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For decision

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Draft Rwanda country strategic plan (2026–2029)

Duration	1 January 2026–31 December 2029
Total cost to WFP	USD 185,224,327
Framework on accountability for results*	3.1

* The framework on accountability for results is a performance measurement approach that incorporates programme and financial tracking and delivers a results-based approach to people-centred programming.

Executive summary

At the heart of Rwanda's Vision 2050 is the goal of achieving middle-income status by 2035 and high-income status by 2050. Consistent economic progress towards that vision has led to significant achievements in reducing poverty and disparities, advancing women's empowerment, and improving environmental sustainability, education and public health.

However, progress has slowed since 2020 due to the coronavirus disease 2019 pandemic, regional instability, recurring climate shocks and rising food prices, which together have hampered efforts to address food and nutrition insecurity, especially in rural areas, where 83 percent of households rely on subsistence agriculture.

Food insecurity affects 17 percent of households, contributing to stunting rates of up to 30 percent among children under 5. Micronutrient deficiencies are widespread, with anaemia affecting 36.6 percent of children aged 6–59 months and 13 percent of women of reproductive age. The primary drivers of food and nutrition insecurity are complex and mutually reinforcing and include low productivity of smallholder agriculture, unequal access to resources for vulnerable groups, food price inflation and poor dietary diversity.

The Government of Rwanda follows a strong "whole-of-government" approach to development, focusing on human capital and the integration of sectors and policies for health, agriculture, education and social protection. While young people make up 65 percent of the population, youth unemployment rates remain high at 15.4 percent compared with 12.1 percent among the adult population.

Focal points:

Ms V. Guarnieri
Assistant Executive Director
Programme Operations Department
email: valerie.guarnieri@wfp.org

Mr A. Bagnoli
Country Director
email: andrea.bagnoli@wfp.org

Despite the Government's strong vision and policy frameworks, systemic institutional capacity gaps and a challenging fiscal space constrain ambition. External funding is inadequate and shrinking.

Guided by Rwanda's Vision 2050, WFP is strategically mobilizing its expertise, partnerships and community relationships to reduce food insecurity, strengthen food systems and end malnutrition, especially for the most vulnerable people. This country strategic plan has been formulated in line with the priorities of the second national strategy for transformation, covering the period 2024–2029, and the United Nations sustainable development cooperation framework for 2025–2029 and is informed by analysis, evidence, lessons learned and achievements under the country strategic plan for 2019–2025. Under this plan, WFP will support government efforts through the attainment of four outcomes:

- Outcome 1: By 2029, food-insecure and crisis-affected people in Rwanda – including refugees, asylum seekers, internally displaced persons, returnees and host communities – benefit from safe, inclusive and life-saving interventions that address their urgent food and nutrition needs throughout the year and build self-reliance.
- Outcome 2: By 2029, poor and vulnerable people in Rwanda, including children, benefit from enhanced national systems and programmes, including school meals, that promote human capital, resilience, and food and nutrition security.
- Outcome 3: By 2029, smallholder farmers and food-insecure households, especially women, youth, persons with disabilities and camp-based refugees in rural areas, benefit from decent livelihoods and sustainable food systems including improved natural resource management, increased resilience to shocks, and improved access to healthy diets.
- Outcome 4: By 2029, communities affected by crises in Rwanda benefit from enhanced capacities of the Government of Rwanda and the humanitarian community to respond to emergencies rapidly and effectively as they arise.

Draft decision*

The Board approves the Rwanda country strategic plan (2026–2029) (WFP/EB.2/2025/7-A/5) at a total cost to WFP of USD 185,224,327.

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

1. Country analysis and needs assessment

1. Rwanda is a mountainous, land-locked country bordered by Burundi, the Democratic Republic of the Congo, Uganda and the United Republic of Tanzania. The country has a population of 13.25 million people,[1] of whom 51.5 percent are women, 72.1 percent live in rural areas and 65 percent are younger than 30 years old.[2] It is the second most densely populated country in Africa.[3]

2. Rwanda aims to become a middle-income country by 2035 and a high-income country by 2050. A strong policy framework complements and reinforces the second national strategy for transformation (NST 2)[4] and Rwanda's Vision 2050.

3. Economic progress and the Government's commitment to ensuring equal opportunities for women and girls have led to significant achievements in reducing poverty and advancing equality and women's empowerment while improving environmental sustainability, education and public health. However, recurring shocks and stressors – including the coronavirus disease 2019 (COVID-19) pandemic, inflation, regional instability, floods, landslides, storms, prolonged droughts, high global prices and challenges in managing disaster risks[5] – have hampered the country's efforts to address food and nutrition insecurity. These shocks have disproportionally affected the most vulnerable people, including pregnant and breastfeeding women, children, households headed by women, older people, persons with disabilities, returnees, refugees and people living in hazard-prone areas.

4. The economy is steadily recovering, with growth in gross domestic product (GDP) returning to pre-pandemic levels and reaching 8.9 percent in 2024.[6] Overall, the agriculture sector contributes 25 percent of GDP and employs more than two thirds of the population. Half of the farmers in Rwanda practise subsistence agriculture exclusively, and 42 percent are engaged in commercial agriculture. Youth unemployment rates remain high at 15.4 percent compared with 12.1 percent among the adult population.[7] Of the 3.6 million people[8] aged 16–30 years, only 1.42 million are employed, 45.8 percent of whom are engaged in agriculture, forestry or fishing.

5. Agricultural transformation is a priority for Rwanda. Persistent challenges affect the efficiency and effectiveness of food systems and include land degradation, low productivity, weak value chains and market linkages, vulnerability to shocks, inadequate infrastructure and limited investment. In 2024, growth in the agriculture sector, especially food crop production, increased by 5 percent[9], making a positive contribution to livelihoods, particularly in rural communities.

