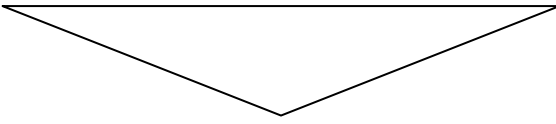


PROTRACTED RELIEF AND RECOVERY OPERATION RWANDA 200343

Food and Safety Net Assistance to Refugee Camp Residents and Returning Rwandan Refugees	
Number of beneficiaries	94 000
Duration of project	30 months (January 2012 – June 2014)
WFP food tonnage	31 389 mt
Cost (United States dollars)	
WFP food cost	17 052 846
WFP cash/voucher cost	-
Total cost to WFP	41 353 760



EXECUTIVE SUMMARY



Rwanda is a landlocked and resource-poor country with a population density of 407 persons per square kilometre. Fifty seven percent of Rwandans live below the poverty line and 37 percent are classified as extremely poor in an economy dominated by subsistence agriculture. Despite these challenges, the country has made great strides in economic and social development since the 1994 war and genocide.

Within three camps, Rwanda hosts 54,000 refugees from the Democratic Republic of Congo who have fled their country of origin due to insecurity. While the majority of these refugees arrived in the mid-1990s, the last sizeable influx occurred in 2008. Chronic malnutrition in refugee children under 5 remains persistently high (33 percent) and although acute malnutrition levels among the refugees are low (6 percent), new cases continue to occur. The refugee population relies on assistance to meet their basic food needs.

This protracted relief and recovery operation (PRRO) includes a monthly general food distribution that caters for the basic needs of the refugee population, and targeted safety net activities to meet additional food needs of vulnerable groups within the camps, as recommended by the joint assessment mission conducted by WFP and the Office of the United Nations High Commissioner for Refugees in 2011. These targeted activities will provide age-appropriate improved fortified blended foods to children 6-23 months, moderately malnourished children 24-59 months, pregnant and lactating women, malnourished people living with HIV, and primary school children.

Rwanda is also receiving returning refugees from abroad, and is expecting an increase in voluntary repatriation. Returnees will receive a resettlement package to cater for their food needs in the first three months of their return to the country.

This PRRO addresses WFP Strategic Objective 1 (Save lives and protect livelihoods in emergencies) and WFP Strategic Objective 3 (Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations). The operation is aligned with the Government's Economic Development and Poverty Reduction Strategy, the United Nations Development Assistance Framework and contributes to the Millennium Development Goals 1, 2, 4, 5, and 6.



SITUATION ANALYSIS AND SCENARIO

The Overall Context

1. Rwanda is a landlocked, resource-poor country with a population density of over 407 persons per square kilometre.¹ Recent estimates put the population at 10.7 million and it is expected to grow to 14.6 million by 2022.² It is classified as a low-income food-deficit country, and was ranked 152 out of 169 countries in the 2010 Human Development Index.³ Fifty-seven percent of Rwandans live below the poverty line and 37 percent are classified as 'extremely poor', mostly in the rural areas.⁴
2. Rwanda hosts 54,000⁵ refugees from the Democratic Republic of the Congo (DRC) in three refugee camps.⁶ While the majority arrived in 1995-1996 as a result of the outbreak of conflict in the eastern part of DRC, the last sizeable influx occurred in 2008 as a result of continued insecurity. Given the unavailability of land and limited income-earning opportunities for refugees, the majority of refugees reside in the camps and are largely dependent upon external assistance.
3. In the long-term, voluntary repatriation to DRC is seen as the most feasible and durable solution for the refugees. However, given the continuing insecurity in the DRC and the political complexities of the repatriation process, this is not expected to take place at any significant scale during the time frame of this operation.
4. An estimated 70,000 Rwandan nationals live in other countries as refugees.⁷ A total of 17,000 Rwandan refugees returned to the country in 2010-2011. In mid-2012, the Government is planning to invoke a cessation clause which will end the refugee status of many of these Rwandan nationals, which is expected to catalyse voluntary returns to the country.

The Food Security and Nutrition Situation

5. Refugees in Rwanda live in a precarious food security situation and rely mostly on food assistance. WFP's May 2011 food security and nutrition survey in the refugee camps found that most of the food consumed in the camps is from WFP general food distribution (GFD). Other food consumed by refugee households is primarily sourced through the local markets. About 70 percent of the households surveyed have adequate food consumption, 24 percent borderline food consumption, and 6 percent have poor food consumption.⁸ Eighty percent of households with poor food consumption resort to limiting the size and number of meals per day to cope. Thirty percent of households engage in paid employment (earning less than US\$1 per day), while 47 percent sell a

¹ National Institute of Statistics of Rwanda (NISR) 2012 <http://statistics.gov.rw>

² *Ibid.*

³ United Nations, Human Development Report, 2010.

