

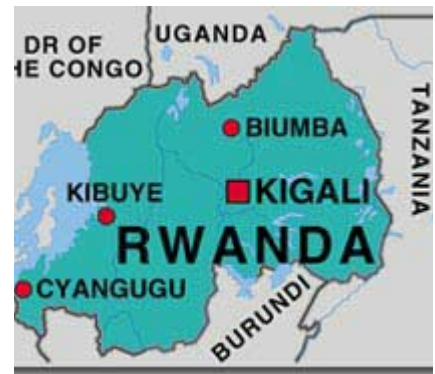
# Appeal 2001-2002

 International Federation  
of Red Cross and Red Crescent Societies

## Rwanda (Appeal 01.15/2001)

*Click on programme title or figures to go to the text or budget*

	<i>In CHF</i>
1. Disaster Preparedness	269,968
2. Health and Care	234,301
3. Humanitarian Values	19,402
4. Institutional Development	518,924
5. Co-ordination & Management	487,672
<b>Total</b>	<b>1,530,266</b>



## Introduction

The history of Rwanda is characterised by inequality, poverty and turbulence and reflects the history of the Great Lakes Region as a whole. Modern Rwanda continues to live in the shadow of the 1994 genocide which claimed the lives of up to a million people. This was the culmination of decades of ongoing social and economic problems stretching back to the colonial era. Following the establishment of the current RPF-led government the main challenge has been to reintegrate the old and new caseload returnees, promote reconciliation and establish stability. Immense problems continue to exist in Rwanda but it is indicative that the country is enjoying a period of internal peace and stability despite the turbulence elsewhere in the region.

Rwanda is a poor country (70% of families below the income poverty line, World Bank 1998; 164th out of 174 on the United Nations Human Development Scale), characterised by a fragile economy; regular food deficits in some Prefectures; low levels of industrialisation; low per capita income; low level of private sector investment; high government debt; landlocked, with a dependence on imports.

Socially, Rwanda is characterised by a large number of returnees from various backgrounds, many of whom have yet to find their niches in the post-1994 Rwanda; shortage of housing and land; continued potential for “ethnic” tensions; lack of basic services; large numbers of orphans (possibly 400,000), including child-headed families; women considerably outnumber men (5:4); a large number of single parent headed families (estimated at 440,000) of which women-headed families number some 77%; a large number of handicapped/mutilated people (estimated at 300,000); 130,000 prisoners in jail; a small country with a high population density.

Despite very improved security conditions within Rwanda, the Great Lakes Region remains one of potential insecurity and turbulence. The continued presence of *Interahamwe* and Rwandan Army groups in the Democratic Republic of Congo (DRC) has perpetuated conflicts which threaten Rwanda’s internal security and western border. Similar but lesser threats are to be found along the border with Tanzania. Ongoing insecurity in Burundi continues to pose threats of upheavals similar to those seen in Rwanda in 1994. There therefore remain fears of displacement out of DRC and Burundi into Rwanda.

# 1. Disaster Preparedness

## Background and progress to date

Since 1994 the Rwandan Red Cross Society (RRCS)) has assisted Congolese refugees and Rwandan returnees, and has worked on food security projects. There have been small one-off projects and commodity distributions. Liaison and planning activities have been with the Ministry of Health, local authorities, the UN system and NGOs. Volunteers have been trained in logistics, commodity distribution and food distribution monitoring.

In 1998, the Federation Delegation assisted a small unit within the Ministry of Health on a USAID-funded project to develop a national disaster preparedness and management framework which was to have led to the co-ordination of various line ministries by the Ministry of Health (MoH). However, although some detailed risk mapping was made, during 1999 the first phase was completed and the project has not progressed further. The MoH is still pursuing a plan to co-ordinate disaster response in Rwanda, in which the RRCS would be a key player.

In the absence of a national framework there is an opportunity for the Federation and RRCS to actively advocate for and participate in the development of such a plan. Although a framework is clearly a medium-term objective and unlikely to be feasible within the span of this 2001 plan, it would clarify further Federation and RRCS planning. It is therefore envisaged that activities for 2001 will include working towards the development of a National Disaster Preparedness Framework, together with other partners.

On a RRCS governance level there is a need to move forward on creating a national framework. In order to do this it is envisaged that a RRCS disaster preparedness policy document is developed and formally adopted by the RRCS either through the Governing Board - the CCD - or a national assembly. It is then envisaged that the CCD be mandated to advocate for a national framework which the executive would participate in developing. The RRCS would then be mandated to take on responsibility for particular sectors within a national framework together with other partners. This is at least a two year objective.

In the meantime, there is a need to strengthen RRCS preparedness on a practical level; the bulk of proposed activities reflect this. Potential disasters include the following internal and international threats:

- Regional or internal conflict/insecurity resulting in displacement or refugees
- Low level public insecurity
- Drought resulting in crop loss, livestock loss and pockets of food deficiency and insecurity and malnutrition
- Localised flooding and other natural disasters
- Health emergencies such as meningitis, cholera
- Due to the presence of volcanoes, a remote risk of volcanic activity.

The French Red Cross (FRC) is currently assisting in the development of four regional task forces on a bilateral basis, and in the last part of 2000 it is intended to train 160 volunteers in emergency response (80 funded by the FRC), equip volunteers with first aid kits, establish four prefectural stores (Kibungo, Gikingoro, Kigali Ville and Gisenyi), improve the system of communications and conduct risk assessments. However, DPP activities have been poorly funded during 2000 and it may not be possible to do all of this.

For 2001 there remains a need to systematise the RRCS approach to disaster preparedness, particularly in the area of situation monitoring and reporting (basic early warning) and communications; develop working analyses of risk and vulnerability so as to be able to identify beneficiaries; and prepare a basic disaster contingency plan and operations manual. A pyramidal alert system is currently being established in Kibungo, Ruhengeri and Gisenyi Prefectures and it is planned to extend this to Kigali Ville and Gikongoro in 2001.