6. Although women play a pivotal role in the agricultural economy, they are employed predominantly in the informal sector. Women have limited knowledge of and access to agricultural inputs and have less access to loans than men, receiving only 25.5 percent of all agricultural loans issued. Persons with disabilities face greater challenges in achieving

[1] National Institute of Statistics of Rwanda. 2022. Fifth Population and Housing Census – 2022.

[2] *Ibid*.

[3] World Bank. 2021. Databank: World Development Indicators.

[4] Republic of Rwanda. 2024. *Five Years Government Programme – National Strategy for Transformation (NST2) 2024 – 2029*

[5] Government of Rwanda. 2023. *National Disaster Risk Reduction and Management Policy*.

[6] National Institute of Statistics of Rwanda. 2023. GDP National Account, 2024.

[7] National Institute of Statistics of Rwanda. 2025. Labour Force Survey – 2025 (Q2).

[8] National Institute of Statistics Rwanda. 2022. Fifth Population and Housing Census – 2022.

[9] National Institute of Statistics of Rwanda. 2023. GDP National Account, 2024.

positive socioeconomic outcomes than other people do, owing to multiple factors that include stigma and discrimination, lack of access to education and socioeconomic factors.

7. Rwanda has a long history of hosting refugees, asylum seekers and returnees. Of the 135,077 refugees and asylum seekers – mainly from the Democratic Republic of the Congo and Burundi – living in refugee camps, 24.4 percent are women between the ages of 18 and 59, and 14.9 percent are children under 5.[10] The Government prioritizes the self-reliance of refugees and their integration into the local economy, but land scarcity creates challenges for the livelihoods of camp-based refugees.

8. Poverty is a key driver of food insecurity in Rwanda. Multidimensional poverty affects 27.4 percent[11] of the population, and an estimated 17 percent of households are food insecure; the national average masks geographical disparities, with 17 of the country's 30 districts facing even higher levels of food insecurity. Rural households face greater food insecurity than urban households. In addition to refugees and asylum seekers, households headed by women, households reliant on informal livelihoods, and households exposed to environmental shocks and natural hazards are most vulnerable to food insecurity.[12] Most households rely on purchasing from markets to meet their food needs, with 29 percent of households spending more than 65 percent of their incomes on food.

9. Rwanda is ranked 101st of the 125 countries on the 2024 global hunger index. The triple burden of malnutrition, especially stunting, is a major challenge, with persistent undernutrition, micronutrient deficiencies, overweight and obesity. Despite a decrease in the prevalence of stunting, from 51 percent in 2005 to 30 percent in 2024, rates remain high, with geographical disparities that may compromise the achievement of the national target of 15 percent by 2029. Moreover, 36.6 percent of children aged 6–59 months and 13 percent of women of reproductive age are anaemic.

10. According to the 2023 standardized expanded nutrition survey, chronic malnutrition (stunting) in the refugee camps has reduced, from 20.8 percent in 2021 to 19 percent in 2023, making it of "medium public health significance". However, acute malnutrition (wasting) among children aged 6–59 months was observed to have increased, from 2.6 percent in 2021 to 4.1 percent in 2023, though still within the "acceptable" standard set by the World Health Organization of less than 5 percent.

11. Rwanda's fiscal space is constrained, and domestic financing for productive and social sectors is limited. Innovative financing for resilience is becoming available, but vulnerable segments of the food system and smallholder farmers, especially women, have limited access to it. Disaster risk financing is in its very early stages of development, hindering long-term food security.

2. National priorities and collective assistance

12. Rwanda's development vision is anchored in the NST 2, which aims to build a prosperous and inclusive society through accelerated economic growth, social transformation and good governance. A key focus of the NST 2 is strengthening human capital by improving access to good-quality education, healthcare and nutrition – particularly for vulnerable populations.

13. The Government has a solid policy framework and documents that lay the foundation for Rwanda's commitment to the achievement of food and nutrition security and guide the actions of national and local governments. However, obtaining approval for key policies

[10] Office of the United Nations High Commissioner for Refugees. 2024. *Rwanda Refugee Response Plan: January–December 2024*.

[11] National Institute of Statistics of Rwanda, 2025. *Seventh Integrated Household Living Conditions Survey (EICV7) 2023–24: Main Indicators Report*.

[12] WFP. 2025. *Comprehensive Food Security and Vulnerability Analysis (CFSVA) – Rwanda 2024*.

requires dynamic and long-term efforts, and major new platforms such as the national school feeding programme require more multisectoral coordination and policy coherence.

14. Despite the expansion in the coverage and comprehensiveness of Rwanda's social protection system, challenges persist, including targeting exclusion and inclusion errors and people's limited awareness of the assistance, insurance entitlements and complementary services available to them. In addition, gaps in coordination between sectors result in inadequate alignment of their respective planning and a lack of integrated approaches and complementary programming.

15. Increased government capacity is facilitating new initiatives and reforms in the social protection sector, including the introduction of a social registry, a new disaster risk reduction and management policy, shock-responsive cash transfers linked to disaster risk financing, and efforts to address challenges in the multisectoral food systems agenda. National institutions have demonstrated increased capacity to integrate and sustain priority interventions over time. This is visible, for example, in the national school feeding programme, which, since 2021, has been fully taken over by the Government. WFP now plays a supporting role in the programme, providing technical assistance at the national and subnational levels to help realize Rwanda's vision of ensuring good-quality school meals for all.

