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**Executive Board  
Second Regular Session**

**Rome, 16 - 18 May 2001**

# **COUNTRY STRATEGY OUTLINES**

**Agenda item 4**

***For consideration***

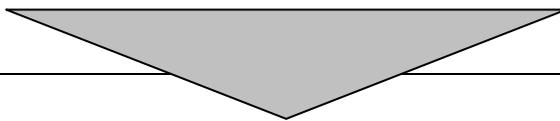
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## **COUNTRY STRATEGY OUTLINE— RWANDA**

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# Note to the Executive Board



**This document is submitted for consideration to 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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# Executive Summary

Just over 26,000 km<sup>2</sup>, Rwanda has one of the highest population densities in Africa, averaging 303 people per square kilometre. It is ranked 164<sup>th</sup> 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). It has an Aggregate Household Food Security Index (Food and Agriculture Organization) [FAO]/AHFSI) of 77.3. Women and children head some 34 percent of all households, and gender disparities are great, with Rwanda ranking 135<sup>th</sup> 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.

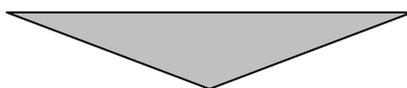
In accordance with decision 1999/EB.A/2 of the Executive Board, WFP focuses its development activities on five objectives. The present Country Strategy Outline (CSO) corresponds to objectives 1, 2 and 3. WFP's activities in Rwanda will address the above issues, linked to reconstruction and rehabilitation 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.

## Draft Decision



The Board endorses the Country Strategy Outline for Rwanda (WFP/EB.2/2001/4/5) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



## FOOD SECURITY AND THE HUNGRY POOR

### Food Insecurity at the National Level

1. Rwanda is a landlocked country located in the east of Central Africa. With a surface area of just over 26,000 km<sup>2</sup>, it has one of the highest population densities in Africa, averaging 303 people per square kilometre. It has a total population of 8.1 million (1999), which, with a yearly growth rate of 2.6 percent, is set to double by 2038. Rwanda is an LDC with a per capita gross domestic product (GDP) of US\$257 (1998), and an LIFDC, with an Aggregate Household Food Security Index (FAO/AHFSI) of 77.3. The UNDP's Human Development Report for 2000 ranks Rwanda 164<sup>th</sup> out of the 174 countries assessed.
2. The genocide of 1994, in which an estimated one million Tutsis and moderate Hutus were killed, resulted in destruction of the country's social fabric: its human resource base, institutional capacity and economic and social infrastructure. The war also increased poverty, with approximately 77 percent of all households falling under the poverty line in 1999, compared with 53 percent in 1993. The process of recovery in the poverty situation since 1994 has been uneven. After a small improvement in 1995–1996, poverty levels rose again in 1997, following the return of many refugees from the Democratic Republic of the Congo.
3. Under-5 mortality was 150 per 1,000 live births in 1992, and 203 per 1,000 in 1996. Maternal mortality rates showed even more precipitous increases, going from 210 per 100,000 live births in 1990 to 810 per 100,000 in 1996 (CCA 2000). In 1996, some 9 percent of Rwandan children suffered from acute malnutrition (wasting). HIV/AIDS has also emerged as a national problem that is exacerbating food insecurity.
4. Food production, commercial imports and food aid in Rwanda have fluctuated over the years. Food production declined by 40 percent in 1994 and rose again after the civil war. In 1998, however, its level represented only 82 percent of the 1989–1991 level). This relative increase resulted in some improvement in the food supply in certain regions of the country, compared with the situation during the war, as in the case of the northwestern prefectures of Gisenyi and Ruhengeri, but at the national level, even these partial gains were eroded by the high population growth rate.
5. Rwanda relies on tea and coffee for export revenues. Its production of coffee dropped from 42,000 tons in 1987 to 14,000 in 1997, but has recently rebounded. The production of tea had doubled from 1989 to 1992, but then declined during the period of war and instability. Commodity trade for maize, sorghum, bananas, cassava, pulses, etc., is underdeveloped and fragmented. The ongoing conflicts in neighbouring countries have also undermined the potential for regional integration of trade.
6. Food insecurity results from a number of factors, including inadequate production, high population density, insufficient arable land, land degradation, over-reliance on agriculture, unsuitable locations for some new settlements (leading to structural food insecurity), underdeveloped and unstable commodity trade with poorly functioning markets, weak agricultural support services and adverse climatic conditions, especially drought. In the southeastern part of the country in particular, three consecutive harvests failed as a result of insufficient and erratic rainfall, which has eroded coping mechanisms and further exposed vulnerable households to food insecurity.
7. Rwanda has a very high population density (746 people per arable square kilometre). The majority of Rwandans practice subsistence agriculture involving small family holdings



with declining productivity. Average family plot sizes are less than 0.5 ha, with almost 70 percent of the 1.3 million ha of land in Rwanda already cultivated. Decline in productivity at the household level is the result of reduced soil fertility, hillside erosion, environmental degradation, poor farming practices, soil acidity and low use of inputs, including fertilizer.

8. From April of 1995 to December of 2000, WFP distributed about 405,000 tons of food to internally displaced persons (IDPs), refugees, returnees, malnourished children, expectant and nursing mothers and other vulnerable groups. WFP assistance represented more than 80 percent of total food aid in the country.

