

# UNITED NATIONS DEVELOPMENT PROGRAM



REPUBLIC OF RWANDA  
Ministry of Local Government  
*Nyagatare District*



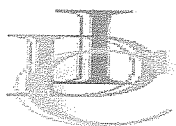
## FINAL REPORT

### EVALUATION OF THE SUPPORT PROJECT TO THE EASTERN PROVINCE RURAL DEVELOPMENT

*NYAGATARE DISTRICT*

Project Phase I: 2006-2008

August, 2009



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## ACRONYMS

UNDP	: United Nations Development Program
IDC Ltd	: Infinity Development Consult Ltd
ICT	: Information and Communication Technology
GDP	: Gross Domestic Product
USD	: United States Dollar
UPS	: Uninterrupted Power Supply
GPRS	: General Packet Radio Service
IT	: Information Technology
NGO	: Non Governmental Organization
KIST	: Kigali Institute of Science and Technology
ISAR	Institut des Sciences Agronomiques du Rwanda
MINALOC	: Ministère de l'Administration Locale
MINECOFIN	: Ministry of Finance and Economic Planning
M&E	: Monitoring and Evaluation
MoU	: Memorandum of understanding
EDPRS	: Economic Development and Poverty Reduction Strategy
Sq. Km	: Square Kilometer
SMART	: Specific, Measurable, Achievable, Realistic, Time-bound

## ACKNOWLEDGEMENTS

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Our special thanks go to Madam Maggie Gatera (Head of Public Management Unit of the UNDP) and Madam Desiderata Kayitaba (UNDP Finance Department) who provided us with the general overview of the project and gave us the key documents, Mr. Emmanuel Bandora (Acting Project Coordinator), Ms. Alida Umurungi (Project Finance Assistant), Mr. Cyrille Mwumvaneza (Project Consultant in Microfinance), Mr. Evariste Murwanashyaka (Project Agriculture Consultant), and Mr. Mugabo Longin (Project Agronomist). All these were very helpful to us during the course of the assignment.

To those who may have helped us in one way or another to successfully accomplish this evaluation and whose names are not mentioned here, we say thank you very much.

## EXECUTIVE SUMMARY

1.1 This is a report on the Evaluation of the Eastern Province Rural Development Project (Nyagatare District) funded by Italian Cooperation through the United Nations Development Program (UNDP).

1.2 The overall objective of this project was to *contribute to improving the living conditions of the rural population of Nyagatare district. Specific objectives were to increase the institutional capacity of the district; to improve food security; to promote income generating activities; and to improve access to potable water.*

The review is aimed primarily at assisting the partners of the project, to evaluate the effectiveness, efficiency, pertinence and the results of the project; the sustainability of these results; the degree of satisfaction of the beneficiaries of the project; and based on the findings, provide recommendations for improvement in second phase. This executive summary is presented in the following five main aspects; i.e. project concept and design, project implementation, project performance, sustainability, and conclusions.

### **Project Concept and Design**

1.3 The project concept was found to be relevant as it serves to accelerate rural development and it fits well within the framework of the rural economic strategy where development of agriculture is given priority. The needs identified in the project have been based on the development priorities that the Rwandan Government identified for the reconstruction of the country and the reduction of poverty. They are based on the key development challenges present in rural Rwanda and most specifically in rural areas of Nyagatare District. The project overall objective, specific objectives, outputs and activities are relevant and bear linkages.

1.4 Project Document was also analyzed and the findings show that it is not sufficient as a basic document necessary for implementation of the project. Most of items considered as hierarchy of objectives (development objective, specific objectives, outputs, activities) state the *what* and *how* for accomplishment while there is lack of the benchmarks for measurement of how much and when accomplishments will be made, and this leaves an open field for unguided interpretation of the hierarchy of objectives. The project document should be reviewed to ensure that it has a clear logical framework consisting of a hierarchy of objectives, clear outputs, activities, indicators of success and outcomes and these should have follow-up information (performance indicators) which are specific, measurable, achievable, realistic and time-bound in order to facilitate monitoring and evaluation. Baseline data presented in the project document should also be updated before starting the second phase.

### **Project implementation**

1.4 The responsibility of project management lies with the management committee, the steering committee and the joint committee. Except the joint committee whose minutes were not available, the assessment showed that the management and steering committees have been meeting though less frequently for the management committee and the representation in the meetings of both committees has been sufficient.

1.5 The analysis of quality and quantity of the project staff shows that the project has qualified, energetic and motivated staffs who work in synergy to accomplish project goals. However, due to insufficiency of the project staff, the acting project coordinator assumes the responsibilities of project coordination, procurement and monitoring and evaluation. Recruitment of procurement and monitoring and evaluation persons should be done to allow the acting project coordinator concentrate on his roles of coordination and also provide a room for checks and balances especially in matters of procurement.

1.6 The project office has adequate office equipment and furniture, but the single vehicle that is available for all project activities is not sufficient to grant transport needs of the staff. The currently available motor vehicle (Toyota Double cabin) should be used for project administration and coordination, then a motor cycle be procured for field work.

1.7 Financial management of the project was assessed and the findings showed that the manner in which the project funds are managed is generally satisfactory. Audit exercise was conducted for the financial year 2007 and 2008 but a report for 2008 was not yet out during evaluation. Various recommendations for a 2007 report were highlighted but the follow-up report on these recommendations was not available at the project office. The audit recommendations review report should be availed to the project office to enable the staff know where they are in the implementation of the recommendations as this should give them a way forward.

1.8 Low absorption capacity of the budget is viewed to be a matter of concern and some of the reasons for this include delays in funds disbursement due to the UNDP requirements that need checks and counterchecks before payments are made, delays due to unavailability of competent service providers for some tenders, and delays caused by contractors not respecting their work schedules. The project should avoid preparing and submitting the disbursement requests when the allocated budget is already exhausted. Requests for disbursements should be maintained at a reasonable level of budget implementation of at least 75%. Training should be organised for the project staff (coordinator and the finance officer) on the UNDP financial management procedures so as to allow

them harmonise these procedures and requirements with the public funds management procedures that they are using in the management of the project funds

1.9 In monitoring and evaluation, the main objective should be to establish a relevant system for regular program progress review and tracking. Three organizational levels were responsible for monitoring and evaluation; i.e. management committee, steering committee, and joint committee. Joint committee reports were not accessed during evaluation but reports of the management and steering committees were analyzed. Management committee meetings which are supposed to be conducted on a monthly basis don't respect this frequency. The management committee should hold the meetings every month to ensure that project management issues are known and addressed promptly within a reasonable time period so as to avoid the project to get off track.

1.10 It is provided in the project document that the steering committee shall meet once a year, and this frequency seems to be insufficient considering the important responsibilities that the committee is supposed to fulfill (i.e. providing indications, policies and issues to consider and analyse, playing an advisory role for the project actions, to evaluate and approve operational plans, alternatives and other suggested initiatives). It is, however, commendable that the steering committee has been meeting very frequently to sort out some project issues. It is recommended that the steering committee meetings be formalized to at least once a quarter to ensure that there is close follow-up of what is taking place within a reasonable time period. Formalization of these meeting frequencies will ensure that there is continuity in the manner the meetings are convened.

1.11 It was observed that though project reports highlight planned activities, the achievements, problems encountered, the results in form of percentage, and status of financial resources, the format seems not to be sufficient for the reports to serve as monitoring and evaluation reports. M&E reports create a room for development as they indicate planned activities with performance indicators, activities that were accomplished, comparison between the actual results and expected results, variances (how and where the program stands in terms of achievement of program objectives), reasons for variance and where necessary corrective measures to be put in place. The project should adjust the reporting format to make it serve also the purpose of monitoring and evaluation.

#### **Project performance**

1.12 Each activity of the project has been reviewed to determine the extent to which the activity has progressed towards achievement of the output and the related objective. Twenty of the thirty two project activities planned in the project

document were accomplished at the level from good to very good. This includes all activities for output a.1; output c.1; output c.2; and output c.4 (see the logframe). Three activities for output b.2; Seven activities were accomplished at the level of satisfaction, and these include one and only one activity of the output b.1 and all activities of output d.1. Two key activities out of five for output b.2 (i.e. carrying out development work for the 152 hectare of marshland, organizing courses in the management of developed areas) and all activities for output c.4 have not yet started.

Attainment of project objectives is summarised as follows:

1.13 Objective 'a' (Strengthened institutional support to the District): Generally, this objective has partly been achieved. Full achievement will be recognised if there is assurance that the benefits of the ICT support to the beneficiaries are sustainable. This will be possible if maintenance of ICT equipments is assured and supply of electricity to the sectors is availed.

1.14 Objective 'b' (improved food security): Though some project support to CODERVAM registered a significant improvement in production by around 180% with a quick impact on the livelihoods of the members, and improved livelihoods of the returnees due to provision of agricultural inputs, there is still a lot to do so as to ensure sustainable food security in Nyagatare District. This will include: accelerating the activities of developing/rehabilitating the 152 hectares of marshland, provision of technical assistance to developed areas, and installation of a drier at the storage facility of Lyabega to allow the facility to be functional. Overall, this objective has been achieved less than satisfactory.

1.15 Objective 'c' (Enhanced Income Generating Activities): The level of achievement of this objective is good, but there is need to start activities for output 'c' (*increase the capacity of the paddy rice husking plant*) and accelerate the creation and training of more women cooperatives to utilise the remaining 50% additional fund.

1.16 Objective 'd' (Improved access to drinking water): The level of achievement of this objective currently is satisfactory. The extra initiative of the project to rehabilitate the Nyabwishongwezi water pump with a capacity to serve 20,000 people will raise the targeted population of 4500 (in the project document) to 24,500.

1.17 It is worthy noting that despite the constraint of lack of specific, measurable, achievable, realistic, and time-bound indicators to clearly ascertain project effectiveness, majority of outputs seem to have been attained since 80% of the outputs were satisfactory, good and very good. However, this output achievement is yet to be translated into the total achievement of the project



objectives as highlighted above where two of the objectives were attained at the level of satisfactory, one at the level of good, and one below satisfactory. Overall, the project performance during the first phase was good but total achievement of these objectives will be realised if project intervention is prolonged to another term and more resources focused on those areas that seem to be of greater priority in order to fully achieve the objectives set out in the project document.

### **Project efficiency**

1.18 The project has been inefficient in terms of time management. There have been delays in accomplishment of most activities due to reconfiguration of geographical area with the new territorial structure at the beginning of the project (2006); late disbursement of the Italian funds at the beginning of the project (2007); and the account being not functional pending investigation of the stolen money from the project account. Other serious delays were caused by lack of competent service providers for some tenders.

1.19 Quantity of the human resources has been insufficient especially during the first and second quarters of the year 2009 when two key staff (the former project coordinator and the technical advisor) left the office but activities continued as usual when the person in charge of procurement became the acting coordinator. He has been working as a coordinator of the project and at the same time a procurement officer. Overall, though in difficulty, the project has been efficient in utilising the skills of the available staff (acting coordinator and finance officer) and the two consultants (micro finance and agriculture).

1.20 Management of project funds has been generally good in spite of some few remarks by the auditors that need rectification. Fund utilization has been done in a judicious manner and there is no problem with respect to project execution due to deviations from the budget, though budget absorption capacity has been low because of non respect of activity schedules.