⁴ NISR, 2006, *Enquête Intégrale sur les Conditions de Vie de Ménage (EICV 2) 2005-2006* (Note: an updated EICV 3 will deliver updated poverty numbers by 2012, and the new data is expected to show a decline in poverty rates).

⁵ Based on UNHCR Statistics, May 2011 - to be updated according to the results of an on-going registration and verification exercise.

⁶ Kiziba camp in Karongi district, Gihembe camp in Gicumbi district, and Nyabiheke camp in Gatsibo district.

⁷ Rwandan Ministry of Disaster Management and Refugee Affairs data.

⁸ WFP Rwanda Pre-JAM Household Assessment Report – Food Security and Nutrition Survey, May 2011.



portion of food aid in order to meet other needs. Expenditure by refugees in the camps is minimal - on average less than US\$0.10 per person per day.

6. Returnees face several challenges upon returning to Rwanda, including a scarcity of land and lack of livelihood opportunities. To facilitate the reintegration process, they have been provided with a food ration upon arrival to meet their needs for the first three months.
7. In 2010, the Rwanda Demographic and Health Survey found that global acute malnutrition (GAM) among the Rwandan population is relatively low at 3 percent but stunting remains widespread and is 'very high'⁹ at 44 percent.¹⁰ Nationally, 21 percent of households are estimated to have 'poor' or "borderline" food consumption.¹¹
8. WFP's food security and nutrition survey in the refugee camps found an overall GAM rate of 6 percent¹² across the three camps, which is an improvement from 2008 levels (8 percent) but is still classified as 'poor'.¹³ Similarly, the prevalence of chronic malnutrition has improved since 2008 (47 percent), the current rate (33 percent¹⁴) but is still considered 'high'.¹⁵ Twenty-seven percent of adult women and 60 percent of children 6-59 months are anaemic, indicating a deficiency of iron in the diet and potentially other micronutrients deficiencies that were not measured.
9. The HIV prevalence within the camps is 2.5 percent. Among people living with HIV (PLHIV), approximately 500 individuals are on antiretroviral therapy (ART) and in need of supplemental nutrition support. Approximately 60 people per month are tested, with an average of three found to be HIV positive.¹⁶

Scenarios

10. Given the continued insecurity in eastern DRC, and the political complexities involved in the repatriation process, this protracted relief and recovery operation (PRRO) is designed under the premise that the current refugee camp population will remain in Rwanda for the duration of the operation. The catalysing effect of the cessation clause and the accompanying voluntary repatriation campaign by the Government have also been taken into consideration: 40,000 returnees are anticipated during the operation.

⁹ WHO,1995. Cut-off values for public health significance. <http://www.who.int/nutgrowthdb/en>. Stunting above 40 percent is considered 'very high'.

¹⁰ Government of Rwanda, Ministry of Health, Demographic Health Survey, 2010 (preliminary results).

¹¹ WFP Rwanda, Comprehensive Food Security and Vulnerability Analysis and Nutrition Survey, July 2009.

¹² WFP, Rwanda Pre-JAM Household Assessment Report – Food Security and Nutrition Survey, May 2011.

¹³ WHO,1995. Cut-off values for public health significance. <http://www.who.int/nutgrowthdb/en>. Wasting between 5-9 percent is considered 'poor'.

¹⁴ WFP 2011, Rwanda Pre-JAM Household Assessment Report – Food Security and Nutrition Survey, May 2011.

¹⁵ WHO,1995. Cut-off values for public health significance. <http://www.who.int/nutgrowthdb/en>. Stunting between 30-39 percent is considered 'high'.

¹⁶ Data from cooperating partners: African Humanitarian Action; and American Refugee Committee.



POLICIES, CAPACITIES AND ACTIONS OF THE GOVERNMENT AND OTHERS

Policies, Capacities and Actions of the Government

11. Refugee and returnee rights to assistance and protection are codified in the Refugees Protection and Returnees Re-integration National Policy and managed by the Ministry of Disaster Management and Refugee Affairs, which benefits from WFP technical and financial support in the areas of emergency preparedness, disaster management, and early warning systems development. Treatment and prevention of malnutrition is a core part of the Government's health care policy framework, and includes nutritional support to PLHIV as part of the treatment and care package.¹⁷
12. The Government has instituted safety net mechanisms for vulnerable groups under its Vision 2020 *Umurenge* programme (including access to savings and credit facilities), and has piloted both food and cash-based safety net activities. As Rwandan citizens, eligible returnees will be able to access these safety nets upon their return.