### Target Population

9. A thorough analysis of the causes of food insecurity in Rwanda is made difficult by the paucity of accurate data, both historical and current. Although some information exists, most of the data collected before 1994 was destroyed during the war. The Government is trying to put in place a system of data collection that will shed some light on food insecurity and poverty in the country. This will include a Demographic and Health Survey, to be completed later in 2001; an ongoing Household Living Standards Survey, expected to be completed in 2001; a population census planned for 2002; and a Public Expenditure Tracking System that will assess the use and flow of resources and the incidence of public spending on the poor.
10. In the meantime, WFP has used a combination of sources to identify the population it is already assisting, such as the results of the household food economy studies made by the Save the Children Fund (SCF)-UK. It has also used other criteria to identify food-insecure areas and populations, such as the quantity and distribution of rainfall, soil fertility, access to markets, the presence of women- and children-headed households, the possibility of off-farm employment, rural wages, rural market prices and primary school attendance rates.
11. It appears that the target population lives mainly in the southeastern belt, even though it is possible that some pockets of food insecurity exist elsewhere. Incomplete resettlement and reintegration of former refugee populations continues to contribute to people's vulnerability to food insecurity throughout the country, but most predominantly in the southeast (including that of some 375,000 returning refugees not yet resettled). High population density also contributes to food insecurity in these more arid and food insecure regions, namely the prefectures of Butare, Gitarama, Kibungo, Kigali Rural and Umutara. Hunger there is frequent, resulting from the demands of a relatively large population living on agriculturally marginal lands, compounded by the cumulative effect of adverse climatic conditions, structural poverty and periodic outbreaks of disease among crops and livestock. The above regions, prone to drought, have received less than normal rainfall for four consecutive seasons since August–October 1999.
12. In October 2000, the Ministry of Agriculture, WFP, FAO, USAID and the European Union fielded a joint rapid food assessment mission to evaluate the impact of deficient rains on the above-mentioned drought-affected areas. The mission corroborated the above analysis. Most of the food crops there had failed, and traditional cash crops such as coffee had suffered from severe foliage losses. Cattle mortality had reached as high as 25 percent in some of these areas. The areas had a disproportionate share of new settlements, which had aggravated the level of structural poverty and household food insecurity. Households in those areas cope through the sale of small amounts of charcoal, casual labour in swamps, population migration and the sale of roofing sheets.
13. The target population, comprising returnees and the local population, depends on farming for its survival, and even during years of normal rainfall, it faces multiple



constraints: high population pressure, poor and acidic soils, poor access to inputs such as fertilizer, high incidence of soil erosion, HIV/AIDS and the lack of access to life support services and assets (e.g. arable land). These factors conspire to increase the population's vulnerability to the slightest shock.

14. The war created large populations of vulnerable people throughout the country, including unaccompanied and orphaned children, widows, women- and child-headed households and handicapped. Without continuous assistance, this target population—and especially women- and child-headed households (34 percent of all households), who are worst affected by poverty—will be further marginalized and thus unable to participate meaningfully in the development process. Women were the main victims of the genocide and are carrying a disproportionate burden of its consequences. Many Rwandan women struggle with the multiple constraints of being major breadwinners, fostering orphan children in addition to supporting their own and coping with the traumas of bereavement and sexual abuse.
15. The vulnerability of women stems from their lack of labour assets linked to their lower status, which compromises their ability to cultivate land effectively or to pursue wage labour. Women have a lower access to food than men in relation to their respective needs, both in quantity (calorie intake) and quality (diet low in lipids). Unlike men, they get no support from other family members in their productive activities. Another disempowering factor has been their lack of access to land, the result of traditional discrimination in Rwanda whereby, until recently, women had no legal rights to inherit goods or property or to own land. However, as part of its strategy for poverty reduction and the enhancement of food security, the Government has proposed a new law, formalizing the system of land tenure, that will guarantee, for the first time, the rights of women to own and inherit land.

## GOVERNMENT PRIORITIES AND POLICIES FOR ADDRESSING POVERTY AND FOOD INSECURITY

### Overall Policies

16. In July 1994, the Government of National Unity assumed office, faced with the task of rebuilding the nation and re-establishing peace. In the immediate post-genocide period (1995–1998), the Government concentrated its efforts on rehabilitating economic and social infrastructure and institutions, assisting the victims of genocide and the large number of returning refugees, and reviving economic activity. Peace has since been restored to the entire country. A total of 3.8 million people, including IDPs and refugees, were resettled and reintegrated into society (mainly through the construction of houses in “settlement areas”).
17. The Government is committed to economic growth and poverty reduction. Its plan of action is defined in its Interim Poverty Reduction Strategy Paper (IPRSP), completed in November 2000 and reviewed jointly with donors, United Nations agencies and non-governmental organizations (NGOs). The IPRSP presents a bold and comprehensive agenda for attacking poverty. It stresses the fact that it is only an exploratory step in the process of developing the full PRSP which will articulate specific, prioritized, realistic and achievable plans. The IPRSP also proposes measures for enhancing national reconciliation and creating an enabling environment for private sector-led economic development, economic policies for sustainable growth, and sectoral policies to underpin poverty reduction and growth.



18. The strategy outlined in the IPRSP reflects a dual approach: continuing to address humanitarian and rehabilitation needs while taking medium- to long-term steps to consolidate the nascent economic recovery and build a foundation for sustained growth and poverty reduction. The combination of this dual approach and the high priority placed on national reconciliation have engendered an official commitment to fighting poverty and food insecurity in the country. This commitment can be seen in the emphasis the Government has placed on restocking rural capital stocks, rehabilitating and developing agriculture and the rural economy, developing human resources, encouraging, small-scale enterprises, assisting social services and implementing income-generating activities for vulnerable groups.
19. Human resource development is strongly emphasized in the IPRSP, reflecting the priority the Government has given it as a critical instrument in agricultural transformation. The Government's budget has also given priority to improving social services and preventing HIV/AIDS (the country's existing strategy and action plan is being reviewed and a national AIDS commission has been created), with a decentralized system of health care delivery now in place.
20. The Government is committed to the provision of universal primary education to all Rwandans by 2010. Its priorities are to: increase enrolment and completion; increase the quality and effectiveness of teaching; increase literacy rates; enhance community involvement; and raise awareness about the importance of girls' education. Enrolment rates are low in most vulnerable areas, and primary school completion rates have declined to 23 percent. The gender gap is particularly significant for the drop-out rates in primary grades 5 and 6, the key exam preparation years.
21. Gender issues are now highly visible in policy discussions, and sensitivity to gender issues is increasing, as gender mainstreaming is seen as a way to break the traditional circle of poverty. The Government of Rwanda is committed to reducing gender disparities, evidenced by its adoption of legislation that promotes gender equality through ensuring women's access to property rights, and its revision of the labour code to remove provisions that discriminate against women.