### **Sustainability**

1.21 Evaluation results have shown that the overall performance of the project is good but tangible impacts are yet to be realized due to the fact that most cooperatives are still in their initial phase of production and are still paying back their loans to the revolving fund.

*1.21.1 Institutional support:* The quick impacts that are seen in the component of institutional support by providing the IT equipment and training is short-lived since the users of the equipments may not continue to enjoy the benefits of having them if their maintenance is not assured. The objective of institutional support still needs more intervention in maintenance of the ICT equipments. A long lasting solution to this problem may be obtained if the district recruits a

permanent staff at the district level that will be responsible for maintenance of ICT equipments at the district and in the sectors. However, since this person will be salaried monthly and the district is currently not able to provide salary to this staff, the project should look into possibilities of supporting the salary of this person for a period of possibly one year as the district continues to plan for an exit strategy after one year of project support.

*1.21.2 Food security:* Quick impacts of the project intervention in improving food security have been manifested by the returnees and CODERVAM cooperative. CODERVAM after getting the agricultural inputs from the project, the yields per hectare increased significantly and this had an impact on the lives of the members as explained earlier on (e.g. ability to pay school fees, medical insurance, shelter, purchase of motorcycles for business). Though improvement in productivity shows some impact on the lives of the cooperative members, it is still uncertain whether measures for food storage at the household level put in place by the district authorities are effectively implemented to mitigate risks of hunger in the future. However, the district initiative to construct food storage facility at Lyabega is a good sustainability measure to ensure that there is sustainable food security at the district level. But non functionality of this facility due to late delivery of a drier calls for the concerned authorities to make sure that not only the drier is delivered immediately but also strengthen the management of the storage facility to ensure that it serves the purpose for which it was constructed.

*1.21.3 Revolving fund:* The project micro fund managed by the Banque Populaire ensures continued credit facilities to farmers and other income generating cooperatives. This is a good exit strategy for the project since the fund will continue to revolve among the beneficiaries and other people. Also, sense of ownership and enthusiasm possessed by the cooperative members towards the project initiative is a good sign that cooperatives will continue to grow even when the project is no longer.

*1.21.4 Capacity building:* Trainings and study tours carried out for the project beneficiaries are good sustainability measures and more of this should be encouraged to equip the cooperative members with required skills. Local demonstration farms should be promoted to enhance knowledge transfer among farmers. This will be very useful to farmers when the project phases out and study tours are no longer organized.

*1.21.5 Management of water systems:* Management of water systems (boreholes/wells) provided by the project has been done by the water management committees selected at the local level. This doesn't ensure sustainability of these water systems. To ensure sustainability in water supply to

communities, privatization of these water systems should be done. If the water systems are run in a business-manner, those with business interest in them will assure proper maintenance, hence, continued supply to communities.

*1.21.6 Political support:* There is a strong political support to the project at the district and local levels. This is manifested by the fact that project activities are integrated in the district performance contracts which reinforces monitoring and evaluation of project activities. District and local level authorities will continue to play an advocacy role for the cooperatives to continue to grow and develop.

*1.21.7 Partnership with other stakeholders:* Partnership between the project and different institutions such as ISAR and Umutara Polytechnic is commendable. More partnerships should be developed with other institutions like KIST. This will lay a foundation for a continued technical assistance to cooperatives when the project phases out.

### **Conclusion**

1.22 The project is currently in its infancy (farming and other income-generation activities have just started) and it would be too early to measure the impact. What is encouraging and what would be regarded as a good signal of positive impact in the future is the coherence existing among members of the cooperatives, sense of ownership and enthusiasm they have for their activities.

1.23 Apart from citing some quick impacts in some project intervention areas, real and sustainable impacts will probably be realized in phase 2 of the project. The second phase should be well planned with original project document updated, logical framework reworked, and baseline survey carried out at the start of the phase 2 and updated prior to carrying out evaluation to provide follow-up information during the second evaluation.

1.24 It is also important to recognize the fact that there are some activities that are still in execution though phase one of the project is ending in September. Some of these are for example, the rehabilitation and development of CODERVAM marshland whose contract was signed in July, the installation of the submersible solar pumps for boreholes in Karangazi sector, installation of a drier at Lyabega food storage facility, etc... Coordination of these activities need to continue when phase one ends to ensure that there is proper management of contracts with the service providers. The UNDP/District should set up mechanisms to ensure this continuity.

## **1.0 GENERAL INTRODUCTION**

### **1.1 RWANDA**

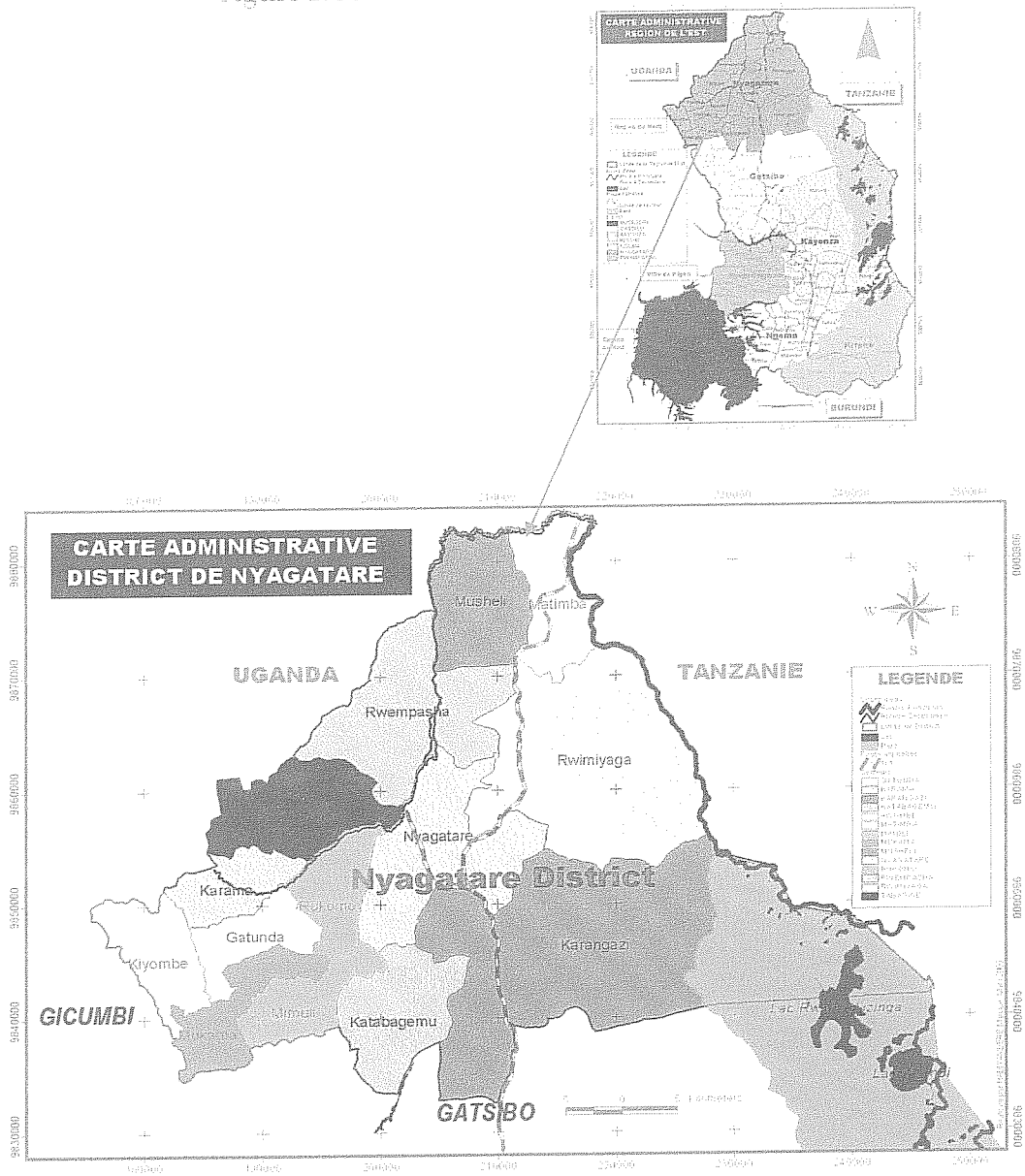
Rwanda is a small mountainous, landlocked and densely populated country in Central Africa. Geographically, Rwanda is bordered in the South by Burundi, Democratic Republic of Congo in the West, and Uganda in the North and the United Republic of Tanzania to the East.

With a total area of about 26,388 sq. km, it is one of the most densely populated countries in Africa with a total population projected at about 10 million people today (with about 54% being females). The population is predominantly rural with about 83% living in rural areas. Further projections show that the population should reach 16 million in 2020 with a GDP of USD 900 assuming that fertility rate declines significantly from the present 6.5% to 4.5.

### **1.2 NYAGATARE DISTRICT**

The District of Nyagatare is one of the seven districts making the Eastern Province. This District is divided into 14 Sectors made of 106 cells and 630 Villages "Imidugudu". The District spreads over an area of 1741 Km<sup>2</sup>, with Uganda at its northern border, Tanzania at its East, at the South by Gatsibo District and by Gicumbi District on the Western border. The total population in Nyagatare is 291452 inhabitants whose 51% are women. The average density attains 167 inhabitants/km<sup>2</sup> which is by far lower than the national density figure of 321 inhabitants/km<sup>2</sup>. Among the sectors, the most populated are Mimuli and Katabagemu which have 25651 and 25250 inhabitants respectively. While the less populated are Rwempasha and Matimba having respectively 13056 and 15396 inhabitants.

Figure 1: MAP OF NYAGATARE DISTRICT



Source: District Development Plan (Nyagatare District)

### *1.3 EVALUATION OF THE RURAL DEVELOPMENT SUPPORT PROJECT*

The Eastern Province Rural Development Support Project is funded by Italian Cooperation through the United Nations Development Program (UNDP).

The project was initiated by the Government of Rwanda and the Government of Italy specifically to promote rural development in the framework of the Poverty Reduction Strategy in the province where the socio-economic integration of the population was highly needed. This project is composed of four key components aimed at improving the living conditions of the rural population in Nyagatare District. These are: strengthening institutional capacity of Nyagatare District; improving food security; income generating activities; and Grass-roots social services. Evaluation in this context aims at:

- Showing the efficiency, effectiveness, pertinence and achieved results of the project; the sustainability of the results; and the degree of satisfaction of the beneficiaries;
- Identify the aspects that contributed to facilitate the implementation or possible obstacles;
- Evaluate respects of administrative and procurement procedures;
- Evaluate respects of conditions and modalities agreed upon in the project document;
- (Based on lessons learnt) formulate concrete and practical recommendations on the conduct of the project and the level of its activities or at the level of the structure in the view of attaining objectives and expected results;
- Formulate recommendations for the second phase which will have to be aligned to government priorities and national strategies in the area of local development, micro-finance and public investment.

## 2.0 EVALUATION METHODOLOGY

Data was collected through the review of documents, interviews (focus group, face-to-face) and by observation.

### 2.1 INTERVIEWS

Information was collected from key persons associated with this project. This was in the form of interviews/discussions using prepared questions, which covered the range of information needed for each of the four project components. The interviews sought to obtain factual information as well as the perceptions and experiences of the various individuals interviewed. Apart from the interaction with beneficiaries and local leaders in most of the project areas, office interviews took place with some project and district officials.