Policies, Capacities and Actions of other Major Actors

13. The Ministry of Disaster Management and Refugee Affairs, UNHCR and WFP are currently conducting a registration and verification exercise of the refugee population in Rwanda. Beneficiary lists for GFD will be updated based on the results of this exercise and will include all verified refugee camp residents.
14. Under the coordination of the Ministry of Disaster Management and Refugee Affairs, UNHCR, WFP, and its partners are supporting vocational skills development and other self-reliance activities aimed at increasing the refugee potential to earn income. Additionally, UNHCR supports the establishment of kitchen gardens to allow refugees a more diversified diet.
15. Non-food items are provided by UNHCR through its implementing partners. At times delivery of these supplies has been irregular, further exacerbating the strain on limited family food resources. UNHCR supports and coordinates medical and education services in the camps and is intensively engaged in protection issues.

Coordination

16. Nationally, all assistance to refugees and returnees is coordinated by the Ministry of Disaster Management and Refugee Affairs. Rwanda is a pilot country for the 'Delivering as One' United Nations initiative to promote joint programming at the country level. Under the current United Nations Development Assistance Framework (UNDAF 2008-2012), WFP works with other United Nations agencies in the areas of agriculture, social protection, education, nutrition and HIV.

OBJECTIVES OF WFP ASSISTANCE

17. The objectives of this PRRO are as follows:

¹⁷ Government of Rwanda, Ministry of Health, National Emergency Plan to Eliminate Malnutrition, 2010.



- Meet food and nutritional needs of refugee and returnee populations during the period of assistance (WFP Strategic Objective 1 - Save lives and protect livelihoods in emergencies.).
 - Reduce chronic malnutrition in children 6-23 months and improve PLHIV nutritional recovery within the refugee population (WFP Strategic Objective 3 - Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations.).
 - Improve access to and quality of education and health services in the refugee camps (WFP Strategic Objective 3).
18. The PRRO is aligned to United Nations Development Assistance Framework Outcome 2 - 'Effective safety nets for protection of the most vulnerable implemented' and will contribute to the achievement of the following Millennium Development Goals (MDGs): MDG1 - Eradicate extreme poverty and hunger; MDG 2 - Achieve universal primary education; MDG 4 - Reduce child mortality; and MDG 5 - Improve maternal health; MDG 6 - Combat HIV, malaria & other diseases.

WFP RESPONSE STRATEGY

Nature and Effectiveness of Food Security-Related Assistance to Date

19. WFP's most recent support to refugees and returnees in Rwanda has been under PRRO 200030 "Assistance to Refugees, Recovery Support to Host Communities, and the Most Vulnerable Households" (2010-2011). In addition to supporting refugee camp populations and Rwandan refugees returning to the country, it has also supported targeted vulnerable groups: malnourished children 6-59 months, pregnant and lactating women, and PLHIV on ART across the country. WFP's development project 106770 "Food Assistance Support for Education" (2008-2012) currently assists 348,000 school children in food-insecure areas.
20. In 2010, an evaluation of WFP's portfolio of assistance in Rwanda over the period 2006-2010 found WFP's work relevant to the country-specific context, well aligned with government policies and priorities, and well integrated within the 'One United Nations' system. It also found that WFP's shift towards locally produced commodities - either through commercial procurement or Purchase for Progress (P4P) modalities - has had a positive impact on agriculture market development and growth. In 2010-2011, WFP procured 13,100 mt of food in Rwanda for use in its food assistance programmes in Rwanda and in neighbouring countries, of which 7,200 mt was secured through P4P.
21. The evaluation recommended that WFP prioritise activities appropriately in relation to funding levels, scale back if necessary, and seek alternative sources of funding. The evaluation also recommended increased government participation and ownership and that WFP review current monitoring and evaluation (M&E) systems. Specific to refugee assistance operations, the evaluation noted that food distribution was timely and provided good quality commodities through a fair distribution mechanism led by elected community members that included 50 percent female representation.



22. According to the 2011 WFP/UNHCR joint assessment mission (JAM) results, when fortified blended food¹⁸ was not provided, children go to school without meals in the morning. It was noticed that in these circumstances many children go to school late and their ability to concentrate deteriorates. The enrolment rate is currently 65 percent while the attendance rate has dropped over the last two years from 74 to 68 percent.¹⁹