### Food Security Policy

22. The Government regards development of agriculture and the rural economy as a critical element in sustainable economic recovery and reconstruction, creating needed employment and reducing poverty and hunger, particularly in resettlement areas, where food insecurity is highest. It has developed an agricultural strategy with the objectives of increasing rural incomes, enhancing food security and converting agriculture into a viable sector by changing it from a subsistence to a market-based activity. The Governments' IPRSP highlights the food security-related challenges of high population density and growth, the scarcity of land, and the degradation of the environment.
23. The main elements of the Governments' agricultural strategy are: (i) promotion of market-based agriculture and higher-value crops; (ii) promotion of the livestock and fisheries subsectors; (iii) improvement of soil conservation and management (including reforestation and agroforestry); (iv) extension of available land by developing swamplands within an environmentally sustainable framework; (v) improvement of farming methods; (vi) promotion of farmers' groups and professional associations; (vii) promotion of rural credit; and (viii) improvement of storage.
24. In addition, a land policy, to secure land tenure to farmers and other landholders and improve land use, is under preparation. The promotion of private small-scale enterprises in



rural and urban areas, the enhancement of the role of women/key players in the rural economy, the provision of rural economic and social infrastructure and the development of efficient rural goods and credit markets are also critical elements of the Government's rural development strategy.

### Food Aid Policy

25. The Government has not defined a clear food aid policy, but it acknowledges the positive role food aid has played in the recent emergencies and relief, reconstruction and development activities in Rwanda, particularly with the process of resettlement and reintegration. It has also recognized the continual and effective support that WFP has provided in its drive to reactivate the agricultural sector and has emphasized the need to integrate food aid into other multilaterally and bilaterally funded projects aimed at assisting the most vulnerable members of society. To this end, the Government has created a National Food Aid Committee under the aegis of the Ministry of Local Government and Social Affairs, which serves as a "clearing house" of all food aid initiatives in the country. It has also mandated food pipeline agencies to work closely with local authorities. Regional food committees have been created in all regions to review community-based projects and ensure consistency with overall development objectives. The Government has encouraged WFP to consider local food purchases where feasible.

## ASSESSMENT OF WFP'S PERFORMANCE TO DATE

26. WFP assistance to Rwanda began in 1975. Since then, a total of US\$817.7 million of food assistance has been provided for development, emergency, relief and recovery activities. WFP's involvement in Rwanda can be divided into pre- and post-war periods. Prior to 1994, WFP's activities in Rwanda focused mainly on rural agricultural rehabilitation. Since 1994, through relief and recovery, the Programme has played a pivotal role in the country's transition from emergency to development. In parallel with emergency food assistance, substantial quantities of food have been provided for rebuilding infrastructure through food for work.
27. There is a lack of data and institutional memory on WFP activities in Rwanda, as a direct consequence of the ravages of the war. However, over the period, four out of six development projects and a regional emergency operation (EMOP) were evaluated.

### Development Projects

28. The performance of the various projects is indicated hereunder.
- **RWA 2465—Improvement and Development of Roads and Mineral Processing.** This project aimed at improving and developing roads and mineral processing (1981–1984). Its performance in terms of physical achievements was satisfactory.
  - **RWA 2369—Rural Development in the Prefecture of Gikongoro.** This project had as its main objective the intensification of agricultural production, with control of soil erosion in the prefecture of Gikongoro. The most important achievement of the project was the shift in the farmers' habits towards more appropriate farming practices. A second phase of this project covered the same prefecture and was implemented as part of an integrated rural development project, with co-financing by the UNDP and the International Fund for Agricultural Development (IFAD). Its performance was considered mixed because of the limited government contribution and the high turnover of the project's managerial staff.



- **RWA 3061—Agricultural Research and Extension.** The objective of this project was to help the national agricultural research institute overcome its cash flow problems through monetization (1989–1993). The evaluation mission noted that the financial support provided to the research institute was fully justified because of the institute’s limited operating budget.
  - **RWA 4243—Assistance for the Settlement of Rice Farmers in the Umutara Region.** This project was approved in April 1992 with the principal objective of resettling, with the support of other donors, about 2,600 families in Umutara in order to boost rice production. The impact, if any, of this project is unknown, as its implementation was interrupted by the civil war.
  - **RWA 4244—Assistance to Vulnerable Groups.** The only social-sector project, this project started in 1992 and was to give assistance to nutrition centres, AIDS victims and institutional feeding. Implementation of the project was severely affected by the war and by the limited experience of the Government in the management of projects of this size. Also, the project treated symptoms rather than causes.
29. The vast majority of these projects were oriented towards food-for-work activities. While the projects implemented before the war succeeded on the whole in attaining their physical targets and were deemed successful by the evaluation missions, little attention was paid to asset ownership and sustainability. Consequently, the gains made in their implementation slowly atrophied with the termination of WFP assistance. For all these projects, the volume of food distributed was very small and did not have any negative effect on local market prices or production, or on commercial imports.