16. Enhanced global partnerships are vital to advancing policy formulation, enhancing service delivery, fostering coordination and driving innovation. Rwanda engages actively in South-South cooperation through the Rwanda Cooperation Initiative, which was established to coordinate the sharing of experience with other countries and includes a commitment to engaging in global development cooperation.

17. The United Nations sustainable development cooperation framework (UNSDCF) for Rwanda for 2025–2029 provides a coordinated structure for advancing the country's development agenda and defines the concrete contributions of each agency within a "One UN" approach. Closely aligned with the NST 2, the framework comprises three pillars: economic transformation, societal transformation and transformative governance.

18. In developing the CSP, WFP adopted a comprehensive stakeholder engagement approach in order to explore priorities and opportunities for collaboration. The organization conducted high-level bilateral meetings and national-level multi-stakeholder workshops with government officials, embassies, donors, other United Nations entities, development partners and civil society organizations, including women's organizations. At the district level, consultations brought together district-level authorities and technical experts, and recommendations were integrated into all CSP outcomes. Demonstrating its commitment to providing accountability to affected people, WFP held consultations with young people, women and persons with disabilities in order to gain an understanding of their priorities and identify gaps and opportunities.

3. WFP's comparative advantage, capacity and ability in Rwanda

19. The evaluation of the country strategic plan (CSP) for 2019–2025 affirmed the value of WFP's focus on saving lives and changing lives in Rwanda, highlighting the organization's role in building national capacities.

20. WFP's enhanced focus on country capacity strengthening as a cross-cutting priority is in line with the evolving role of the United Nations within the Government's agenda. Rwanda's strong policy framework allows WFP to focus on supporting the implementation of policies and modelling of solutions at subnational levels as articulated in the priorities of the Government and the UNSDCF, as well as in the theory of change of the CSP for 2026–2029.

21. Responding to the needs of refugees and asylum seekers remains a top priority for the Government of Rwanda and for WFP. Ongoing regional instability and shocks mean that humanitarian preparedness and response remain vital. Concurrently, in coordination with the Government and partners, WFP has identified viable pathways to self-reliance for refugees.

22. WFP's portfolio aims to strengthen food systems and healthy diets by implementing more cash-based programming, promoting regenerative practices that increase smallholder farmers' resilience to shocks and supporting knowledge-sharing and innovation. WFP has also expanded its private sector partnerships to help connect smallholder farmers to inputs, capital and markets.

23. The evaluation of the previous CSP and the mid-term evaluation of the home-grown school feeding programme recommended that WFP expand on its enabling role throughout its portfolio and refine that role based on its experience in supporting the home-grown school feeding programme and enhancing district-level capacity. Strengthening community engagement and participation in the programme, responding to floods, droughts and other shocks, and promoting refugees' livelihoods were highlighted as priorities during community consultations.

4. Strategic positioning, programme priorities and partnerships

Country strategic plan direction and intended impacts

24. WFP will support the Government in achieving food and nutrition security for all people, especially those most vulnerable to shocks and at risk of being left behind. The CSP aims to reduce the need for humanitarian assistance over time and promote long-term food security for all people in Rwanda. WFP will focus on enhancing the livelihoods of vulnerable population groups – including refugees, asylum seekers, internally displaced persons, persons with disabilities, young people and women – by supporting more resilient food systems, better disaster management and national systems and programmes that promote human capital and improve food security and nutrition.

25. Over time, WFP intends to shift from direct implementation to technical assistance aimed at strengthening government programmes and systems, including mainstreaming protection and accountability to affected people. As such, WFP will support government efforts to address the social norms and structural barriers that affect access to services and opportunities for women and persons with disabilities.

26. This CSP contributes to the Government's priorities set out in NST 2, particularly in reducing stunting and malnutrition rates, improving the quality of education and creating decent and productive job opportunities. The CSP is also aligned with other national frameworks such as the health sector strategic plan for 2022–2030, the agriculture development strategy for 2015–2035, the fifth strategic plan for agricultural transformation, the 2024 national family and nutrition policy, the 2019 national comprehensive school feeding policy, the 2023 disaster risk reduction and management policy, the national adaptation plan for 2021–2050, and other relevant plans and policies.

Programme integration

27. The CSP is designed to foster integration between the CSP outcomes, breaking "silos" and creating linkages with the aim of transitioning vulnerable people away from humanitarian assistance and towards self-reliance in order to achieve long-term food security and end malnutrition. CSP outcome 2 will be strongly integrated with CSP outcome 1 through school feeding, nutrition awareness and skills, and disaster risk management as well as with CSP outcome 3 through linkages to local food systems that supply schools and create a demand for nutritious foods and nutrition-sensitive agriculture. As a platform for integration, school

feeding contributes to all CSP outcomes and is linked to the improvement of government capacity in procurement and supply chain management. Similarly, CSP outcomes 1 and 3 will be integrated through initiatives that foster refugees' self-reliance.

Strategic engagement with partners

28. WFP is a valued partner of the Government of Rwanda. The CSP outcomes will be achieved in collaboration with the Government; United Nations and other development partners, including the other Rome-based agencies; international financial institutions; research partners; community-based organizations; and the private sector.

29. In accordance with the priorities of the UNSDCF, WFP will seek opportunities for joint advocacy and programming with other United Nations entities with a view to coordinating and harmonizing activities that address food insecurity and malnutrition and their underlying causes.

30. WFP's capacity-strengthening interventions will strive to deliver long-term sustainable impact while increasing the national ownership of programmes and systems, establishing strong, trusted and effective partnerships and fostering good coordination.

31. WFP will partner with civil society organizations such as international and national non-governmental organizations, young people's groups and organizations, and local communities and will utilize existing platforms such as community feedback mechanisms. WFP will expand its collaboration with emerging technical partners such as women-led organizations, organizations for persons with disabilities and community-based organizations to improve the quality of its programmes.

