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COUNTRY PROGRAMMES

Agenda item 5

For approval

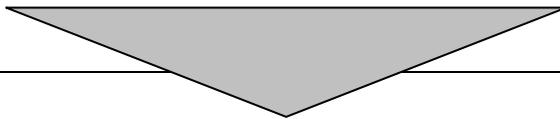
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COUNTRY PROGRAMME— RWANDA (2003–2006)

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



Executive Summary

This first-generation Country Programme (CP) document presents activities planned for 2003–2006 to coincide with the United Nations Development Assistance Framework (UNDAF) 2002–2006. In Rwanda, the transition from emergency relief to recovery and development is not yet complete. The CP will therefore be implemented in tandem with a protracted relief and recovery operation (PRRO), which will provide food aid for refugees and returnees, reintegration of demobilized military personnel and food-for-assets and nutrition activities. The CP and PRRO are based on the Rwanda country strategy outline endorsed by the Executive Board at its Second Regular Session, 2001. The executive summary is attached as Annex I.

An overriding priority in the Government's poverty-reduction strategy paper (PRSP) is human resource development. This CP builds on experience gained in two pilot projects started in 2001. It has been prepared within the frameworks of the 2000 United Nations Common Country Assessment (CCA) for Rwanda and the first UNDAF, for which the Government has stipulated five equal priority areas of intervention: 1) governance; 2) HIV/AIDS and reproductive health; 3) raising the productive capacities of the poor; 4) regional integration and cooperation; and 5) transitional issues. The CP will contribute to UNDAF priorities 1, 2, 3 and 4, leading to the realization of an adequate standard of living.

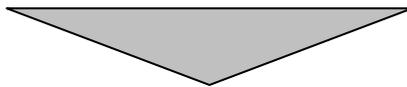
In accordance with decision 1999/EB.A/2, WFP focuses its development activities on five objectives. This CP addresses two of them: to enable poor households to invest in human capital through education and training, and to enable poor families to gain and preserve assets.

WFP assistance will target an estimated 385,000 beneficiaries in basic activities, support for basic education (SBE) and support for improved self-reliance for HIV/AIDS-affected households. The supplementary activity is an extension of the SBE activity. Assistance will be concentrated in areas of chronic food insecurity, high HIV/AIDS prevalence and low school enrolment in the southeast of the country and along the Congo-Nile crest. The CP highlights disaster management, including contingency and disaster-mitigation planning, as a collective function for the United Nations in Rwanda spearheaded by WFP. WFP will continue to support disaster mitigation through its food-for-assets programme under the PRRO. As lead United Nations agency, WFP will take a proactive role in advocating for the hungry poor and the development of pro-poor national food-security policies.

For the proposed Rwanda CP covering the period 2003–2006, the Executive Director requests that the Executive Board approve, subject to the availability of funds, US\$19,975,033 representing basic direct operational costs, and endorse US\$8,750,529 for supplementary resources.



Draft Decision



The Board approves the Country Programme for Rwanda, 2003–2006
(WFP/EB.2/2002/5/2).



STRATEGIC FOCUS: POVERTY AND FOOD INSECURITY

1. Rwanda stands at a critical stage of its development, having emerged from a war and genocide that exacerbated long-standing development challenges while causing further problems of massive population displacement, national trauma and fear. Devastation of human capital and institutional memory and the resulting concentration of vulnerable groups have worsened levels of poverty that have been brought down even further by HIV/AIDS. Despite strong recovery since the end of the civil war in 1994, Rwanda remains desperately poor, ranking 152nd out of 162 countries assessed by the 2001 United Nations Development Programme (UNDP) Human Development Report.
2. Rwanda is a least-developed country (LDC) and a low-income food-deficit country (LIFDC) with an estimated population of 8.1 million, an HIV/AIDS rate of over 11 percent and a GDP per capita of US\$290 in 2001. It has one of the highest population densities in Africa, averaging 305 persons per km². Poverty and food insecurity are widespread in rural areas. According to the 2000 Food and Agriculture Organization of the United Nations (FAO) report, *The state of food insecurity in the world*, 40 percent of Rwanda's population is undernourished, placing it among the 25 countries with the highest rates of hunger. The National Poverty Assessment divides the absolute poor, accounting for 10–20 percent of a community, into two categories: the *umutindi nyakujya*, who have nothing and must beg to survive, and the *umutindi*, who have access to daily employment opportunities. The PRSP states that “one of the main reasons why incomes in Rwanda have fallen since the mid–1980s is the decline in agricultural productivity”. Since yields have fallen and agricultural output has been sustained only through expansion of the cultivated area at a time when labour availability was falling, food access and availability and utilization by the absolute poor have worsened, especially in areas of chronic food insecurity. As the PRSP states, the Government aims to halve the proportion of the population living below the poverty line by 2015.
3. The transition from emergency relief to recovery and development is not yet complete. This CP will therefore be implemented in tandem with a PRRO that will provide food aid for refugees and returnees, food for assets (FFA) and nutrition activities and re-integrate demobilized military personnel. The overall goal of the Rwanda CP 2003–2006¹ is to strengthen the capability of hungry poor households to meet their food and nutrition needs on a sustainable basis and to withstand natural disasters. This applies especially to female headed households, to children, to the elderly and those affected by HIV/AIDS. Gender imbalances will be addressed.
4. The intended outcomes of the CP are:
 - enhanced income-earning capability for children from poor food-insecure households through improved eligibility for further education and vocational training; and
 - increased capacity of households and communities affected by HIV/AIDS to rehabilitate, create and maintain assets.

¹ At the time of drafting the CSO it was envisaged that United Nations programme cycles would be harmonized to be completed in 2005. This has since been changed to 2006.