**Goal** To strengthen the capacity of the RRCS to be able to respond to and mitigate the emergency needs of the most vulnerable in the community.

## Objectives and Activities planned

**Objective 1** Participate in and advocate for a national framework for disaster preparedness and management and establish a formal basis and agreement for the RRCS role within that framework.

Activities to achieve this objective are:

- The RRCS staff to visit Uganda RCS to review their progress and methodology in reaching a national framework.
- Undertake a DPP orientated Vulnerability and Capacity Assessment exercise, including risk assessments at prefectural level. The scope of the VCA to be defined, planned and implemented.
- Develop an RRCS DP policy to be adopted by the Governing Board (CCD) or by a National Assembly as appropriate.
- The Governing Board to advocate with the Government of Rwanda (GoR) for a National Framework and to establish an RRCS role in the development of the framework.
- The Governing Board to advocate with GoR for a formal agreement defining the RRCS role within the National Framework.

**Objective 2** Promote food security and disaster response capacity by establishing a simple community based information system, and disseminate such information.

Activities to achieve this objective are:

- Recruit a DPP assistant responsible for developing the project, funded by the project.
- Survey the data collection/monitoring activities of other organisations so as to ensure there is no duplication.
- Develop a reporting format to be used by branch committees to report weekly or biweekly to Kigali. Head of Delegation and Regional DPP Delegate to advise.
- Nomination of two persons for each Prefecture (Branch Committee), to be the Prefectural Focal Points and Assistant for Disaster Preparedness activities.
- Install five fax machines (and seven in 2002) for Prefectural Branch committees, supply basic stationery (fax can also be used for income generation).
- Input five motorcycles (and seven in 2002) and up to 80 bicycles over a two year period to enable local transportation.
- Training: hold two three-day workshops in 2001 to train Focal Points and Regional Co-ordinators in the use of the format and on basic reporting requirements. Two workshops will also be held in 2002.
- Regional Co-ordinators to follow up on a regular basis.
- Fortnightly bulletin to be collated by DPP Officer Kigali.
- Information to be disseminated to all Branches on publication.
- Information to be disseminated to all key players (Red Cross Movement, Governmental, UN system, NGOs).

**Objective 3** To develop a RRCS disaster contingency plan and an operations manual and build basic contingency stocks.

Activities to achieve this objective are:

- Assessment: Undertake VCA and risk assessments in the prefectures (priority Umutara, Kibungo and Kigali Rural Prefectures, ongoing from 2000). Implementation of the exercise will be as per the Federation VCA manual and, on the ongoing advice of the Regional DPP Delegate.
- Hold a five-day workshop to finalise the vulnerability and risk assessments and draft points for a Disaster Preparedness Contingency Plan and Rwanda Disaster Manual.
- DPP Officer to write/finalise an operational RRCS Disaster Preparedness Plan (interim, in lieu of a National Framework, eventually to be adapted to the National Framework).
- Complete DPP Officer's Disaster Manual, circulate for consultation and finalise.
- DPP Officer to hold 8 three-day workshops (two per region), each of twenty volunteers using the DP Plan and Manual as the basis for training and discussion, two workshops for each region. Four workshops 2001, four 2002.
- Stock four centres with basic emergency commodities. Establish stores in Kigali Rural and Gisenyi; use Branch buildings in Kibungo and Gikongoro.
- Networking: As a priority, RRCS to network with major organisations involved in Disaster Preparedness, including: governmental and local authorities; UN organisations; major NGOs.
- Integrate RRCS plans with those of other major organisations, avoiding duplication and establishing a niche for the RRCS.

- To reinforce RRCS profile as a resource which participates in disaster response activities in Rwanda.
- To contribute to Rwandan DP fora and decision making bodies through the exchange of information obtained under Objective 1.
- To participate in the decision making process of any disaster responses in Rwanda
- To identify sources of emergency commodities locally or regionally in case of emergency and establish credentials as an organisation which can be entrusted with the monitoring or distribution of donor commodities in an emergency.

### **Expected results**

- A National Framework in place.
- A RRCS Disasters Policy developed, agreed by the Governing Board and adhered to by RRCS.
- A legal framework defining the RRCS role in the National Framework.
- A basic monitoring system in place: A systematic approach to gathering and disseminating anecdotal and local information useful for monitoring the context in Rwanda and not already provided by other agencies.
- A regular bulletin of information, weekly, fortnightly or monthly, to be decided.
- Information flow from the field to Kigali and back down again: greater sense of participation on the part of the Branch Committees and volunteers and the potential for a real role in lobbying for assistance to their communities when necessary.
- Improved communication flow within the RRCS, particularly between Kigali and the field.
- Development of networks with resultant raising of profile amongst local communities.
- Greater participation amongst DPP fora in Kigali and regionally.
- The ability to monitor and analyse trends and events, assist the decision making process and speed up disaster response.
- Establish a role for the RRCS in monitoring and reporting context information.
- Capacity to respond to disasters together with other agencies.
- An analysis and assessment of the kinds of disasters likely to affect Rwanda.
- An RRCS DP plan.
- A manual in place and 160 trained volunteers, led and co-ordinated by Focal Points, able to work to the manual (able to identify and target beneficiaries; distribute commodities; implement first aid; organise and manage logistics and transportation; make reports and assessments).
- Four regional DPP centres stocked with basic commodities ready for use in emergencies.
- External sources of emergency commodities (either donor or commercial) identified for quick procurement in an emergency.
- Participation at various fora at local prefecture, national and regional level .
- Co-ordination, dialogue and participation with governmental, UN and NGO partners.