Strategy Outline

23. The design of this operation was largely informed by: (i) the findings of the 2010 country portfolio evaluation; (ii) the 2011 JAM conducted by WFP and UNHCR; (iii) a food security and nutrition survey (the pre-JAM household assessment) in the camps in May 2011; and (iv) a feasibility study conducted in May 2011 to investigate the viability and potential benefits of introducing cash or voucher transfers.²⁰
24. As a result, this PRRO has a tighter focus, targeting refugees and returnees only, consistent with the 2010 country portfolio evaluation's recommendations. In order to align with the Government's planning cycle and fiscal year, the duration of this operation is thirty months, from January 2012 to June 2014. Livelihoods and nutritional activities supported under previous PRROs will shift to transitional development projects from January 2012–June 2013. In July 2013, these development activities, along with the ongoing school feeding development project (106770) will be incorporated into a country programme under the new UNDAF cycle, which will run from July 2013 to June 2018 in line with the Government's next Economic Development and Poverty Reduction Strategy cycle.
25. WFP's PRRO strategy will feed into the WFP and UNHCR joint plan of action, which will be formulated based on the 2011 JAM report. The Ministry of Disaster Management and Refugee Affairs has been actively involved in the design process, including the food security and nutrition survey and the JAM.
26. For now, WFP assistance will continue in the form of in-kind food transfers. A cash and voucher feasibility study²¹ concluded that there could be positive benefits to introducing cash or voucher transfers in terms of value-transfer to the beneficiary, catalysing local market activity, and increasing overall operational efficiency. It also concluded that there are adequate financial services in-country for the implementation of cash or vouchers transfers. However, the study acknowledged concerns, including the potential negative impact on the local markets, protection and gender issues, and the degree to which the assistance would be used to meet food needs versus other needs. These concerns were echoed in the 2011 JAM findings. WFP is currently conducting an in-depth market assessment to further understand the potential impact of cash transfers on the local markets. Upon completion of this assessment, WFP will initiate more thorough discussions with the Ministry of Disaster Management and Refugee Affairs, UNHCR, non-governmental organization partners, and refugee representatives to explore the possibility of replacing, to some extent, in-kind food by cash or voucher transfers. Should a consensus be reached, this PRRO would be amended through a budget revision.
- 27.

¹⁸ Corn-soya blend (CSB).

¹⁹ UNHCR data, July 2011.

²⁰ WFP, *Preliminary Feasibility Report*, June 2011.

²¹ WFP, *Preliminary Feasibility Report*, June 2011.



General Food Distribution and Returnee Package

28. All refugees registered in camps will continue to benefit from monthly GFD, which will meet 100 percent of their daily food energy requirements. Fortified blended food will not be included in the general food ration but will instead be provided to specific vulnerable groups through targeted safety-net activities (see below), in line with the recommendations of the 2011 food security and nutrition survey and the 2011 JAM.
29. An estimated 40,000 Rwandan refugees returning to the country will receive a three-month resettlement package upon arrival to facilitate their reintegration. UNHCR will continue to support resettlement and reintegration activities to facilitate the overall process.

Safety Net Activities

30. A set of safety net activities will target each year 15,000 of the most vulnerable people (over 25 percent of the refugee camp population) providing them with nutritious blended food (Supercereal and Supercereal plus).²² These safety net activities include: (i) blanket supplementary feeding for children 6-23 months; (ii) blanket supplementary feeding for pregnant and lactating women; (iii) curative supplementary feeding for moderately malnourished children 24-59 months; (iv) nutritional support to moderately malnourished PLHIV on ART; and (v) a mid-morning meal to primary school children; Blanket supplementary feeding is a preventive measure to mitigate acute malnutrition and reduce stunting.
31. Distributions will be conducted through the camps' health services and as primary school meals. Food channelled through the health centres will provide an incentive to mothers to seek regular medical attention for themselves and their children. School meals will serve as an incentive for attendance while addressing short-term hunger of the students.
32. Based on the 2011 JAM findings, this more focused approach targeting food to specific vulnerable groups will:
 - Enable mothers and medical patients receiving support through the health services to better control the utilization of fortified blended food within the household and minimise intra-family sharing.
 - Contribute to prevent stunting by focusing the provision of food assistance for the key period of childhood development – the first 1,000 days, from conception to two years of age.
 - Facilitate on-site feeding of primary school children for a mid-morning meal.
33. WFP will work with UNHCR and its partners to ensure the provision of health, nutrition, and hygiene education within the assisted schools.

Self-reliance Activities

34. Under the coordination of the Ministry of Disaster Management and Refugee Affairs, UNHCR, WFP, and its partners are supporting vocational skills development and other self-reliance activities aimed at increasing the refugee potential to earn an outside income.

²² Supercereal is an improved formulation of fortified blended food with an enhanced micronutrient profile and was previously known as CSB+. Supercereal plus includes milk powder to address the particular nutritional requirements of children 6-23 months and was previously known as CSB++.



UNHCR supports the establishment of kitchen gardens to allow refugees a more diversified diet. Non-food items are provided by UNHCR through its implementing partners.

Hand-Over Strategy

35. The repatriation of the refugees in Rwanda to their country of origin is seen as the only viable long-term solution. In the near term, transition to more sustainable food security within the camps is largely dependent upon the refugees' level of self-reliance. WFP will initiate a self-reliance monitoring system that will regularly assess the refugees' coping strategies, income, and potential to cover existing gaps in their regular household needs. Given the probable implementation of the cessation clause in 2012, the support to Rwandan refugees returning from abroad is not foreseen beyond 2014.