### Relief Operations

30. Since 1992, various emergency operations have provided timely life-saving food to the targeted beneficiaries. The most significant operation was the regional **EMOP 5624—Food Assistance to the Great Lakes Region**—covering Burundi, Rwanda, Tanzania and Uganda. Its implementation started in April 1995, and its last expansion ended in 1999. In Rwanda, vulnerable populations were targeted through free food distributions for refugees, returnees and IDPs; food for work activities; and nutritional assistance programmes. From April 1995 to December 1999, WFP distributed a total of 362,421 tons of assorted food commodities to a monthly average beneficiary caseload of about 460,000 persons.

### Current Assistance

31. A two-year regional protracted relief and recovery operation (PRRO 6077) that aims at saving lives, restoring livelihoods, improving the nutritional status of vulnerable groups and assisting the poor and hungry in food-insecure areas is now under implementation and will terminate in July 2001. In early 1999, WFP also started to provide food assistance to the drought-affected populations in the prefectures of Butare, Gitarama, Kibungo, Kigali Rural and Umutara. Through this PRRO (and also past EMOPs), houses have been built, roads reconstructed and agricultural activities reactivated. Consequently, and even though some areas—such as those affected by drought—still require some relief assistance, much of the country has now moved into a recovery and development phase.
32. The PRRO food-for-work activities, in particular, have facilitated the reintegration and resettlement process of returnees, thereby underpinning the reconciliation efforts begun by the Government. Such efforts are considered critical to the long-term stability of the country, given the events of the recent past. The PRRO supported mainly short-term micro projects in the areas of swamp reclamation, land terracing, agroforestry and income-



generation. While fundamental for sustaining highly vulnerable groups, the PRRO's activities have called for a more structured and longer-term type of assistance based on the technical know-how acquired and on partnerships with other donors. This is especially true of assistance to earlier-established settlements, where development opportunities are highest.

33. The need for such complementary assistance guided the preparation of the Quick Action Project (QAP) (RWA 6096.00—Enhanced Food Security through Swamp and Hillside Reclamation and Development) currently being implemented. The primary purpose of this pilot project is to facilitate the resettlement process of vulnerable groups by creating productive assets that are owned by them. The concomitant implementation of this QAP and PRRO 6077.00 has produced synergistic effects. It was learnt from implementation of RWA 6096.00 that the most efficient way of assuring sustainable food production in most parts of rural Rwanda was to develop the hillsides and swamps at the same time, in an integrated manner (e.g. the prevention of soil erosion on the hillsides enabled the sustainable cultivation of the related swamps).
34. Food assistance through the PRRO (and also past relief assistance) has succeeded in providing the much-needed nutritional support to children under 5 and expectant and nursing mothers. The main lessons learned from that PRRO relate to the need to coordinate efforts with other partners, in view of the Government's limited capacity in this field. Such coordination would enable WFP to include complementary interventions for improving food security in a sustainable way and strengthen the link between nutrition and health.

## FUTURE ORIENTATION FOR WFP ASSISTANCE

35. It is widely acknowledged in Rwanda that, although the economy has stabilized and continues to grow, economic activity is vulnerable to a reduction in external aid and constrained by weak human capacity and the burden of external debt. Therefore, the transition from relief to development may be uneven, and there may be a need for simultaneous relief, recovery and development interventions.
36. With the country still struggling with the aftermath of the war (e.g. incomplete resettlement process, high food insecurity, a still fragile security situation), food aid will have a comparative advantage in three key areas: (i) human development, as an incentive to rebuild the country's human resource base among the highly food insecure population; (ii) food security/asset-creation for drought-prone-food, insecure households; (iii) disaster mitigation, since man-made and natural disaster occurrence is very much linked to structural food insecurity. The long-term goals of future WFP assistance will be to improve food security by strengthening the capacity of the poor and hungry to be self-reliant, and reducing their vulnerability to disasters.

### Target Groups and Geographical Targeting

37. The current concentration of WFP's efforts in the southeastern part of the country should continue, as these are the areas of chronic short-term hunger, where food assistance has a strong comparative advantage. The geography of the hungry is by and large in the southeastern belt: Umutara, Kibungo, western Butare, Kigali Rural and Gitarama prefectures. Details on the levels of food insecurity can be found in the attached map.
38. Given the depth and the wide distribution of poverty and hunger in Rwanda, the poorest of the poor households—mainly those headed by women or children—must be targeted for food assistance by WFP (irrespective of whether they are returnees or the local population;



it is enough that they are food insecure). WFP will build on the government policies in favour of women to promote and strengthen women's stakes in all activities targeted, in order to ensure that 50 percent of project beneficiaries are women and that those women control the assets created through their efforts.

39. In view of the paucity of historical data, the country office will undertake a detailed vulnerability analysis and mapping (VAM) study to identify with precision the food-insecure areas and the characteristics of food-insecure populations. The results of this study will guide and inform the preparation of the forthcoming Country Programme (CP) through enhanced sectoral, geographic and beneficiary targeting. This study should also assist in the establishment of government capacity to gather and analyse VAM data.

### Identification of Key Areas for Assistance

40. Within the framework of post-conflict reconstruction and higher vulnerability to food insecurity, future assistance will aim at:
- improving the nutritional status of the hungry poor and the HIV/AIDS-affected population;
  - increasing primary school enrolment and retention rates; and
  - increasing food production and food access through agriculture and income-generating activities.
41. This will be achieved notably through increasing: the role of women in food aid management, community participation to ensure asset-ownership, and disaster preparedness and response capacity-building.
42. WFP's strategic focus will include three of the five priority areas defined in the Enabling Development policy (WFP/EB.A/1999/4-A):
- enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
  - enable poor households to invest in human capital through education and training;
  - make it possible for poor families to gain and preserve assets.