32. WFP will explore partnerships in relation to knowledge and research for evidence-based programming and will forge innovative partnerships across sectors to explore innovative programmatic approaches, such as food fortification for school feeding programmes, while deepening engagement with the private sector for food systems strengthening.

33. WFP will support the Government's South–South cooperation agenda, leveraging its global presence in South–South exchanges and its strengthened engagement in the School Meals Coalition and the Scaling Up Nutrition (SUN) Business Network.

Country strategic plan outcomes and activities

Country strategic plan outcome 1: By 2029, food-insecure and crisis-affected people in Rwanda – including refugees, asylum seekers, internally displaced persons, returnees and host communities – benefit from safe, inclusive and life-saving interventions that address their urgent food and nutrition needs throughout the year and build self-reliance

34. WFP will continue to respond to the needs of refugees in Rwanda, advancing its life-saving agenda. The organization will provide refugees with unconditional cash-based and food transfers that meet their basic food and nutrition needs. WFP will maintain its approach to targeting and prioritization to reach the most vulnerable people, such as women, children and persons with disabilities.

35. In collaboration with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the ministry responsible for emergency management, WFP will enhance refugees' self-reliance by promoting sustainable livelihoods through a range of interventions, including training, on- and off-farm income generation activities, the integration of refugees in host community smallholder farmer cooperatives, financial inclusion, and the connecting of refugees to government land reclamation schemes. Together with UNHCR, WFP will continue to support the integration of refugee schools into the national school feeding programme.

36. WFP will support the management of moderate acute malnutrition among pregnant and breastfeeding women and girls and children aged 6–59 months in refugee camps. For the prevention of chronic malnutrition, WFP will provide specialized nutritious foods and pilot cash-plus-nutrition[13] interventions for children aged 6–23 months and pregnant and breastfeeding women and girls. Refugees who are undergoing anti-retroviral treatment for HIV and/or directly observed treatment, short course, for tuberculosis will also receive specialized nutritious foods. In coordination with the Government, WFP and UNHCR will strengthen the capacity of health workers to provide good-quality nutrition services for refugees.

37. Nutrition-sensitive social and behaviour change initiatives will promote healthy diets among refugees and in host communities, including by addressing the social and cultural norms that hinder the access of individual household members to nutrition and healthy diets.

38. As a key humanitarian partner of the Government, WFP will strengthen the capacity of the ministry responsible for emergency management to prepare for, anticipate and respond to crises, leveraging national social protection, disaster risk management and anticipatory action where possible. WFP will contribute to the development of national policies and frameworks for disaster risk reduction, disaster risk financing and other strategic solutions that respond to the specific needs, priorities and experiences of women, men, girls and boys in Rwanda.

39. WFP will extend support to Rwandans affected by various shocks, fostering their resilience and promoting sustainable outcomes.

Alignment with national priorities

40. CSP outcome 1 contributes to UNSDCF outcome 2 under the social transformation pillar. Operations for refugees are aligned with the 2019–2024 strategic plan for refugee inclusion, the 2023 disaster risk reduction and management policy, the social protection sector strategic plan for 2025–2029 and the 2021 ministerial instructions for the management of refugees and refugee camps.

Country strategic plan outcome 2: By 2029, poor and vulnerable people in Rwanda, including children, benefit from enhanced national systems and programmes, including school meals, that promote human capital, resilience and food and nutrition security.

41. WFP will support the Government in building human capital and strengthening national systems and programmes for the most vulnerable people. This includes support for public works, direct nutritional support and shock-responsive social protection, including cash transfers, in line with the national priorities set out in NST 2 and the Vision 2020 Umurenge Program.

42. WFP will provide nutritious school meals to children in areas facing food and nutrition insecurity, using school meal activities as a platform for learning and innovation. WFP will develop and test linkages between school feeding, school health and nutrition services, and local economies – including in relation to food fortification and nutrient-dense crops – as well as supporting clean cooking initiatives to increase access to clean energy in schools as requested by the Government.

43. WFP will work with partners to implement social and behaviour change initiatives in conjunction with school meal programmes with the aim of improving healthy diets among school-aged children and their households. Building on evidence, WFP will work with

[13] Cash-plus-nutrition interventions are cash transfers accompanied by nutrition education and behaviour change communications. Such interventions can reduce the incidence of child stunting by 15–20 percent (Source: Shekar, Meera et al. 2024. *Investment Framework for Nutrition 2024*).

partners to promote holistic school health and nutrition services and ensure students' access to information on key issues of health, nutrition and wellbeing.

44. WFP will work with national and subnational authorities on the design and development of guidance, support and models aimed at ensuring that the food commodities procured for the national school feeding programme are stored, transported and distributed in ways that enhance their safety and quality. WFP will promote institutional coordination, support the development of policy, programme guidance and standards, generate evidence and advocate for sustainable financing. WFP will support the Government's active engagement in the School Meals Coalition, while also empowering parents and caregivers and the private sector to play their crucial roles in the national school feeding programme.

45. Working with the Government and the private sector, WFP will strengthen national nutrition-specific and nutrition-sensitive services and programmes aimed at improving nutrition. Focusing at the community level on healthy diets and health facilities for the management of malnutrition, WFP will adopt a life cycle approach, especially to improve health and diets during the "window of opportunity" between the 1,000th and 8,000th days of a child's life, breaking the intergenerational cycle of malnutrition. Nutritionally vulnerable groups, including children under 5, pre-primary schoolchildren, breastfeeding women and girls, adolescent girls and people living with HIV, will benefit from better and more integrated national nutrition services that help to reduce the rates of stunting and micronutrient deficiencies.