### **Indicators**

- Formal agreement as to the RRCS role within the National Framework in place.
- An RRCS DP Policy adopted by the Governing Board.
- Regular Co-ordination between agencies take place on the basis of a National framework.
- Number of prefectural focal points identified.
- Inputs in place and utilised.
- Number of training workshops carried out.
- Communication systems in place in prefectures and operational.
- Regular reports are received from the field and disseminated.
- Regular bulletin are produced and circulated.
- RRCS staff attend relevant fora.
- VCA completed and circulated.
- Risk assessments completed and circulated.
- A DPP Manual completed and circulated.
- Number of volunteers trained and in place.
- External sources of commodities identified and contacted.
- RRCS staff attend relevant fora.
- Stock in place in four regional stores.

### **Critical assumptions**

- Continued funding of the programme is available.
- No major disasters occur before preparedness measures are in place.

### **Monitoring and Evaluation arrangements**

- The Delegation will monitor activities, and report to donors, Geneva and Nairobi.
- A review of the whole DPP programme should be held late 2001 or early 2002.
- The Regional DPP Delegate will monitor the technical side of implementation from Nairobi assist in workshops and monitor field activities.

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## 2. Health and Care

### Background and progress to date

The recent history of Rwanda is well known and has been the culmination of ongoing social and economic problems stretching back to the colonial period. After 1994 a large number of Diaspora and refugees returned. Activities of the international community focused on rebuilding infrastructure devastated in 1994 and reintegrating returnees. Recently, there has been a period of comparative stability and growth, although the whole region continues to be at risk from further turbulence and Rwanda itself suffers from vulnerability resulting from widespread poverty, inadequate infrastructure and the impact of HIV/AIDS.

Regarding health issues, Rwanda has:

- Low levels of understanding about health issues; Lack of access to basic health care, including first aid.
- Vulnerability to the common, often preventable, diseases and epidemics.
- High rates of STDs and HIV infection with resultant impact on the socio-economic structures.
- Limited and basic reproductive health care.
- Shortage of qualified medical personnel and poor health system infrastructure.
- Insufficient access to sufficient clean potable water.
- Undeveloped sanitation infrastructure; public hygiene is basic and many people, especially the urban poor, live under conditions of squalor.
- There is severe psychological trauma amongst much of the population brought about by the events of 1994.

As a result there is a high prevalence and vulnerability to communicable diseases such as malaria, meningitis, and high risk of cholera. Diarrhoeal diseases are common, as are pockets of malnutrition. Sexually transmitted diseases and HIV infection are a very major area of concern. Estimates as to HIV infection vary but the prevalence amongst adults in Rwanda is estimated at 11.21% as of the end of 1999.

With an extensive network of volunteers, the Rwanda Red Cross Society is in an excellent position to address many of the problems at a community level. The Community Based First Aid (CBFA) programme was started in 1996, since when a training curriculum has been developed and the volunteers' training manual has been translated into Kinyarwanda, the local language. Since 1996, 932 volunteers have been trained in first aid. There are 46 trainers at national and regional levels and 115 trainers working with youths in schools. Sixty-four Rwandan Army staff have also been trained, in conjunction with the ICRC.

RRCS volunteers are to be found in nearly every commune of Rwanda. They carry out basic first aid, promote basic health education messages, encourage blood donations, and are able to offer basic health advice. In schools and within some communities additional Information, Education and Communication (IEC) activities are implemented.

Some constraints have been identified. The level of training given to the volunteers is appropriate but does not allow sophisticated activities to be implemented. In keeping with *Strategy 2010* and *ARCHI 2010* the CBFAs undertake only community-based activities, within their areas of expertise. There is a need to constantly refresh and update volunteers' skills and knowledge and to monitor quality standards, requiring greater supervision at field level by Branch Committees combined with a more programmatic, more structured and co-ordinated approach, giving clearer direction and terms of reference to the role of the CBFA volunteers.

Given the human resources available at prefectural and communal levels, further improvement is required in the area of reporting. It is believed that many useful services are provided by the CBFAs, but their activities are rarely reported to Kigali HQ. For the RRCS to be confident in its role and be able to communicate its successes and establish a niche for itself, there is a need for some regular simple reporting of the activities of the CBFA volunteers in the field to Kigali HQ. This would also assist in developing the capacity to manage the volunteers in the field.

Another problematic area is in the role of the CBFA volunteers in relation to local health authorities, which deploys several cadres of community-based health workers, some of which overlap the role of the volunteers. There is a need for greater co-ordination of the volunteers with local health authorities and even integration into health authority policies and activities where appropriate.

The focus of activities in 2001 are primarily to strengthen the management and activities of the CBFA project, introducing a greater range of activities within the ARCHI 2010 framework, including an HIV/AIDS initiative in two prefectures. It is proposed to build on the existing programme by:

- developing a national RRCS health policy.
- developing RRCS CBFA managerial capacity.
- implementing a new HIV/AIDS programme.
- participating more actively in the ARCHI 2010 initiative.

In addition to the health activities proposed, the RRCS is also implementing water and sanitation/hygiene projects, including a new project in Umatara Prefecture, funded bilaterally by the French Red Cross Society. There are also micro-projects in the health sector, including HIV/AIDS, malaria and malnutrition; some of these projects are funded by the Spanish Red Cross Society.

**Goal** To contribute to the general improvement of the health of the population by promoting health care capacity in the community, using ARCHI 2010 as the reference point.

## **Objectives and Activities planned**

**Objective 1** To develop Rwanda Red Cross's Health Policy and HIV/AIDS Policy. On the basis of the health policy promote the role of the RRCS within regional and national health frameworks and United Nations and NGO health initiatives.

Activities to achieve this objective are:

- The Governing Board and RRCS staff to advocate with the Government of Rwanda (GoR) to position the RRCS as a formally accepted viable auxiliary to Ministry of Health activities and establish an RRCS role in the planning and implementation of new (community based) health initiatives.
- RRCS staff to establish roles and responsibilities between the RRCS and local health authorities for the deployment of RRCS CBFA volunteers in the field
- RRCS health staff to develop health intervention plans for the ten communes where projects are already being implemented.