### 📍 *Area 1: Human Development*

43. The implications of mother and child health, HIV/AIDS and basic education for food security are particularly important for development. WFP's strategy will support government initiatives in these sectors.
44. Since 1985, WFP has supported selective feeding programmes for health and nutrition initiatives, in response to inadequate nutritional intake by Rwandans and their resulting vulnerability. The current health and nutrition programmes target expectant and nursing mothers, malnourished children, the elderly and institutionalized persons unable to provide food for themselves. Given the poor national nutritional status, it is envisaged that WFP assistance to these vulnerable groups will continue in the future Country Programme. During the course of the year, an impact assessment of the nutrition programme presently being supported through PRRO 6077.00 will be conducted that will serve as the basis for the future CP activity.
45. Assistance will focus mainly on reducing severe and moderate malnutrition among children and their mothers. To do so in an effective way, the assistance will rely heavily on close coordination with other nutritional activities in the country and strong partnerships



with agencies and NGOs such as UNICEF, SCF and Caritas, under the Government's renewed leadership in this field. In order to increase the long-term impact of nutritional assistance, the future activity will in particular aim at strengthening the link between the nutrition and health centres, for example, promoting home visits and training health agents with the support of partners.

46. To tackle chronic malnutrition linked to the high level of food insecurity, WFP will collaborate with NGOs such as SCF to systematically include a complementary income-generating or food production component, parallel to the assistance given to mothers and children at nutrition centres. For example, SCF will provide a "package" of fertilizer, seeds and a goat to women beneficiaries using the nutrition centres, while WFP will offer those women an opportunity to participate in a food-for-work programme, in order to help them achieve food security in a sustainable way.
47. The Government has recognized the dramatic challenges to development posed by HIV/AIDS. Rwanda ranks sixth among the African countries most affected, with an overall prevalence of 11.2 percent among sexually active adults. In 2001, WFP will implement a pilot project to assist persons and communities affected by HIV/AIDS. If successful, this assistance could become part of a future health and nutrition activity.
48. Through the existing mechanisms initiated by the Government of Rwanda and key actors in the sector (such as hospitals and voluntary testing centres), WFP will provide food aid assistance to HIV/AIDS-affected populations in order to mitigate HIV/AIDS' socio-economic impact. In close collaboration with the Government's National Task Force and the UNAIDS thematic group, WFP will:
  - provide nutritional support to vulnerable persons living with HIV/AIDS, such as expectant and nursing mothers;
  - support income-generating activities for families, particularly women-headed ones, affected by HIV/AIDS, with a view to strengthening household food security; and
  - support capacity-building of community-based initiatives in HIV/nutrition awareness in selected high HIV-prevalence areas.
49. The education system in Rwanda was destroyed during the genocide of 1994, and it has yet to recover completely. It is estimated that 600 primary schools, or 32 percent of all primary schools, were destroyed in 1994, and 3,000 primary school teachers were killed or fled. In line with the Government's plan to reactivate basic education, WFP will implement a pilot primary school feeding project to be followed in principle by a future CP activity. This project will begin in September 2001 in selected primary schools located in the most food insecure, drought prone regions of the country, where enrolment and attendance rates are also lowest. WFP's comparative advantage lies in its ability to access these areas, where food rather than cash is the key to improving access to education. WFP intends to work with partners such as UNICEF, UNESCO, German Agro-Action (GAA) and Adventist Development and Relief Agency (ADRA) to ensure complementarity.
50. Specifically, WFP assistance is expected to increase the enrolment, attendance and retention of children in school, and build up local capacity for community operation of a school feeding programme. It will also enhance attendance and consequently completion rates for girls in particular. WFP will provide one meal a day and a take-home ration to schoolgirls in primary grades 4–6 as an incentive for them to complete primary school. Assistance will rely on parent-teacher associations (PTAs) to ensure active beneficiary participation and ownership of the programme, especially by women.
51. The estimated number of beneficiaries for this area is 300,000 per year.



## 📌 *Area 2: Food Security*

52. As explained above, the target population in the southeast suffers mainly from low food production levels, resulting from a combination of increased pressure on the land following the influx of returning refugees, and improper land and water management (on the hillsides and in swamps). Food assistance in this area will be to ensure that food aid has a role in alleviating hunger while creating sustainable assets for the hungry poor, with priority given to vulnerable women- and children-headed households. Activities will provide beneficiaries with the required nutritional support and act as an employment-based safety net for them, while the productive assets created will improve their food production and income in a sustainable way.
53. Activities will be concentrated in areas identified as food insecure through VAM analysis. They will build on and consolidate efforts initiated under recent EMOPs, PRROs and development project RWA 6096.00. In particular, these food security activities will be implemented in the earlier settlements where a rehabilitation and recovery process has already taken place, and with the technical and financial support of solid partners (see paragraph 68). Activities will be demand driven, and participating households will be selected using community-based targeting techniques, which have worked well so far in Rwanda, with preference given to women's groups.
54. The main activities will be swamp rehabilitation (using environmentally friendly techniques), land terracing on the hillsides to minimize erosion, income-generating projects involving women's groups and the planting of seedlings in community forests owned by the rural populations themselves. The activities will be implemented by partners that possess the requisite technical knowledge, proven experience and non-food items, such as FAO, IFAD, the World Bank and the African Development Bank (ADB) Adherence to WFP's Commitments to Women will be mandatory for all partners. The Ministry of Agriculture will clear the activities proposed to ensure their consistency with the Government's sectoral policy objectives. Management committees (comprising at least 50 percent women) will ensure ownership and sustainability of the benefits. Gender-sensitive tools will be used to monitor progress in implementation. The estimated number of direct beneficiaries for this area will be 100,000 persons a year.