46. WFP will continue to support the SUN Business Network as a key platform for advancing collaboration with the private sector on nutrition in Rwanda. WFP will continue to support the Government's efforts in food fortification and the enhancement of food safety and quality as part of its engagement in the SUN initiative.

Alignment with national priorities

47. CSP outcome 2 contributes to UNSDCF outcome 2 under the social transformation pillar. It is aligned with the NST 2 goals for nutrition, education and public service delivery; the 2019 national comprehensive school feeding policy; the national strategy for sustainable graduation; the 2024 national family and nutrition policy and other relevant government policies.

Country strategic plan outcome 3: By 2029, smallholder farmers and food-insecure households, especially women, youth, persons with disabilities and camp-based refugees in rural areas, benefit from decent livelihoods and sustainable food systems including improved natural resource management, increased resilience to shocks, and improved access to healthy diets

48. WFP will follow a food systems approach that promotes healthy diets and decent livelihoods in support of long-term food security. In line with the Government's vision for the transformation of food systems set out in its strategic plan for agricultural transformation and in collaboration with United Nations agencies such as the Food and Agriculture Organization of the United Nations (FAO), WFP will support nutrition-sensitive local food systems and rural livelihoods, prioritizing the participation and empowerment of subsistence smallholder farmers, especially women, young people, persons with disabilities and refugees in the most vulnerable districts.

49. WFP will continue to seek synergies with FAO and the International Fund for Agricultural Development, leveraging the strengths of each agency to build resilience and improve food security, including in support of the planned national scale-up of more resilient agriculture practices, protection and the efficient utilization of natural resources including in the areas of water management, the adoption of digital technologies, and the forging of market linkages with the private sector.

50. WFP will support the development and strengthening of rural communities – cooperatives and farmers in refugee camps and host communities – in pooling resources, aggregating produce and increasing market linkages, including links to school feeding programmes. WFP will work to expand market opportunities for smallholder farmers, leveraging schools as alternative markets in areas where the home-grown school feeding programme is implemented.

51. WFP will support micro- and small agricultural enterprises led by young people and women by working with partners to facilitate access to knowledge and resources to serve rural farmers and cooperatives. WFP will promote local nutrition-sensitive value chains and sustained access to affordable and nutritious food for communities and smallholder farmers and will enhance productivity and resilience in communities.

52. WFP will strengthen country capacity in food safety and quality, post-harvest management, nutrition knowledge and financial literacy. Through partnerships with the private sector, especially in rural areas, communities will obtain access to essential tools and equipment for post-harvest activities.

53. WFP will intensify its efforts in relation to the economic empowerment of women by building on financial inclusion and livelihoods initiatives for young women and ensuring that men and boys play key roles in enabling their empowerment within communities.

Alignment with national priorities

54. CSP outcome 3 contributes to UNSDCF outcome 1 under the economic transformation pillar and to NST 2 goals in relation to job creation and livelihoods. It is also in line with the fifth strategic plan for agricultural transformation and the Rwanda Nationally Determined Contributions 3.0 for climate action.

Country strategic plan outcome 4: By 2029, communities affected by crises in Rwanda benefit from enhanced capacities of the Government of Rwanda and the humanitarian community to respond to emergencies rapidly and effectively as they arise

55. In times of emergency, WFP will draw on its long-standing experience in assisting people in need to provide on-demand supply chain services and expertise that facilitates the timely delivery of assistance to refugees, asylum seekers, internally displaced persons, host communities and other communities affected by crises.

56. Building on its strong reputation for managing cross-border operations and maintaining access to people in need, WFP will continue to provide a "logistics corridor" for the delivery of humanitarian relief to neighbouring countries. It will support the timely and efficient movement of food within Rwanda and throughout the region in order to meet needs.

57. WFP will leverage its expertise in supply chains, cash-based transfers (CBTs), engineering, analysis and evidence generation to provide services and technical support for government institutions, humanitarian and development partners and other organizations, increasing their capacity to respond to crises effectively and efficiently.

58. In collaboration with the ministry responsible for emergency management and other government stakeholders, WFP will map routes, identify available stockpiles and other assets for emergency response, and collaborate with partner agencies to create a comprehensive database of those resources. WFP will define the contents of an "emergency ration box" ensuring that it includes sufficient food and other essential items to meet the immediate needs of affected households in the aftermath of an emergency. Additionally, WFP will identify suppliers capable of assembling and delivering the boxes within a seven-day timeframe.

Alignment with national priorities

59. CSP outcome 4 contributes to the social and governance pillars of the UNSDCF, the 2023 disaster risk reduction and management policy and the 2018 national contingency plan for population influx.

5. Prioritization and sustainability

Prioritization approach

60. Limited humanitarian funding for the refugee operation forced WFP to significantly reduce cash transfers during most of the implementation period of the previous CSP. External shocks and emergencies, combined with declining humanitarian funding trends, will likely continue to affect WFP's support to refugees in Rwanda.

61. WFP and UNHCR regularly conduct joint targeting exercises with camp-based refugees in order to inform programme planning and prioritize available resources for those classified as highly or moderately vulnerable. Ongoing efforts in support of the ministry responsible for emergency management aim to reduce the percentage of refugees classified as highly vulnerable by building pathways to self-reliance and facilitating a graduation from humanitarian assistance.

62. While some activities have received funding, such as school feeding and smallholder farmer support, others have been severely underfunded, including those for malnutrition prevention and management, self-reliance and livelihood projects for refugees and host communities, school feeding programmes for refugee students, and disaster risk reduction and management. This raises the risk that some of the most vulnerable people in Rwanda will be left behind.