### 2.2 DOCUMENT REVIEW

Substantial information was obtained from several documents which included the following:

- Project document
- Project annual reports (2007, 2008)
- MoU between Nyagatare District and CODERVAM on management of fertilizers provided by the district
- MoU between Nyagatare District and Banque Populaire
- Marshland and Cooperative Assessment Report
- Project progress report 2007
- Third Party Cost-Sharing Agreement between Italy (the donor) and the UNDP
- Progress report May -December 2006
- EDPRS (2008-2012)
- District Development Plan
- Performance contracts 2009 (Nyagatare District)
- Rwanda Public Procurement Law
- Report on Micro Finance Credit Situation (June 2009)
- Audit Report for the year 2007

### 2.3 OBSERVATIONS

During all phases of the data collection process, i.e., interviews, field and office visits and discussions, the evaluators made observations in order to come up with objective views about the project. Special attention was paid to cases such as the physical state of project sites, quality of the work being carried out, and

management aspects of the project. In cases where doubts did exist, the evaluators cross checked by requesting clarifications from other informants.

## **2.4 DATA ANALYSIS**

Data analysis was carried out by sorting out all responses at the end of each day of the field work. In analyzing the data, the evaluators kept in mind specific areas which would need clear responses in the evaluation report, to determine how well outputs were being achieved.

## **2.5 VALIDATION OF THE REPORT**

After data analysis, a draft report was prepared and presented to the stakeholders for comments during the validation workshop. Validation of the report was organized in Nyagatare on 20<sup>th</sup> August 2009. Participants to this workshop were the UNDP program specialist from Kigali, Nyagatare District authorities, project staff, and Executive secretaries of the sectors. During this workshop, the report was presented and an in-depth discussion was conducted about the report. Comments given during the workshop have been incorporated in this final report.

## **3.0 FINDINGS AND CONCLUSIONS**

### **3.1 PROJECT CONCEPT AND DESIGN**

#### **3.1.1 Project Document**

The project document has been analysed and it was found out that the objectives set out serve the purpose of development context and rural economic strategy whose aim is speeding up the development of the rural economy under a strongly decentralised context. The project overall objective, specific objectives, outputs and activities are relevant and bear linkages.

However, a question to answer in this evaluation is how good the Project Document as a basic document is, that the project can still rely on it as a road map for the program implementation. To know the quality of this document, an analysis was made to find out whether the hierarchy of objectives in this document is SMART (i.e. Specific, Measurable, Achievable, Realistic, and Time-bound).

The project document incorporates the logical framework. This logical framework seems to be insufficient as an important tool for monitoring and



evaluation. Most of items considered as hierarchy of objectives (development objective, specific objectives, outputs, activities) state the *what* and *how* for accomplishment while there is lack of the benchmarks for measurement of how much and when accomplishments will be made, and this leaves an open field for unguided interpretation of the hierarchy of objectives. It is highly recommended that the project document be reviewed to ensure that it has a clear logical framework consisting of a hierarchy of objectives, clear outputs, activities, indicators of success and outcomes to facilitate effective and efficient program management, implementation, monitoring and evaluation.

Some objectively verifiable indicators are not based on any baseline information and this leads to difficulty in determining the change that may have taken place in some intervention areas (see indicators for output c.1, output c.4). Some assumptions need to be rephrased; e.g. for specific objective d “improved access to drinking water” it is “facilities are not damaged by criminals”, this may be rephrased as: “facilities are not damaged due to irresponsibility/negligence.”

Some information contained in the project document need to be updated before starting phase II of the project; e.g. socio-economic data sourced from census carried out in 2002. This leads to the importance of re-working out some of the indicators in the log frame.

The project document articulates well how the project should be managed under different committees which have representation from all key stakeholders. It provides different organisational levels of implementation/supervision/control; (management committee, steering committee, and joint committee). However, a component of project evaluation (mid-term or end-of-term) is missing. It is recommended that project evaluation be included in the project document so as to guide the users of this document on how and when to conduct this evaluation.

### **3.1.2 Project Relevance**

It is a fact that this project serves to accelerate rural development and it fits well within the framework of the rural economic strategy where development of agriculture is given priority. The needs identified in the project have been based on the development priorities that the Rwandan Government identified for the reconstruction of the country and the reduction of poverty. They are based on the key development challenges present in rural Rwanda and most specifically in rural areas of Nyagatare District.

### **3.1.3 Project Strategy**

Most project activities have been concentrated in one geographical area (Western part) - for example: Sectors of Nyagatare, Rwempasha, Tabagwe, Katabagemu, Rukomo, Mimuli, Gatunda, Kiyombe. It was reiterated that this approach was

decided in order to avoid dispersion of limited resources which could lead to ineffectiveness. To operate in a relatively small geographical area will enable the project to realize quickly the impact of the support to the target beneficiaries and the area in which they are living. However, since the cooperatives supported have demonstrated some signs that they can now continue the business with some minimal support, the next phase of the project should focus on those areas (sectors) and population groups (e.g. demobilized soldiers) that were left out during the first phase.

Project support to target beneficiaries through a revolving fund is a good strategy. The project has extended loans to target beneficiaries through the *Banque Populaire du Rwanda*. Connecting the beneficiaries to the bank is commendable since it enhances relationship between beneficiaries and the bank; it increases confidence of beneficiaries to work with banks even when they have graduated from the project support; and the money paid back is used as a loan to other selected beneficiaries.

Capacity building in terms of trainings, study tours and setting up of farm demonstration sites is another good strategy that will ensure sustainability. Trainings and study tours that the project has been organizing for the beneficiaries equip them with necessary knowledge, skills, and good practices relevant to conduct their businesses. The project should continue providing support in this area in order to create a critical mass of people among the beneficiaries with enough skills that could also be transferred to others when the project phases out.

### **3.2 PROJECT IMPLEMENTATION**

#### **3.2.1 Project Management**

According to the project document, the responsibility of project management lies with the management committee, the steering committee and the joint committee. Except the joint committee whose minutes were not available, the assessment showed that the management and steering committees have been meeting though less frequently for the management committee and the representation in the meetings of both committees has been sufficient.

##### **3.2.1.1 Financial resources**

Financial management of the project was assessed and the findings showed that the manner in which the project funds are managed is generally satisfactory. However, the issue of budget absorption has been viewed as a matter of concern especially in the financial year 2007 and 2008. The amount of funds used in 2007 and 2008 were 52% and 62% respectively below what was budgeted. This means that the action plans for 2007 and 2008 were realised by only 48% and 38%

respectively. The reason for this in 2008, however, was that the project activities stopped for almost 4 months after the UNDP stopped advance payments to the project until the investigation of the stolen money from the project's account was over. After this money was refunded by the bank, the activities restarted but there was already a big delay. It is in our view that stopping disbursements to the project was not appropriate since the funds would have been channelled to another account as investigation was taking place. By this, there wouldn't be any delay in project implementation. We are of the view that any decision that would have a direct impact on the project implementation should be taken in collaboration with all the key stakeholders in order to ensure smooth running of the project. Also, as internal control mechanism, a measure that was taken where the payments should be made using a payment order, is highly recommended.

Audit exercise was conducted for the financial year 2007 and 2008. The audit report of 2008 was not yet out during evaluation but the one of 2007 highlighted various recommendations on some financial management issues. We observed that follow-up of these recommendations was done where each recommendation was put in the table bearing impact severity, possible cause of the problem, action to be taken, person responsible, and time frame. Review of the implementation of the audit recommendations was done in January 2009 and the review report is not available at the project office. We recommend that the audit recommendations review report be availed to the project office. This is important for the project staff to enable them know where they are in the implementation of the recommendations as this should give them a way forward.

#### *3.2.1.2 Funds Disbursements*

Delays in funds disbursement has been reported to be another issue of concern. These delays have been caused by the UNDP procedures that require checks and counterchecks before payments are made. The interviews at the project revealed that disbursement requests are made when the allocated funds have been exhaustively utilised. To avoid unnecessary delays due to the above procedures, the project should avoid preparing and submitting the disbursement requests when the allocated budget is already exhausted. Requests for disbursements should be maintained at a reasonable level of budget implementation of at least 75%.

It was found out that the project follows the government procedures manual. However, a copy of the manual is not available at the project office. It is recommended to avail a copy of the procedures manual and distribute it to the project staff as a reference document. Though the project uses the above mentioned procedures, training should be organised for the project staff (coordinator and the finance officer) on the UNDP financial management procedures so as to allow them harmonise these procedures and requirements

with the public funds management procedures that they are using in the management of the project funds.

#### *3.2.1.3 Procurement*

Further assessment showed that the project procurement follows the law governing public procurement in Rwanda. However, there is a problem of lack of a person in charge of procurement at the project level. The project coordinator also handles procurement issues and this may lead to ineffectiveness in fulfilling his responsibilities as a project coordinator. Recruitment of a person in charge of procurement is very important to ensure that project procurement issues are handled properly.

It was realized that sometimes it was not possible to get bidders for certain tenders, a constraint that necessitated the tender to be re-advertised. Other constraints that were observed were delivery/completion delays by contractors and failure to deliver goods/services within acceptable timelines. A good example is failure by the contractor to deliver the maize drier for Lyabega Food Storage facility, whereby the contractor has failed to deliver the machine for more than a year now. This kind of scenario poses a serious threat to the efficiency of the project.

#### *3.2.1.4 Human Resources*

Quality and quantity of the project staff was analysed. The project has qualified, energetic and motivated staffs who work in synergy to accomplish project goals. The quantity of the current medium term consultants responsible for providing technical assistance in agriculture and micro finance cooperatives is sufficient and are very well qualified and experienced in their areas of expertise. Nevertheless, the quantity of permanent staff is insufficient; the acting project coordinator assumes the responsibilities of project coordination, procurement and monitoring and evaluation. The two posts (procurement and monitoring and evaluation) need to be filled in to allow the acting project coordinator concentrate on his roles of coordination and also provide a room for checks and balances especially in matters of procurement. Confirmation of the current acting coordinator to a post of the project coordinator is also paramount for motivation purpose. Otherwise, recruitment of a new project coordinator should be made. It is also worthy noting that the technical advisor for the project is still needed to back up the project staff by providing proper technical assistance in different areas where the project doesn't have enough expertise.

#### *3.2.1.5 Material Resources*

The project office has adequate office equipment and furniture. However, it was evident that the single vehicle that is available for all project activities is not sufficient to grant transport needs of the staff. The currently available motor

vehicle (Toyota Double cabin) should be used for project administration and coordination, then a motor cycle be procured for field work.

#### *3.2.1.6 Monitoring and Evaluation*

In monitoring and evaluation, the main objective should be to establish a relevant system for regular program progress review and tracking. The project document articulates three organizational levels responsible for monitoring and evaluation; i.e. management committee relevant to undertake control at the management level; steering committee responsible for supervision and provision of indications and policies; joint committee which is responsible for monitoring and formal verification of the program agreement. Joint committee reports were not accessed during evaluation but reports of the management and steering committees were analyzed.

Management committee meetings which are supposed to be conducted on a monthly basis don't respect this frequency; in 2007 there were 2 management committee meetings; in 2008 (3 management committee meetings); and in 2009 (2 management committee meetings). Acknowledging the tight schedules of the members of the management committee, the committee should hold the meetings every month to ensure that project management issues are known and addressed promptly within a reasonable time period so as to avoid the project to get off track.

