results	from it in order to improve implementation of the VUP.  Concern was also invited to present our programme to the Permanent Secretary of MINALOC, DFID, UNICEF and all of the Vice Mayors of each of the 30 Districts in Rwanda.	kept on changing. As yet we have no date from the PS. At this stage, better to present the FINAL report.  The results were also presented to the consultant working on Social Protection Strategy for GoR (Tamsin) along with 2 meetings and site visit to our programme  The results were also shared with the consultant working on the Graduation SP Strategy with the GoR (Stephen Barrett) along with 2 meetings re our programme.  The 2 <sup>nd</sup> briefing paper published and presented at Irish Aid event in Dublin in May 2015.	
6.1 % of HH report improved respect from the community members since beginning of the programme	No respect for the extreme poor HH in 2011, <i>Annual review (FGD), 2012</i>	Target	60% of HH report improved respect		70% of HH report improved respect	
		Actual	70% of female beneficiaries report improved respect 70% of male beneficiaries report improved respect <i>Annual FGD, 2013</i>		73% of female beneficiaries reported improved respect 86 <sup>^</sup> of men reported improved respect in the community	<b>Achieved</b>
6.2 % of target beneficiaries who attend weekly religious service	28.7% attend regularly ( <i>Baseline 1<sup>st</sup> Cohort</i> )	Target		70% attend Religious Ceremonies	75% attend Religious Ceremonies	
		Actual	66% HH attend religious ceremonies <i>Annual FGD, 2013</i>	75% (survey report 18 months after Cash transfer, August 2014)	72 <sup>53</sup> % at least 'sometimes' ( <i>30 months after Cash Transfer Survey, 2015</i> )	<b>Partially Achieved</b>

<sup>53</sup> For 'many times' and 'weekly' labelled 'always', then 'once in a while' labelled 'sometimes' and finally NO.

## Annex 8: Executive Summary of the 48 Month Follow Up Report for Cohort 1

### Executive Summary

This report presents the findings from four quantitative surveys. The first conducted at baseline '**baseline survey**' the second 12 months after the first cash transfer '**12 months survey**', the third '**36 months survey**' after the first cash transfer and the fourth at **48 months survey** after the first cash transfer disbursement.

The first time period is important as this was carried out during the cash transfer period, when beneficiaries had received a full year of cash transfer (12 months), thus it is expected to capture changes in outcomes which were the result of income changes. The 36 month period is important as it captures the potential effect of skills and coaching and thus the sustainability of the income effect over time. The 48 month period captures the sustainability of the project over time, when all support has been discontinued and it is expected that beneficiary households maintain a sustained improvement over time. The trend analysis indicate whether relative changes that were measured right after the end of the cash transfer remain sustained 30 months after the final cash transfer was disbursed.

This report therefore, evaluates if the observed changes recorded in the consolidated reports for the 12 and 36 months surveys have been sustainable over time. In this report we also identify graduation pathways; that is factors that enable certain households to maintain a sustained improvement.

Related to the trend analysis, the results highlight the trend relative to the result obtained in the 12 month survey – in other words, whether or not the gains made during the intensive cash transfer phase were sustainable. Five possible results can be expected: A **sustained** improvement is obtained when we estimate a relative difference in the outcome in favour of beneficiaries between baseline and the 48 month survey and this estimated difference is similar, or even larger, than the one estimated between baseline and the 12 month survey. A **sustained but declining** result is obtained when there is a relative difference between beneficiaries and control group during the 48 month survey, but this difference is smaller than the one estimated during the 12 month survey. In other words, the initial improvement found in the 12 month survey is still found, but its value has declined or has reduced. At the extreme situation, we classified differently outcomes for which there was an initial difference during the 12 month survey, but this has completely **disappeared** during the 48 month survey. A **late improvement** is found for some outcomes for which finding a benefit takes time, whereas **no change** is used for outcomes for which there was no relative difference over time between treatment and control group.

Our first key finding from the Graduation Programme is that improvement recorded in the 12 month survey for most of the impact indicators has been sustained over time, although for some indicators there are signs of convergence.