63. WFP will reinforce its joint fundraising and advocacy efforts with the Government as part of capacity strengthening efforts, including by expanding its partnerships with new donors, financial institutions and the private sector, in order to maximize the impact of interventions by pursuing joint, predictable multi-year fundraising opportunities in support of common priorities. In the event of funding shortfalls, WFP will prioritize humanitarian and flexible funding for crisis-response activities under CSP outcomes 1 and 4. A partnerships and resourcing strategy has been developed to guide the country office's identification of areas of engagement and its resource mobilization and diversification efforts.

Sustainability and transition strategies

64. To ensure the sustainability and scalability of its interventions, WFP will continue to shift its focus towards capacity-strengthening initiatives designed to enable key stakeholders to absorb, lead and implement interventions effectively. WFP will foster co-ownership and leadership by engaging stakeholders in the joint design and financing of programmes, informed by capacity assessments as well as national and subnational priorities.

65. WFP's provision of food assistance will continue to be prioritized based on beneficiaries' vulnerability status. In collaboration with the ministry responsible for emergency management and UNHCR, WFP will implement livelihood activities aimed at increasing refugees' self-reliance and enhancing their integration into host communities.[14] WFP will advocate and support initiatives that integrate all schools for refugees into the national school feeding programme and will ensure that nutrition programmes for vulnerable people are included when health facilities for refugees are handed over to national health systems and the national health insurance scheme.

[14] Ministry in Charge of Emergency Management. *Refugee Sustainable Graduation Strategy 2025-2030*.

66. WFP will prioritize the sustainability of the national school feeding programme and will complete the transition away from direct implementation to focus support on capacity strengthening. Strong emphasis will be placed on supporting government-financed social protection, and nutrition services and programmes. WFP will strengthen the Government's public works programme and provide the knowledge, skills and experience to support the future sustainability of that work.

67. To achieve and sustain the CSP outcomes, WFP will build on its strong partnerships with relevant institutions and organizations based on assigned roles, responsibilities and comparative advantages as outlined in government agreements and the UNSDCF. Strategic engagement and advocacy efforts will focus on the progressive transition of WFP's activities to national ownership, supported by financing strategies.[15]

68. In support of localization, WFP engages diverse actors in its programming, including private sector partners, civil society, district and sector community leaders, and young people to ensure the local ownerships and sustainability of interventions. In addition, WFP is striving to source local solutions and innovations, for example, through the IGNITE 3.0 Challenge, which provided support for young local leaders in scaling up their proposed solutions.

[15] Such as the national school feeding financing strategy for Rwanda developed by the ministries responsible for education and for finance and economic planning with support from WFP, and the ongoing development of a national disaster risk financing strategy with ministry responsible for finance and economic planning.

ANNEX I

SUMMARY LINE OF SIGHT OF THE RWANDA COUNTRY STRATEGIC PLAN FOR 2026–2029

Goal	**Ending hunger**	**Ending hunger**	**Ending hunger**	**Partnerships for the goals**
Target	**2.1 Access to food**	**2.2 End malnutrition**	**2.4 Sustainable food systems**	**17.16 Enhance global partnerships**
Focus area	**CRISIS RESPONSE**	**RESILIENCE BUILDING**	**ROOT CAUSES**	**CRISIS RESPONSE**
CSP outcome	**CSP outcome 1**: By 2029, food-insecure and crisis-affected people in Rwanda – including refugees, asylum seekers, internally displaced persons, returnees and host communities – benefit from safe, inclusive and life-saving interventions that address their urgent food and nutrition needs throughout the year and build self-reliance	**CSP outcome 2**: By 2029, poor and vulnerable people in Rwanda, including children, benefit from enhanced national systems and programmes, including school meals, that promote human capital, resilience and food and nutrition security	**CSP outcome 3**: By 2029, smallholder farmers and food-insecure households, especially women, youth, persons with disabilities and camp-based refugees in rural areas, benefit from decent livelihoods and sustainable food systems including improved natural resource management, increased resilience to shocks, and improved access to healthy diets	**CSP outcome 4**: By 2029, communities affected by crises in Rwanda benefit from enhanced capacities of the Government of Rwanda and the humanitarian community to respond to emergencies rapidly and effectively as they arise
Activities	**Activity 1:** Provide food and nutrition assistance to refugees, asylum seekers and returnees; support the school feeding programme for both refugee and host community students; and provide livelihood assistance to vulnerable refugees and host communities	**Activity 4:** Provide, and strengthen national capacities to deliver, nutritious and diverse school meals and school health and nutrition services, to school-aged children in Rwanda	**Activity 7:** Provide technical assistance and build national capacity for integrated programming that enables public and private sector actors, and communities, especially women and youth, to enhance market access, job creation, information, financing, and digital technologies, reduce food losses, improve quality, increase incomes and consume healthy diets	**Activity 8:** Deliver supply chain services and expertise that enable the Government and partners to provide timely emergency assistance to affected populations

Goal	Ending hunger	Ending hunger	Ending hunger	Partnerships for the goals
Target	**2.1 Access to food**	**2.2 End malnutrition**	**2.4 Sustainable food systems**	**17.16 Enhance global partnerships**
Focus area	**CRISIS RESPONSE**	**RESILIENCE BUILDING**	**ROOT CAUSES**	**CRISIS RESPONSE**
	Activity 2: Provide food and nutrition assistance to Rwandans at risk of disasters, leveraging anticipatory action frameworks and the national disaster risk management and shock-responsive systems where possible	**Activity 5**: Provide capacity strengthening to nutrition actors for improved national nutrition systems, programmes and interventions		
	Activity 3: Provide capacity-strengthening support and technical assistance to national and subnational institutions and partners to strengthen Rwanda's capacity to anticipate, prepare for and better respond to shocks and disasters	**Activity 6:** Provide technical assistance and capacity strengthening to national and subnational institutions to finance, design and implement shock-responsive programmes and systems		