The steering committee has been meeting at least once a year and any time when need arose; for example, in 2007 (2 steering committee meetings); in 2008 (2 extraordinary and 4 ordinary steering committee meetings); and in 2009 (1 extraordinary and 1 ordinary steering committee meetings).

It is provided in the project document that the steering committee shall meet once a year, and this frequency seems to be insufficient considering the important responsibilities that the committee is supposed to fulfill (i.e. providing indications, policies and issues to consider and analyse, playing an advisory role for the project actions, to evaluate and approve operational plans, alternatives and other suggested initiatives). It is, however, commendable that this committee has been meeting very frequently to sort out some project issues. It is recommended that the steering committee meetings be formalized to at least once a quarter to ensure that there is close follow-up of what is taking place within a reasonable time period. Formalization of these meeting frequencies will ensure that there is continuity in the manner the meetings are convened.

It was observed that though project reports highlight planned activities, the achievements, problems encountered, the results in form of percentage, and status of financial resources, the format seems not to be sufficient for the reports

to serve as monitoring and evaluation reports. M&E reports create a room for development as they indicate planned activities with performance indicators, activities that were accomplished, comparison between the actual results and expected results, variances (how and where the program stands in terms of achievement of program objectives), reasons for variance and where necessary corrective measures to be put in place. The existing reporting format only serves the purpose for monitoring.

To facilitate both monitoring and evaluation, the project should adjust the reporting format to incorporate in the report, activities planned, performance indicators, activities accomplished, variances, reasons for variances and corrective measures. Aspect of financial resource status which is relevant to track changes in the use of funds is also commendable.

It should be noted that baseline information was not available when this project started. A baseline survey was conducted in 2007 but the report has not been validated, rendering it irrelevant for this evaluation. The logical framework in the project document was supposed to bear indicators for the project outputs and activities based on the baseline data available at project inception, and these baseline data were supposed to be updated every time project evaluation is to take place so as to be able, during evaluation, to determine whether change took place as a result of project interventions. Lack of baseline data at project inception was a serious drawback to monitoring and evaluation. The project should on a serious note consider carrying out another baseline survey in order to get updated baseline data in *lieu* of that one carried out in 2007 whose report was not validated. This will set a basis for developing performance indicators of the next phase of the project. Baseline survey should also be conducted prior to carrying out any subsequent project evaluation so as to establish how the situation stands in various intervention areas at the time of evaluation.

### **3.2.2 Project Performance**

*Objective 1: To strengthen the institutional capacity of Nyagatare District:*

The target over a project period was to support the district and sectors administration in the area of ICT by providing the IT equipments (computers, printers, UPS, stabilisers, flash disks, GPRS modems) IT training, and maintenance of these equipments.

The project provided 41 desktops, 20 laptops, 33 UPS, 10 printers, 8 photocopiers, 11 stabilisers, and 14 flash disks, 18 GPRS modems for the district and sectors, trained 46 staff of the district and sectors in introduction to computer, MS word, Excel, Power point, Access, and internet explorer.

Now, the district has the internet connectivity, Executive Secretaries of all sectors have laptops and modems for internet use. Overall, achievement of the above objective has been satisfactory, though there are still some challenges that should be mentioned: for example, district and sectors face a problem of maintenance of their IT equipments which may lead to the short life span of the equipments. The project signed a one year contract with the service provider (High Tech Company) to undertake maintenance of the ICT equipments of the district and this contract has expired. Lack of enough resources by the district and sector administrations shall continue to exacerbate this situation, unless measures are taken to increase revenue generation at both the district and sector levels. Also, some sectors don't enjoy fully the benefits of having IT facilities due to lack of grid electricity, so they use solar energy which is not reliable and enough for IT equipments.

However, a rural electrification program that is already taking place in the sectors of Nyagatare District is a good sustainability measure not only for ICT development but also for socio-economic development in general. This needs to be accelerated and accomplished as soon as possible if ICT is to be used to transform the rural economy.

*Objective 2: Improved food security:*

Outputs for the above objective as provided in the project document are; institutional capacity building and construction of 6 maize storage and sale silos, and to develop/rehabilitate and cultivate 152 hectares of marshland with particular attention to environment. However, construction of 6 maize storage and sale silos changed into construction of a food storage structure of a capacity of 2650 tons (53 slabs of a capacity of 50 ton cocoon each) that should be used to store maize to ensure food security at the district level.

**Construction of a maize storage facility**

In response to the above, a site was identified at Lyabega for 50 cocoons each with capacity of 50 tons. 53 concrete slabs, an office, a shaded area, fence, pit latrine, electricity, access roads and water drainage system have been constructed. Management of this site for storage facility was handed over to an association called Maize Platform Forum whose members are different cooperatives and individuals, but the site seems to be poorly maintained. The District should ensure that there is proper management of the site.

Some cooperatives have been hesitant to join the Maize Platform Forum because of being suspicious of *raison d'être* of this association as they feel that this association shall be dictating them to offer low prices for their crops, hence losing the higher profits that they normally get by selling their crops on speculation in both the local and the Uganda markets.

The District being aware of speculations of crop prices by farmers has for a long time tried to discourage this. It is important for the District to continue getting close to the farmers to sensitise them on the advantages of storing food at both the household and district level. The Maize Platform Forum should transparently discuss with the cooperatives on the kind of partnership they want to forge with them, how this will be done, and the benefits that are expected from this partnership.

To ensure proper food storage at Lyabega, a tender for supply of a maize drier was launched in Nov, 08 but until the time of this evaluation it was not yet delivered to the site, rendering the site non functional. It was reported that this delay has been caused by the fact that the drier which was initially ordered from Uganda was not procured on time and the supplier sold it to Tanzania; then another order was made from the manufacturer in Brazil whereby its manufacturing is made on demand. Its shipment has been made and is expected to arrive in the country soon.

Various cooperatives dealing in buying and selling of crops expressed a dire need for support to have small crop collection and storage centres in their localities since it is very expensive to rent a house to store the crops before selling them. The district authorities may consider providing more support to cooperatives in terms of establishing/developing crop collection and storage points in the sectors to be used by the cooperatives before selling.

Overall, the above output was satisfactorily accomplished, but it is in the evaluators' view that construction of maize storage facility at Lyabega has not yet contributed to food security since the facility has not been functional due to unavailability of a drier. The District should consider the functionality of Lyabega maize storage facility as a matter of great concern, and should make sure the drier is available to ensure that crops are well dried so that they can be stored for a long time without getting spoilt. It is also important to build hangars in which crops will be collected as they wait to pass into a drier ready for storage. Worth mentioning is also a need to construct a house into which a drier will be installed.

#### **Cooperative CODERVAM**

For the output of developing/rehabilitating and cultivating 152 hectares of marshland with particular attention to environment, the following activities were planned: Recruiting an agency, company or NGO specialised in the development work; carry out preliminary studies of areas indicated by the district; carry out development work; acquiring and distributing agricultural kits; organising courses in the management of developed areas.



The above activities were fully done except for activities of carrying out development work of the marshland and technical assistance in the management of developed areas which were not yet done at the time of this evaluation. Recruitment of a company to carry out development work was supposed to be finalised in 2008 but preparation of technical specifications took long, but the service provider has already been identified and the contract has been signed for the work to start by end-July 2009. Agreement on provision of technical assistance was entered into between the district and Umutara Polytechnic but the contract has not been finalised. This activity is also to start by end-July 2009.

The findings show that there has been good progress so far for the activities necessary to achieve the above output, but the output itself has not yet been achieved. The key activities of marshland development and provision of technical assistance in the management of developed areas should be well monitored and accelerated to avoid any more delays during implementation.

The current CODERVAM management took over from the old management in 2005. The old management was accused of mismanagement and embezzlement of the cooperative funds which left the cooperative with a bank debt of 250,000,000RWF. The new management inherited this debt and had at the time of evaluation paid 170,000,000RWF (68%) and 40,000,000 RWF in taxes to RRA.

We also observed that after the project support, the yields increased from 2.5 to 7 tons per hectare, and this had a direct impact on the livelihoods of members who are now able to pay school fees, and medical insurance. Some have constructed houses and others have been able to purchase motorcycles for transport business. In the coming season the cooperative is expecting 1500 to 2000 tons of rice valued at 400,000,000RWF purchase price and this money was not available when this evaluation was taking place. A quick solution would be for CODERVAM to approach the bank to find out possibilities of getting another loan. For sustainability, CODERVAM may consider creating a Savings and Credit Society that will mobilise savings and provide credit to members at a lower interest rate.

Furthermore, CODERVAM still faces some management issues as expressed by the general manager. The district authority should consider a meeting with the cooperative and continue to forge closer ties with it in order to understand what is taking place in the management of this cooperative, and possibly find out a solution to some issues that might be arising so as to avoid possible negative impacts that might happen to the cooperative.

#### **Returnees from Tanzania**

Agricultural kits had to be distributed to returnees from Tanzania. In this respect, 25,280 shoots of pineapple were provided to 326 families from Tanzania

settled in six sectors, 5 tons of seeds of beans, 3 tons of maize, 16,300 shoots of bananas, and 875,000 cuttings of pennisetum to 64 families to make a plantation of 50 hectares of forage that would feed 62 cows.

Generally, the returnees are very satisfied for the support they got from the project. However, they still have some challenges: e.g. access to potable water, long distance travelled by children to school (the case of Kituro and Kabirizi2 settlements-11 to 13 km from the settlement to school), and long distance travelled to access the health centre.

Returnees expressed that they are no longer in the emergency phase especially in shelter and food, and they direly need to be organised into cooperatives in order to accelerate their socio-economic development. Findings reveal that they are already integrated in a normal community life, they have been resettled and have farming plots that they are exploiting to cultivate bananas, beans, cassava, maize, vegetables, etc..., few families were given dairy cows and they can now get milk and fertilisers. Generally there is food security due to the fact that they have well exploited their farming plots and they are now consuming the food grown on their own plots.

Given their background to a traditional livestock keeping which is not economically viable, the project should support them in modern farming and livestock transformation which can lead to better livelihoods. More training in modern farming and livestock transformation are needed. The project should also assist them to form revenue generating cooperatives; these cooperatives should be focused mainly on activities where the returnees have traditionally a comparative advantage; i.e. they excel more in livestock activities since this is their traditional occupation. Agricultural cooperatives may be oriented in horticulture (farming of mushrooms, vegetables, fruits, etc...) since it is cost effective in terms of land required, funds, and labour. Women should be encouraged and assisted to form handicraft cooperatives.

#### *Objective 3: Enhanced Income Generating Activities*

The above objective had the following outputs:

*Output 1: To increase and strengthen at least 10 productive associations in terms of agro-forestry practices to increase the quantity and quality of agricultural production as well as improving soil fertility, trainings and technical assistance through on-farm technical advices, study tours and demonstration of improved agricultural techniques.*

Achievement of the above output was very good where 14 Cooperatives were trained and technically assisted through demonstrations, on-farm training, technical advices and study tours. However, more training has been reported to

representation to 43%, and this is a commendable initiative for women promotion in development activities. To ensure equitable distribution of the available resources, the project should continue promoting women participation in revenue generating activities. Though the performance indicators for planned activities of the above output are not available, the general view of the project implementers ranked the execution of the activities from good to very good.

*Output 4: To increase the capacity of the paddy rice husking plant*

To achieve the above output, the following activities were planned: analysing the needs and drawing up investment plans; purchasing suitable machines; rehabilitating infrastructure; launching production activities. None of these activities were done to achieve the above output.