BENEFICIARIES AND TARGETING

36. *General food distribution:* Planning figures for refugees living in camps in Rwanda and benefiting from GFD are based on registration and verification exercise data. The number of Rwandan refugees returning to their country is estimated based on historical trends and government estimates factoring-in the planned invocation of the cessation clause in 2012.
37. *Safety net activities:* The categories of refugees living in camps eligible for safety net intervention were determined through the 2011 JAM and 2011 food security and nutrition survey carried out in the camps. Planning figures for safety net activities are based on UNHCR data.
38. Under the preventive blanket supplementary feeding activity, all children 6-23 months will be targeted, regardless of nutritional status, and will remain in the activity until aged two. Similarly, all pregnant women will be targeted and receive food until six months after giving birth.
39. Children 24-59 months will be admitted to and discharged from the curative supplementary feeding activity based on their nutritional status according to World Health Organization (WHO) standards.
40. Malnourished PLHIV on ART will receive nutritional support for a maximum of six months. Once they have nutritionally recovered and stabilized, the beneficiaries will be discharged from the activity.
41. Children attending primary school in each camp will be provided with a hot meal at school. The school in Nyabiheke camp only includes grades 1-6 while the schools in Kiziba and Gihembe camp include grades 1-9. Older children attending government schools outside of the camps are provided financial support by UNHCR.

TABLE 1: BENEFICIARIES BY ACTIVITY

Activity	Men/boys	Women/girls	Total
GFD - refugees in camps	24 000	30 ,000	54 000
GFD - returnee package	17 000	23 000	40 000
Blanket supplementary feeding - children 6-23 months	3 500	3 500	7 000
Blanket supplementary feeding – pregnant and lactating women	0	3 000	3 000
Curative supplementary feeding - children 24-59 months	1 500	1 500	3 000
Nutritional support to PLHIV	200	300	500
School feeding	7 500	7 500	15 000
ADJUSTED TOTAL*	41 000	53 000	94 000

* The total number of beneficiaries includes only refugees receiving GFD and returnees to avoid double-counting.

42. The admission and exit criteria for beneficiaries in the safety net activities are outlined in Table 2.

TABLE 2: SAFETY NET ACTIVITIES TARGETING CRITERIA

Activity	Admission criteria	Exit criteria
Blanket supplementary feeding - children 6-23 months	All children 6-23 months regardless of nutritional status	Child reaches 24 months of age
Blanket supplementary feeding - pregnant and lactating women	All pregnant and lactating women regardless of nutritional status	6 months after birth
Curative supplementary feeding - children 24-59 months	weight-for-height (WFH) < -2 Z-score and ≥ -3 Z-score	Based on WFH > -2 Z-score
Nutritional support to MAM PLHIV	Children 6-59 months: MUAC <13cm Children 5-15 years: BMI for age < -2 standard deviation (SD) Above 15 years: BMI <18.5	<5 years: MUAC >13cm 5- 15 years: BMI for age > -1 standard deviation 15+ years: BMI >18.5 Not more than six months
School feeding	All students in camp schools	Child completes last grade offered in camp school



NUTRITIONAL CONSIDERATIONS AND RATIONS

43. The GFD and returnee ration covers 100 percent of the food energy requirements of the population, while the safety net activities ensure that the most vulnerable individuals among the refugees receive additional targeted support.
44. Children 6-23 months will be provided Supercereal plus, while pregnant and lactating women will be given a ration consisting of Supercereal, oil, and sugar. The food basket for curative supplementary feeding of moderately malnourished children 24-59 months will consist of Supercereal, oil, and sugar. Malnourished PLHIV on ART will receive nutritional support in the form of Supercereal, oil, and sugar. School children will be provided with a hot meal of Supercereal and sugar on each school day.

TABLE 3: FOOD RATION BY ACTIVITY (g/person/day)

	GFD (Refugee)	GFD (Returnee)	Preventive supp. feeding (children 6-23 months)	Blanket supp. feeding (PLW)	Curative supp. feeding (children 24-59 months)	Nut. Support (PLHIV)	School feeding
Cereals	410	410					
Pulses	120	120					
Vegetable oil	30	30		25	25	25	
Supercereal				250	250	250	120
Supercereal plus			200				
Salt	5						
Sugar				15	15	15	15
TOTAL	565	560	200	290	290	290	135
Total Kcal/day	2 103	2 103	820	1 281	1 281	1 281	540
% Kcal from protein	12.4	12.4	16.0	14.0	14.0	14.0	16.0
% Kcal from fat	20.5	20.5	9.0	28.1	28.1	28.1	12.0
Number of feeding days per year	365	90	365	365	60	180	180

45. The total food requirements have been outlined in table 4 below, with the food costs and associated costs in Annex I-A:

TABLE 4: TOTAL FOOD REQUIREMENTS BY ACTIVITY (mt)								
	GFD (Refugee)	GFD (Returnee)	Preven- tative Supp. Feeding (6-23 months)	Blanket Supp. Feeding (PLW)	Curative Supp. Feeding (MAM <5)	Nut. Support (PLHIV)	School Feeding	TOTAL
Cereals	20 147	1 476						21 623
Pulses	5 897	432						6 329
Vegetable oil	1 474	108		23	4	2		1 611
Supercereal				228	38	23	648	936
Supercereal plus			546					546
Salt	246							246
Sugar				14	2	1	81	98
TOTAL *	27 764	2 016	546	264	44	26	729	31 389

*Totals may not add due to rounding.