**Objective 2** Strengthen the existing CBFA programme so that it can more effectively promote health care capacity within the community across the range of interventions included under ARCHI 2010 in ten communes.

Activities to achieve this objective are:

- Establish regular meetings with local health authorities.
- Conduct an inventory of available skills amongst volunteers at prefectural and communal levels.
- Determine the capacity of prefectural and communal committees to manage their networks of volunteers.
- Establish objectives and work plans for the deployment of CBFA volunteers better utilise the volunteers and clarify their role in the community.
- Hold four workshops for branch committee members offering basic volunteer management skills.
- Develop a reporting format to be used by branch committees to report monthly on the activities in the field of CBFA volunteers in each prefecture.
- Actively participate in health sector fora, liaise with Ministry of Health, relevant UN agencies and NGOs to communicate RRCS policies and activities, influence the decision making processes in the health sector and establish a niche role for the RRCS in support of the other key players in the health sector.
- Feedback health sector news and information to the ARCHI 2010 team and to the Regional Health Delegate in Nairobi.
- Volunteers and local committees to continue to mobilise blood donors through education, promotion and communication.
- Seven training of trainer workshops each of twenty-five participants covering a range of topics as per ARCHI 2010. Trainers will then train CBFAs in the field.
- Develop plans for ten micro-health projects at commune level consistent with the ARCHI 2010 initiative.

- Volunteers to continue to mobilise the community for national vaccination and health campaigns, such as polio.
- Extend the role of some of the CBFAs to include first aid training in Kigali to: traffic police, taxi drivers, lorry drivers etc. and others as an income generating activity.

**Objective 3** Develop a credible role for the RRCS in HIV/AIDS awareness and education.

Activities to achieve this objective are:

- Involve the existing volunteers and develop their role in the community building on existing skills and knowledge.
- Give basic training to the volunteer to ensure high quality.
- Ensure consistency and quality of messages and communications.
- Establish Health Clubs in 10 schools, focusing on STDs, HIV/AIDS and relationships, through debates, discussion, youth peer education and access to printed resources in order to promote education and understanding using standard simple reproductive health and HIV/AIDS messages.
- Introduce activities which can be fun, motivational and creative and which can involve large numbers of participants beyond the volunteers and membership.
- Encourage co-ordination between Branches, local authorities and institutions (especially schools and health centres), NGOs and organisations
- Through the Prefectural Branch Youth Sections, organise and promote dramas in schools which carry health and AIDS-related messages and publicise the Red Cross/Crescent Movement.
- Establish a presence at local sports and cultural events, including dance troupes, to promote AIDS related messages and publicise the Red Cross Movement.
- Translate and reproduce in Kinyarwanda the training manual “Action with Youth“ for use as a resource in the Health Clubs, schools and for dissemination at events.
- Where feasible, encourage the sale of condoms and ensure access to condoms through Branch committees.
- Develop the role of the CBFA volunteers to encompass home based care training and support to those with disabilities (including HIV/AIDS), including the promotion of HIV/AIDS messages.
- Give further training to 75 CBFA volunteers from two prefectures, probably five weekends of 15 experienced volunteers.
- Develop a training schedule for home based care: it is believed that many training materials in Kinyarwanda dating back prior to 1994 already exist within the RRCS which could again be used for training or could be revised.
- Purchase 30 bicycles to for the use of trainers to supervise volunteer networks so as to gain access to the community (many volunteers already have bicycles).
- Branch Committees to promote the new services offered by the volunteers.

### **Expected results**

- A RRCS Health Policy developed and implemented throughout the Society.
- A legal framework defining the RRCS role in the as an auxiliary to the MoH.
- A clearer understanding of the role of the RRCS locally and internationally.
- Development of networks with resultant raising of profile amongst local communities.
- Greater participation amongst Health fora in Kigali and regionally, something to offer, raised profile and respect. More people knowing about what the RRCS does and is doing.
- To have a formalised role for the RRCS in health activities in Rwanda.
- Closer co-operation with local health authorities, leading to a formalised relationship between MoH and RRCS.
- Greater understanding of the human resources and skills available to the health programme through the RRCS volunteer network.
- CBFA volunteers working to objectives, work plans and more closely supervised.
- Greater amounts of information available about the successes and activities of the CBFA volunteers and therefore of the RRCS in the field.
- Higher profile for the RRCS.
- Increased opportunities for external funding.
- More blood donors recruited.
- 175 trainers trained and continuing to train CBFAs.
- Plans developed for income generation first aid training courses ready for implementation late 2001.
- Ten functioning Health Clubs by the end of 2001 (assuming funding available at the start of the year).

- A number of drama performances at schools and public events;
- Dancing performances at public events.
- Presence at and and/or sponsorship circa 15 sports/cultural events.
- Availability of an initial batch of 28,800 condoms through Branch Committees and increasing sales of condoms where feasible.
- A Kinyarwandan translation of “Action with Youth” and an initial 500 copies printed by mid-2001.
- Purchase of printed materials as resources for use by the Health Clubs.
- An initial 75 volunteers trained in basic reproductive health and HIV/AIDS messages.
- Increased interaction and co-ordination between RRCS Branch Committees, Ministry of Health, education authorities, local government institutions, and other organisations as below where represented.
- Regular liaison with the National AIDS Control Programme, the Family Planning Association of Rwanda, Ministry of Youth and the National Youth Committee, UNICEF and WHO.