5. In pursuing these outcomes, WFP will focus on two areas:
 - support for increased household investment in primary education; and
 - creation and management of socio-economic assets to produce sustainable livelihoods for people affected by HIV/AIDS in regions of chronic food insecurity.
6. To achieve the goals of this CP, WFP will adopt a holistic approach to ensure mainstreaming of crosscutting issues such as linking HIV/AIDS awareness to school feeding, maternal and child health, nutrition and health training supported under the PRRO.
7. Guiding principles are: community involvement and empowerment, gender mainstreaming and women's participation in decision-making processes, disaster awareness and management, advocacy on the needs of the hungry poor, HIV/AIDS awareness, partnership with government and other development agencies and human capacity building. The 2001 UNDP gender-related development index (GDI) ranks Rwanda 135th of 146 assessed countries, with only 47.8 percent of women literate as opposed to 58.1 percent of men. In the aftermath of the genocide, the proportion of households headed by children and women rose to 34 percent by 1996 (Common Country Assessment, 1999–2000). These households are among the most vulnerable of Rwanda's poor. Their vulnerability stems from limited access to productive assets, including land, which compromises their ability to pursue wage labour and produce food. Because of their poverty, these households potentially face a higher risk of exposure to HIV/AIDS and record a higher incidence of teenage pregnancy. To help reverse this, 55 percent of CP beneficiaries will be girls and women, whose basic needs will be addressed through improved health and nutrition and equal access to resources, education, training, employment and productive assets. WFP will support greater participation of women in decision-making by ensuring a minimum 50 percent of female representation in local CP activity implementation committees.
8. These actions will be carried out in the framework of two basic activities, plus one supplementary activity in which WFP food resources will be combined with non-food resources. The basic activities are support for basic education (SBE): 6,468 tons of food a year (69 percent) and support for improved self-reliance for HIV/AIDS affected households: 2,880 tons a year (31 percent). The supplementary activity is expansion of SBE: 4,043 tons a year. The CP includes support to the Government for disaster management. Food requirements will be subsumed under the FFA component of the PRRO.
9. Targeting of CP activities is based on a vulnerability assessment carried out from June to November 2001 that provided information on food insecurity, levels of malnutrition, proneness to floods and droughts, poverty, health, socio-economic infrastructure and HIV/AIDS prevalence. WFP assistance will be concentrated in the southeastern regions and along the Congo-Nile crest, as shown in the map in Annex IV, where absolute poverty, food insecurity and malnutrition are highest and vulnerability to climatic variations and economic shocks is greatest.
10. The vulnerability assessment confirmed that the most chronically food insecure and disaster prone populations are to be found in Butare, Gikongoro, Kibuye, Gisenyi and Ruhengeri provinces, and in the Bugesera ecozone. Areas subject to periodic transitory food insecurity include the eastern provinces of Umutara and Kibungo, the eastern corridor bordering Bugesera, the drought corridor along Rwanda's southern border and the southern districts of Ruhengeri and Gisenyi. The assessment confirmed that the burden of poverty



falls disproportionately on women. The beneficiary target groups in these areas will be primary schoolchildren and HIV/AIDS-affected households.

PROGRAMME OF COUNTRY ACTIVITIES

Resources and Preparation Process

11. WFP is reducing the duration of its first programme cycle by one year to synchronize it with that of the Government (2002–2006) and with other United Nations agencies in Rwanda. Given the extent of poverty and the effects of HIV/AIDS on productive capacity, an effective contribution to resolving these problems will require maintaining food assistance at the reduced level of the current PRRO. This is now about 18,000 tons per year, down from an annual average of just under 81,000 tons in the last five years. There was a peak at 125,000 tons in 1997. The annual requirement for the CP is 9,348 tons a year for basic activities, with a proposed core resource level for the CP period of 37,394 tons. This entails a WFP food cost of US\$10.71 million and operational costs of US\$19.975 million. If additional resources become available, they will be used to fund an expansion of the SBE activity involving 100,000 more schoolchildren per year. The food required for this, which is partly earmarked, would total 16,172 tons, equivalent to US\$8.75 million in direct operational costs.

12. The activities planned for the CP are shown below:

RESOURCE ALLOCATION FOR CP ACTIVITIES 2003–2006				
Activity	Quantity of commodities (tons)	Distribution by activity (%)	Number of beneficiaries per year	Female participants (%)
Basic activity 1				
Support for basic education	25 874	69	160 000	50
Basic activity 2				
Support for improved self-reliance for HIV/AIDS-affected households	11 520	31	225 000	60
Total basic activities	37 394	100	385 000	55
Supplementary activity 2				
Expansion of support for basic education	16 172	-	100 000	50
Total Country Programme	53 566	-	485 000	53

13. This CP has been prepared through a consultative process led by the Ministry of Local Government and Social Affairs (MINALOC) involving the Government, local authorities, donors and non-governmental organizations (NGOs). It reflects four of the priorities identified by the Government for the United Nations system in Rwanda: raising the productive capacities of the poor, HIV/AIDS and reproductive health, governance and regional integration and cooperation. Within the UNDAF framework, WFP has been designated the United Nations lead agency for enhancing national capacity for disaster management and developing a regional approach to humanitarian surveillance and disaster preparedness and management. WFP is also a key agency in UNDAF theme groups designated for improved accessibility, availability and supply of food to the poor and



increased literacy and vocational skills among the poor and vulnerable. Within the PRRO, WFP will play a role in the remaining UNDAF theme, transitional issues, by supporting sustainable settlement and reintegration.

14. WFP will play a role in human resource capacity development in improving literacy and vocational skills among the poor, enhancing the food security of HIV/AIDS affected households, increasing youth participation in HIV/AIDS prevention programmes, contributing to improved quality and access to the decentralized healthcare system and strengthening community-based institutions that support the productive efforts of the poor. WFP's role in UNDAF issues on HIV/AIDS will be programmed with those of UNICEF and the World Health Organization (WHO). Integration of CP activities with those of other United Nations agencies and NGOs will be necessary to ensure that complementary resources accompany the food.
15. As a signatory to the Beijing Declaration and other international conventions that uphold gender equity, the Government has committed itself to eliminating gender-based discrimination. It has embarked on legal reforms and formulated a national policy on gender that aims to address gender inequalities in the development process. Consistent with this policy and the WFP Commitments to Women, WFP will work with line ministries and organizations to promote gender mainstreaming. Steps will include joint formulation of the country office gender action plan, support to government initiatives promoting of gender equality and a greater stake in gender working groups. Recommendations of a WFP gender-impact study undertaken in March 2001 are being incorporated in WFP programming, including provision of childcare facilities for women involved in FFA activities under the PRRO. Increasing women's participation in decision making and providing gender training and sensitization for decision makers on implementation of FFA activities will also be promoted during this CP.
16. Communities will be involved in planning and implementing activities, selection of beneficiaries and determination of the nature and duration of interventions. Activity coordinators, provincial community development committees (CDC) and provincial management committees (PMC) will ensure that WFP-assisted activities are linked to ongoing poverty reduction schemes in their areas.
17. The CP will be cofinanced by the Government and donor institutions in Rwanda. The government contribution will cover the staff costs and most CP operational costs at provincial and district levels and below. Fiscal constraints mean that WFP will play a role in helping to mobilize complementary resources for non-food items (NFIs) through multilateral and bilateral donors and NGOs. In keeping with the Government's ongoing decentralization policy, implementation will increasingly be the responsibility of local authority structures as they become operational. The Government's direct contribution to the programme is estimated at US\$1.9 million over the four-year period.