IMPLEMENTATION ARRANGEMENTS

46. WFP's assistance to refugees and returnees will be coordinated at the national level by the Ministry of Disaster Management and Refugee Affairs. Beneficiary planning figures were determined in conjunction with the Ministry of Disaster Management and Refugee Affairs and UNHCR and will be updated according to the results of the on-going registration and verification exercise. Whenever possible, ration cards will be issued in the names of the female household representatives.
47. UNHCR and its partners will be responsible for food distribution in the camps, with oversight and support from WFP. In-country transport from main warehouses to the final distribution points will be organized by WFP.

Participation

48. Beneficiaries were consulted in the design process of this operation through the 2011 JAM exercise, where focus groups were able to express their views openly on constraints and suggestions for improvements. Many of their recommendations have been incorporated into the design of this PRRO.
49. The refugees, including women, men, adolescent girls and boys, will be directly involved in food management through their elected representatives. Women will be participating in the food distribution committees.



Partners

50. Under the overall coordination of the Ministry of Disaster Management and Refugee Affairs, WFP will continue to work closely with UNHCR and its partners at both the national and camp level. In the camps, African Humanitarian Action will be responsible for receiving, offloading, and managing food deliveries according to WFP procedures. Distribution reports will be submitted monthly, and particular issues raised shall, to the extent possible, be dealt with in monthly food distribution meetings held prior to each distribution.

Capacities

51. The feasibility report on alternative transfer modalities such as cash or vouchers highlighted the need for the development of WFP and partner capacity in this area²³ and support from the regional bureau and/or headquarters will be sought.

Non-Food Inputs

52. Non-food inputs for the refugees are largely provided by UNHCR, and include cooking utensils, food and water storage facilities, firewood, shelter materials, and blankets. Together with its partners, UNHCR also supports water supply and sanitation facilities in the camps. Complementary partners manage health and primary education services, which are essential for the implementation of safety net activities.
53. With the inclusion of safety net interventions, an awareness campaign will be organized jointly by the Ministry of Disaster Management and Refugee Affairs, WFP, UNHCR, and other partners to sensitise the refugees about the changes and their entitlements.

Environmental Impact

54. The refugees currently cook meals with fuel wood provided by UNHCR. WFP and UNHCR will seek to provide fuel-efficient wood-burning stoves at the household level in each camp, based on recommendations from the 2011 JAM.

Logistics

55. For locally sourced cereals and pulses, commodities will be delivered to WFP's warehouse in Kigali by commercial traders or be picked-up by commercial transporters contracted by WFP in the case of procurement through P4P.
56. Internationally sourced commodities will be shipped through Dar es Salaam or Mombasa ports, stored temporarily in regional warehouses in Tanzania or Uganda and forwarded by competitive overland commercial transport to Rwanda. Commodities are stored at the main Kigali warehouse or in the Huye sub-office pending transport to the final distribution points by the WFP fleet or commercial transporters.
57. The 2011 JAM findings indicated that the warehouse and distribution facilities in camps are in need of rehabilitation. WFP and UNHCR will ensure that upgrading brings facilities to acceptable standards. To enhance the capacity of partners in commodity management, WFP will provide warehouse management, commodity handling and distribution training to the relevant implementing partners, with refresher sessions to be provided as necessary.

²³ WFP, *Preliminary Feasibility Report*, June 2011



In-Country Milling

58. The 2011 JAM acknowledged that milling facilities located within the camps are a priority service for refugees. Apart from concern over the distance between the camps and the millers, the refugees reported excessive milling charges and loss of a significant portion of their grain due to poorly maintained machines. WFP will investigate the feasibility of either introducing a milling voucher system or providing milling machines to the refugee community to be run on a cost-recovery basis.

Procurement

59. For the refugee GFD and returnee packages, WFP will, to the extent possible, procure cereals and pulses locally through P4P and standard commercial procurement mechanisms in order to stimulate agricultural markets in the country and boost the income of smallholder farmers. If food commodities are not available in-country, they will be procured internationally or mobilised through in-kind donations.