### **Indicators**

- Existence of an RRCS Health Policy, agreed by the Governing Board or National Assembly by the end of 2002
- An agreement with MoH defining the RRCS role in the as an auxiliary to MoH by the end of 2002.
- Attendance at health sector fora in Kigali and regionally
- Increased funding from locally based international organisations.
- Amount of information on Rwanda available on the ARCHI 2010 web site.
- Number of basic management skills workshops held by end 2001.
- Number and quality of reports available on the activities of the CBFA volunteers in the field
- CBFA volunteers are working to objectives, work plans and better supervised.
- Number of micro-projects implemented by 2002.
- Increase in the amount of blood donors.
- Number of trainers trained and continuing to train CBFAs (by end of 2001).
- Training courses ready for implementation late 2001.
- Number of functioning Health Clubs by the end of 2001.
- Number of drama and dancing performances at schools and public events that take place.
- Number of sports/cultural events verified.
- Number of condoms distributed.
- A Kinyarwandan translation of “Action with Youth” available.
- Printed materials available in Health Clubs.
- Number of volunteers trained in basic reproductive health and HIV/AIDS messages.

### **Critical assumptions**

- Continued secure operating environment.
- No major emergency distractions during the project.
- Continued core funding of both the RRCS and Delegation for the duration of the project.
- Acceptance of the RRCS within the community.
- RRCS staff and branch committee stability.
- Adequate time on the part of key project staff (especially Regional Co-ordinators) to devote to the project.

### **Monitoring and Evaluation arrangements**

- The RRCS will implement and manage the projects, employing a Project Manager and with input from the Health Advisor. Responsibility for implementation at the local level will be with the Prefectural Branch Committees.
- The delegation will disburse funds on a monthly basis for the duration of the projects, against payments and request made by the National Society.
- Monthly financial reports will be produced by the delegation
- Monthly narrative reports will be produced by the delegation, based on NS monthly reports.
- Kigali HQ staff (RRCS and Delegation) will make field visits, at least once a month, in order to follow up project activities.
- There should be an evaluation of the Health Programme activities in early 2002.

## 3. Humanitarian Values

### Background and progress to date

It is clear that both within Rwanda and in the Great Lakes region there are many potential situations which continue to pose a challenge to the Red Cross Movement's Fundamental Principles and to International Humanitarian Law. Promotion of the Red Cross/Red Crescent Movement's fundamental principles and humanitarian values would have great impact in contributing towards changing behaviour in the community and building civil society and a culture of peace. Put simply, the region would be a better place if there were greater understanding of and adherence to International Humanitarian Law and the Red Cross movement's Fundamental Principles. The ability of the Rwanda Cross Society (RRCS) to communicate effectively is vital in its promotion of Red Cross/Red Crescent principles and humanitarian values and in achieving the goals of the core areas outlined in *Strategy 2010*.

During 1999 and 2000 the RRCS been mainly supported in its programme of info-diffusion and dissemination by the ICRC. A teaching curriculum covering the history of the movement, the fundamental principles, and other key aspects has been developed. Numerous workshops have been held for staff, Branch Committee members and volunteers in order to promote the movement's values at national and regional levels. Most recently a workshop on Governance for the governing board and senior staff included input from the ICRC to introduce the Red Cross fundamental principles, the history and brief background to IHL .

A new issue which will be taken up during 2001 centres on the use, or rather, possible abuse, of the Red Cross emblem by institutions not associated with the Red Cross movement. It is anticipated that with ICRC support research into use of the emblem and the legal framework will be undertaken locally in Rwanda and plans for a local campaign drawn up for implementation in 2002.

The proposed project outlined here represents an additional project to the ICRC-funded info-diffusion and aims to complement that important work.

**Goal** To promote the movement's fundamental principles and humanitarian values; to encourage greater understanding of the fundamental principles within the RRCS, governmental, public and private authorities and influence behaviour in the community in accordance with the principles.

### Objectives and Activities planned

**Objective 1** To inform the public, via regular radio broadcasts and other media, about the fundamental principles of the Red Cross movement, publicise the activities of the Rwanda Red Cross Society and convey educational messages which reinforce RRCS projects.

Activities to achieve this objective:

- Produce one fifteen-minute radio broadcast per month.
- Formalise agreement with the relevant official and media.
- Gather advice on developing an RRCS communications strategy in general, the content of the radio broadcasts and the transfer of local content for use in communications materials at regional level.
- Plan the format, content and messages to be broadcast and script preparation.
- Research stories.
- Make field visits to conduct interviews, visit RRCS activities

### Expected results

- Twelve broadcasts of fifteen minutes during a period of twelve months beginning early 2001.
- Greater understanding of the fundamental principles of the Red Cross Movement amongst the general population who have access to radios;
- Greater understanding of the role and work of the RRCS.
- Increased support to RRCS projects and initiatives

- Ideally, a higher profile for the RRCS, greater awareness of the RRCS amongst Rwandans, and an increase in membership and volunteers.

### **Indicators**

- Number of programmes broadcast.
- Feedback from Branches and volunteers on the impact of the broadcasts at community levels.
- As a by-product, an increase in interest in the RRCS from potential members and volunteers.

### **Critical assumptions**

- That RRCS can gain access to airtime, 15 minutes per month.
- That agreement can be reached with the broadcasting authorities.
- That RRCS has access to a suitable set of equipment in order to conduct field interviews and record input to the broadcast.

### **Monitoring and Evaluation arrangements**

- Implementation will be by the RRCS, headed by the Chef de Service Info-Diffusion, who will produce a monthly report.
- The Delegation will monitor activities, expenditure, report to donors, Geneva and Nairobi.
- 
- ICRC will be asked to monitor content of the broadcasts and can advise on appropriateness.

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## 4. Institutional & Resource Development

### Background and progress to date

Like many institutions the Rwandan Red Cross Society (RRCS) was severely affected by the genocide in 1994. Since then the Federation has assisted in rebuilding the RRCS: local branches were re-established and new members recruited; a General Assembly was held in September 1997, a seven member Governing Board (CCD) elected, and revised statutes currently in use approved and adopted.