In particular, we find that beneficiaries have maintained lower levels of deprivation, compared to control groups. While it has been sustained over time, it has seen a decline from the high point achieved in during the cash transfer period (12 months survey), thus the assessment is that of '**sustained but declining**' in terms of the difference found after 48 months, compared to the period of the cash transfer. The lack of deprivation of control group households has improved over time and thus the relative improvement in lack of deprivation recorded for beneficiaries after 12 months into the programme has declined after 48 months into the programme (although the well-being of beneficiaries remains relatively higher than the control group 48 months after the programme, the gap is closing).

Beneficiaries have maintained higher levels of productive assets, livestock ownership, and consumption assets over time relative to control group households. For productive assets, the results clearly demonstrate a **sustained** improvement for beneficiaries compared to control, who saw a slight decline in productive assets from baseline. For consumption assets, again, beneficiaries have managed to **sustain** upwards their consumption assets, over the four year period, while the control has seen no change since the baseline.

With respect to savings, we found a massive improvement in the propensity to save for beneficiaries relative to control group during the time they were in receipt of cash transfer. This progress was **sustained but declining** after 48 months, as the those saving reduced from the gains made at the cash transfer phase. On the positive side, beneficiaries have been more able to take loans and importantly they were also more likely to have the loan repaid relative to control group households during the 48 months survey.

For primary school enrolment, there is **no relative difference** between beneficiaries and control. The number of children from beneficiary households going to primary school has increased from 63% to 84%. This progress is matched by control households. For affordability of school uniform, the results are **sustained**. The proportion of beneficiaries who could afford uniforms for most or all children increased from 7% during baseline at 83%. Although we are not able to conclude on the proportion of secondary school age children attending secondary school, it seems that financial barriers to education are reduced by the support received..

The trend for the proportion of households eating meat and drinking milk are **sustained but declining** in terms of the difference after 4 years (48 months) of programming compared to the gains made at the more intensive phase in the first 12 months. The gains made amongst beneficiary households was **sustained** upwards for growing vegetables and **sustained** for those growing fruit.

In the absence of anthropometric<sup>54</sup> measurements of individual nutrition status, a subjective indicator was applied: respondents were asked for their perception of the prevalence of malnutrition in their households. When comparing the relative change over time between beneficiaries and control group households we find that this is not significant, since both groups reported a reduction in subjective malnutrition within their respective households.

In terms of hygiene and preventive measures, households reported on whether their members sleep under mosquito nets, the frequency of using soap, and the frequency of changing clothes. Results show that beneficiaries continue to have a **sustained** benefit in terms of the use of mosquito nets and sustained but declining in terms of the frequency of using soap, and the frequency of changing clothes, relative to the control group.

For engagement in social activities, two indicators, participating in women's meetings and membership of cooperatives are '**Sustained**', whereas for church attendance and participation in *Umuganda* the trend is '**Sustained but declining**'. For all 4 indicators there has been a decline in participation between the 36 and the 48 months surveys for both control group and beneficiaries. Still, beneficiaries maintain a relatively higher participation in all social activities compared with control group.

Trends in the 'Key impact indicators' are shown in the table below.

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<sup>54</sup> Refers to measurement of human being: weight/height etc.

**Key impact indicators for the Graduation Programme in Rwanda**

#	Hypothesis	Baseline		+12 months		+36 months		+48 months	
		Control	Treatment	Control	Treatment	Control	Treatment	Control	Treatment
1	Households that participate in the Graduation Programme will register <u>lower levels of deprivation</u> than at baseline, in comparison to control group households. <i>(The deprivation index is inverse, so a higher value represents lower levels of deprivation)</i>	2.26	1.94	2.51	6.96	3.75	5.89	2.71	4.64
2	More households that participate in the Graduation Programme will register <u>higher levels of productive assets</u> than at baseline, in comparison to control group households. <i>(Value represents an index of productive assets)</i>	3.10	2.43	3.27	4.59	2.82	4.48	2.58	4.54
3	More households that participate in the Graduation Programme will register <u>higher levels of consumption assets</u> than at baseline, in comparison to control group households. <i>(Value represents an index of consumption assets)</i>	4.45	3.44	3.71	6.87	4.77	7.98	3.87	7.09
4	More households that participate in the Graduation Programme will have <u>savings</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of households who saved)</i>	9%	12%	16%	96%	31%	76%	37%	84%
5	More households that participate in the Graduation Programme will <u>send some or all of their primary school-age children to primary school</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of children)</i>	64%	63%	75%	80%	81%	84%	83%	84%
6	More households that participate in the Graduation Programme will <u>send some or all of their secondary school-age children to secondary school</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of children)</i>	11%	10%	15%	23%	n.a.	n.a.	n.a.	n.a.
7	More households that participate in the Graduation Programme will be <u>eating meat</u> than at baseline, in comparison to control group households. <i>(Value</i>	18%	8%	5%	41%	24%	39%	3%	21%