PERFORMANCE MONITORING

60. Outcome indicators will be collected through semi-annual food security and nutrition monitoring exercises, which will include indicators on self-reliance. Nutritional indicators will be collected through follow-up surveys in each year of the operation.
61. WFP's existing M&E database will continue to be used to capture, analyse, and produce standardised reports for measuring progress on identified output and process indicators. Standardised counterpart report templates from the WFP M&E toolkit will be utilised by the partners responsible for distribution for monthly reporting. The system is currently being reviewed, following the country portfolio evaluation recommendations to ensure progress is tracked at output and outcome level and changes will be made to enhance data collection and reporting where needed.
62. WFP field staff will be present at each distribution point to monitor food distributions. To facilitate this and for the regular follow-up of issues in the camps, WFP will deploy one food monitor to be co-located with UNHCR field staff in Kibuye and Byumba towns, following a recommendation from the 2011 JAM. Existing field staff will be redeployed and will be hosted by the UNHCR field offices on a cost-sharing basis. Post-distribution monitoring exercises will be carried out regularly in each camp (4-6 times per year).
63. This PRRO will be evaluated at the end of year two in order to feed into the design of a possible future operation.

RISK ASSESSMENT AND CONTINGENCY PLANNING

Hazard and Risk Assessment

64. *Contextual risks:* Insecurity in DRC risks new influxes of refugees into Rwanda. Any large-scale influx would strain already limited humanitarian resources in country and necessitate a rapid scale-up of this PRRO or an emergency operation.



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65. *Programme risks:* The planned number of returnees during the life of the operation is based on the best available estimates at the time of preparation of this PRRO. Should the invocation of the cessation clause catalyse a higher influx of returnees to Rwanda than planned in this operation, a budget revision will address the increased target population. If non-food items are inadequate, there is a risk that refugees will sell or barter food rations for critical items. Other risks and assumptions are shown in the summary of the logical framework in Annex II.
66. *Institutional risks:* Persistent underfunding of PRRO 200030 hampered support to refugees between 2010-2011. Funding constraints and ration cuts would exacerbate the already poor nutrition status of refugees, and could also weaken WFP's credibility in Rwanda. Given the tighter focus of the new PRRO, WFP expects the funding prospects to improve. In the event of a resource shortfall, safety net activities targeting the most vulnerable segments of the refugee population will be given the highest priority, while GFD rations would have to be reduced.

Contingency Planning

67. Existing contingency plans in Rwanda are updated regularly through interagency mechanisms under the overall coordination of the Ministry of Disaster Management and Refugee Affairs. WFP will continue to participate in and contribute to the capacity development of the Ministry of Disaster Management and Refugee Affairs.

SECURITY CONSIDERATIONS

68. Rwanda is stable and has enjoyed relative peace for several years. The entire country is currently in the United Nations security level 1 ('least dangerous area'). WFP offices and vehicles meet the United Nations minimum operating security standards. The United Nations security plan, including evacuation procedures, is in place and up-to-date.

RECOMMENDATION

The PRRO Rwanda 200343 'Food and Safety Net Assistance to Refugee Camp Residents and Returning Rwandan Refugees' is recommended for approval by the Executive Director.

APPROVAL



Josette Sheeran

Executive Director

United Nations World Food Programme

Date: 17/02/2012

ANNEX I-A

PROJECT COST BREAKDOWN			
Food ²⁴	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	21,623	8,159,748	
Pulses	6,329	4,952,632	
Oil and fats	1,611	2,343,847	
Mixed and blended food	1,482	1,484,846	
Other	344	111,773	
Total food	31,389	17,052,846	
Cash transfers		0	
Voucher transfers		0	
Sub-total food and transfers			17,052,846
External transport			3,028,377
Landside transport, storage and handling			9,313,115
Other direct operational costs			1,509,828
Direct support costs ²⁵ (see Annex I-B)			7,744,208
Total WFP direct costs			38,648,374
Indirect support costs (7.0 percent) ²⁶			2,705,386
TOTAL WFP COSTS			41,353,760

²⁴ This is a notional food basket for budgeting and approval. The contents may vary.

²⁵ Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

²⁶ The indirect support cost rate may be amended by the Board during the project.



ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)	
Staff and staff-related costs	
International professional staff	2,731,299
International general service staff	0
Local staff - national officers	775,829
Local staff - general service	2,061,282
Local staff - temporary assistance	73,797
Local staff – overtime	30,000
Hazard pay and hardship allowance	0
International consultants	0
Local consultants	0
United Nations volunteers	0
Commercial consultancy services	0
Staff duty travel	518,000
Subtotal	6,190,208
Recurring expenses	
Rental of facility	165,000
Utilities	63,000
Office supplies and other consumables	63,000
Communications services	76,000
Equipment repair and maintenance	63,000
Vehicle running costs and maintenance	151,000
Office set-up and repairs	75,500
United Nations organization services	39,000
Subtotal	695,500
Equipment and capital costs	
Vehicle leasing	408,000
Communications equipment	138,000
Local security costs	312,500
Subtotal	858,500
TOTAL DIRECT SUPPORT COSTS	7,744,208