Funding constraints from the end of 1998 onwards highlighted the need for restructuring of the RRCS, reinforced by a self evaluation exercise which took place in May 1999. A task force was brought together comprising RRCS at all levels, partners and donors, to address the issues identified by the self evaluation exercise and to develop a three year strategic plan which is currently being implemented. In mid-1999 the RRCS went through a period of restructuring and rationalisation: new senior management staff (Secretary General, Branches Coordinator and Finance/Administrator) were recruited and many others were made redundant. This leaner structure is in place today and the current situation is one of stability and consolidation.

Considerable progress has been made by the RRCS in implementing its three year plan. With funding from PNSs an extensive programme of training workshops has been implemented, including the Governing Board, the executive staff and members of the local branch committees. Topics presented at workshops have included management techniques, history and values of the Red Cross/Red Crescent movement, planning techniques, local resource mobilisation, and clarification of the different roles within the RRCS. The most recent workshop, on governance, took place in September 2000 and included members of the Governing Board and executive. It is planned to continue this work through 2001.

The RRCS also continues to restructure its local branch committees. The structure consists of the Governing Board (CCD), the National Headquarters (executive) and twelve Prefectural Branch Committees. In each prefectures are communes: there are RRCS Branch Committees in some 86 communes (an increase of fourteen since 1994). Forty-eight out of seventy-two committee members have received training on the history of the movement and on their roles and responsibilities. 168 volunteers at commune level and in the youth groups have also received training. Again, this will continue in 2001.

The RRCS is working towards decentralisation to the branches, promoting the capacity of Branch Committees to generate funds locally and to develop and implement projects. Decentralisation raises several issues. The first is the issue of national policies: the process of decentralisation will be more successful if there are clear policy guidelines, including, for example, health, DPP, HIV/AIDS, volunteers, members, and also decentralisation itself, in place at national and local levels. The policies should be drawn up in consultation with members at local branch level before being agreed by the National Assembly or CCD and should embody *Strategy 2010*, adapted to address the local context. One indication of the progress of the RRCS in terms of institutional development would be whether they have a set of key policy documents. This is clearly a long term objective.

A second issue is one of membership. Total membership is unknown (although a figure of 40,000 has been suggested); the total number of volunteers is unknown, although there are just under 1,000 CBFA health programme volunteers. Some volunteers may be members. However, many members do not actually pay their annual subscriptions. For a membership driven society dependent on the participation of its members and volunteers, this situation needs to be addressed, and plans to do so have been proposed for 2001.

An important reason for being a member is the opportunity to participate in shaping local branch policies and programmes and, through the local branches, national policies and programmes. Benefits of membership ought to include the right to participate in and shape the national society. Hence a successful decentralisation process involves not only devolution of responsibility away from the national headquarters but should also encourage increased local participation by members in the affairs of the RRCS. Again, this is a long term goal.

Finally, decentralisation should actually strengthen the links between headquarters and branches by making advisory staff, national headquarters technical staff and the field-based Regional Co-ordinators available to offer assistance and advice. There should be a coherent, flexible but recognisably Red Cross approach, consistent with *Strategy 2010*, so that the activities of the branches fall within established and accepted policy and quality guidelines.

This is clearly an ambitious goal: not one which is likely to be achievable within a two year planning cycle. There will be an opportunity to further address these and other issues in more detail during the next Country Assistance Strategy planning cycle, which will take place during 2001. Nevertheless, planning for 2001 allows some of the initial building blocks to begin to be put in place. Other programmes planned for 2001, especially DPP and health, also include elements which encourage information gathering and dissemination, a localised approach, support and advice, and national policy development.

**Goal** To assist the RRCS towards becoming a well functioning society national society which promotes the fundamental principles and values of the Red Cross/Red Crescent movement and is able to provide quality services to the most vulnerable people in Rwanda, in accordance with *Strategy 2010*.

## **Objectives and Activities planned**

**Objective 1** To promote and formalise the ongoing decentralisation process so that local branch committees clearly understand their roles and responsibilities and are able to initiate and implement projects that support the most vulnerable in their communities.

Activities to achieve this objective:

- Conduct consultation process with members, volunteers at prefecture and committee level via one day workshops in eight targeted prefectures for thirty volunteers and members.
- Formulate national policy document on the basis of the consultative process.
- Liaise with CCD to obtain agreement and adoption of the policy.
- CCD or General Assembly to adopt policy.
- Whilst policy consultation and formulation ongoing, continue to hold four three day training workshops during 2001, one for each region, to be attended by prefecture and commune branch committee members.
- Formulate a national RRCS decentralisation policy which establishes the roles and responsibilities of the local branch committees, to be adopted by the General Assembly or Governing Board as official RRCS policy.
- Continue to train local branch committees to better understand their roles and function, restructuring where necessary, and developing their skills to better perform their duties.
- Continue to develop, strengthen and create junior youth sections.

**Objective 2** To work towards increased local resource mobilisation

Activities to achieve this objective:

- Commission a consultancy to research opportunities for local resource mobilisation.
- Refine existing terms of reference for consultancy.
- Implement findings of the consultancy, on the assumption that the findings of the consultancy are accepted by the RRCS CCD and executive.
- During 2001, identify and start two sustainable income generation projects to be implemented by Prefectural Committees.
- On the basis of the consultancy, develop and adopt a resource mobilisation strategy (including a policy and action plan) for implementation at national and branch committee levels.

**Objective 3** Develop and encourage the membership and the volunteer base.

Activities to achieve this objective:

- Formulate a national policy on membership and volunteers to be accepted by the CCD or General Assembly.
- Establish a membership and volunteer database, for the use of local committees and national headquarters.
- Hold four two-day workshops (one per region) during 2001 to train 40 teachers and student teachers in primary schools (upper classes) and teacher training colleges to promote the values of the Red Cross/Crescent movement in their schools and the setting up of RRCS youth groups.