	<i>represents proportion of households who eat meat at least once a month)</i>								
8	Fewer households that participate in the Graduation Programme will perceive that members of the household are <u>malnourished</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of households)</i>	42%	25%	31%	12%	8%	2%	7%	1.5%
9	More households that participate in the Graduation Programme will be using <u>mosquito nets</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of households who have at least some members sleeping under mosquito nets)</i>	60%	76%	57%	64%	67%	89%	50%	68%
10	Households that participate in the Graduation Programme will be <u>changing their clothes at least every 2 to 3 days</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of households)</i>	24%	11%	19%	64%	26%	60%	30%	55%
11	More households that participate in the Graduation Programme will be <u>attending women's meetings</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of households)</i>	69%	62%	64%	80%	67%	79%	58%	72%
12	More households that participate in the Graduation Programme will be <u>members of cooperatives</u> than at baseline, in comparison to control group households. <i>(Value represents proportion of households)</i>	26%	18%	18%	75%	32%	75%	28%	65%

Taking the analysis one step forward, given that we have four periods of time and specifically two periods of time post the end of the cash transfer, we were able to provide a classification of households that takes into account a poverty score card, and trajectories of sustainable change over time. Using these two concepts, we classified all households according to four different groups:

- (i) Sustained change over time: There is still a relative improvement in the difference between treatment and control 48 months after the start of the programme AND this relative improvement is similar (or larger) to that estimated during the 12 month survey.
- (ii) Late improvement: There is a relative improvement in the difference between treatment and control 48 months after the start of the programme AND this relative improvement IS NOT found during the 12 month survey.
- (iii) Decline over time: There is still a relative improvement in the difference between treatment and control 48 months after the start of the programme BUT the relative improvement is smaller than that estimated during the 12 month survey.
- (iv) No change over time: There IS NOT relative difference on the outcome over time.

Depending on the outcome, we found that beneficiaries have significantly maintained a sustained improvement over time. For instance, 40% of beneficiaries had a sustained improvement in reduced deprivation (only 4% of control group did). 49% of beneficiaries had a sustained improvement in productive assets and only 19% of control group did. Three-quarters of all beneficiaries had sustained improvements in consumption assets, and only 10% of control group households did.

Finally, we find labour capacity, receiving additional support from outside of the home, and cooperative membership as key determinants of whether households are classified as showing a sustained change.

## Annex 9: Summary of CRM Complaints (2014)

<b>5. Complaints Received</b>				
<u>a. Source of complaint</u>		<u>b. Subject of Complaint</u>		
<i>(Please analyse by source below.)</i>		<i>(Please analyse by type below.)</i>		
Category	Number received	Category	Number Sensitive received	Number Non-sensitive received
Own Staff	12	Behaviour of our staff	2	1
Partner Staff	1	Quality of our work	0	18
Beneficiary	446	Quality of our procedures	4	78
Supporter/Donor	0	Quality of info provided	0	29
General Public	8	Work of partner agencies	0	16
Anonymous	63	Fraud	10	0
Other	7	Staff benefits	4	2
		Other	0	373
<b>Total</b>	<b>537</b>	<b>Total</b>	<b>20</b>	<b>517</b>
<b>6. Complaints Processing</b>				
<u>a. Conclusions</u>		<u>b. Average time to process complaint (estimated weeks)</u>		3
<i>(Please analyse by result below.)</i>				
Category	Number received	<u>c. Number not concluded within 6 weeks</u>		1
Responded to	443			
Not responded to	76			
Not Valid	18			
<b>Total</b>	<b>537</b>			

# Annex 11: SDA Infographic on Pathway for Graduation out of Extreme Poverty