*Objective 4: Improved access to drinking water*

This objective had two main outputs: provision of rural population with access to drinking water through a minimum of 15 wells; and putting in place and strengthening the management committees of various rural facilities.

Activities to achieve output 1 of the above objective were executed satisfactorily. 14 boreholes were drilled, 12 are functional and 2 are not yet functional for they will use submersible solar pumps whose works to install them will commence in August 2009 and will take 3 to 4 months. Activities to install the submersible solar pumps on the two boreholes were delayed for 9 months because of lack of a competent service provider.

In addition to the above, the project having realised the usefulness of the water treatment plant situated in Nyabwishongwezi and which is not operating because it could not get water for treatment, an extra work of rehabilitating the Nyabwishongwezi water pumping system was contracted for. The new pumping machine whose capacity is 20 cubic meters/hour is expected to be functional in August 2009, and will serve a population of 20,000 people. However, the project should revisit the technical specifications and find out whether this pump will actually satisfy the above targeted population.

The taste and mineral content of underground water in some communities seemed to have a problem. It was found out that the ground water in some communities is salty and where this problem is manifested, community members have to resort to unsafe sources of water for either drinking, cooking or washing; For example, people in Kitengule (Tabagwe) and Kyenjojo (Rwempasha) walk for 7 to 10 km to fetch water from Muvumba River and Nyabitekure wells.

Generally, communities visited expressed appreciation of the interventions that have been made to provide potable water to communities, but they are not

satisfied with the quantity and quality of the available water, and would want the project to provide more sources of water. The project should consider supplementing the available water with other sources; for example, extending gravity water system to the needy areas and developing rain water harvesting at least in each administrative sector.

Water Management Committees were selected and trained mainly in the management of public infrastructure. Findings revealed that there is still a challenge in the general management of the boreholes since the established water management committees are less active; they lack motivation to devote time for management of a public good. Some boreholes visited were found to be maintained by volunteers who stay in the neighbourhoods and by doing so, they could be assured that there is constant water supply for their cattle (e.g. Rwempasha).

To ensure that water sources are well managed and hence stay longer, the district should consider privatising the management of water systems to private operators. There should be public-private partnership where the district may provide capacity building in terms of training of private water operators in business management, entrepreneurship, business planning, etc... in order to be able to run the water systems in a business-like manner.

**Box 1: Summary of project results**

<i>Project objective</i>	<i>Project output</i>	<i>Level of output achievement</i>	<i>Comments</i>
<i>a. Strengthened Institutional support to the District of Nyagatare</i>	<i>a.1 To support district level capacities in ICT</i>	<i>Very Good</i>	<ul style="list-style-type: none"> <li>- There is a problem of maintenance of ICT equipments both at the district and sector level</li> <li>- Contract with the High Tech. Company that carried out maintenance of ICT equipments for the district has expired</li> <li>- Some sectors use solar power which is not enough to run the ICT equipments</li> <li>- Generally, the objective has partly been achieved. Full achievement will be recognised if there is assurance that the benefits of the ICT support to the beneficiaries are sustainable</li> </ul>
<i>b. Improved Food Security</i>	<i>b.1 Construction of a food storage structure of capacity of 2650 tons</i>	<i>Satisfactory</i>	<ul style="list-style-type: none"> <li>- There is an umbrella cooperative (Maize Platform Forum) whose members are various cooperatives and individual and this forum is supposed to buy crops from individual cooperatives and store them at the storage facility</li> <li>- Some individual cooperatives are hesitant to join the Maize Platform Forum as they want to be free to continue selling crops on speculation</li> <li>- The storage facility seems to be poorly maintained</li> <li>- Cooperatives need support to have small crop collection centres in their localities</li> </ul>

		<p>since it is very expensive to rent a house to store the crops before selling</p> <ul style="list-style-type: none"> <li>- Construction of foodstuffs storage structure at Lyabega has not yet contributed to food security since the facility has not been functional due to unavailability of a drier</li> </ul>
	Not yet	<ul style="list-style-type: none"> <li>- There has been good progress so far for some activities necessary to start development/rehabilitation of 152 ha of marshland with particular attention to environment</li> <li>- Activities of carrying out development work of the marshland and technical assistance in the management of developed areas have not yet started</li> <li>- Provision of agricultural inputs to CODERVAM by the project increased production by around 180% with a quick impact on the livelihoods of the members (able to pay school fees, medical insurance, shelter, purchase of motorcycles for business)</li> <li>- There are still management challenges (the general manager not in good terms with the board of directors)</li> <li>- The cooperative is still burdened by an unpaid debt</li> <li>- Contribution of output b.2 to the achievement of objective b is yet to be realised</li> </ul>
	b.2 Developing/rehabilitating and cultivating 152 hectares of marshland with particular attention to environment	

	b.3 Support to returnees from Tanzania	Very good	<ul style="list-style-type: none"> <li>- Returnees are very satisfied with the project support they received</li> <li>- They are already integrated in a normal community life</li> <li>- Generally, returnees have food security for they have well exploited their farming plots and they are now consuming the farming products from their own farms</li> <li>- They are no longer in an emergency phase especially with food and shelter requirements</li> <li>- They request to be assisted to start a development phase</li> </ul>
c. Enhanced Income Generating Activities	c.1 To increase and strengthen at least 10 productive associations in terms of agro-forestry practices to increase the quantity and quality of agricultural production as well as improving soil fertility, trainings and technical assistance through on-farm technical advices, study tours and demonstration of improved agricultural techniques	Very good	<ul style="list-style-type: none"> <li>- Cooperatives are satisfied with trainings and study tours organised by the project, but they need more specialised trainings to improve their businesses.</li> </ul>
	c.2 To support new service cooperatives and competitive marketing	Very good	<ul style="list-style-type: none"> <li>- The financial support provided by the project is highly lauded but more support is needed to up-scale their activities</li> <li>- Satisfaction was expressed on the trainings and study tours organised but more of them are needed</li> <li>- Seasonal fluctuations was aired out as a challenge by cooperatives</li> <li>- Culture of saving has been developed</li> </ul>

			<p>among the cooperative members</p> <ul style="list-style-type: none"> <li>- The bank and cooperatives expressed satisfaction on how credits are being paid back</li> <li>- A revolving fund strategy has shown them that it is possible to conduct a business and develop it out of borrowed money</li> <li>- Most cooperatives started their operations in 2008 and some in 2009; it may be still very early to realise impact since they are still in the start-up phase</li> </ul>
	c.3 To increase the capacity of the paddy rice husking plant	Not yet	
	c.4 To establish a support fund for local production (especially for women)	Good	<p>The project has responsibly considered gender mainstreaming</p> <ul style="list-style-type: none"> <li>- Additional fund has been introduced to support women cooperatives</li> <li>- Before the additional fund, women beneficiaries represented 33% of the total beneficiaries</li> <li>- After additional fund, the percentage of women increased to 43%</li> </ul>
d. Improved access to drinking water	d.1 Provision of rural population with access to drinking water through a minimum of 15 wells	Satisfactory	<ul style="list-style-type: none"> <li>- Communities expressed appreciation of the support in providing portable water</li> <li>- Some communities are not satisfied with the quantity and quality of the available water</li> <li>- The ground water in some communities is</li> </ul>



			<p>salty (e.g. Kitengule, Kijengo boreholes) and community members have to resort to unsafe sources of water for either drinking, cooking or washing</p> <p>- There is good progress in the achievement of objective d. When the Nyabwisi longwezi water pumping machine is functional in August 2009, it will serve 20,000 people. This is far more than planned in the project document</p>
	d.2 Putting in place and strengthening the management committees of various rural facilities.	Satisfactory	<p>- Water Management Committees were selected and trained</p> <p>- Water management committees are less active</p>

### 3.2.3 Summary of Project Efficiency and Effectiveness

#### 3.2.3.1 *Efficiency*

The project has been inefficient in terms of time management. There have been delays in accomplishment of most activities due to reconfiguration of geographical area with the new territorial structure at the beginning of the project (2006); late disbursement of the Italian funds at the beginning of the project (2007); and the account being not functional pending investigation of the stolen money from the project account. Other serious delays were caused by lack of competent service providers for some tenders.

Quantity of the human resources has been insufficient especially during the first and second quarters of the year 2009 when two key staff (the former project coordinator and the technical advisor) left the office but activities continued as usual when the person in charge of procurement became the acting coordinator. He has been working as a coordinator of the project and at the same time a procurement officer. Overall, though in difficulty, the project has been efficient in utilising the skills of the available staff (acting coordinator and finance officer) and the two consultants (micro finance and agriculture).

Management of project funds has been generally good in spite of some few remarks by the auditors that need rectification. Fund utilization has been done in a judicious manner and there is no problem with respect to project execution due to deviations from the budget, though budget absorption capacity has been low because of non respect of activity schedules.

#### 3.2.3.2 *Effectiveness*

It would not be easy to ascertain the extent to which the project has been effective since analyzing the status of the target outputs in terms of quantity, quality and timeliness required SMART indicators which were not available. Given this constraint, a review of all project activities was carried out to determine to what extent progress has been made in attaining the outputs and objectives.

Twenty of the thirty two project activities planned in the project document were accomplished at the level from good to very good. This includes all activities for output a.1; output c.1; output c.2; and output c.4. Three activities for output b.2; Seven activities were accomplished at the level of satisfaction, and these include one and only one activity of the output b.1 and all activities of output d.1. Two key activities out of five for output b.2 (i.e. carrying out development work for the 152 hectare of marshland, organizing courses in the management of developed areas) and all activities for output c.4 have not yet started.

### **Attainment of objectives**

Objective 'a' (*Strengthened institutional support to the District*): Generally, this objective has partly been achieved. Full achievement will, however, be recognised if there is assurance that the benefits of the ICT support to the beneficiaries are sustainable. This will be possible if maintenance of ICT equipments is assured and supply of electricity to the sectors is availed.

Objective 'b' (*improved food security*): Though some project support to CODERVAM registered a significant improvement in production by around 180% with a quick impact on the livelihoods of the members, and improved livelihoods of the returnees due to provision of agricultural inputs, there is still a lot to do so as to ensure sustainable food security in Nyagatare District. This will include: accelerating the activities of developing/rehabilitating the 152 hectares of marshland, provision of technical assistance to developed areas, and installation of a drier at the storage facility of Lyabega to allow the facility to be functional. Overall, this objective has been achieved less than satisfactory.

Objective 'c' (*Enhanced Income Generating Activities*): The level of achievement of this objective is good, but there is need to start activities for output 'c' (*increase the capacity of the paddy rice husking plant*) and accelerate the creation and training of more women cooperatives to utilise the remaining 50% additional fund.

Objective 'd' (*Improved access to drinking water*): The level of achievement of this objective currently is satisfactory. The extra initiative of the project to rehabilitate the Nyabwishongwezi water pump with a capacity to serve 20,000 people will raise the targeted population of 4500 (in the project document) to 24,500.

It is worthy noting that despite the aforementioned constraint (i.e. lack of SMART indicators to clearly ascertain project effectiveness), majority of outputs seem to have been attained since 80% of the outputs were satisfactory, good and very good. However, this output achievement is yet to be translated into the total achievement of the project objectives as highlighted above where two of the objectives were attained at the level of satisfactory, one at the level of good, and one below satisfactory.