Basic Activities

Basic Activity 1: Support for Basic Education (SBE)

Strategic Focus

18. This basic activity addresses food aid and development (FAAD) priority 2, to enable poor households to invest in human capital through education and training by supporting primary school feeding in selected areas. It expands a pilot project begun in September 2001.



Problem Analysis

19. The education system in Rwanda was largely destroyed during the genocide of 1994, and has yet to recover completely. It is estimated that 600 primary schools (32 percent) were destroyed in 1994 and 3,000 primary school teachers fled or were killed. The enrolment rate of 99.9 percent gross enrolment rate (GER)² is above that for sub-Saharan Africa. Net enrolment stood at 73 percent, because many children over 12 remain in primary school, and completion rates fell from 36 percent in 1990 to 25 percent in 1999-2000. Gender gaps in primary school enrolment rates are minimal: girls constitute 50 percent of primary school students. Primary school GER is practically the same for boys and girls: 98 percent for boys and 102 percent for girls in 2000–2001 (MINEDUC). Women's literacy at 47.8 percent was less than that for men at 58.1 percent. In 2000-2001, the repetition rate was 36.1 percent and the drop-out rate was 12.6 percent—both are very high. These national statistics mask gender inequalities in terms of overall school achievements. It is estimated that girls record higher absenteeism and drop-out rates in primary grades 4–6 and underperform by 10 percent in primary school leaving-certificate exams as compared to boys. The reasons for girls' low performance in upper grades are not well understood. Some studies suggest that this is the time when they are most useful for household duties.
20. In food-insecure areas, children eat much less than the recommended daily caloric intake. They often eat nothing before leaving home in the morning and then walk long distances to school. This affects their attention span and performance. Some 700,000 children—18 percent of the total—live in especially difficult circumstances (CCA, 1999-2000). The human loss and family separation arising from the genocide and the increasing number of parents dying from AIDS-related diseases have resulted in some 65,000 households being headed by children. These children and the estimated 300,000 siblings for whom they are nominally responsible are unlikely to be able to attend primary school. Such households tend to be the most impoverished and vulnerable in Rwanda.

Objectives and Intended Outcomes

21. The long-term objective of this activity is to make progress towards the national goal of universal primary education by 2010 through increased school attendance, reduced dropout rates and improved learning capacity.
22. The intended outcomes of this activity are:
- increased participation, capacity and motivation of communities and families to ensure that their children are educated; and
 - increased enrolment and attendance, reduced dropout rates and improved learning capacity at primary schools, with special attention to girls, orphans and other particularly vulnerable children.
23. This activity is expected to empower parents by helping them to build viable institutional community mechanisms, such as PTAs, education committees and income-generating activities, and to send their children to primary school and keep them there.

Role and Modalities of Food Aid

² GR = number of primary school students/total number of children of 7–12 years. High rates are the result of large numbers of children under 7 and over 12 in primary school.



24. Food aid will serve as a dietary support for participating children. It will also be an incentive in the form of a dry take-home ration to beneficiary households for them to enrol their children in primary school and keep them there. It will act as a catalyst for increased community support to local schools through higher parental participation. Children in grades 1 to 6 will receive a mid-morning meal of maize meal, beans, oil and salt. Girls in grades 4–6 will also receive a monthly take home ration of oil. The take-home component will be conditional upon regular attendance. Children absent for more than four days a month will not qualify for that month's take-home ration.

Implementation Strategy

25. The project will be implemented by the Ministry of Education (MINEDUC) in a participatory approach with local communities, school officials and PTAs. The services of a full-time national activity coordinator (NAC), two assistant coordinators and support from the primary school feeding unit of MINEDUC will be made available. At provincial level and below, community education committees comprising mayors, school inspectors, head teachers and parents' representatives will be responsible for programme supervision.
26. WFP will support action by provincial and district school inspectors to raise the awareness of community leaders and parents of the importance of regular school attendance. A Rwanda school feeding handbook has been developed in Kinyarwanda and is being distributed by MINEDUC and WFP. It contains information on food preparation and storage, nutrition, sanitation and hygiene, kitchen construction and maintenance, monitoring and evaluation. The activity will seek to involve communities more closely in school management and to ensure that vulnerable children are given equal access to schooling.

Beneficiaries and Intended Benefits

27. About 160,000 pupils per year will benefit from the morning meal. Of these, 28,800 girls will receive a take-home ration of vegetable oil. Benefits include increased enrolment and retention rates and improved eligibility of children from poor households for secondary schooling.



Support and Coordination

28. WFP will establish partnerships with United Nations agencies, NGOs and donor institutions to support improved education, including teacher and school-committee training, sanitation and infrastructure development, curriculum development, provision of school materials and equipment and classroom construction. The main outside donors in the education sector include the World Bank, the African Development Bank, the United Kingdom Department for International Development (DFID) and other bilateral institutions. Partnerships will be expanded with other United Nations agencies, including the United Nations Children's Fund (UNICEF) for teacher and school management training and provision of drinking water, equipment, learning materials, sanitation facilities and classrooms, the Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Population Fund (UNFPA) and WHO on HIV/AIDS issues and provision of deworming tablets, the United Nations Educational, Scientific and Cultural Organization (UNESCO) for the provision of primary school teaching materials, the Food and Agriculture Organization of the United Nations (FAO) for technical assistance in FFA and the development of on-farm income-generating activities for schools as part of the exit strategy and the United Nations Development Fund for Women (UNIFEM) for advocacy on gender equality.
29. WFP will also collaborate with international NGOs such as the Adventist Development and Relief Agency (ADRA) and German Agro Action.

Monitoring Arrangements

30. The Ministry of Education has primary responsibility for monitoring through its school feeding unit. Overall guidance, including requirements for results-based monitoring, will be provided by WFP. In collaboration with partner NGOs, WFP will provide training to support the collection, processing and reporting of gender-disaggregated monitoring data. A baseline study will be conducted prior to the activity and an activity logframe developed for future monitoring and evaluation.