ANNEX II

Monitoring, evaluation, evidence and risk management

Monitoring, evaluation and evidence generation arrangements

1. WFP will align the monitoring and evaluation of CSP activities with the corporate results framework for 2026–2029. A monitoring and evaluation strategy will be developed outlining the approach to implementing robust performance monitoring and evaluation of the CSP activities. In accordance with corporate minimum monitoring requirements, the monitoring and evaluation system will focus on strengthening process, output and outcome monitoring for better decision making in relation to programmes. WFP aims to enhance the monitoring of its capacity-strengthening activities by using updated corporate indicators and methods such as qualitative studies. WFP will also develop robust knowledge management processes that bolster effective programme outcomes, facilitate improvement and foster innovation. Process monitoring tools will be updated and integrated into the system for referring issues to the appropriate level of management, which is at an advanced stage of development.

2. Baselines and targets for outcome indicators will be set within the first three months of CSP implementation, and data will be disaggregated by sex, age and disability, where possible. The country office has a remote monitoring system that will enable more cost- and time-efficient data collection and analysis, especially during emergency responses. Process monitoring will be conducted regularly to check that activities are implemented as required and beneficiaries are satisfied.

3. A mid-term review will be undertaken in 2027 to measure progress in CSP implementation, and a final independent CSP evaluation will be carried out in the penultimate year of the CSP period. Decentralized evaluations of activities under the school meals programme and CSP outcome 3 will also be conducted. WFP will contribute to the monitoring of the implementation of the UNSDCF and will support the Government's monitoring, evidence generation and analysis initiatives by applying digital technologies and data analytics.

4. WFP will continue to put in place community feedback mechanisms through which beneficiaries can make direct contact with WFP employees, provide feedback and seek redress in relation to WFP programmes, thereby informing programme adjustments. The mechanism will also serve as a system for escalating and referring any cases related to protection, including from sexual exploitation and abuse and violence against women and girls that occur.

5. The country office will develop an action plan for community engagement in the CSP, which will guide further stakeholder engagement throughout programme implementation.

Risk management and mitigation measures

Strategic risks

6. The success of this CSP depends on continued political stability in Rwanda and regional stability. Current insecurity in the eastern part of the Democratic Republic of the Congo is a risk; if the situation deteriorates further, increased numbers of asylum seekers and internally displaced persons are expected to arrive in Rwanda.

7. The disruption of cross-border trade and increased commodity prices could lead to further food insecurity affecting the most vulnerable people.

8. Fund availability poses a risk for the achievement of CSP outcomes. To mitigate funding shortfalls, WFP will prioritize evidence-based planning and proactive engagement with donors, including non-traditional donors, while ensuring the efficient allocation of resources.

9. The increased frequency and intensity of floods, droughts, and other shocks pose a risk to WFP beneficiaries, staff and assets. WFP will activate safety measures that make field travel and activities as safe as possible, including mandatory risk assessments. WFP has a contingency plan to guide immediate action and response in the event of a large-scale shock.

Operational risks

10. WFP is dedicated to ensuring the protection of its beneficiaries, staff, and partners throughout its operations. In adherence to its policy of zero tolerance for sexual exploitation and abuse, WFP will mitigate risks through sensitization of staff, cooperating partners and participants in capacity strengthening activities. WFP will continue to sensitize communities and enhance internal reporting and referral procedures for alleged cases. The country office will ensure that all partners undergo the protection from sexual exploitation and abuse capacity assessment and develop capacity strengthening plans. Regular protection assessments will be carried out to identify and adopt risk mitigation measures aimed at reducing the opportunities for sexual exploitation and abuse in food and cash-based assistance interventions.

11. Global shortfalls in budgets are leading to rapid reductions in the relatively reliable funding stream that the Global Commodity Management Facility provides to Rwanda and the WFP country office through investment in the Africa Improved Foods company. Should this funding stop altogether, it would have a major impact on the company, the local farmers it purchases from, its employees and WFP's relationship with the Government.

Fiduciary risks

12. WFP will inform its staff about the risks associated with fraud and corruption, reinforcing the principle of zero tolerance. WFP will work with field offices to enhance strategies for managing risks, including by conducting reviews of partners and vendors to ensure diligence, and through regular risk assessments in regions identified as vulnerable to fraud. Internal assurance mechanisms will be bolstered to ensure the implementation of adequate safeguards.

Financial risks

13. WFP operations face financial risks such as price fluctuations, variations in exchange rates, high inflation rates and potential misuse of assets. WFP will consistently track price volatility and regularly assess the proper use of grants. To address the risk associated with exchange rate fluctuations, WFP will employ proactive measures, including adjustments of CBT values where necessary.

Social and environmental safeguards

14. In accordance with WFP's environmental policy and the associated sustainability framework, CSP activities will be screened and mitigation measures put in place during their design and implementation.

15. WFP will engage in regular two-way communication with communities and will undertake protection analyses and conflict sensitivity assessments to enable adherence to the principle of "do no harm" and the implementation of safe and inclusive programmes that provide accountability and best respond to beneficiaries' specific needs. Community feedback mechanisms and regular monitoring will allow the identification and addressing of issues that affect the quality of WFP's programmes, including targeting errors, and potential discrimination based on age, sex, disability and other factors.