## 📌 *Area 3: Disaster Mitigation*

55. As a key emergency response United Nations organization, WFP will remain active in contingency planning for both natural and man-made disasters, continuing to collaborate closely with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Office for the Coordination of Humanitarian Activities (OCHA). The Government is aware of the need for mitigating disasters, including drought and floods. The institutional framework and the roles for various actors in disaster mitigation are currently under discussion, and the Government has requested that WFP be part of the task force (comprising the Government, FAO, USAID, the European Union and the Department for International Development [DFID]) set up to discuss these matters. The exact role WFP will play in this field will depend on the outcome of the ongoing discussions.
56. Parallel to contingency planning, WFP will continue relief assistance, since a large proportion of the population remains highly food insecure and not yet in a position to access development assistance. Several types of beneficiaries will be targeted:
- Rwanda is host to approximately 28,500 **Congolese and Burundi refugees**. The security conditions in DRC and Burundi do not favour organized repatriation, and are



not likely to improve much in the foreseeable future, so that WFP will continue to provide food assistance to this caseload.

- Steady flows of **Rwandan returnees** continue to arrive on a regular basis from DRC and, to a lesser extent, Tanzania. It is estimated that 375,000 returnees are currently living under plastic sheeting. WFP will assist some of them as they are resettled more permanently.
  - **In drought-prone areas**, WFP will provide food assistance to about 175,000 food-insecure people a year, mainly through food-for-work schemes based on past experience. Assistance will focus on the recent settlement areas, where structural poverty (linked to increased pressure on the land and lack of social infrastructure), climatic variations and crop failure continue to have a major impact on the ability of people to sustain themselves.
57. The present area is closely connected to the implementation of PRRO 6077.00 and its expansion phase, expected to end in January 2003. In line with the above situation, a national PRRO or EMOP will then be prepared to address the need for further relief assistance.

### Complementarity and Programme Approach

58. Activities in the human resource development and food security areas are proposed as part of the future WFP Country Programme for Rwanda, while additional disaster mitigation activities will be covered by relief assistance. All types of assistance, however, will be fully complementary, targeting the same zones and addressing together the same aspects of food insecurity, thereby reinforcing the reconstruction and reconciliation process by the various concerned population groups.
59. The complementarity between relief and development will be mutual. A PRRO will have a positive impact on development efforts by, for example, reducing the probability of a major disaster (e.g. through contingency planning) or addressing post-conflict transitional issues (e.g. the necessity of large numbers of returning refugees to be fed and to start producing their own food), which, once resolved, will enable the switch to development activities. In the field of education and health, relief assistance will strengthen the expected results in terms of improved nutrition, educational achievement and parents' involvement.
60. Conversely, human resource development, both in education and health, will contribute to building the capacity of the target population to prevent the occurrence of natural disasters (drought and floods), as will their creation of assets in the food security area. This last area will include disaster prevention actions (e.g. water management and soil conservation).
61. Such a two-pronged approach is also a dynamic one as it can evolve over time according to the various situations. As explained above, and based on past experience, short-term food-for-work assistance will be provided under a PRRO in the most recently established settlement areas, where food insecurity is very high and the level of organization for rehabilitation and reconstruction still low. Longer-term development interventions for asset-creation will take place in the settlements established earlier, where development opportunities are better. Over time, PRRO food-for-work activities would be expected to be replaced by development asset-creation types of intervention, provided development resources and partnerships were available.



### Scope for Joint Programming

62. The framework for a coordinated approach exists under the aegis of the UNDAF process, chaired jointly by the Minister of Finance and Resident Coordinator, and the Poverty Reduction Strategy Programme, which is the blueprint for development in Rwanda. The CCA, to which WFP was a major contributor, was issued in 2000, and the UNDAF is in preparation.
63. WFP will work very closely with UNICEF, UNDP and UNAIDS (HIV/AIDS, school feeding), FAO (in food security and disaster mitigation), IFAD, the World Bank and bilateral donors. NGOs will continue to play a fundamental role in the implementation of WFP activities. New working arrangements will also be explored, such as the outsourcing of some WFP activities to NGOs.

### Modalities of WFP Assistance

64. Purchase of locally produced commodities will be encouraged as much as possible, depending on commodity availability and price in food surplus regions. Such an arrangement can be cost effective, stimulate domestic production and at the same time provide local varieties of commodities to beneficiaries. When it is not possible to effect purchase in Rwanda, regional purchase will be considered. A viable regional purchase arrangement already exists and is working well.

### Operational Implications

65. As explained, a detailed VAM analysis will be carried out before the preparation of the CP to determine more precisely the geography and cause of hunger and the population segments most prone to food insecurity. The pilot projects on school feeding and HIV/AIDS will be reviewed towards their end and the findings will serve as a basis for the CP preparation. A technical review and CP formulation mission will also be carried out, following which the CP document will be submitted to the Executive Board for approval at its Second Regular Session in 2002. The CP will have a three-year duration, beginning 1 January 2003 and completing 31 December 2005, in harmonization with the UNDAF cycle.