ANNEX II LOGICAL FRAMEWORK: RWANDA PRRO 200343

Results	Performance indicators	Risks, assumptions
Strategic Objective 1: Save lives and protect livelihoods in emergencies		
Outcome 1: Reduced and stabilized acute malnutrition in children under 5 in targeted refugee population.	<ul style="list-style-type: none"> ➤ Prevalence of acute malnutrition among children under 5 (weight-for-height as percentage) [Target = $\leq 5\%$]. 	<ul style="list-style-type: none"> ➤ The security situation in the region does not worsen, causing a large influx of more refugees. ➤ Other underlying causes of malnutrition are addressed by relevant agencies/institutions – i.e. malaria epidemics, intestinal worm infestations, health services, water and sanitation. ➤ Partners, especially the Ministry of Disaster Management and Refugee Affairs and UNHCR, continue working together in a mutually supportive way. ➤ Political will and support for accepting humanitarian assistance for refugee population in Rwanda continues. ➤ Camp health centres remain available, properly staffed and equipped. ➤ Camp schools remain available, properly staffed, and equipped.
Output 1.1: Food distributed in sufficient quantity and quality to targeted refugee and returnee women, men, girls and boys under secure conditions.	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and non-food items, by category and as percentage of planned figures [Target = 100%]. ➤ Tonnage of food distributed, by type, as percentage of planned distribution [Target = 100%]. ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution [Target = 100%]. 	
Outcome 2: Improved food consumption over assistance period for targeted emergency-affected households.	<ul style="list-style-type: none"> ➤ Household food consumption score [Target = 85% of refugee camp population with food consumption score ≥ 35]. 	
Output 2.1: Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure conditions.	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and non-food items, by category and as percentage of planned figures [Target = 100%]. ➤ Tonnage of food distributed, by type, as percentage of planned distribution [Target = 100%]. ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution [Target = 100%]. 	



Strategic Objective 3: Restore and rebuild lives and livelihoods in post-conflict, post-disaster or transition situations		<ul style="list-style-type: none"> ➤ Partners with capacity to implement WFP-supported activities remain available. ➤ Food pipeline remains healthy with minimum pipeline breaks.
Outcome 3: Reduced stunting in targeted children/targeted populations in post-crisis situation.	<ul style="list-style-type: none"> ➤ Prevalence of stunting among children under 2 (height-for-age as percentage) [Target = 10% reduction annually]. 	
Output 3.1: Food distributed in sufficient quantity and quality to targeted women, men, girls and boys under secure condition.	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and non-food items, by category and as percentage of planned figures [Target = 100%]. ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution [Target = 100%]. 	
Outcome 4: Improved PLHIV nutritional recovery.	<ul style="list-style-type: none"> ➤ PLHIV nutritional recovery rate [Target = 80%]. 	
Output 4.1: Food distributed in sufficient quantity and quality to targeted women, men, boys, and girls and boys under secure condition.	<ul style="list-style-type: none"> ➤ Number of women, men, girls and boys receiving food and non-food items, by category and as percentage of planned figures [Target = 100%]. ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution [Target = 100%]. 	
Outcome 5: Enrolment of girls and boys in assisted refugee camp schools stabilized.	<ul style="list-style-type: none"> ➤ Retention rate [Target = 85%]. 	
Output 5.1: Food distributed in sufficient quantity and quality to targeted girls and boys under secure condition.	<ul style="list-style-type: none"> ➤ Number of girls and boys receiving food and non-food items, by category and as percentage of planned figures [Target = 100%]. ➤ Quantity of fortified foods, complementary foods and special nutritional products distributed, by type, as percentage of planned distribution [Target = 100%]. 	
Output 5.2: School feeding coverage aligned with programme of work.	<ul style="list-style-type: none"> ➤ Number of schools assisted by WFP [Target = 3]. 	



ANNEX III - LIST OF ACRONYMS USED IN THE DOCUMENT

ART	anti-retroviral therapy
BMI	body mass index
CSB	corn-soya blend
DRC	Democratic Republic of the Congo
GAM	global acute malnutrition
GFD	general food distribution
HIV	human immunodeficiency virus
JAM	joint assessment mission (WFP/UNHCR)
Kcal	kilocalorie
M&E	monitoring and evaluation
MAM	moderate acute malnutrition
MDG	Millennium Development Goal
MUAC	mid-upper arm circumference
NISR	National Institute of Statistics of Rwanda
P4P	Purchase for Progress
PLHIV	people living with HIV
PLW	pregnant and lactating women
PRRO	protracted relief and recovery operation
UNDAF	United Nations Development Assistance Framework
UNHCR	Office of the United Nations High Commissioner for Refugees
WFP	United Nations World Food Programme
WFH	weight-for-height
WHO	World Health Organization

ANNEX IV – Map