Cost Estimates

31. The activity will require 25,874 tons of food at an estimated direct operational cost of US\$14,109,949. The annual government contribution is estimated at US\$956,340.

Basic Activity 2: Support for Improved Self-reliance for HIV/AIDS Affected Households

Strategic Focus

32. This activity addresses FAAD priority 2, to enable poor households to invest in human capital through education and training, and priority 3, to make it possible for poor families to gain and preserve assets by increasing their capacity and community capacity to provide for the basic needs of people infected and affected by HIV/AIDS, in particular vulnerable children and women. It is an extension of a pilot project begun in September 2001.



Problem Analysis

33. Rwanda ranks sixth among African countries most affected by HIV/AIDS. In 2000, there was an overall prevalence rate of 11.2 percent among sexually active adults (UNAIDS). The seroprevalence for women tested in antenatal clinics in Kigali alone is 28 percent. The immense scale of the problem is illustrated by estimates from the United States Bureau of Statistics showing that AIDS reduces life expectancy in Rwanda from the current 51.4 to 41.9 years. In projections for 2010, life expectancy would rise to 59.2 years without AIDS, but fall to 37.6 years with AIDS. In 2001, more than 400,000 Rwandan children and adults had AIDS; the burden on the health system of outpatient visits and hospitalization was apparent.
34. Community support mechanisms to deal with the effects of AIDS are already constrained by the effects of the civil war and genocide. These left over 300,000 orphans, 65,000 of whom are now heads of households. They are very poor and vulnerable and often forced to resort to high-risk behaviour to survive. It is becoming increasingly difficult for households and communities to care for the large and growing number of HIV/AIDS affected people. Previous informal community support mechanisms for the elderly and disabled are already breaking down.
35. The prevalence of HIV/AIDS is higher among women as a consequence of widespread rape during the genocide. Many have been widowed or have a husband in prison. There are consequently many vulnerable poor households that are headed by women. Commercial sex work is one of the means of survival for these women, provoking further spread of the disease.

Objectives and Intended Outcomes

36. The objective of the activity is to strengthen the capacity of households and communities to prevent or mitigate the negative effects of HIV/AIDS.
37. The intended outcomes are:
- increased capacity of households and communities affected by HIV/AIDS to rehabilitate or create and maintain assets;
 - enhanced coping capacity and preservation of livelihoods among people living with HIV/AIDS (PLWHA);
 - more effective involvement of PLWHA in the productive and care-giving activities of communities and households; and
 - increased capacity among communities and families to provide care, nutrition, and education for affected children.

Role and Modalities of Food Aid

38. Food aid will enable food-insecure households affected by HIV/AIDS to participate in food-for-assets and food-for-training activities. This will enable them to acquire new skills and improve coping mechanisms aimed at reducing the negative effects of HIV/AIDS. There will be a special focus on women and vulnerable children. Such activities will be defined through community action plans (CAPs) and may include training in nutrition, prevention and sensitization work, mother-to-child transmission education, peer support and counselling, home care, life skills training, vocational training and income-generating activities. Food aid will compensate for opportunity costs with regard to these activities.

Implementation Strategy



39. The activity will be implemented through a multi-sectoral approach, building on the experience of the HIV/AIDS pilot project begun in 2001–2003. HIV/AIDS must be addressed by crosscutting strategies at community level, so communities will be assisted by the National Aids Commission, provincial food-aid committees (PFACs) and provincial AIDS committees (PACs) to prepare CAPs in response to HIV/AIDS. These will be supported by WFP wherever food insecurity is an issue. Within the framework of these plans, implementing partners will submit project proposals, prepared according to defined criteria, to a WFP/MINALOC technical committee for approval.
40. The Government has mandated the National AIDS Commission to provide support to HIV/AIDS-affected households and communities. Together with MINALOC, Ministry of Health (MINISANTE) and the HIV/AIDS technical working group, it is drafting national and provincial action plans to combat HIV/AIDS. These include a community capacity development (CCD) programme. The CCD aims to enable communities to strengthen their capacity to cope with the effects of HIV/AIDS, especially the needs of vulnerable children, women and other groups at risk. The Executive Director's circular (ED2001/10) on women's access to assets, including land, will be considered while formulating the activity summary. Details and justification of types of assets to be created will also be provided.

Beneficiaries and Intended Benefits

41. Approximately 225,000 persons will receive food for assets or food for training; 60 percent of the participants will be women and 40 percent will be men. Access to marketable skills and income-generating activities is expected to contribute to the improvement of coping mechanisms and livelihood security among the target population. Life-skills training and other health counselling will help people to live longer. They are particularly important for young people taking on adult responsibilities in managing their households.

Support and Coordination

42. This activity will be implemented by MINALOC and WFP in conjunction with WHO, UNICEF, UNFPA and various NGOs. It will be coordinated by a national activity coordinator. Communities and target households will be selected using criteria established jointly by the AIDS commission, MINALOC, WFP, WHO, UNFPA and UNICEF. These will include HIV/AIDS prevalence rates, food insecurity levels, numbers of women and children, poverty levels, accessibility and the presence of service providers. PACs and PFACs, co-chaired by MINALOC and WFP, will review community action plans, identifying where food aid is appropriate to support plans and projects, thus ensuring their integration with resources from other partners.

Monitoring Arrangements

43. The stakeholders will jointly institute a standard result-based monitoring system. Implementation reports on project achievements will be provided twice yearly, using indicators defined in the activity logframe and disaggregating data by gender.

Cost Estimate

44. This activity will require 11,520 tons of food at an estimated direct operational cost of US\$5,865,084. The annual government contribution is estimated at US\$395,555.