Overall, the project performance during the first phase was good but total achievement of these objectives will be realised if project intervention is prolonged to another term and more resources focused on those areas that seem to be of greater priority in order to fully achieve the objectives set out in the project document.

be needed to supplement and concretise the already acquired knowledge necessary to ensure effectiveness and efficiency in what they are doing.

*Output 2: To support new service cooperatives and competitive marketing*

As planned, execution of all the activities for the above output was very good. 89 cooperatives were identified and trained in credit management, cooperative management, basic accounting, marketing, etc... 37 cooperatives were facilitated to access loans and have started to reimburse. It is a point to note that of all the money that has been provided to the cooperatives as a loan, 24% had been paid back as of March 2009. This shows that trainings provided to cooperatives and the subsequent technical assistance when they start operations have positive effects.

It should be noted that most of the cooperatives visited under income generating are those that were dealing in commercial farming or any other business and were given various inputs to improve their production or were given funds under micro finance program to finance their commercial activities such as handicraft, livestock pharmacy, buying and selling of crops, etc...

The following is a summary of the findings from the cooperatives interviewed during evaluation:

- The financial support provided by the UNDP project is highly lauded. However, there is need for more support to up-scale their activities in order to be able to realise the benefits quickly;
- Cooperatives expressed satisfaction on the trainings and study tours organised by the project. Nevertheless, a need to organise more of these was echoed to concretise the knowledge they have already acquired. This may serve as a good exit strategy for the project since the use of the consultants who are providing technical assistance to the cooperatives may not continue;
- Except CODERVAM marshland, other cooperatives that carry out agriculture in other marshlands have a challenge of seasonal fluctuations. There is need to canalise the water in different farm pieces so as to ensure that there is a constant water supply for the crops during dry season;
- The culture of saving has been developed among the cooperative members. Cooperatives visited showed to have a business mind- set which may have resulted from the trainings they got and nature of the support that requires a beneficiary contribution to the initial start-up capital to encourage ownership;

- As one indicator that the cooperatives are doing well, both the cooperatives and the "Banque Populaire du Rwanda" which has a responsibility of promoting and facilitating access to credit for the cooperatives operating in Nyagatare, expressed satisfaction on how the credits are being paid back. However, it was found out that some cooperatives pay back their loans on a monthly instead of quarterly basis and this was reported to be a burden to pay back the loan before harvesting. Whereas it is well stipulated in the agreement between the district and the "Banque Populaire du Rwanda," that the duration of payment shall be negotiated between the bank and the beneficiaries on the basis of the nature of the loan, this should be very well communicated to cooperatives to take it as a right to negotiate on the payment modalities;

- There should be harmonisation of loan repayment modalities to all the cooperatives that deal in farming and selling of agricultural products. The loan repayment should be seasonal after the harvests;

- A revolving fund strategy has shown them that it is possible to conduct a business and develop it out of borrowed money. This strategy is a good sustainability measure since its benefits spill over to many people.

As an exit strategy, we contend that continuous trainings and study tours in agricultural transformation and value addition may be quite useful especially to agriculture and livestock cooperatives.

It should be noted that most cooperatives started their operations in 2008 and some in 2009, and thus, it may be still very early to realise change in the livelihoods of their members since these cooperatives are still in the start-up phase. However, the fact that the cooperatives are now operating on borrowed money and are able to pay back the loan and meet other costs is an indication that with a continued support, the future of these cooperatives and their members is bright.

*Output 3: To establish a support fund for local production (especially for women)*

Gender mainstreaming in development programs has been a government policy and the UNDP project has responsibly considered this especially in the support to income generating activities. In addition to USD 100,000 transferred to the bank end of 2007 to serve as the revolving credit fund, in 2008 USD 61,240 and Euros 20,000 additional fund were transferred to the bank by end of December 2008. The Euro 20,000 represents 50% of the funds allocated by the project to finance women cooperatives. Before provision of this additional fund, women beneficiaries in all the cooperatives represented 33% of the total beneficiaries. The additional fund of Euro 40,000, 50% of which has been already disbursed to the project to support women production association, has increased women

### 3.2.4 Sustainability

Evaluation results have shown that the overall performance of the project is good but tangible impacts are yet to be realized due to the fact that most cooperatives are still in their initial phase of production and are still paying back their loans to the revolving fund.

*Institutional support:* The quick impacts that are seen in the component of institutional support by providing the IT equipment and training is short-lived since the users of the equipments may not continue to enjoy the benefits of having them if their maintenance is not assured. The objective of institutional support still needs more intervention in maintenance of the ICT equipments. A long lasting solution to this problem may be obtained if the district recruits a permanent staff at the district level that will be responsible for maintenance of ICT equipments at the district and in the sectors. However, since this person will be salaried monthly and the district is currently not able to provide salary to this staff, the project should look into possibilities of supporting the salary of this person for a period of possibly one year as the district continues to plan for an exit strategy after one year of project support.

*Food security:* Quick impacts of the project intervention in improving food security have been manifested by the returnees and CODERVAM cooperative. CODERVAM after getting the agricultural inputs from the project, the yields per hectare increased significantly and this had an impact on the lives of the members as explained earlier on (e.g. ability to pay school fees, medical insurance, shelter, purchase of motorcycles for business). Though improvement in productivity shows some impact on the lives of the cooperative members, it is still uncertain whether measures for food storage at the household level put in place by the district authorities are effectively implemented to mitigate risks of hunger in the future. However, the district initiative to construct food storage facility at Lyabega is a good sustainability measure to ensure that there is sustainable food security at the district level. But non functionality of this facility due to late delivery of a drier calls for the concerned authorities to make sure that not only the drier is delivered immediately but also strengthen the management of the storage facility to ensure that it serves the purpose for which it was constructed.

*Revolving fund:* The project micro fund managed by the Banque Populaire ensures continued credit facilities to farmers and other income generating cooperatives. This is a good exit strategy for the project since the fund will continue to revolve among the beneficiaries and other people. Also, sense of ownership and enthusiasm possessed by the cooperative members towards the

project initiative is a good sign that cooperatives will continue to grow even when the project is no longer.

*Capacity building:* Trainings and study tours carried out for the project beneficiaries are good sustainability measures and more of this should be encouraged to equip the cooperative members with required skills. Local demonstration farms should be promoted to enhance knowledge transfer among farmers. This will be very useful to farmers when the project phases out and study tours are no longer organized.

*Management of water systems:* Management of water systems (boreholes/wells) provided by the project has been done by the water management committees selected at the local level. This doesn't ensure sustainability of these water systems. To ensure sustainability in water supply to communities, privatization of these water systems should be done. If the water systems are run in a business-manner, those with business interest in them will assure proper maintenance, hence, continued supply to communities.

*Political support:* There is a strong political support to the project at the district and local levels. This is manifested by the fact that project activities are integrated in the district performance contracts which reinforces monitoring and evaluation of project activities. District and local level authorities will continue to play an advocacy role for the cooperatives to continue to grow and develop.

*Partnership with other stakeholders:* Partnership between the project and different institutions such as ISAR and Umutara Polytechnic is commendable. More partnerships should be developed with other institutions like KIST. This will lay a foundation for a continued technical assistance to cooperatives when the project phases out;

## 4.0 CONCLUSIONS AND RECOMMENDATIONS

### 4.1 CONCLUSIONS

The project is currently in its infancy (farming and other income-generation activities have just started) and it would be too early to measure the impact. What is encouraging and what would be regarded as a good signal of positive impact in the future is the coherence existing among members of the cooperatives, sense of ownership and enthusiasm they have for their activities.

Apart from citing some quick impacts in some project intervention areas, real and sustainable impacts will probably be realized in phase 2 of the project. The second phase should be well planned with original project document updated, logical framework reworked, and baseline survey carried out at the start of the phase 2 and updated prior to carrying out evaluation to provide follow-up information during the second evaluation.

It is also important to recognize the fact that there are some activities that are still in execution though phase one of the project is ending in September. Some of these are for example, the rehabilitation and development of CODERVAM marshland whose contract was signed in July, the installation of the submersible solar pumps for boreholes in Karangazi sector, installation of a drier at Lyabega food storage facility, etc... Coordination of these activities need to continue when phase one ends to ensure that there is proper management of contracts with the service providers. The UNDP/District should set up mechanisms to ensure this continuity.



coordination and also provide a room for checks and balances especially in matters of procurement. The Technical Advisor is also highly needed to continue providing some technical expertise in, among others, preparation of tender documents and technical specifications for certain technical tenders.

4.2.2.6 The project organisational structure (organigram) should be revised, different posts of the project staff highlighted and their roles made clear.

4.2.2.7 The UNDP/District should consider confirmation of the current acting coordinator to a post of the project coordinator for motivation purpose. Otherwise, recruitment of a new project coordinator should be made.

4.2.2.8 The currently available motor vehicle (Toyota Double cabin) should be used for project administration and coordination, then a motor cycle be procured for field work.

4.2.2.9 The management committee should hold the meetings every month to ensure that project management issues are known and addressed promptly within a reasonable time period so as to avoid the project to get off track.

4.2.2.10 The steering committee meetings should be formalized to at least once a quarter to ensure that there is close follow-up of what is taking place within a reasonable time period. Formalization of these meeting frequencies will ensure that there is continuity in the manner the meetings are convened.

4.2.2.11 To facilitate both monitoring and evaluation, the project should adjust the reporting format to incorporate in the report, activities planned, performance indicators, activities accomplished, variances, reasons for variances and corrective measures.

4.2.2.12 The project should consider carrying out another baseline survey in order to get updated baseline data in lieu of that one carried out in 2007 whose report was not validated.

4.2.2.13 Baseline survey should be conducted prior to carrying out any subsequent project evaluation so as to establish how the situation stands in various intervention areas at the time of evaluation.

#### ***4.2.3 Strengthened institutional capacity of Nyagatare District***

4.2.3.1 Supply of grid electricity needs to be accelerated and accomplished as soon as possible if ICT is to be used to transform the rural economy of Nyagatare District.

4.2.3.2 As a long lasting solution to the problem of maintenance of ICT equipments, the district should recruit a permanent staff at the district level that will be responsible for maintenance of ICT equipments at the district and in the sectors. However, since this person will be salaried monthly and the district is currently not able to provide salary to this staff, in the second phase the project should look into possibilities of supporting the salary of this person for a period of possibly one year as the district continues to plan for an exit strategy after one year of project support.

4.2.3.3 Measures should be taken to increase revenue generation at both the district and sector levels in order to assure maintenance of ICT equipments.

#### **4.2.4 Improved food security**

4.2.4.1 The District should ensure that there is proper management of the Lyabega food storage site.

4.2.4.2 The District should continue getting close to the farmers to sensitise them on the advantages of storing food at both the household and district level.

4.2.4.3 The district should formulate clear strategies for crop collection from the farmers to be stocked at the Lyabega facility

4.2.4.4 The sectors should be sensitised to establish storage facilities at the sector level and trainings organised in matters concerning food storage.

4.2.4.5 The district should collaborate with the World Food Program to train various people at the district and sector levels to gain expertise in food storage.

4.2.4.6 The Maize Platform Forum should transparently discuss with the cooperatives on the kind of partnership they want to forge with them, how this will be done, and the mutual benefits that are expected from this partnership.

4.2.4.7 The project/district authorities should consider providing more support to cooperatives in terms of establishing/developing crop collection and storage points in the sectors to be used by the cooperatives before selling their crops.