ANNEX III

Country portfolio needs budget and cost breakdown by CSP outcome *(USD)*

TABLE 1: COUNTRY PORTFOLIO NEEDS BUDGET (*USD*)						
CSP outcome	**Activity**	**2026**	**2027**	**2028**	**2029**	**Total**
1	1	25 002 059	25 250 908	25 602 759	26 576 119	**102 431 844**
	2	1 651 334	1 746 967	1 745 697	1 837 405	**6 981 403**
	3	963 238	653 950	610 496	674 913	**2 902 596**
2	4	9 813 824	10 040 310	8 537 222	6 653 399	**35 044 755**
	5	1 310 921	1 301 696	1 359 231	1 421 468	**5 393 317**
	6	1 310 809	1 055 182	1 175 848	935 835	**4 477 674**
3	7	9 051 275	8 251 857	5 551 677	4 808 059	**27 662 868**
4	8	78 910	82 424	83 611	84 922	**329 868**
Total		**49 182 371**	**48 383 294**	**44 666 542**	**42 992 120**	**185 224 327**

TABLE 2: INDICATIVE COST BREAKDOWN BY COUNTRY STRATEGIC PLAN OUTCOME (*USD*)					
	WFP strategic outcome1	**WFP strategic outcome 2**	**WFP strategic outcome 3**	**WFP strategic outcome 4**	**Total**
	CSP outcome 1	**CSP outcome 2**	**CSP outcome 3**	**CSP outcome 4**	
Focus area	**Crisis response**	**Resilience building**	**Root causes**	**Crisis response**	
Transfers	80 447 262	28 812 856	19 425 314	253 376	**128 938 809**
Implementation	11 204 394	7 893 828	3 217 878	33 266	**22 349 366**
Direct support costs	13 809 230	5 467 725	3 331 332	43 226	**22 651 513**
Subtotal	**105 460 887**	**42 174 410**	**25 974 524**	**329 868**	**173 939 688**
Indirect support costs	6 854 958	2 741 337	1 688 344	0	**11 284 638**
Total	**112 315 844**	**44 915 746**	**27 662 868**	**329 868**	**185 224 327**

ANNEX IV

TABLE 3: BENEFICIARIES BY YEAR					
	2026	**2027**	**2028**	**2029**	**Total**
Total beneficiaries (without overlap)	324 929	313 929	259 929	227 557	480 398

ANNEX V

FOOD RATION (*g/person/day*) OR CASH-BASED TRANSFER VALUE (*USD/person/day*) BY COUNTRY STRATEGIC PLAN OUTCOME AND ACTIVITY																	
	CSP outcome 1															CSP outcome 2	
	Activity 1										Activity 2					Activity 4	
Beneficiary type	**GD**	**GD HEB**	**GD MV**	**SF PRE**	**SF PRI**	**NTA CH**	**STUN CH**	**STUN PBWG**	**PLHIV/TB**	**ACL**	**GD**	**GD HEB**	**STUN CH**	**STUN PBWG**	**PLHV/TB**	**SF PRE**	**SF PRI**
Modality	**Food and CBTs**	**Food**	**CBTs**	**Food**	**CBTs**	**Food**	**Food and CBTs**	**Food and CBTs**	**Food**	**CBTs**	**Food and CBTs**	**Food**	**Food**	**Food**	**Food and CBTs**	**Food and CBTs**	**Food and CBTs**
Cereals	410										410					75	120
Pulses	120										120					30	40
Oil	30							25	25		30			25	25	5	10
Salt	5										5					3	3
Sugar					7.5			15	15					15	15		
Super Cereal					60			200	200					200	200		
Super Cereal Plus				60			200						200				
High-energy biscuits		400										400					
Plumpy'Sup						100											
Total kcal/day	2 164	1 800	1 087	236	256	535	787	1 031	1 031	1 087	2 164	1 800	787	1 031	1 031	606	661
% kcal from protein	11.4	11.1	11.3	16.6	9.2	10.5	16.6	11.9	11.9	11.30	11.4	11.10	16.6	11.9	11.9	12	10.3
CBTs (*USD/person/day*)	0.294		0.147		0.010		0.100	0.46		0.249	0.294				0.043	0.041	0.041
Number of feeding days per year	360	4	360	199	199	360	360	360	360	105	90	4	120	120	120	199	199

Abbreviations: ACL = asset creation and livelihood; GD = general distribution; GD HEB = general distribution with high-energy biscuits; GD MV = general distribution for moderately vulnerable beneficiaries; NTA CH = malnutrition treatment for children under 5 years; PLHIV/TB = people living with HIV and tuberculosis; SF PRE = school feeding for pre-primary students; SF PRI = school feeding for primary students; STUN CH = prevention of stunting for children under 2 years; STUN PBWG = prevention of stunting for pregnant and breastfeeding women and girls.

ANNEX VI

Links to technical and related resources

More operational and budgetary information is available through the CSP data portal.[1]

Specific information will be provided for the full duration of the CSP and will be updated annually, including the following:

a) the transfer modality for each CSP outcome and activity;

b) an overview of beneficiaries, broken down by age group, sex and residence status, and data on beneficiaries disaggregated by beneficiary group, sex and transfer modality for each CSP outcome and activity;

c) the distribution of food rations or transfers for each CSP outcome and activity;

d) a breakdown of transfers by modality;

e) quantitative information in US dollar value for each CSP outcome and activity and by tonnage where applicable; and

f) a prioritization plan calibrating implementation plans to reflect the resource outlook.

[1] As mandated by the 2016 Policy on Country Strategic Plans.

Acronyms

CBT	cash-based transfer
COVID-19	coronavirus disease 2019
CSP	country strategic plan
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
NST 2	second national strategy for transformation
SUN	Scaling Up Nutrition
UNHCR	Office of the United Nations High Commissioner for Refugees
UNSDCF	United Nations sustainable development cooperation framework