Emergency Operations (EMOPs), PRROs and Special Operations

45. Rwanda is prone to droughts and floods and is emerging from a devastating civil war. Through the regional PRRO 10062, which will end on 31 January 2003, WFP supports refugees and vulnerable groups such as children, widows and the elderly, and resettlement and reintegration of demobilized militiamen and internally displaced persons. Since the genocide, WFP has given food aid to households and communities in the form of food for assets to help them reconstitute their productive base. This included swamp and hillside reclamation and rehabilitation, agroforestry, soil and water management, public hygiene, sanitation and social infrastructure to increase their income earning capability and improve living conditions. Assistance has been extended over the years to households that lack shelter and are living in settlements with insufficient socio-economic and physical infrastructure. Food assistance has been provided at nutrition centres to improve the health and nutrition status of mothers and children.
46. Relief and recovery assistance will be needed throughout the CP period. Activities such as assistance at nutrition centres, asset creation, rehabilitation and maintenance have been highly successful in the ongoing PRRO. WFP nutrition activities already implemented under the PRRO will continue, reduced to focus on 60 referral nutrition centres. WFP food rations will support community-based nutrition programmes implemented by UNICEF and the Government and aimed at preventive care. Food-for-assets activities to support recovery and the rehabilitation of food and agricultural production are expected to continue in an extended PRRO. Assistance will focus on areas of structural poverty linked to increased pressure on land and lack of social infrastructure. Climatic variations continue to impair the ability of Rwandans to sustain themselves. Disaster mitigation will be prioritized. Given the continued presence of 35,000 refugees, an expectation of still more returnees estimated at 70,000 households and recent drought and floods, upwards of 70,000 persons per year may need relief assistance. In the light of this and the high level of disaster risk, the CP will be structured to permit rapid scaling up of activities and food deliveries to support government and donor efforts in emergencies.

Support Activities

47. To reinforce activities under this CP and to encourage pro-poor food security policies, WFP will be the catalyst in developing models of effective food assistance. WFP will continue to support disaster preparedness and mitigation through its food-for-assets programme, which will be implemented under the extended PRRO. WFP will continue to spearhead establishment of a disaster management, prevention and response capability in the Office of the Prime Minister and a disaster management theme group under the United Nations country team. This will ensure consideration of the need to enhance the Government's response capacity to disasters and establish contingency arrangements involving large donors, the Government and NGOs. In emergencies, joint assessment and implementation will be carried out with the Government, the Famine Early Warning Network System (FEWS/NET), the European Union, FAO, UNHCR, UNICEF, UNDP and WHO. The following support activities are planned during the CP.
- Disaster management, including contingency planning to support government and WFP activities to anticipate and react to emergencies. To assist the country office in targeting food aid, vulnerability analysis and mapping (VAM) will be carried out with the assistance of a VAM specialist. These activities will cost an estimated US\$200,000.



- Advocacy on hunger, aiming to increase food resources and NFIs to complement WFP's food support. WFP will assist the Government in formulating a food-aid policy. Cost is estimated at US\$80,000.
- Support to post-harvest marketing infrastructure and local production of blended foods.
- Fulfilment of WFP's Commitments to Women by ensuring women's access to resources through the requirement that at least 60 percent of food aid is targeted to girls and women. This will be achieved by ensuring women's equal participation in local organizations, decision-making structures and training, by ensuring the generation and dissemination of gender-based data for planning and evaluation purposes and improving accountability by ensuring that gender commitments are reflected in operational documents and agreements.

Key Issues, Assumptions and Risks

48. The following are important assumptions:

- Rwanda will continue to be socially and politically stable.
- The Government will be able to provide funds for programme supervision, monitoring and reporting, despite limited fiscal revenues.
- Local authorities will be able to find resources for training in monitoring and evaluation.
- CDCs and PFACs will have the capacity to carry out these activities.
- WFP will be able to overcome staffing and logistic constraints resulting from community-based development activities running concurrently with increased involvement in monitoring and evaluation.
- The Government will create and maintain an institutional framework for CP management and oversight to integrate CP activities and related development activities.

49. A major risk is that the prevalence of HIV/AIDS and its negative effects will further increase, jeopardising any achievements in community and human-capacity building.

PROGRAMME MANAGEMENT PROCESS

Appraisal

50. Activity summaries will be refined during local appraisal missions. In the appraisals, special attention will be given to gender and HIV/AIDS. Technical assistance will be sought from specialized United Nations agencies. The appraisals will define implementation benchmarks for M&E.
51. WFP will institute a local activity review committee to undertake a final review of each CP activity. The minutes of this committee and the revised activity summaries will be submitted to the national country programme management committee (CPMC) co-chaired by MINALOC and WFP with members drawn from the resident United Nations agencies, donors, line ministries and selected NGOs. Following the clearance of the activity summary by the regional bureau, WFP Rwanda will submit the direct operational cost



budget to WFP Headquarters. The WFP representative will approve each activity after receiving clearance from Headquarters and the regional bureau.

Programme Implementation

✦ *National Country Programme Management*

52. Following approval of the CP by the Executive Board, WFP will prepare a CP agreement for 2003–2006 to be signed with the Government. When the CP agreement is approved and signed by the WFP representative, WFP will prepare an operational contract for each activity that will define the obligations of each party. MINALOC will then sign the operational contract on behalf of Government, and the WFP representative will sign on behalf of WFP. Partners will be contractually obliged to adhere to WFP's Commitments to Women.
53. MINALOC will be in charge of national coordination and will co-chair with WFP a CPMC that will meet twice a year. The CPMC will be responsible for overseeing the CP and establishment and reassessment of synergy with other national development programmes. Local authorities and CDCs will coordinate and manage implementation. Since donor activities are increasing at district level and technical capacity of the CDCs is variable, the Government may need to seek assistance for strengthening their capabilities.

✦ *Facilitating Beneficiary Involvement*

54. The CP will be implemented through a participatory approach, with strong emphasis on community management and activities evaluation, as in ongoing projects. The SBE activity, for example, will only be carried out in schools where PTAs have been established and are committed to participating. Support for improved self reliance for HIV/AIDS-affected households will be based on community requests and identification of interventions.
55. Activity-committee members and asset-maintenance committees will be elected by communities and will be responsible for activity planning and M&E. CDCs will help to mobilize people, particularly women, and will assist in the formation of asset-maintenance committees and community education committees for participatory decisions on programme activities.

✦ *Coordination and Partnerships*

56. The proposed activities have been developed under the UNDAF. WFP will continue its partnerships with the United States Agency for International Development (USAID), Germany, DFID, the European Union, The Netherlands, Italy and Luxembourg. Partnerships will be expanded with other United Nations agencies and NGOs.
57. These partnerships will promote development synergy, as stated in the UNDAF. WFP will collaborate with international NGOs such as ADRA and German Agro Action in education, Catholic Relief Services, Caritas, Actionaid, World Vision, CARE, Africare, Lutheran World Federation, Save the Children Fund and others active in HIV/AIDS and disaster management.



✧ *Complementary Inputs from Government and Other Partners*

58. The Government's contribution to the CP will be in the form of salaries, operational costs, and NFIs. In the SBE activity, a prior condition for WFP support will be the provision of teachers, classrooms, water and sanitation by the Government or partners.