4.2.4.8 The District should consider the functionality of Lyabega foodstuffs storage facility as a matter of great concern, and should make sure the drier is available to ensure that crops are stored for a long time.

4.2.4.9 The District should build hangars in which crops will be collected as they wait to pass into a drier ready for storage. A house into which a drier will be

repayment should be seasonal after the harvests.

4.2.5.5 To ensure equitable distribution of the available resources, the project should continue promoting women participation in revenue generating activities.

4.2.5.6 District and local level authorities should continue to play an advocacy role for the cooperatives to continue to grow and develop.

#### *4.2.6 Improved access to drinking water*

4.2.6.1 To ensure that water sources are well managed and hence stay longer, the district should consider privatising the management of water systems to private operators. There should be public-private partnership where the district may provide capacity building in terms of training of private water operators in business management, entrepreneurship, business planning, etc... in order to be able to run the water systems in a business-like manner.

4.2.6.2 The project should consider supplementing the available water with other sources; for example, extending gravity water system to the needy areas and developing rain water harvesting in at least every sector.

#### *4.2.7 Outstanding project activities*

4.2.7.1 Coordination of some outstanding activities need to continue when phase one ends in September to ensure that there is proper management of contracts with the service providers. The UNDP/District should set up mechanisms to ensure this.

## ANNEXES

### ANNEX 1: TERMS OF REFERENCE

#### 1. OBJECTIVES

This review is aimed primarily to assist the partners of the project, (the Government of Rwanda represented by the Ministry in charge of Local Development (MINALOC), the Ministry of Finance and Economic Planning (MINECOFIN), Local authorities of Nyagatare District and her population, the Italian cooperation and UNDP) to evaluate the effectiveness, efficiency, pertinence and the results of the Eastern province rural development project (Nyagatare district), the sustainability of these results, and the degree of satisfaction of the beneficiaries of the project. Based on the findings of the review, provide recommendations for improvement in the implementation of project in the following year of the project cycle.

#### 2. BACKGROUND

The Eastern Province Rural Development Project is funded by Italian Cooperation through the United Nations Development Program (UNDP). The project was initiated by the Government of Rwanda and the Government of Italy specifically to promote rural development in the framework of the poverty reduction strategy in a province where the socio-economic integration of the population was highly needed.

#### PROJECT OBJECTIVES

##### a. Development objective

To contribute to improving the living conditions of the rural population of the Nyagatare district.

##### b. Specific objectives

The Project will contribute to the improvement of the living conditions of the rural population of Nyagatare district by assisting the local authorities to put in place the district development plans with interventions geared towards achieving the following results:

- \_ Increase institutional capacity of the district
- \_ Promote income generating activities
- \_ Improve access to potable water
- \_ Improve food security

### 3. SCOPE OF WORK

The evaluation team will work under direct supervision of the National Project Coordinator in collaboration with the Public Management Unit in UNDP. This assignment will mainly focus on:

- 3.1.1 Evaluation of the efficiency, effectiveness, pertinence and achieved results of the project in "Support to Eastern Province Rural Development (Nyagatare District)"; the sustainability of the results; and the degree of satisfaction of the beneficiaries;
- 3.1.2 Identification of the aspects that contributed to facilitate the implementation or possible obstacles;
- 3.1.3 Evaluation of the respects of administrative and procurement procedures;
- 3.1.4 Evaluation of the respects of conditions and modalities agreed upon in the project document;
- 3.1.5 Based on lessons learnt, formulate concrete and practical and recommendations on the conduct of the project at the level of its activities or at the level of the structure in the view of attaining objectives and expected results;
- 3.1.6 Formulate recommendations for a second phase which will have to be aligned to government priorities and national strategies in the area of local development, micro finance, and public investment.

### 4. DELIVERABLES

**4.1 During the assignment the evaluation team should complete the following:**

- 4.1.1 Determine if the project has progressed in the realization of project results in accordance with the plan of action and is using resources for their allotted intention;
- 4.1.2 Based on the achieved results, measure the probability of achievement of the project objectives;
  - The capacity building of the district and sectors and their impacts to development of local population
  - The guarantee of food security for the population
  - The increase of incomes/revenues of beneficiaries cooperatives and their members;
  - The access to the potable water.
- 4.1.3 Evaluate all other critical questions concerning the results achieved, the increase of local capacities in the management of public infrastructures and investments;
- 4.1.4 Establish the probability of long term sustainability of the results

#### **ANNEX 4: LIST OF PERSONS INTERVIEWED DURING FIELD WORK**

##### **CAPJUK – Kiyombe Sector - (Mushroom Farming).**

1. MUKAMUDELI Berthilde	Tel. 0788749562
2. MBONIGABA Charles	-
3. MUREBWAYIRE M. Grace	0783029359
4. MURAHIRIWE Manase	Tel.0783183554
5. MUTABARUKA	Tel.0788810091
6. TUGANIMANA	-
7. HABIMANA Theodomis	Tel. 0783294709

##### **COOPERATIVE Imberamihigo - Kiyombe Sector (Passion Fruit Farming)**

1. MUTABARUKA Emmanuel	-
2. GATEMBEZI Herman Joe	Tel. 078907769
3. NZIHIZINA Elias	-
4. BAKESIGA Francois	Tel. 0788556463
5. BIHOYIKI Straton	Tel. 0783772767
6. SHINGIRO J. Pierre	-
7. HABIMANA Marc	Tel.0788272217

##### **COOPERATIVE Ramba -Gatunda Sector ( Maize Growing)**

1. MUSSA Kudenge	Tel.0788664288
2. MAZIMPAKA Ahmed	Tel.0783239704
3. MAHORU Kanifa	Tel.0788791340
4. MURERWA Eugene	Tel.0783168708
5. MUHIMPUNDU Ruth	Tel.0783294686

##### **COOPERATIVE CODAR - Gatunda Sector (Maize and Bean Farming)**

1. GATETE J.M.V.	-
2. MUKANDANGA	-
3. TWAGIRIMANA Suleiman	-
4. MUHAWENIMANA Triphonie	-
5. SAMEKEO Deogratias	-

##### **TABAGWE Resettlement Scheme – Tabagwe Sector (TZ Returnees)**

1. GAKWAYA Marc	Tel. 0783319841
2. MUGABE Yosam	-
3. MBAIHA James	-

4. BUTARE Peter	-
5. RWABUDUGULI Eric	-
6. KAYIZIRE Simon	-
7. UWABADENDE Ruth	-
8. DUSABE Jean	-
9. MUREBWAYIRE Asumpta	-
10. NSHEMEREREIRWE Joy	-
11. MUGUME George	Tel. 078850509
12. MUHINDA Michael	-
13. GATETE Kareb	-
14. MBAINE Robert	-
15. RUNYURANA Charles	-

#### **KITURO Resettlement Scheme – Rwempasha Sector (TZ Returnees)**

1. MURISA Edward	-
2. MASHANYU Mary	-
3. RAMBERE Ernest	-
4. CYAKWERA Nora	-
5. MUKAMINEGA Consolata	-
6. MAJUGU Monica	-
7. NYABINWA Sam	-
8. UWAGIRINKA Immaculate	-
9. RWEZAHURA John	-
10. KARIKUWUNDI Wilson	-
11. BUDEYI Emmanuel	-
12. KUZARA Mary	-
13. MUGISHA Steven	-
14. BATETA Peninah	-
15. KAYITARE Fred	-
16. NIWEMUTONI Christine	-

#### **COOPERATIVE Amizero -Mimuli Sector (Maize and Beans Farming)**

1. MUKAMAZIMPAKA Generose	-
2. NIYTEGEKA Daniel	-
3. BIZIMUNGU Frederick	-
4. MUNYANTORE Kassim	-
5. KABEZA Fenehas	-
6. KANKUNDIYE Immaculee	-
7. BAHATI Chantal	-
8. HAVUGIMANA J.P.	-
9. MUKARUSAGARA Stephanie	-

- |                           |   |
|---------------------------|---|
| 10. IRJISI                | - |
| 11. MUKABIGANDA Stephanie | - |
| 12. MURINDABYUMA Joseph   | - |
| 13. NYIRAMARABA Gaudence  | - |
| 14. MZMWITAKUZE Marie     | - |
| 15. MUNYESHURI Didas      | - |
| 16. GAKARA Faustin        |   |

## ANNEX 5: FIELD VISITS ITINERARY FOR EVALUATORS

### Evaluators:

1. David Rugero (Team Leader)
2. John Kagarama (Evaluator and project manager)
3. Tharcisse Gasambo (Evaluator)

<i>Date</i>	<i>Activity</i>	<i>Project Component</i>
17/06/2009	Visit to mushroom (KAPJUK) and passion fruit farming (Imberamihigo) Cooperatives in <b>Kiyombe Sector</b> and have interviews with members.	Income Generating Activities
18/06/2009	Visit to <b>Gatunda</b> and <b>Mimuli Sectors</b> to meet and have interviews with: General Manager CODERVAM	Food Security
	Members of COFASAM (Soap-making) cooperative ( <b>Mimuli Sector</b> ); members of COBR/Berwamunyarwanda (Tailoring and Tie&Dye) Cooperative; members of Anizero (Maize and bean farming) Cooperative (Mimuli); members of CODAR (Maize and bean farming) Gatunda (Sector) and some members of Ramba (Maize farming) Cooperative (Gatunda Sector). Visit to COTOSEKA Women's Cooperative (Basket weaving, <b>Katabagemu Sector</b> )	Income Generating activities
19/07/2009	Visit to Nyabwishongwezi Water Rehabilitation scheme <b>Matimba Sector</b> and then visit Kituro Resettlement Scheme for Returnees from Tanzania and have an interview with them.	Basic Social Services
20/06/2009	Visit to Tabagwe Settlement Scheme ( <b>Tabagwe Sector</b> ) for returnees from Tanzania.	- ditto -
23/06/2009	Visit to Kitengule and Nshure boreholes ( <b>Tabagwe Sector</b> ); Kyenjojo and Rukorota boreholes ( <b>Rwempasha Sector</b> ) as portable water supply schemes to the communities; Visit to Lyabega Food Storage facility site.	- ditto -



24/06/2009	Visit to bank Populaire Sub- branches of <b>Mimuli</b> and <b>Rukomo Sectors</b> ; visit to Nyagatare Women Handicrafts Cooperative and Nyagatare Agronomist Development Cooperative.	Income Generating Activities
25/06/2009	Meeting with Nyagatare District Authorities  (N.B. Meeting with Nyagatare District authorities was item no.1 on our itinerary, but due to a very busy work schedule of district authorities, we were given a go ahead to continue with the evaluation, and meet them towards the end of our field work)	Institutional Support

**ANNEX 6: VALIDATION WORKSHOP-LIST OF PARTICIPANTS**  
**EPRD-UNDP 00046903: NYAGATARE DISTRICT**  
**Venue: Sky Hotel Nyagatare**