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## PARTNERSHIPS

66. The CSO was prepared in a very open and consultative process involving key stakeholders: United Nations agencies, NGOs, the Government of Rwanda, resident donors and a cross-section of beneficiaries, including women's groups. WFP has been part of the CCA process, and the elaboration of the CSO has been synchronized and harmonized with the forthcoming UNDAF for Rwanda. There is scope for joint endeavours with other agencies, and programming for WFP assistance should be flexible in order that it can take advantage of these emerging opportunities.
67. WFP has maintained close contacts with the Government, especially the Ministry of Agriculture on swamp reclamation and the Ministry of Health on nutritional feeding programmes. The preparation of the CP will involve the National Food Committee, the Government's primary body for food aid issues, technical line ministries and local government.
68. Efforts have been made to reinforce partnership and coordination with multilateral agencies such as IFAD, the World Bank and the ADB, and with NGOs. WFP will continue



to identify and select NGO partners based on their technical capacity to implement projects and their resource capability to provide non-food inputs. NGO partners have to be acceptable also to beneficiaries and local associations. WFP has strong collaborative working relationships with ADRA, Concern, CRS, GAA, and World Vision, and will continue to foster these relationships during the life of the CP.

69. In the area of human development, WFP's partners will be mainly UNESCO, UNICEF, UNAIDS, the World Health Organization (WHO), the World Bank and some NGOs. UNICEF has experience working in both the health and education sectors in Rwanda, and will continue to be a primary collaborator with WFP on projects to assist primary schools and people affected by HIV/AIDS. UNESCO and UNAIDS will provide additional technical support in the HIV/AIDS and educational sectors, respectively. WHO will provide key technical health information for HIV/AIDS. Discussions with these agencies, which are very keen to collaborate with WFP, have already begun. The World Bank, ADB, the European Union and the British Government are actively supporting the Ministry of Education in the construction of primary schools, and will thus be major partners in the educational sector. As stated above, GAA and ADRA have expressed interest in collaborating with WFP.
70. The area of food security will involve principally swamp reclamation and land terracing. WFP will collaborate with FAO, IFAD, the International Labour Organization (ILO), the European Union, USAID/Famine Early Warning System (FEWS), the World Bank, ADB, NGOs and local associations. FAO will provide technical support to food-for-work agricultural interventions. The Programme for Food Security Support in Rwanda (PASAR)/European Union project will provide national market price information on a biweekly basis, and participate regularly in joint food needs assessment missions. FEWS will provide regular updates on climatic changes and crop production. The ILO will work with WFP to develop employment norms for food-for-work projects, and could also provide related technical assistance. Other possible partners include the Belgian Cooperation, CARE, World Vision, CRS, Luxemburg Development, Oxfam, SCF-UK, Concern International and local associations. All partners will be contractually obligated to adhere to the implementation of WFP Commitments to Women.
71. For the third area, disaster mitigation, FAO, the European Union and USAID have already expressed interest in working with WFP to assist the Government not only in the identification of an appropriate institutional framework for disaster mitigation but also in pushing the process forward.

## KEY ISSUES AND RISKS

72. To implement effectively the programmes identified above, the following issues will require careful attention:

### Beneficiary Targeting

73. The country office has just established the VAM Unit, which will require strengthening to facilitate the focusing of beneficiary targeting and the integration of activities. In addition to this, the country office will collaborate with identified partners on household poverty food economy analysis and poverty reviews.
74. WFP food aid programming will be based on a dynamic resource allocation system, to be developed with the assistance of the VAM Unit. The new approach will identify those prefectures that are prone to food insecurity, through a thorough analysis of risks and



coping strategies of the vulnerable groups. WFP interventions will support and reinforce beneficiaries' traditional coping strategies and ensure that food aid is distributed only in response to consumption needs.

### Gender Considerations

75. WFP will continue to adhere to its Commitments to Women. These commitments will be mainstreamed in all activities of the country office. Gender analysis, baseline surveys and impact assessments will be conducted as a matter of routine. In January 2001, the country office commissioned a Gender-sensitive Impact Assessment of Food-for-Work Activities in Rwanda, which is expected to be completed in March 2001. The results and recommendations of this study will shed light on the factors that enhance asset-creation and -ownership by vulnerable women and their participation in food-for-work projects. The results will also guide and inform the manner in which gender will be mainstreamed in the CP.
76. A more focused and improved understanding of gender issues, especially in relation to the role of women in post-conflict situations, will be applied to all ongoing and future WFP projects to ensure that women beneficiaries participate in all aspects of the project cycle.

### Monitoring and Evaluation

77. Qualitative and participatory monitoring tools that respond to results-based requirements will be further developed to enable project management to take timely corrective measures as appropriate. Stakeholder participation in all monitoring and evaluation activities will be considered crucial to the success of the process and to the design of possible exit strategies. Collection and analysis of key performance and impact indicators will be essential for ensuring that the implementation arrangements of all CP activities are performance oriented. In this regard, baseline data, disaggregated by gender and sector, will be collected and analysed before the commencement of CP activities.
78. Subject to the availability of resources, thematic review exercises will be conducted to shed light on the implementation issues that arise from time to time (e.g. adherence to the Commitments to Women).

### Resource Requirements

79. Rwanda is just now emerging from conflict, and the resettlement process there needs to be underpinned with continuous recovery and development support. National reconciliation is key to the maintenance of stability in Rwanda, and the availability of adequate levels of recovery and development support is crucial for the success of the unity and reconciliation efforts begun by the Government, and for further phase-out of emergency and relief food aid. Should the resource level allocated to the forthcoming CP become insufficient for the implementation of activities in all the areas outlined above, the country office, in consultation with government officials, will prioritize the activities to be implemented.
80. The country office will try to ensure, to the extent possible, that partners, donors, multilateral agencies and NGOs provide the complementary non-food items required for CP implementation. Since it will be difficult to synchronize the timing of implementation with the availability of these items from some NGO partners, WFP should attempt to provide some of these resources itself. Also, the implementation of the requirements of Food Aid and Development (FAAD) policies—such as results-based monitoring and the use of participatory tools in needs identification—will require sufficient direct support cost



(DSC) resources beyond the current prescribed level for development activities, which may not be forthcoming for a small-tonnage country such as Rwanda. In this case, donor support will be fundamental.