✧ *Food Procurement and Logistics*

59. WFP is required to procure food commodities when stocks of the highest quality are available on a competitive basis, in a transparent manner and by international tender. Domestic suppliers may have difficulties meeting the conditions because of inadequate availability and poor grading, storage and handling. From time to time, however, surpluses of agricultural commodities become available on local markets, so WFP will increase local buying.

✧ *Preparation of Annual Work Plans and Budget*

60. Implementing agencies, in consultation with WFP, will prepare annual work plans based on resource-availability figures and CP operational performance. Should it become necessary to reallocate resources among activities, the CPMC will discuss the matter, taking into consideration VAM information and commodity pipeline reports.

✧ *Sustainability*

61. The emphasis on community-based development and capacity building should ensure that those in charge of managing and maintaining assets created with food support are the stakeholders and owners of the assets and that they possess the skills and means to preserve them. In education, WFP will support development of government capacity as part of its regular programmes. Government acceptance of improved models for education and HIV/AIDS activities involving community participation will help to ensure their sustainability.

Programme Monitoring and Audit

62. WFP will introduce results-based management methods for monitoring and evaluating its activities. Work targets will be defined in line with UNDAF annual targets. MINALOC will be responsible for overseeing the monitoring and evaluation arrangements of the CP. The Government and WFP will share responsibility for assessment of CP performance. Annual CP and basic activity reports will be prepared for review by the CPMC, which will visit activity sites to monitor progress. The CPMC will be fully involved in the mid-term evaluation of the CP and review of the basic activities. Monitoring and reporting routines are being established in the pilot phases of the SBE and HIV/AIDS projects through ministries.



63. A logical framework providing monitoring indicators has been developed through a series of workshops with Government and implementing partners. The M&E systems will incorporate community-based monitoring arrangements to ensure that they are carried out with community participation at national, district and community levels and validated in workshops including implementing partners and community representatives. CDCs and PFACs will form part of the monitoring arrangements for each activity at local level. Women will be encouraged to participate on these committees. Counterpart ministries for each activity will undertake food monitoring and prepare and submit quarterly progress reports and project-implementation reports to MINALOC and WFP. Joint monitoring and technical review missions will be undertaken with UNESCO, UNICEF, WHO, UNFPA and other partners to assess the efficiency of collaborative programming.

Supplementary Activity

✦ **Supplementary Activity 1: Expansion of Support for Basic Education**

64. If additional resources become available, the support for basic education activity will be expanded to provide a daily meal to 100,000 more children in primary schools and take-home rations to 18,000 girls. This would require 16,172 tons of food at an estimated direct operational cost of US\$8,750,520. The Government's contribution is estimated at US\$597,765.

✦ **Evaluation**

65. Activities will be reviewed and evaluated as indicated in the preceding section. Ongoing evaluation will be built into basic activities and will indicate whether revisions are needed. Activity-completion reports will be prepared for completed CP activities. In late 2004, about two years before the presentation of the succeeding CP, the CP will be evaluated to ensure that it is well focused and that its goals and objectives are still relevant and being met. Evaluation recommendations may be taken into account in the next CSO.

RECOMMENDATION

66. For the proposed Rwanda CP covering the period 2003–2006, the Executive Director requests that the Executive Board approve, subject to the availability of funds, US\$19,975,033 representing basic direct operational costs, and endorse US\$8,750,529 for supplementary resources.



ANNEX I

EXECUTIVE SUMMARY OF THE RWANDA CSO (WFP/EB.2/2001/4/5)

Just over 26,000 km², Rwanda has one of the highest population densities in Africa, averaging 303 people per square kilometre. It is ranked 164th out of the 174 countries in the UNDP's Human Development Report for 2000, and is classified a least developed and low-income, food-deficit country (LDC/LIFDC), with 40 percent of the population undernourished. Women and children head some 34 percent of all households, and gender disparities are great, with Rwanda ranking 135th out of the 143 countries on the UNDP's gender-related development index (GDI).

About one million Tutsis and moderate Hutus were killed in the war and genocide in 1994, resulting in destruction of the country's social fabric: its human resource base, institutional capacity and economic and social infrastructure. The war also resulted in the formation of large populations of food-insecure people, especially in drought-prone areas. The prevalence of HIV/AIDS—exacerbating food insecurity—and low primary school completion rates have also become a source of increasing concern. Food insecurity in Rwanda has resulted also from a number of other factors, including inadequate production, high population density, insufficient arable land, land degradation, over-reliance on agriculture, adverse climatic conditions, unsuitable locations for some new settlements, underdeveloped commodity trade and weak agricultural support services.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. The present Country Strategy Outline (CSO) corresponds to objectives 1, 2 and 3. WFP's activities in Rwanda will address the above issues, linked to reconstruction and rehabilitation of the country, in three main areas: (i) human development; (ii) food security and asset-creation; and (iii) disaster mitigation for drought-prone, food-insecure households. In the area of human development, WFP will support the Government's priorities through assistance to mother and child health, HIV/AIDS programmes and basic education. In the area of food security/asset-creation, food assistance will play a role in alleviating hunger while creating sustainable assets for the hungry poor. Within the area of disaster mitigation, WFP will continue to provide relief food assistance as required and will maintain an emergency preparedness response. In line with WFP's Commitments to Women, gender considerations will be central to the implementation of assistance in all three of these areas.

This CSO is the result of an extensive consultative process involving all the key stakeholders. It draws extensively from the United Nations Common Country Assessment (CCA) completed in 2000, and its strategy will be reflected in the United Nations Development Assistance Framework (UNDAF) to be completed in 2001. The CSO will guide the formulation of the 2003–2005 Country Programme for Rwanda.

HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR RWANDA (WFP/EB.2/2001/12)

The Board endorsed the CSO and noted the prevalence of food insecurity and malnutrition in the reconstruction period. The Board was pleased to hear of the planned gradual displacement



of food aid activities by development activities. The Board underlined the importance of strengthening partnerships, improving VAM, maintaining local purchases, continuing to promote gender equity and adopting participatory approaches in monitoring and evaluation.

Some representatives pointed out that disaster mitigation activities had to be integrated in other CP activities and no longer remain autonomous. One representative stressed the need to take account of beneficiaries' expectations and boost local capacity.

The Secretariat observed that conditions in the country had developed from a very urgent situation to a stage where aid activities were called for. It also informed the Board that a VAM unit had been established in the country office.