**August 20, 2009**

<b>Names</b>	<b>Responsibility</b>	<b>Address</b>
1. KAGARAMA John	(MD/IDC, consultant)	<a href="mailto:kagarama@gmail.com">kagarama@gmail.com</a>
2. GASAMBO Tharcisse	(Consultant)	<a href="mailto:grtharcisse@yahoo.fr">grtharcisse@yahoo.fr</a>
3. RUGERO David	(Consultant)	<a href="mailto:drugero@yahoo.co.uk">drugero@yahoo.co.uk</a>
4. BANDORA Emmanuel (UNDP 00046903 coordin.)		+250788430929
5. KANTENGWA Mary	(District Exec. Sec)	<a href="mailto:marykantengwa@yahoo.com">marykantengwa@yahoo.com</a>
6. KARUNGI Rebecca (Exec Sec. Mimuli Sector)		<a href="mailto:karungirebecca@yahoo.fr">karungirebecca@yahoo.fr</a>
7. NGOGA John	(Exec Sec. Tabagwe Sector)	
8. BAGUMA Dominique	(Director Finance Nyagatare)	
9. MURWANASHYAKA Evarist (prjct consultant)		<a href="mailto:murwanas2004mev@yahoo.fr">murwanas2004mev@yahoo.fr</a>
10. UMURUNGI Alida	(Finance Assistant	
	EPRD –UNDP000466903	+250788493471
11. MWUMVANEZA Cyrille (Prjct Consultant)		
12. UWISHATSE Ignace	(Exec. Sec. Katabagemu Sector)	+250788553704
13. Maggy Gatera	(UNDP Program Specialist)	+250788504883
14. KABANA Christopher	(Exec. Sec. Musheru Sector)	+250788449659
15. BEERA Augustin	(Ag. Exec. Sec. Rwimiyaga Sector)	+250788628246

**ANNEX 7: SUMMARY OF ACHIEVEMENTS OF ACTIVITIES  
PROJECT IN SUPPORT OF THE EASTERN PROVINCE RURAL DEVELOPMENT -  
NYAGATARE DISTRICT**

<i>Activities</i>	<i>Activity status during evaluation</i>	<i>Indicator</i>	<i>Extent of achievements of activities and outputs:</i> <i>0-Not done</i> <i>1-Very poor;</i> <i>2-Less than satisfactory;</i> <i>3-Satisfactory;</i> <i>4-good; 5-very good</i>	<i>Comments</i>
<i>Objective a: Strengthen institutional support to the District of Nyagatare</i>				<i>Generally, the objective has partly been achieved. Full achievement will be recognised if there is assurance that the benefits of the ICT support to the beneficiaries are sustainable</i>
<i>Output a.1: To support and build capacities for the authorities of Nyagatare District in strengthening district level capacities in ICT</i>			<i>5</i>	<ul style="list-style-type: none"> <li>- <i>There is a problem of maintenance of ICT equipments both at the district and sector level</i></li> <li>- <i>Contract with the High Tech. Company that carried out maintenance of ICT equipments for the district has expired</i></li> <li>- <i>Some sectors use solar power</i></li> </ul>

					<i>which is not enough to run the ICT equipments</i>
Activity a.1.1: Installation of an internet infrastructure in the new district building office	Done	N/A	5		
Activity a.1.2: Installation of an interphone system between all the district offices	Done	N/A	5		
Activity a.1.3: Provision of new computers and accessories to the 14 administrative sectors	Done	N/A	5		
Activity a.1.4: Maintenance and repair of IT equipments of the district and sectors	The High Tech Company was contracted to do maintenance of IT equipments for the year 2008 and the contract has expired	N/A	5		
Activity a.1.5: Computer literacy trainings for the district staff and sector executive secretaries	Done	N/A	5		
<b>Objective b: Improved food security</b>					<i>The objective has been achieved less than satisfactory</i>
Output b.1: Strengthening institutions and building 6 silos for foodstuffs storage and sale	Construction of 6 silos for food storage and sale is no longer valid.	After 2 years of operations, at least 6 silos with a nominal	3		- Some individual cooperatives are hesitant to join the Ahalze Platform Forum as they want to be free to continue selling crops

	<i>finalisation of technical specifications</i>				
<i>Activity b.2.2: Preliminary studies of areas indicated by the district administration</i>	<i>Done</i>	<i>N/A</i>	<i>5</i>		
<i>Activity b.2.3: Carrying out development work</i>	<i>Not yet done but, due to start in August 2008 for 8 months</i>	<i>N/A</i>	<i>0</i>		
<i>Activity b.2.4: Acquiring and distributing agricultural kits on the basis of particularity of land to be developed</i>	<i>Done</i>	<i>N/A</i>	<i>5</i>		
<i>Activity b.2.5: Organising courses in the management of developed areas</i>	<i>No yet done but memorandum of understanding signed with Unutara Polytechnic, contract not yet finalised, technical assistance to start end July 2009</i>	<i>N/A</i>	<i>0</i>		
<i>Objective c: Enhanced income generating activities</i>					<i>The level of achievement of this objective is good, but there is need to start activities for output 'c' (increase the</i>

				capacity of the paddy rice husking plant) and accelerate the creation and training of more women cooperatives to utilise the remaining 50% additional fund
Output c.1: Increasing and consolidating at least 10 productive associations in terms of : (i) improved agro forestry techniques (ii) acquisition of techniques of farm produce conservation and processing (iii) marketing (iv) better management of cooperatives		After 2 years of operations, at least 10 farmers and/or animal breeders associations are operational. Average income of members increases by at least 30% after 3 years	5	- Cooperatives are satisfied with trainings and study tours organised by the project, but they need more specialised trainings to improve their businesses
Activity c.1.1: Recruiting an agency, company or NGO to offer training	Done	N/A	5	
Activity c.1.2: Organising trainings in agro forestry, conservation and processing of agricultural produces and marketing, management of storage buildings, management of cooperatives	Done	N/A	5	

<i>Activity c.2.4: Follow-up by the technical assistant and the office of the district</i>	<i>Done</i>	N/A	5	
Output c.3: To increase the capacity of the paddy rice husking plant		The plant is able to husk 2000 t/6 months season	0	
<i>Activity c.3.1: Analysing the needs and drawing up investment plans</i>	<i>Not done</i>	N/A	0	
<i>Activity c.3.2: Purchasing suitable machines</i>	<i>Not done</i>	N/A	0	
<i>Activity c.3.3: Rehabilitating infrastructure</i>	<i>Not done</i>	N/A	0	
<i>Activity c.3.4: Launching production activities</i>	<i>Not done</i>	N/A	0	
Output c.4: Setting up at provincial level a social development fund managed by the province and the Italian Embassy in Kampala		The fund has been able to support those initiatives which succeeded in increasing their productivity, profitability and sustainability through its financing	4.25	<p>LINDP project has responsibly considered gender mainstreaming</p> <p>- Additional fund has been introduced to support women cooperatives</p> <p>- Before the additional fund, women beneficiaries represented 33% of the total beneficiaries</p> <p>- After additional fund, the percentage of women increased to 43%</p>

<i>Activity c.4.1: Invitation to tender of the cooperatives requiring support</i>	<i>Done</i>	N/A	4	
<i>Activity c.4.2: Selection of the cooperatives on the basis of meeting the requirements, existence of a banking or reliable credit system, positive financial history, great proportion of women participation, strong mechanisms for equitable benefit distribution to all members</i>	<i>Done</i>	N/A	4	
<i>Activity c.4.3: Supply of goods and/or services to the selected cooperatives</i>	<i>Done</i>	N/A	4	
<i>Activity c.4.4: Follow-up by the technical assistant and the office of the district</i>	<i>Done</i>	N/A	5	
<i>Objective d: Improved access to drinking water</i>				<i>There is good progress in the achievement of objective d. When the Nyabwishongwezi water pumping machine is functional in August 2009, it will serve 20,000 people</i>
<i>Output d.1: Provide the rural population with access to</i>		<i>At least 15 wells are built</i>	3	<i>- Communities expressed appreciation of the support</i>



## **ANNEX 8: INTERVIEW GUIDE**

### ***I. Project Concept and Design:***

- *Did the project document clearly define the problem that was addressed by the Project?*
- *Was the project approach/strategy adequate?*
- *How do you view the linkages among the objectives, inputs, activities, outputs, expected outcomes and impact?*
- *Did the Project Document clearly define implementation and management arrangements?*
- *Is the project relevant to national development priorities?*
- *Was the project designed to address the needs of a particular target group(s) and/or a geographical area/sector?*
- *Was the project designed to address specific issues relating to capacity building in terms of training different beneficiaries?*
- *Have gender issue been considered in the project?*
- *Did the direct beneficiaries participate in designing the project? If yes, what was the extent and nature of their participation?*

### ***II. Project Implementation:***

#### ***a. Efficiency***

- *How has the project appropriately used its resources to produce target outputs?*
- *How adequate are the quantity and quality of project inputs relative to the target outputs?*
- *To what extent are local expertises being used?*

#### ***b. Effectiveness***

- *What is the project status with respect to target outputs in terms of quantity, quality, and timelines? What factors impede or facilitate the production of such outputs?*
- *Are outputs useful to the needs of the beneficiaries?*
- *Do the outputs contribute to the achievement of project objectives?*

#### ***c. Project Management***

- *How appropriate are the execution and implementation modalities of the project?*
- *How is the Project managed?*
- *How adequate are monitoring and evaluation mechanisms?*
- *Do stakeholders, particularly the direct beneficiaries participate in management of the project?*

### ***III. Project Results:***

#### ***a. Institutional Support.***

- *Does the quality and quantity of IT equipment provided to you meet the needs of*

*your work? If not, what is lacking?*

- *How regularly is your IT equipment maintained and repaired?*
- *What computer programs were you trained in? Do you think this is enough? If not what are your other IT training needs?*
- *Are the programs you were trained in relevant to your work? If your answer is yes, how? If no why?*
- *How has your new skills in IT applications ameliorated your work compared to the period before training?*
- *What challenges do you meet in your work and what solutions do you think can change the situation?*
- *How can the achievements of this support be sustained after the end of the project?*

**b. Food Security.**

- *What was your food production turnover for the last two seasons? How can you compare this with the situation before project began?*
- *How has your family benefited from this project?*
- *How can you describe the support you received? Was it useful? How?*
- *As a result of this project, what changes have happened in your living condition and that of your family?*
- *What are your views about the construction of storage facilities in your area? What benefits has your community got from these storage facilities?*
- *How are marshland plots allocated to community members?*

**c. Income Generating Activities.**

- *How has the project been of benefit to you and your family?*
- *Being a member of your cooperative in your area, do you think it is well managed? How are committee members elected and by whom?*
- *Were the agricultural inputs, seeds, and other associated materials supplied according to your needs/requests? Were they of benefit to your livelihoods?*
- *What kind of training/study tour did you receive to improve your farming methods? Did this improve your crop production?*
- *How are you using your skills to help other members of your community?*

**d. Basic Social Services.**

- *Do you receive adequate potable water from the well sunk in your area? If no, what are the problems?*
- *How are community wells managed? Who manages them?*
- *Are there any misunderstandings among community members regarding use of well water? If yes, what are these misunderstandings?*
- *It the water pump breaks down, who does the repair work?*
- *Did you receive any training in water hole/well maintenance and management?*
- *What challenges do you meet in managing these water wells?*

- *What do you think can be one to mitigate these challenges by:*
  - a. *Community members themselves;*
  - b. *By Cell/sector leaders;*
  - c. *By District authorities.*

**e. Returnees**

- *Can you give us an overview of the way you were received and resettled in this area?*
- *What was the project's role in your resettlement?*
- *What kind of assistance did you receive from the project and what impact did it have on your livelihoods?*
- *After harvesting your crops for more than two seasons, can you consider yourselves as being sufficient with your food needs?*
- *What challenges are you facing at present?*