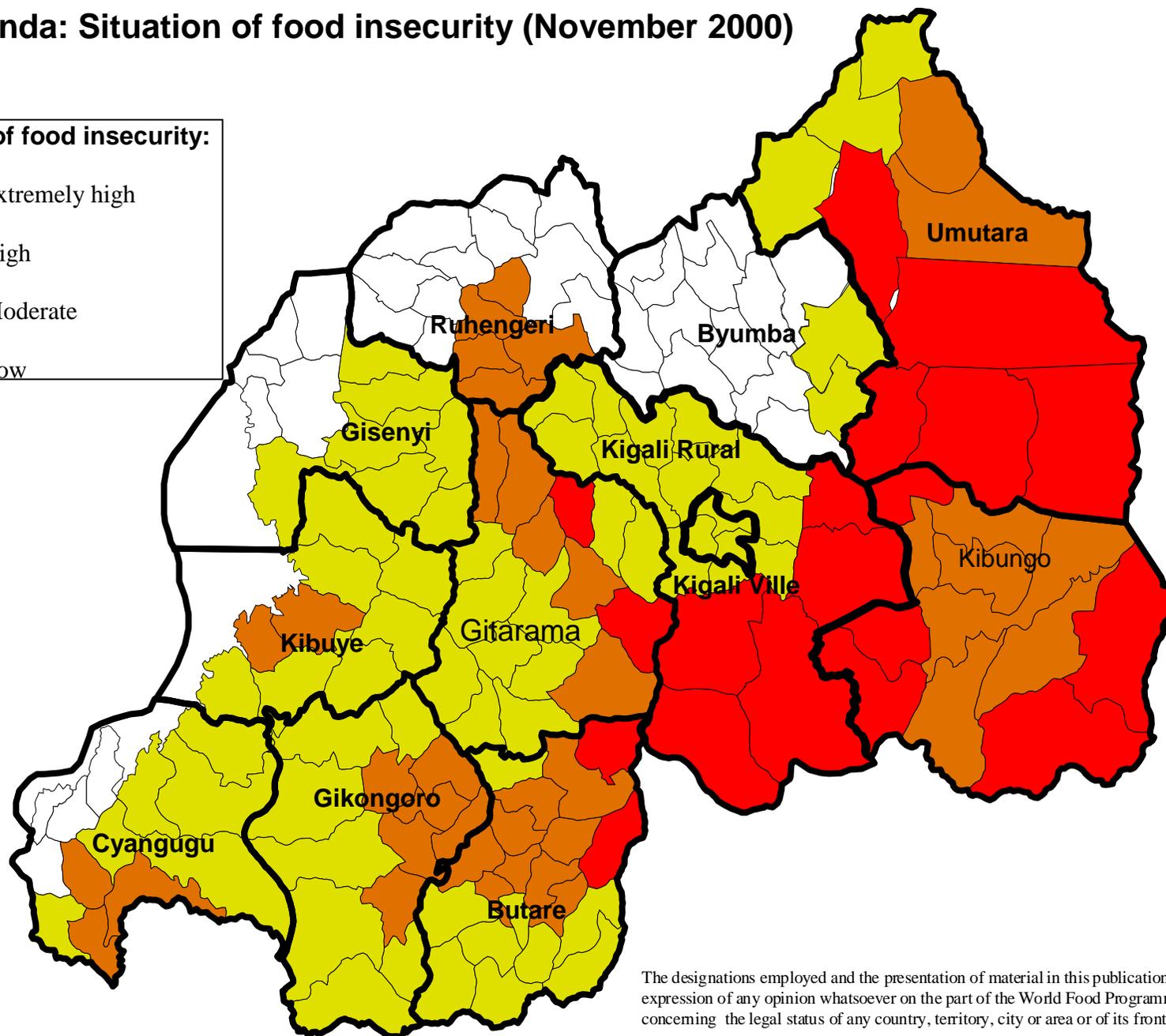
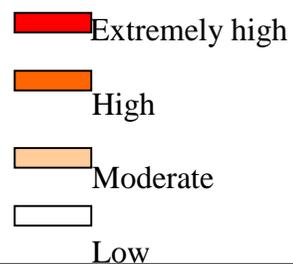
### Risks

81. The Great Lakes remains a volatile region. The success or failure of regional peace processes there may have ramifications for Rwanda, including an increase in insecurity, possible population movements and augmented military presence in border areas.
82. Future seasonal rain failures and micro-climatic variations would result in an exacerbation of the level of vulnerability, and would likely require further emergency assistance. The past two years have demonstrated the heavy toll drought takes on the people of Rwanda, given their widespread dependence on subsistence agriculture.



## Rwanda: Situation of food insecurity (November 2000)

### Levels of food insecurity:



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

ADB	African Development Bank
ADRA	Adventist Development and Relief Agency
AIDS	Acquired Immuno deficiency Syndrome
AHFSI	Aggregate Household Food Security Index
CCA	Common Country Assessment
CO	Country office
CP	Country Programme
CRS	Catholic Relief Services
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
GAA	German Agro-Action
GDI	Gender-related Development Index
GDP	Gross domestic product
IDP	Internally displaced person
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IPRSP	Interim Poverty Reduction Strategy Paper
LDC	Least developed country
LIFDC	Low-income, food deficit country
NGO	Non-governmental organization
OCHA	Office for the Coordination of Humanitarian Activities
PASAR	Programme for Food Security Support in Rwanda
PRRO	Protracted relief and recovery operation
PTA	Parent-teacher association
QAP	Quick Action Project
SCF	Save the Children Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme



UNHCR	Office of the United Nations High Commissioner for Refugees
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping
WVI	World Vision International