- Develop strategies to liaise with members and volunteers once in the movement.
- Following up non-payment of annual membership subscriptions.
- Increase understanding of and the participation of committees and RRCS members in the local policy making process, clarifying the role of members.
- Encourage membership and volunteer participation through a series of volunteers management workshops (2001 is the Year of the Volunteer and an aim is to ensure participation at all levels of the RRCS in these activities).
- Encourage interest in the RRCS and the Red Cross/Crescent movement by establishing two information/community centres in the existing branch buildings at Gikongoro and Kibungo.
- Improve the effectiveness and knowledge of the RRCS Branches Coordinator by attending a BTC.

**Objective 4** Increase the effectiveness and efficiency of the RRCS executive in their co-ordination and management activities:

Activities to achieve this objective:

- Review, develop and formalise RRCS management and financial control systems and practices: commission a consultancy to review the systems, propose new systems and assist in the implementation of new systems.
- Give further financial training (procedures and management) to staff not included on the core staff.
- Maintain the radio network allowing communication between three regional bases (Gikongoro, Gisenyi and Kibungo) and national headquarters; give training to regional staff who use the radio network.
- Furnish the offices of the Regional Co-ordinators in the Branch buildings in Gikongoro and Kibungo.
- Establish and furnish a small, basic office in Gisenyi for the use of the Regional Coordinator.

### **Expected results**

- Stronger, better skilled local branches which better understand their roles and responsibilities and are able to initiate and implement projects that support the most vulnerable in their communities.
- A national RRCS decentralisation policy to provide the framework.
- Consultancy completed by mid 2001, resulting in a clear plan of action to mobilise resources locally, to be implemented by the RRCS.
- Branch committees taking on progressively more responsibility for local resource mobilisation by end of 2001.
- Two branch committees having identified and implementing one sustainable income generation project each by the end of 2001.
- A national policy on members and volunteers in place by end of 2002. Clearer understanding of the role of volunteers in the RRCS leading to better integration into the RRCS and better participation in projects.
- A clearer understanding of membership and volunteer numbers and better ability to track members.
- Stronger junior youth sections.
- Better strategies to liaise and engage with members and volunteers.
- Greater participation of membership in the affairs of the RRCS.
- Higher rates of subscription payment.
- Better integration of members.
- Clarification of the role of members and the advantages of membership of the RRCS.
- Participation in the Year of the Volunteer: higher profile for RRCS volunteers.
- Better trained, more knowledgeable RRCS Branches Coordinator.
- Consultancy completed by mid 2001, leading to better, more effective management and financial control systems and practices.
- Better trained RRCS financial staff able to implement new procedures, by end of 2001.
- A radio network allowing communication between three regional bases (Gikongoro, Gisenyi and Kibungo) and national headquarters; trained radio operators able to use the radio net properly (ongoing).

### **Indicators**

- ToR available by early 2001.
- Number of workshops completed and stakeholders consulted.
- RRCS national policy document completed and adopted by the CCD or General Assembly.
- Number and quality of activities being undertaken by the local branch committees.
- The number and membership of youth groups.

- Resource development plan and strategy available (early 2001).
- Levels of income generated locally by the RRCS.
- Number of branch committees actively generating local income.
- Two national policy documents on membership, formulated, available early 2002.
- Adoption of the policy documents. 2002.
- Data base of membership established by end of 2001.
- A member of the executive to be appointed to manage the database early 2001.
- Information compiled end of 2001 and disseminated.
- Membership cards distributed end of 2001.
- More members paying their subscriptions.
- Four Members and Volunteers Management Workshops completed by end of 2001.
- Two prefectural information/resource centres set up and the numbers of people using the centres.
- If run as an income generation activity then income from the centres
- Branches Coordinator having attended a BTC and Federation conference on volunteerism branch co-ordinator actively applies what he learns.

### **Critical assumptions**

- That continued and regular funding of the Programme is received.
- No major disasters or emergencies occur which would interrupt the ID/RD programme.
- Willing participation of RRCS volunteers and members and sufficient access to a sufficient number of members.

### **Monitoring and Evaluation arrangements**

- The Delegation and the RRCS executive will monitor activities and expenditure and submit the required report to donors, Geneva and Nairobi.
- The Delegation will submit monthly narrative and financial reports to Geneva.
- It is proposed that a self evaluation exercise takes place during 2002 to assess the impact of the programme and compare with the previous exercise in 1999.

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## 5. Co-ordination and Management

### Background and progress to date

The Federation has had a presence in Rwanda, in support of the Rwandan Red Cross Society (RRCS), since 1994 and has played a major role in the recent restructuring process. Nearly destroyed in 1994, the RRCS was rebuilt and was heavily involved in a wide range of activities throughout the country. Latterly, fewer programmes and top-heavy staffing levels led to reduced funding, in turn leading to a complete restructuring of the Society during 1999, and the subsequent recruitment of a new management team. The new team is now in a position to consolidate and strengthen the RRCS, given continued support from the Federation and partner Societies.

The Federation Delegation is also considerably smaller than in previous years, with just one permanent delegate and six national staff. The vehicle fleet has been reduced and other cost-cutting measures have been implemented.

As a member of the Red Cross movement, the RRCS gains access to international resources, support and networks through the Federation and ICRC. The RRCS has functional local branches in every prefecture of Rwanda and direct access to and support from many local communities down to “sector” level. With continued PNS support through the Federation in 2001, strategies and policies developed during 1999 and 2000 can be properly implemented and built upon, and the RRCS can begin to fulfil its undoubted potential both nationally and within the Red Cross movement.