COUNTRY PROGRAMME—RWANDA (2003–2006)—LOGICAL FRAMEWORK SUMMARY
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Purpose of each CP activity	Activity outcome indicators	Risks/assumptions
CP objectives		
<p>Enhanced future income earning capability for children from poor food-insecure households through improved eligibility for further education and vocational training.</p> <p>Target: <i>Increased net primary enrolment from 75 percent to 85 percent by 2006.</i></p> <p>Increased capacity of households and communities affected by HIV/AIDS to rehabilitate or create and maintain assets.</p> <p>Target: <i>At least 60 percent of participants in HIV/AIDS activities meet their food and nutrition needs after WFP food assistance is phased out.</i></p>	<p>Net primary enrolment rate in target areas.</p> <p>Number of programme participants self-sufficient with regard to food and nutrition</p>	<p>Adequate security conditions to allow development-oriented activities to take place.</p> <p>Favourable environment with peace and stability.</p> <p>CP activities taking place within a larger multi-sectoral and integrated development programme at national level.</p> <p>Containment of the current HIV/AIDS pandemic and its socio-economic impact.</p>
Activity 1: Support for basic education (SBE)—and supplementary activity		
<p>Increased participation, capacity and motivation of communities and families to ensure that their children are educated.</p>	<p>Family investment in education.</p> <p>Number of members in PTAs and community education committees.</p>	<p>Current national education strategies and priorities maintained during the next five years.</p> <p>Adequate poverty alleviation programmes in target areas to allow increased household investment in education to take place.</p> <p>Absence of external risk factors (natural/man-made) that influence prioritization of education.</p> <p>Possible reasons for school drop-out other than food insecurity addressed simultaneously by other entities.</p>
<p>Increased enrolment and school attendance, reduced dropout rates and improved learning capacity at primary school level, with special attention to girls, orphans and other particularly vulnerable children.</p>	<p>Enrolment, attendance and dropout rates, by sex and grade.</p> <p>Male/female primary continuation rates.</p> <p>Number and rates of boys and girls proceeding to secondary school.</p>	



COUNTRY PROGRAMME—RWANDA (2003–2006)—LOGICAL FRAMEWORK SUMMARY

Purpose of each CP activity	Activity outcome indicators	Risks/assumptions
<p>Activity 2: Support for improved self-reliance for HIV/AIDS affected households</p>		
<p>Enhanced coping capacity and preservation of livelihoods among people living with HIV/AIDS and affected populations.</p> <p>More effective involvement of PLWHA in the productive and care giving activities in communities/households.</p>	<p>Community groups implement community action plans on HIV/AIDS.</p> <p>Increase in number of micro enterprises.</p> <p>Increase in employment and income.</p> <p>Role and function of PLWHA in family and community (burden versus asset).</p>	<p>National and international commitment to HIV/AIDS maintained.</p> <p>Simultaneous action taken to improve VCT, reduce the infection rate and improve health/medical care for HIV/AIDS-infected persons.</p> <p>A market for acquired skills and accessibility of credit and investment possibilities.</p>
<p>Increased capacity of communities and families to provide—care, nutrition, education for affected children.</p>	<p>Percentage of orphans hosted in families and community, as opposed to institutions.</p> <p>Percentage of affected children receiving basic needs.</p>	<p>Possibility of overcoming stigmatization associated with HIV/AIDS.</p>
<p>Major outputs</p>		
<p>Activity 1 (SBE)</p>		
<p>160,000 pupils will receive school meals in primary schools (50 percent are girls).</p> <p>28,800 girls receive monthly take-home rations.</p> <p>200 PTAs/CECs established. Number of parents trained and participating in programme implementation.</p>	<p>Number of boys and girls receiving school meals.</p> <p>Number of girls receiving monthly take-home rations.</p> <p>Quantities and type of food distributed.</p> <p>Number of meal days/total number of school days.</p> <p>Number of PTAs/CECs and membership by gender.</p> <p>Number of parents (by gender) trained.</p> <p>Number of parents involved in programme implementation.</p>	<p>Government investment in related infrastructure: schools, power, water and sanitation.</p> <p>Adequate capacity by central and local Government and communities to implement the programme.</p> <p>Availability of complementary NFIs.</p>



COUNTRY PROGRAMME—RWANDA (2003–2006)—LOGICAL FRAMEWORK SUMMARY
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Purpose of each CP activity	Activity outcome indicators	Risks/assumptions
Activity 2 (HIV/AIDS)		
<p>225,000 persons supported through vocational skills training, income generation and/or community counselling and life-skills activities.</p> <p>60 percent of participants are women.</p> <p>40 percent of participants are young people.</p>	<p>Number of family rations provided to participants.</p> <p>Quantity and type of food distributed.</p> <p>Number of affected vulnerable poor completing vocational and/or life-skills training.</p> <p>Percent of trained persons taking steps toward income generation.</p> <p>Number of community volunteers, peer counsellors and others trained.</p>	<p>NGOs and CBOs operational at community levels with regard to training.</p> <p>Sufficient capacity of NGOs and CBOs to handle food component in addition to their ongoing programmes.</p> <p>Interest of community members to serve as volunteer counsellors.</p> <p>Ability of women to free time from productive and care activities to engage in training. (sufficient compensatory value of the food basket)</p>
Supplementary activity (SBE expansion)		
 <p>100,000 pupils will receive school meals in primary schools (50 percent are girls).</p> <p>18,000 girls receive monthly take home rations.</p>	<p>See Basic Activity 1</p>	<p><i>See Basic Activity 1</i></p>

This logframe is to be detailed and finalized during activity design with participation of all stakeholders.

ANNEX III

BUDGET PLAN FOR RWANDA COUNTRY PROGRAMME (2003–2006)

Basic Activities

	Activity I	Activity II	Total
Food commodities (mt)	25 874	11 520	37 394
Food commodities (value US\$)	7 688 448	3 027 600	10 716 048
External transport	1 834 214	827 640	2 661 554
LTSH (total)	4 265 787	1 916 844	6 182 631
LTSH (cost per mt)	164.87	166.39	165.63
ODOC	321 500	93 000	414 500
Total Direct Operational Costs	14 109 949	5 865 084	19 975 033
DSC ¹	1 373 968	1 373 968	2 747 936
ISC ²	1 207 745	564 646	1 772 391
Total WFP costs	16 691 662	7 803 698	24 495 360
Government contribution	956 339	395 555	1 351 894

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.