The Delegation aims to work in a “serving leader” style approach without direct operational responsibility. It aims to act as the focal point to support, advise, facilitate and monitor RRCS programmes and projects, to act as a conduit for global and regional advocacy and communications issues, and to represent the Federation in-country. A Delegation objective is to work towards the co-ordination of all Federation activities and policies amongst bilateral partners, the ICRC and other agencies to ensure high quality projects and increase the impact of RRCS’s activities in Rwanda.

**Goal** An effective Delegation supporting a well functioning national society that can mobilise support and carry out its humanitarian mission, contributing to the building of civil society.

### Objectives and Activities planned

**Objective 1** The Federation Delegation continuing to perform its role as “serving leader” in Rwanda.

Activities to achieve this objective include:

- Representation to external partners, liaison and communications, with advice and support on local and international resource mobilisation possibilities.
- Assistance and support with planning and programme co-ordination, funding, reporting and follow-up.
- Advice and monitoring of RRCS activities and projects.
- Management of the Delegation.
- Co-ordination of bilateral RC Societies working in Rwanda to enhance their long-term support for the RRCS’s programmes and their inclusion into the CAS process.
- Strengthening of the financial accounting service.
- Logistics support, including assistance with external visitors.
- Liaison with other Federation resources to secure additional technical support as required.

**Objective 2** To develop and maintain sources of external support with the intention of covering the core administrative costs of the RRCS

Activities to achieve this objective include:

- Develop RRCS representation, liaison and communications activities, both internally and national and local government authorities, embassies and other international representatives, UN agencies, local and international NGOs, and the media.

- Support RRCS planning and co-ordination activities at all levels.
- Closer involvement for bilateral RC Societies in the planning of RRCS programmes.
- Strengthen the financial accounting capacity through increased training and follow-up.

### **Expected results**

- An effective and cost effective Federation Delegation in Rwanda acting as the “serving leader.”
- A strong and well-functioning National Society, with well-structured and relevant programmes.
- A stronger donor funding plan with longer-term commitments of support from a variety of sources.

### **Indicators**

- Quality of relationship between the Delegation and the RRCS at all levels.
- Timely and accurate narrative financial reports.
- A new Rwanda CAS prepared.
- Number of work plans in place.
- Detailed budgets developed.
- Monthly working advances reported on, accounted for and cleared.
- Monthly narrative reports from each department.
- Number of projects implemented effectively.

### **Critical assumptions**

- No major changes to the current national and/or regional context which would require significant changes to the support role of the Delegation.
- Sufficient support is committed and maintained to fund the Rwanda Delegation in support of the RRCS.
- Ongoing support is secured for the RRCS activities.
- Federation will continue to be able to offer sufficient levels of administrative, logistics and financial services support.

### **Monitoring and Evaluation arrangements**

- The Delegation will submit monthly financial reports to Nairobi Regional Finance Unit.
- The head of delegation will submit a monthly narrative report to Geneva for distribution
- The Delegation will make a monthly cash working advance to the RRCS who will account for the previous advance on schedule.
- Geneva Operations Accounting Department and/or the Regional Finance Delegate will monitor the overall financial situation.

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<b>DELEGATION: RWANDA</b>						
<b>PROGRAMME</b>	<b>DP</b>	<b>Health &amp; services</b>	<b>Human. values</b>	<b>IDRD</b>	<b>Coord. &amp; mgt</b>	<b>TOTAL</b>
Shelter & construction	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0
Food & seeds	0	0	0	0	0	0
Water	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0
Teaching materials	0	9,000	0	3,000	0	12,000
Utensils & tools	1,056	0	0	0	0	1,056
Other relief supplies	0	0	0	0	0	0
<b>Sub total supplies</b>	<b>1,056</b>	<b>9,000</b>	<b>0</b>	<b>3,000</b>	<b>0</b>	<b>13,056</b>
Land & Buildings	0	0	0	0	0	0
Vehicles	34,720	7,500	0	0	26,628	68,848
Computers & telecom	7,500	0	0	1,000	11,000	19,500
Medical equipment	0	0	0	0	0	0
Other capital expenses	0	0	0	5,000	6,000	11,000
<b>Sub total capital</b>	<b>42,220</b>	<b>7,500</b>	<b>0</b>	<b>6,000</b>	<b>43,628</b>	<b>99,348</b>
Programme management	18,204	15,799	1,308	34,991	32,884	103,186
Technical services	5,449	4,729	392	10,474	9,844	30,888
Professional services	6,043	5,245	434	11,616	10,917	34,255
<b>Sub total programme support</b>	<b>29,696</b>	<b>25,773</b>	<b>2,134</b>	<b>57,082</b>	<b>53,644</b>	<b>168,329</b>
<b>Transport &amp; storage</b>	<b>32,016</b>	<b>21,556</b>	<b>2,904</b>	<b>49,980</b>	<b>38,476</b>	<b>144,932</b>
Personnel (delegates & expatriates)	8,820	3,550	0	3,150	119,340	134,860
Personnel (local staff)	114,412	86,054	4,152	191,021	83,822	479,461
<b>Sub total personnel</b>	<b>123,232</b>	<b>89,604</b>	<b>4,152</b>	<b>194,171</b>	<b>203,162</b>	<b>614,321</b>
Travel & related expenses	10,700	4,900	0	6,500	8,320	30,420
Information expenses	11,100	24,900	1,652	4,200	2,300	44,152
Expert fees	0	0	4,440	77,000	45,780	127,220
Admin. - general expenses	19,948	11,568	4,120	72,991	76,362	184,988
Training workshops / seminars	0	39,500	0	48,000	16,000	103,500
<b>Sub total travel, training, general exp.</b>	<b>41,748</b>	<b>80,868</b>	<b>10,212</b>	<b>208,691</b>	<b>148,762</b>	<b>490,280</b>
<b>Total budget</b>	<b>269,968</b>	<b>234,301</b>	<b>19,402</b>	<b>518,924</b>	<b>487,672</b>	<b>1,530,266</b>