BUDGET PLAN FOR RWANDA COUNTRY PROGRAMME (2003–2006)

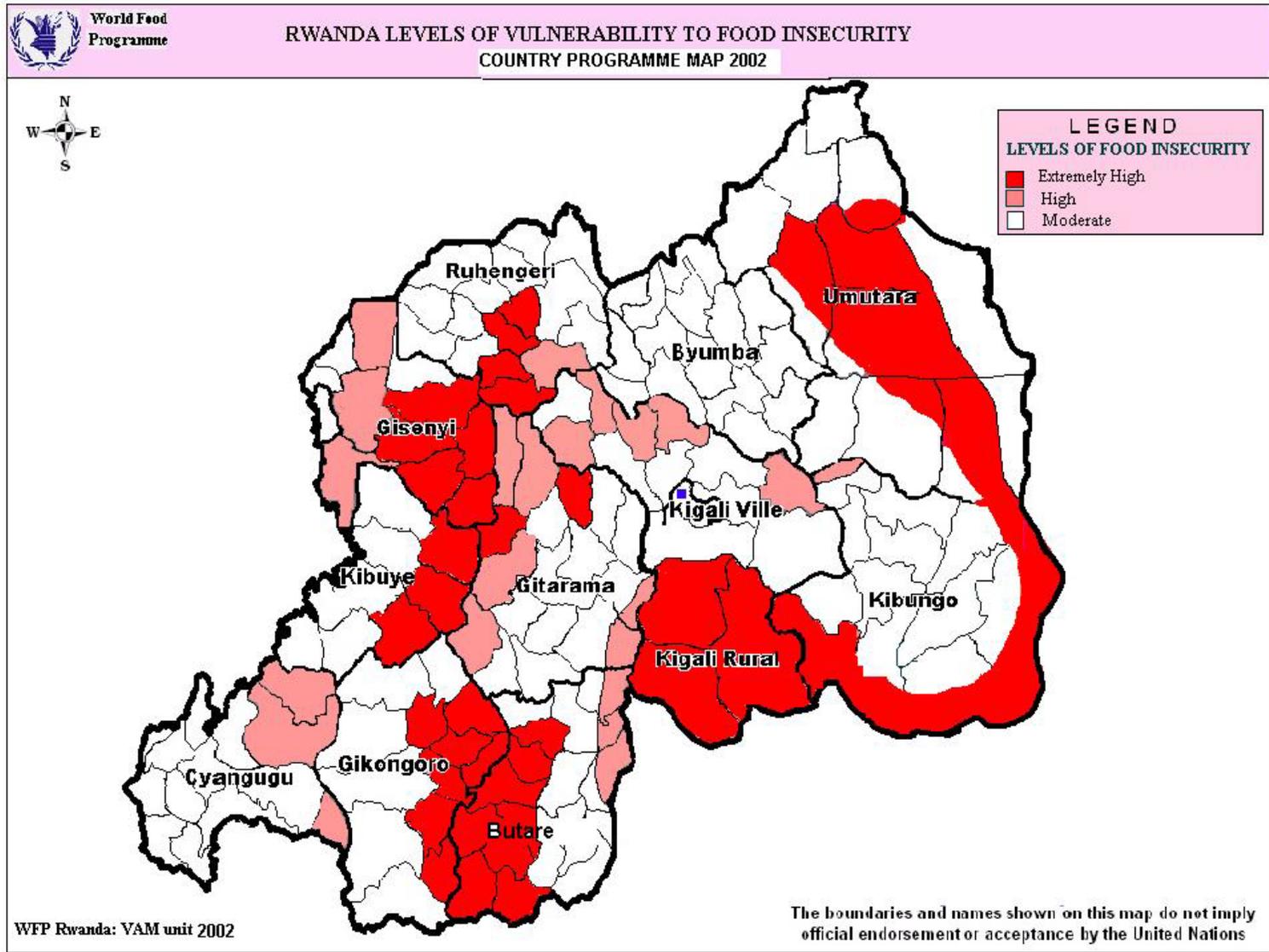
Supplementary Activities

	Activity I	Total
Food commodities (mt)	16 172	16 172
Food commodities (value)	4 805 800	4 805 800
External transport	1 146 460	1 146 460
LTSH (total)	2 666 269	2 666 269
LTSH (cost per mt)	164.87	164.87
ODOC	132 000	132 000
Total Direct Operational Costs	8 750 529	8 750 529
DSC ¹	1 373 968	1 373 968
ISC ²	789 710	789 710
Total WFP costs	10 914 207	10 914 207
Government contribution	597 765	597 765

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the Country Programme.





ANNEX IV

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

ACRONYMS USED IN THE DOCUMENT

ADRA	Adventist Development and Relief Agency
AIDS	Acquired immunodeficiency syndrome
AS	Activity summary
CAP	Community section plan
CCA	Common country assessment
CCD	Community capacity development programme
CDC	Community development committee
CO	Country office
CP	Country Programme
CPMC	Country programme management committee
CRS	Catholic Relief Services
CSB	Corn-soya blend
CSO	Country strategy outline
DFID	Department for International Development
DSC	Direct support cost
EU	European Union
FAAD	Food Aid and Development
FAO	Food and Agriculture Organization of the United Nations
FEWS	Famine early-warning system
FFA	Food for assets
GDI	Gender-related development index
GDP	Gross domestic product
GER	Gross enrolment rate
LDC	Least-developed country
LIFDC	Low-income, food-deficit country
M&E	Monitoring and evaluation
MINALOC	Ministry of Local Government and Social Affairs
MINEDUC	Ministry of Education
MINISANTE	Ministère de la Santé (Ministry of Health)
NAC	National activity coordinator
NGO	Non-governmental organization
NFI	Non-food item
OC	Operational contract



PAC	Provincial AIDS committee
PFAC	Provincial food aid committee
PIR	Project implementation report
PLWHA	People living with HIV/AIDS
PMTCT	Prevention of mother-to-child transmission
PRSP	Poverty reduction strategy paper
PRRO	Protracted relief and recovery operation
PMC	Provincial management committee
PTA	Parent-teacher association
QPR	Quarterly progress report
SBE	Support for basic education
SCF	Save the Children Fund
SISH	Support for improved self-reliance for HIV/AIDS-affected Households
SMC	School management committee
UNAIDS	United Nations Aids Organization
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping

