

# Appeal 2002-2003



International Federation  
of Red Cross and Red Crescent Societies

## Rwanda (Appeal 01.11/2002)

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

	2002 CHF	2003 <sup>1</sup> CHF
1, Disaster Preparedness	212,462	260,000
2. Health and Care	543,000	547,000
3. Humanitarian Values	50,000	60,000
4. Organizational Development	744,000	682,999
<b>Total</b>	<b>1,549,462</b>	<b>1,549,999</b>

### Introduction

The history of Rwanda is characterized by inequality, poverty and turbulence and continues to reflect the history of the Great Lakes Region as a whole. The legacy of the 1994 genocide exerts a major influence on regional and national events. Following the establishment of the current government the main challenges have been to reintegrate old and new returnees, promote reconciliation and establish stability. Immense problems continue to exist in Rwanda but it is indicative that, although there have been recent incursions by *interahamwe* opposition, most of the country continues to enjoy internal peace and stability despite turbulence elsewhere in the region.



Rwanda is a poor country (70% of families below the income poverty line [World Bank 1998] and it is 164th out of 174 on the UN's Human Development Scale) and in terms of economics is characterized by:

- A fragile economy based on a mainly subsistence agrarian rural economy vulnerable to negative environmental impact resulting from pressure on the land.
- Regular food deficits in some provinces (Gikongoro, Umutara, Kigali Rural).

<sup>1</sup> These are preliminary figures for 2003, and are subject to revision in the course of 2002.

- Low level of industrialization, low wages and insecure, daily-paid labour.
- a dependence on imports and having to contend with being landlocked.
- Low per capita income.
- Low level of private sector investment.
- High government debt.

Socially, Rwanda is characterized by:

- Large numbers of returnees from a variety of social backgrounds.
- High population density and resultant pressures on housing and land.
- Continued potential for “ethnic” tensions.
- Lack of basic services.
- Large numbers of orphans (circa. 400,000), including child-headed families. Under-15s comprise 49 percent of the population.
- Women outnumber men (5:4); there is a large number of single parent headed families (estimated at 440,000) of which some 77 percent are headed by women
- 34 percent of women are widowed heads of households.
- A large number of handicapped/mutilated persons, estimated at 300,000.
- 130,000 prisoners.

Despite improved security within Rwanda, the wider regional problems threaten potential insecurity and turbulence. In the Democratic Republic of Congo (DRC) the Lusaka peace agreements have so far failed to bring an end to conflict and the continued presence of *interahamwe* and Rwandan Armed Forces (FAR) groups in DRC threaten Rwanda’s internal security and western border. In Burundi, despite the Arusha initiatives, ongoing insecurity persists on Rwanda’s south western borders, while the threat of turbulence in Burundi has prompted concern of displacement of people into Rwanda.

## **National society priorities**

All activities are implemented by the Rwandan Red Cross Society (RRCS) and programme focus is consistent with the Federation’s main policy document *Strategy 2010*, as well as the African Red Cross Red Crescent Health Initiative 20101 (ARCHI 2010) and the *Ougadougou Declaration of African National Societies* charting continental partnership to address the major challenges facing Africans, such as HIV/AIDS. During 2001 the RRCS has been further encouraged by its partners to take greater responsibility for its own organizational development and local fundraising, a trend which will continue through 2002 and 2003. A successful outcome would contribute to a more confident and independent National Society able to focus its programmes on meeting the needs of the most vulnerable in Rwanda. It will also contribute towards a more stable and sustainable framework within which to partner assistance through the Federation, ICRC and bilateral participating National Societies (PNS).

## **Priority Programmes for Federation assistance**

The Federation has continued to refine its presence over recent months and there has been greater regional involvement during 2001. The delegation now reports to the regional delegation Nairobi (RDN), and is scheduled to be fully integrated into the RRCS by the end of 2001, supporting the RRCS at senior management level but with the ability to call upon regional technical delegates as required.

Programmes in 2002/2003 are designed to build on the strong basis put in place over recent months and are in close alignment with *Strategy 2010*. The main activities to be supported through this Appeal include:

- Disaster preparedness.
- Health and care including HIV/AIDS.
- Humanitarian values.

- Organizational development.

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# 1. Disaster preparedness

## Background and progress to date

The problems of poverty, displacement, drought, and other natural and man-made disasters which are inherent in the Great Lakes region, are also common throughout much of Rwanda. In recent years Rwanda has been affected by conflict resulting in displacement or refugees; drought resulting in crop loss, livestock loss and pockets of food deficiency/insecurity and malnutrition; floods; landslides; and various health emergencies such as meningitis and cholera outbreaks. An increase in the number of road accidents is a trend. There is also a remote risk of volcanic activity.

The Rwanda Red Cross has assisted refugees and returnees since 1996 and has worked on food security projects. It has managed numerous small one-off projects and commodity distributions in response to localized emergencies such as landslides and floods, and has assisted at public events providing first aid needs; and assistance after small disasters, such as house fires.

Liaison and planning activities have been with the Ministry of Health, local authorities, the UN system and NGOs. Branch level volunteers have been trained in logistics, commodity distribution and monitoring. There has been work in the past with the relevant government authorities to finalize the national disaster preparedness framework, and the RRCS has played a major part in this though the Plan has not been finalized.

The planned focus of DPP activities over the last two years has been to establish four regional task forces, one each based at Kibungo, Gikongoro, Kigali and Gisenyi provinces. Over 160 volunteers were trained in emergency response techniques, including first aid, logistics, context and beneficiary assessment, radio communications, setting up shelters and commodity distribution. An additional objective to establish and stock four regional DPP stores was only partly achieved and remains a priority need for 2002/2003.

Since June 2001 the DPP programme has been funded by the British Government through the DFID/Federation Partnership. The activities are aiming to build the capacity of the RRCS so it can more effectively identify and mitigate disasters, in coordination with other national and international partners. This programme (also underway with the Ethiopia Red Cross and the Sudanese Red Crescent Societies) is designed to: help the RRCS develop a National Framework; systematize RRCS capacity for disaster preparedness, particularly in the area of situation monitoring and reporting (basic early warning) and improved communications; develop working analyses of risk and vulnerability to be able to identify beneficiaries; and prepare a basic disaster contingency plan and operations manual. Current funding ends in mid-2002 but the partnership will be reviewed at that stage with the possibility of continuing the cooperation and possibly replicating the work to additional provinces of Rwanda.

Since much of this DPP programme is already funded through to mid-2002, only later activities are included in this appeal. Additionally, the budget includes the purchase of limited contingency stocks and costs to run the VHF and HF radio networks for the whole year.

Discussion between the RRCS, the Federation and ICRC delegations in-country have led to the proposal that workshops and training activities to be implemented under the DFID/DPP programme will involve additional training with facilitation and technical support from ICRC staff.

Finalisation of the building works on the DPP house in Gisenyi would complete three of the four proposed provincial centres in the RRCS DPP plan, the other two being already completed in Kibungo and Gikongoro provinces. These DPP houses can also be used for offices, training centres and resource centres.

The project will directly benefit the communities served by the RRCS's branches, together with the members and volunteers of the RRCS. Beneficiaries assisted in a disaster will only be known once a disaster response is initiated by the RRCS, the aim being to cover most of Rwanda where other organizations do not have a presence on the ground.

While these activities will be undertaken largely by the RRCS themselves, support will be given notably in the training and coaching areas, by the Federation representative, and additional technical support will be available from the Regional Delegation Nairobi (RDN), particularly the Regional DPP Delegate and the DFID-funded Regional DPP Officer.

**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 in an effective, efficient, timely, appropriate and coordinated way.

## **Objectives and activities**

**Objective 1** To 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 planned to reach this objective are:

- Develop a 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.

These activities began in 2001 and will continue through 2002.

**Objective 2** To establish a simple community based information system enabling the RRCS to monitor and respond to emergencies in Rwanda, as well as provide early warning information to external partners.

The first phase began in 2001 (with five provinces) and will be followed by an evaluation before implementation in the remaining seven provinces from mid-2002, including the following activities to be implemented in 2002 and 2003.

Activities planned to reach this objective are:

- Survey the data collection and monitoring activities of other organizations in the seven provinces to avoid duplication.
- Expand the use of the standardized reporting format into the new provinces, and ensure adequate training is given.
- Nominate two persons for each provincial committee for disaster preparedness activities, who will ensure reporting and information flows.
- Install a fax machine in each of seven provincial offices and supply basic stationery
- Provide a total of seven motorcycles and up to 40 bicycles to enable local transportation.
- Organize exchange visits between provinces for "hands-on" experience.

- Fortnightly information bulletin to be collated by DPP officer in Kigali, and disseminated to all branches and external partners on publication.

**Objective 3** To develop a RRCS disaster contingency plan and an operations manual, and to have basic contingency stocks available to enable a quick response to local disasters.

Activities planned to reach this objective are:

- Finalize the purpose and extent of the Vulnerability & Capacity Assessment (VCA)
- Establish the methodology and design of the VCA
- Implementation and data collection, analysis, dissemination of findings
- Hold a five-day workshop to finalize the vulnerability and risk assessments
- Ensure the Disaster Preparedness Contingency Plan is updated.
- Finalize a Rwanda Disaster Manual to be used as the basis for RRCS DPP volunteer training.
- Hold eight three-day workshops (two per region), each for twenty volunteers using the DP plan and manual as the basis for training and discussion.
- Stock four centres - Kibungo, Gikongoro, Gisenyi and Kigali Rural - with basic emergency commodities (tents or plastic sheeting, water containers, blankets, basic first aid response items).
- RRCS to continue to network with major organizations and partners involved in disaster preparedness activities.
- Integrate RRCS plans with those of other major organizations, avoiding duplication and overlap.
- Reinforce RRCS's profile as a primary disaster response agency.
- Regional DPP delegate and DFID-funded regional DP officer to make visits to Rwanda to support, advise, facilitate and monitor RRCS DPP programme activities.

### **Expected Results by end 2002**

Objective 1:

- A National Framework will be in place
- RRCS Disasters Policy will have been developed, agreed by the Governing Board and adhered to by RRCS
- A legal framework defining the RRCS role in the National Framework will have been signed.

Objective 2:

- A basic monitoring system will be in place nationwide.
- A regular bulletin of information (weekly, fortnightly or monthly) will be published.
- There will be a better flow of information between HQ and the branches
- The RRCS will have a higher DP profile among local communities and other partners
- A greater ability to monitor and analyze trends and events and provide quicker disaster response.
- A larger role for the RRCS in monitoring and reporting information will have been established.
- The capacity to respond to disasters will have been enhanced.

Objective 3:

- Higher quality analysis and assessment of possible disaster situations.
- An RRCS DP plan will have been designed.
- An operations manual in place and trained volunteers able to respond correctly to the needs of the target groups.
- Four regional DPP centres stocked with basic commodities ready for use in emergencies.
- An updated database of external supply sources for emergency commodities in place.

### **Indicators**

**Objective 1:**

- A National Framework exists
- Formal agreement of the RRCS role within the National Framework exists
- An RRCS DP Policy exists and is agreed by the Governing Board
- Regular coordination between agencies takes place on the basis of a National framework

**Objective 2:**

- Number of provincial focal points identified.
- Inputs in place and utilized.
- Reporting training workshops taken place and numbers trained.
- Reporting system in place in identified prefectures (12 by end of 2003) and operational.
- Numbers and quality of reports and information received from the field and disseminated.
- Regular bulletins produced and circulated.
- Higher RRCS profile in DP activities.

**Objective 3:**

- A VCA report available and circulated
- Risk assessments available and circulated
- A DPP Manual available and circulated and used in the training of volunteers.
- 160 volunteers trained and active (80 per year).
- Database of external supply sources of commodities in place and regularly updated.
- RRCS staff attend relevant fora.
- Emergency stocks in place in four regional stores.

**Monitoring and Evaluation arrangements**

- Implementation will be by the RRCS, headed by the relevant technical department at HQ. Each activity will be reported on monthly by the team members through written reports and coordination meetings.
- The DFID Partnership component is regularly monitored by the DFID-funded regional DPP officer and Geneva-based staff overseeing the programme.
- Federation support and monitoring will include in-country advice, assistance with training and field monitoring visits by the Federation representative.
- The RDN will give additional management support as required and the regional DPP delegate will monitor the technical side of implementation through at least six week-long visits per year to include workshops and field activities.
- An independent review of the whole DPP programme should be held in mid-2002.

**Critical assumptions**

- Strong funding levels are required for all activities throughout the programme.
- No major disasters occur before preparedness measures are in place.
- As a governmental auxiliary, RRCS continues to remain a favoured organization within Rwanda.

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## 2. Health and care

### Background and achievements to date

The Great Lakes region of east Africa continues to be at risk from further turbulence and Rwanda itself suffers from many threats as highlighted above. Rwanda continues to live in the shadow of the genocide, which caused many social structures to break down and dramatically changed the accepted norms of society. Increasing poverty, inadequate official services and infrastructure, shortage of land and resources, limited possibilities to earn cash incomes and disrupted families have all increased the vulnerability of the people. More recently HIV/AIDS has impacted heavily upon the country.

In the field of health, Rwanda has low levels of understanding about health issues; adult literacy is 52.7% (lower amongst women), and there is inadequate access to basic health care, including first aid. There is high vulnerability to the common, often preventable, diseases and epidemics and increasing rates of sexually transmitted disease (STD) and HIV/AIDS infection, with resultant impact on the socio-economic structures. A shortage of qualified medical personnel and a poor health system infrastructure, an underdeveloped sanitation infrastructure, insufficient access to clean potable water and severe psychological trauma among much of the population brought about by the events of 1994 all take their toll.

Malaria, meningitis, cholera and other diarrhoeal diseases are common, as are pockets of malnutrition. STDs and HIV infection are a very major area of concern: HIV infection rates among adults in Rwanda is reported to 11.21% of the adult population by late 1999 (WHO/UNAIDS figure).

During 2001 the focus of the RRCS's health programme activities has been on strengthening the management and activities of the community based first aid (CBFA) programme, introducing a greater range of activities within the ARCHI 2010 framework and the introduction of an HIV/AIDS initiative in two provinces. In 2002 onwards, the activities of the RRCS are being strengthened as follows:

- Development of nationwide RRCS health and HIV/AIDS policies.
- Development of RRCS's CBFA and HIV/AIDS programmes' managerial capacities.
- Implementation of the ongoing CBFA programme.
- Development of an RRCS HIV/AIDS three year action plan.
- Implementation of a new HIV/AIDS programme.
- Participating more actively in the ARCHI 2010 initiative, including at regional level through the RCNet.

In addition, the health and care in the community department implements bilaterally funded projects:

- A water supply hygiene/sanitation project in Umutara province.
- Health micro-projects addressing issues such as malaria.
- The Birenga income generation/health project in Kibungo Province, targeted at child-headed families.
- In response to the ebola outbreak in Uganda, three preparedness training workshops were held in Rwanda.

With an extensive network of volunteers, the RRCS is in an excellent position to address many of the problems at a community level. The CBFA programme was started in 1996 and a training curriculum has since been developed. The volunteers' training manual has been translated into Kinyarwanda, the local language. More than 1,100 volunteers have been trained in first aid; there are 115 trainers

working with youths in schools. Almost 200 trainers have also been trained in the Rwandan army, in conjunction with ICRC.

Trained RRCS volunteers are to be found in almost every district 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. It is planned that in 2002 and 2003 the CBFA programme will focus on 24 districts - ten already targeted from 2001 and an additional fourteen over the next two years.

Despite the numerous and enthusiastic volunteers, 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 volunteers undertake only community-based activities, within their areas of expertise. There is a need to constantly refresh and update volunteers' skills and knowledge. Monitoring quality standards requires greater supervision at field level by branch committees combined with a more programmatic, structured and coordinated approach, giving clearer direction and terms of reference to the role of the volunteers. During 2001 these issues have been addressed through both the CBFA and the HIV/AIDS programmes and they will be key programme areas in 2002 onwards.

Given the human resources available at provincial and district levels, the RRCS is currently addressing improvements needed in the area of reporting. Many useful services are provided 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. Similarly, the RRCS is addressing the need to maintain an inventory of volunteer skills and resources, and a record of training given (in conjunction with the OD programme). These processes have started but will continue in 2002 and 2003.

During 2001 the RRCS has also been addressing 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 Red Cross volunteers. Efforts have been made to encourage greater coordination of the volunteers with local health authorities and a closer working relationship between authority policies and activities at local and national levels. This process will also continue into 2002 and 2003.

During 2001 a new HIV/AIDS programme has been implemented as a pilot project in two provinces with support until the end of 2001 from the capacity building fund. Given the *Ouagadougou Declaration* commitment to scale up HIV/AIDS activities, it is planned to expand and replicate the programme into two new provinces and new support is being sought for this. In 2003 it is likely that a further two provinces will be added.

It is hoped to implement a Youth Blood Donors Club project in some urban schools in Butare and Kigali, which would include major HIV/AIDS and malaria educational components, using the *ARCHI 2010* methodology.

Several issues and constraints have arisen during the initial implementation of the HIV/AIDS pilot project. It has proven difficult to identify families or individual people living with HIV/AIDS (PLWHA) who were the target group to be trained as care givers at the level of home based care. The original plan had been to avoid this issue by not differentiating or categorizing and including all those caring for the ill or infirm at home as potential beneficiaries. Identifying these beneficiaries remains problematic

but RRCS is linking with local organizations representing PLWHA in order to work together at the local level

Volunteers are also finding it difficult to liaise with PLWHA and lack adequate counseling skills to openly discuss issues and problems properly. There is the need to create an atmosphere of openness so that the RRCS is perceived as a welcoming organization attractive to PLWHA. The needs which volunteers can meet, particularly regarding home based care, are not always the priority needs of PLWHA which often include access to affordable drugs. It is clear that there are greater opportunities for advocacy but the RRCS lacks such experience; there is certainly an opportunity to feed into global Federation initiatives on these issues. Essentially the RRCS will need assistance and support from the regional HIV/AIDS programme delegate in Nairobi to develop this aspect of the programme. The planned number of HIV/AIDS programme coaches has been doubled in 2002 and a new vehicle will be required to achieve the planned expansion of the HIV/AIDS programme.

The 2002 health programme therefore seeks to build on previous support through developing RRCS health policies, managerial capacity, and greater participation in the ARCHI 2010 initiative. It is hoped that the programme will get extensive support from the RDN's Health and HIV/AIDS delegates: a total of eight advisory and support visits to Kigali is foreseen during 2002 and five other regional visits by RRCS health staff.

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

### **Objectives and activities planned**

**Objective 1** To support the development of Rwanda Red Cross's Health Policy and HIV/AIDS Policy, and 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 planned to reach this objective are:

- Continued consultation with and participation of RRCS members and volunteers and other partners to develop RRCS Health and HIV/AIDS policies
- RRCS to advocate with the Government of Rwanda (GoR) to position the RRCS as a recognized 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 and HIV/AIDS programme volunteers in the field
- RRCS health staff to develop health intervention plans for the ten districts where projects are already being implemented and fourteen new districts in 2002-3.

**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. This covers community based first aid, blood donor promotion, water/sanitation/hygiene, nutrition, malaria, vaccination programmes, mother/child healthcare and road accidents.

Activities planned to reach this objective are:

- Continue to regular meetings with local health authorities to develop working relationships, information exchange and joint plans for the deployment of RRCS staff.
- Establish an inventory of available skills amongst volunteers in the field
- Develop the capacity of provincial and district level branch committees to manage their networks of volunteers

- Establish objectives and workplans for the deployment of CBFA volunteers to clarify their role
- Organize six three-day workshops (x 30 volunteers) to upgrade their skills and competence.
- Continue to develop and implement a reporting format to be used by branch committees
- Actively participate in health sector fora, liaise with Ministry of Health and other partners
- Continue to mobilize blood donors through education, promotion and communication
- Implement two malaria prevention projects in Kibungo and Butare Provinces, including the distribution of mosquito nets to 5,000 beneficiaries.
- Implement six training sessions for CBFA trainer workshops (x 25 participants)
- Community mobilization for national vaccination and health campaigns, such as polio.
- Deliver first aid training to traffic police, taxi & truck drivers, military personnel.

**Objective 3** Raise HIV/AIDS awareness and assist care givers of PLWHA by further developing the role and capacity of the RRCS in HIV/AIDS prevention and home care in four provinces of Rwanda.

Activities planned to reach this objective are:

- Further develop the capacity of the RRCS to work in the HIV/AIDS sector with the intention of establishing a successful track record within the selected provinces of Gisenyi and Gikongoro
- Replicating the existing home-based care projects into two new provinces (Kibuye and Kibungo)
- Address the need for advocacy on stigma and access to HIV/AIDS drugs at a national level and contribute towards Federation advocacy at an international level

Prevention activities planned under the HIV/AIDS programme include:

- Through the prefectural branch youth sections, which already exist, establish health clubs in 10 ongoing and 10 new schools, focusing on STDs, HIV/AIDS and relationships, through debates, discussion, youth peer education and access to printed resources to promote education and understanding using standard simple reproductive health and HIV/AIDS messages. Encourage essay competitions and local poster design. These activities would cover: liaison with local authorities to identify target schools; identification of areas where the clubs can be based; identification of participants; ensuring consistency and quality of messages and communications; the identification, purchase and provision of additional printed materials; identification of volunteers who will manage the health clubs; give sufficient training to the volunteers to ensure high quality.
- Through the Prefectural Branch Youth Sections, organize and promote drama in schools which carry health and AIDS-related messages and publicize the Red Cross/Crescent Movement. Many of these links already exist and many teachers are already members of the RRCS.
- Establish a presence at local sports and cultural events, including dance troupes, to promote AIDS-related messages and publicize the Red Cross Movement.
- Where feasible, encourage the distribution of condoms through branch committees
- A “Youth Blood Donors Club” project will complement the activities of the HIV/AIDS project in the urban areas of Butare and Kigali Ville provinces.

Home-based care activities planned under the HIV/AIDS programme include:

- Develop the role of the CBFA volunteers to encompass home based care training and support to those with disabilities, including the promotion of HIV/AIDS messages. It is envisaged that the volunteers would primarily offer training and advice to care givers, with the possibility of further non-material support in times of stress.
- Give further training to 120 CBFA 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 - could be used or revised.
- Purchase an additional 30 bicycles to encourage volunteers to access the community
- Branch committees to promote the new services offered by the volunteers.

- Volunteers to advocate on behalf of PLWHA with local health authorities.
- Manage, supervise and monitor the activities of the volunteers through four coaches, one in each province.
- Where necessary, input material assistance (such as blankets, mosquito nets and soap) to alleviate the suffering of PLWHA

Advocacy activities planned under the HIV/AIDS programme include:

- Agreement of a strategy with the MoH and other partners to address the issue of access to relevant and affordable drugs
- Information and open discussion to confront the problems of stigma at all levels of society.

## **Expected Results**

Objective 1:

- Policy documents should be available (early 2002), agreed by the Governing Board or National Assembly (end 2002) and implemented through the RRCS
- A legal framework defining the RRCS role as an auxiliary to MoH (end 2002).
- Increased profile of RRCS branches in Gisenyi, Gikongoro, Kibuye and Kibungo
- Increased interaction and coordination between RRCS branch committees, Ministry of Health, education authorities, local government institutions, and other partners
- Better understanding at all levels of Rwandan society of the role and capacities of the RRCS in health matters
- Increased RRCS participation at professional health fora in Kigali and regionally

Objective 2:

- Clearer role for RRCS volunteers in the government's community health programmes
- CBFA volunteers working to objectives and workplans and more closely supervised in the field (end 2002).
- Dissemination of information
- Higher profile of the RRCS
- More blood donors recruited
- Two small scale malaria prevention projects implemented (end 2002); 5,000 impregnated mosquito nets distributed
- Increased participation in ARCHI 2010
- Quality, trained, well managed volunteers, respected by their communities and able to meet the basic first and health needs of their neighbours.

Objective 3:

Prevention:

- Greater awareness of HIV/AIDS issues among the youth target groups
- Twenty functioning health clubs (end 2002).
- Raised profile of the selected branch committees through the implementation of project activities in the HIV/AIDS sector
- A number of drama & dance performances giving HIV/AIDS prevention messages, at schools and public events
- Distribution of condoms through branch committees, where feasible
- More safe blood collected from the Youth Groups
- Distribution of 400 copies of the Kinyrwandan translation of "Action with Youth" to be used as the basis of training and discussion at the health clubs.
- Purchase of relevant printed materials as resources for use by the health clubs

**Care:**

- A further 120 volunteers to be trained in basic reproductive health and HIV/AIDS messages
- Home-carers trained to assist PLWHA
- Assistance materials distributed.

**Advocacy:**

- Greater awareness of HIV/AIDS among all sections of society

**Indicators****Objective 1:**

- Existence of an RRCS health policy, agreed by the Governing Board or National Assembly (end 2002)
- An agreement with MoH defining the RRCS role as an officially-recognized auxiliary (end 2002)
- Attendance at health sector fora in Kigali and regionally
- Access to increased funding from external local donors

**Objective 2:**

- Number of management skills workshops held
- Number of provincial health plans available
- Reports available on the activities of the CBFA volunteers in the field
- Improved dissemination of RRCS information
- Increased attendance at national health fora
- Increased information on Rwanda available on the ARCHI 2010 web site
- Increasing number of blood donors
- 75 new CBFA trainers trained (each year).

**Objective 3:**

- Twenty functioning health clubs
- Number of drama performances at schools and public events
- Presence of a minimum of 15 sports or cultural events per year
- Number of condoms distributed
- A Kinyrwandan translation of "Action with Youth" available
- Printed materials available in health clubs.
- 120 new volunteers trained in basic reproductive health and HIV/AIDS messages
- Less discriminatory practice in evidence.

**Monitoring and Evaluation arrangements**

Each activity will be reported on monthly through written reports and coordination meetings. Federation support will include in-country assistance from the Federation representative and regional support from the regional health and HIV/AIDS delegates. Responsibility for implementation at the local level will be with the prefectural branch committees. There should be an external evaluation of the health programme activities in mid-2002 in conjunction with RDN health staff.

**Critical assumptions**

- Continued secure operating environment.
- No major emergency distractions during the project.
- Interest and commitment of the Government to confirm official role for RRCS
- Continued funding of the RRCS and of the health and care programmes.
- Acceptance of the RRCS, volunteers and activities within the community.
- RRCS HQ and branch stability.

- Adequate time of RRCS staff (especially technical support department and regional coordinators) to devote to the project.
- Availability of key support from Regional Health and HIV/AIDS delegates.

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## 3. Humanitarian values

### Background and achievements to date

All RRCS programmes include an element of dissemination and attempt to embody the spirit of the International Red Cross and Red Crescent Movement in their implementation. The RRCS also has a programme of information and dissemination, principally funded by the ICRC. The RRCS acknowledges that considerable ignorance of the Fundamental Principles exists among its membership, volunteers, and the community at large, including governmental authorities, institutions and enterprises.

The head of the “Service Info-Diffusion” has been funded by the ICRC, which is now also supporting the post of an assistant. The info-diffusion department liaises with the head of branch development and the four regional coordinators in support of RRCS’s ongoing training of volunteers and Branch Committees. Together with ICRC the info-diffusion department has developed a curriculum covering the history of the Movement, the Fundamental Principles, and other key aspects. The department is responsible for preparing radio and television broadcasts, dissemination on international humanitarian law (IHL), and reports on RRCS programmes and branches in the field. 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, and these subjects are covered at all RRCS training activities.

There is a growing concern in Rwanda about the misuse of the Red Cross emblem by institutions not associated with the Red Cross Movement. In Rwanda the Red Cross emblem is ubiquitous and is commonly used by pharmacies and health centres; seen on doctors’ vehicles and on ambulances. It is therefore felt that there is a need to address this issue on a national level.

A second objective under Humanitarian Values is to disseminate information about the RRCS, Federation and the Red Cross Red Crescent Movement to authorities and communities within Rwanda. The production of the regular RRCS newsletter (which is currently produced sporadically) needs to be revitalized to inform and update members, volunteers and the public of RRCS news and programme activities. Activities will - as usual - be organized to celebrate Red Cross Red Crescent Day on 8 May.

**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

**Objective 1** To ensure the correct and proper use of and respect for the Red Cross emblem in Rwanda in accordance with International Humanitarian Law and within Rwanda’s legal framework.

Activities planned to reach this objective are:

- Carry out research into the context of the use and misuse of the emblem in Rwanda, with particular attention paid to the existing Rwandan legal framework.
- Draw up a joint advocacy plan to promote the proper use of the emblem in Rwanda (2002 for implementation in 2003).
- Target the government authorities and line ministries responsible for implementing IHL and the Geneva Conventions in Rwanda in order to clarify and establish the legal framework for the use of the emblem in Rwanda and enforce its implementation (2003).

- Publicize and inform the public in Rwanda on the correct use of the emblem (2003).

**Objective 2** Disseminate information and news about the RRCS and the Red Cross Red Crescent Movement in Rwanda and promote the profile of the RRCS.

Activities planned to reach this objective are:

- Assist in the production of a regular RRCS newsletter in support of ongoing RRCS project and programme activities, to promote and support the decentralization process and involve and inform members, volunteers and the public about the RRCS, its programmes and the Movement generally.
- With assistance from RDN and neighbouring national societies, develop new ideas for dissemination and information using the national media at all levels.
- Develop specific information activities for use by the RRCS at 8 May celebrations.

### **Expected results**

- Greater understanding regarding the correct use of the emblem in Rwanda
- Clarification of the legal framework for IHL and the Geneva Conventions in Rwanda
- Improved information and publicity about the RRCS and increased profile for the RRCS
- Greater understanding of the Red Cross/Red Crescent Movement and its Principles among members, volunteers, governmental authorities and the public in Rwanda.

### **Indicators**

- Reduction in number of reported cases of misuse of the emblem in Rwanda
- A plan of action to address the emblem misuse issue produced
- Support from governmental authorities reached
- Number and quality of newsletters produced
- Number of 8 May celebrations held by provincial branch committees and numbers of people attending the celebrations

### **Monitoring and evaluation arrangements**

Each activity will be reported on monthly by the relevant departmental heads through written reports and coordination meetings. Federation support and monitoring will include in-country support from the Federation Representative, with additional advice and support from the regional information delegate. Monthly narrative reports will be produced by the Federation representative, based on national society monthly reports.

### **Critical assumptions**

- That the Government of Rwanda is willing to enforce its laws on the use of the Red Cross emblem in Rwanda and, if necessary, agrees to change the law so that it is consistent with IHL and the Geneva Conventions.
- That there is support and cooperation from all components of the Movement on the issue of the emblem use in Rwanda

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## 4. Organizational development

### Background and achievements to date

The Federation has been present in Rwanda in support of the RRCS since 1994. Although nearly destroyed in 1994, the RRCS has since been rebuilt with assistance from its partners. Local branches were re-established and new members recruited, and a General Assembly was held in September 1997 with a seven-member Governing Board (CCD) elected. The current statutes were also approved and adopted

However, by 1998/99 with almost no effective programmes operating and a top-heavy staffing structure, a self-assessment was undertaken and a decision taken to proceed with a complete restructuring of the Society (in mid-1999), and the subsequent recruitment of a new management team. A “Task Force” was established at this period with representatives of the RRCS, various donor Societies and the Federation, and a three-year strategic plan was elaborated. Although the RRCS is still developing and the restructuring is continuing, there has been a dramatic change in its level of activities and the national society now enjoys strong donor confidence.

The RRCS has a considerable advantage in being both a member of a worldwide movement on the one hand as well as being a respected local organization on the other. Basing its work on the Fundamental Principles of the International Red Cross and Red Crescent Movement, the RRCS gains access to international resources, support and networks through the Federation and the ICRC. The RRCS has functional local branches in every province of Rwanda and direct access to and support from local communities. The RRCS is now involved in a wide range of activities throughout the country based on *Strategy 2010*, *ARCHI 2010* and the *Ouagadougou Declaration*.

Considerable progress has been made by the RRCS in implementing its three year plan and it is currently developing a new plan as part of the Cooperation Agreement Strategy (CAS) process. During 2001 the RRCS organizational development programme has worked on four key objectives: decentralization; local resource mobilization; volunteer and member management; and an effective and efficient management/administration. The programme is underway and will continue into 2002 and 2003.

The Federation delegation has progressively reduced in size since 1999 and its role has changed considerably. This process will continue with the handover of all existing assets to the RRCS and the full integration of the delegation into the RRCS. The representative will work alongside the secretary-general in a management advisory and facilitation capacity, with the administrative support of RRCS systems and staff. The Federation Representative will be shared with the Uganda programme, spending about 75 per cent of the time in Rwanda.

It is also anticipated that bilateral PNS operations will begin to integrate their structures with RRCS, with the RRCS taking the main coordination role of all Red Cross programmes in the country, largely via the CAS process already underway.

RDN will continue its strong support role and react as necessary to requests for specific technical help from its regional delegates, particularly the finance development delegate and OD delegate. Other regional contacts with the RCNet structure in East Africa will facilitate exchange visits to neighbouring Societies to learn from their experiences.

Although successful resource development is a major objective for the RRCS, strong external support will continue to be required in the short to medium term to cover basic RRCS costs required to enable successful programmes to be implemented. These basic “core” costs have been included in this programme budget.

An RRCS General Assembly is due to be held in early 2002.

**Goals** To assist the RRCS to become a well-functioning National Society which upholds the Fundamental Principles and values of the International Red Cross and Red Crescent Movement and able to provide quality services to the most vulnerable people in Rwanda. In addition, to assist and support the RRCS’s senior management team in an advisory capacity, including coordination of bilateral and external partners.

## **Objectives and Activities**

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

Activities planned to reach this objective are:

- Formulate a national RRCS decentralization 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. Continuation of the ongoing decentralization consultation process with members, volunteers at prefectural branch committee
- Make a study trip to Eritrean Red Cross to learn lessons from their decentralization process.
- Hold 12 one-day workshops in each province (x 30 volunteers & members)
- Continue to restructure local branch committees, ensuring that they meet good governance guidelines and RRCS statutes and bring branch coverage into line with the new Rwanda local government structure of 92 districts.
- Hold four three-day branch committee members training workshops during 2002, one for each region, to be attended by prefecture and commune branch committee members, covering topics such as: History and values of the Red Cross Movement, good governance, role of committees and committee members, coordination and planning, resource mobilization, volunteers management, role of members, basic monitoring and reporting, basic financial management.
- Undertake self-evaluation exercises and continue to train local branch committees to better understand their roles and function and developing their skills to better perform their duties.

**Objective 2** Resource mobilization: to develop and maintain additional sources of external support with the intention of covering the core administrative costs and support services of the RRCS.

The 1999 self-assessment exercise set a target of 25 percent of all core costs to be met by internal means. A resource development consultancy study is due to be implemented in Rwanda in the final quarter of 2001 to identify the possibilities in the national context.

Activities planned to reach this objective are:

- Based on the consultant’s report, develop and adopt a resource mobilization strategy (including a policy and action plan) for implementation at national and prefectural committee levels.
- Develop various income activities (as recommended in the report).
- Increase local contacts with governmental donors, embassies and other funding partners, both for individual appeal needs and for basic infrastructure costs.

- To develop awareness of and encourage the use of the existing available RRCS properties, including at branch level, as community and social centres, including developing income generation where feasible.

**Objective 3** Membership and volunteers: develop and encourage the membership and increase the volunteer base.

Activities planned to reach this objective are:

- Continuation of the consultation process with members and volunteers at prefectural branch level
- Hold 12 one-day workshops at each prefecture (x 30 volunteers) to discuss possibilities for increasing membership
- Formulate RRCS national policy document(s) on the basis of the consultative process
- CCD or General Assembly to adopt policies at the General Assembly.
- Continue to set up and update a simple data base on volunteer capacities
- Subscribing members to be issued membership cards and a copy of the “Mission of the Red Cross” document
- Branches to be encouraged to follow up non-paying members.
- Coordination of four members and volunteers management workshops. Topics to be covered include: identifying ways of liaising with members and volunteers once they are part of the Movement; volunteer management policy; how to motivate volunteers, participation in annual Red Cross activities; how to attract volunteers with a wider range of skills and backgrounds; volunteer-initiated projects; and volunteers in RRCS projects, volunteers’ identification symbols.
- Continue to support two information/resource centres (based at Gikongoro and Kibungo DPP houses) to attract people to the Movement
- Hold 4 two-day workshops (one per region) during 2002 to train 40 primary school teachers to promote the setting up of RRCS youth groups.
- Hold 3 two-day workshops at three teacher-training colleges to train student teachers in the values of the Red Cross/Crescent movement and in the setting up of RRCS youth groups.

**Objective 4** Coordination and management: to support and increase the effectiveness and efficiency of the RRCS management team in their coordination and management activities.

A human resource consultancy study is due to be implemented in RRCS in the final quarter of 2001.

Activities to achieve this objective include:

- Continue to develop the financial management and control systems and practices, and to ensure compliance at all levels
- Continue the computerization of RRCS accounting systems using the ASYST programme.
- Give further financial training (procedures and management) and coach the RRCS finance department staff.
- Provide consistent and professional advice to RRCS management on all organization issues, calling on outside support as required
- Share experiences of “best practices” among National Societies in the region
- Fully professional staff in place and operational, and supported and coached as necessary
- Develop workplans for each department.
- Develop detailed budgets for 2002 developed.
- Hold monthly coordination meetings
- Ensure projects implemented effectively.
- Attendance at relevant Movement fora during 2001.
- Implement other recommendations of the human resources consultancy
- Improve coordination and management of bilateral PNS activities

- Holding of General Assembly planned for early 2002.

**Objective 5** To ensure the Secretary-general of the RRCS and his management team is fully supported by the Federation, including all bilateral National Societies, to reach the specified OD and programme objectives.

Activities planned to reach this objective are:

- Provide assistance, contacts and advice on funding initiatives.
- Assist in coordination of bilateral Red Cross societies and their programmes.
- Assist in liaison with external partner.
- Assistance and advice on preparation of the Country Assistance Strategy.
- Independent advice and monitoring of activities as requested by RRCS.

### **Expected results**

Objective 1:

A national RRCS decentralization policy

- Stronger, better skilled decentralized local branches able to initiate and implement projects that support the most vulnerable in their communities
- Stronger junior youth sections.
- Increased membership.

Objective 2:

- Increased direct income to the RRCS towards their running and programme costs
- Greater financial independence of the RRCS and correspondingly less dependence on a limited donor base.
- Higher profile of the RRCS within Rwanda and the region.
- Branch committees undertaking their own fundraising and less reliant on external support.

Objective 3:

- A national policy on members and volunteers in place by end of 2002.
- Clearer understanding of the role of volunteers in the RRCS
- An up-to-date volunteer and membership database
- Greater participation of volunteers and members.
- Better strategies to liaise and engage with members and volunteers.
- Increased number of Youth Groups.
- Increased interest in the RRCS and the Red Cross/Red Crescent Movement.

Objective 4:

- More efficient and effective management and financial control systems and practices.
- Financial, administration and human resources procedures, guidelines and policies in place.
- Better trained RRCS financial staff able to implement new procedures.
- Fully integrated Federation support to RRCS with increased efficiency.
- A workplan in place for each department.
- Detailed budgets in place
- Monthly working advances reported on, accounted for and cleared.
- Monthly narrative reports from each department available to donors
- Monthly coordination meetings, including with bilateral partners
- Improved project implementation
- Planning and organizing General Assembly and elections
- Attendance at relevant Red Cross Movement fora during 2001.

#### Objective 5:

- Increased coordination and alignment of Red Cross programming in Rwanda, fully in line with the RRCS strategic plan
- Improved funding opportunities and increased income
- Agreed CAS by mid-2002.

### Indicators

#### Objective 1:

- Consultation recommendations being implemented
- Plan of action and strategy in place
- Twelve “decentralization workshops” held
- Study trip to Eritrea completed
- Availability of RRCS national policy documents and adoption by the CCD or General Assembly.

#### Objective 2:

- Resource development consultancy recommendations implemented.
- Resource development plan and strategy available.
- Improved levels of income generated locally by the RRCS
- Number of branch committees actively generating local income end of 2003.

#### Objective 3:

- Consultation process completed.
- Two national policy documents, formulated by early 2002.
- Adoption of the policy documents.
- Number of membership cards issued.
- Database up-to-date and being maintained.
- Kinds of activities being undertaken by the local branch committees.
- Forty teachers trained about Red Cross Youth groups.
- Three workshops at teacher-training colleges held
- The number and membership of new youth groups formed.
- Youth Representative member of the CCD.
- Four members and volunteers management workshops held by end 2002.
- Two fully functional provincial information/resource centres, with an interested clientele.

#### Objective 4:

- Successful General Assembly held and elections completed satisfactorily
- A committed and confident management team
- A committed and supportive Executive Board
- Well co-ordinated and necessary programmes being effectively implemented nationwide
- Funded and motivated staff in place and operational.

#### Objective 5:

- Increased direct funding support for the RRCS
- Higher profile of RRCS nationally and internationally
- Well-coordinated PNS activities clearly working towards the RRCS’ objectives
- CAS in place and working by end 2002.

### Monitoring and Evaluation arrangements

**All Objectives**

Each activity will be reported on monthly by the relevant departmental heads through written reports and coordination meetings. Federation support and monitoring will include in-country support from the Federation representative. The regional finance development delegate and regional OD delegate will offer additional support, monitoring and reporting on a regular basis, with senior management support available from the Head of RDN. It is proposed that another self evaluation exercise, involving all levels of the RRCS, takes place during 2002 to assess the impact of the programme and compare with the previous exercise in 1999. The Federation representative will report on all operational matters to the RRCS Secretary-general and to the head of the regional delegation Nairobi on Federation issues.

**Critical Assumptions**

- Continued financial support sufficient to implement all programmes
- RRCS continue to support OD initiatives.
- Geneva and/or Nairobi able to offer sufficient levels of administrative, logistics and financial services support
- Full participation of branches.
- No major disasters or emergencies occur that would interrupt the OD programme.
- Willing participation of RRCS volunteers and members required.
- Budget coverage
- Planned split of Representative's time between Uganda and Rwanda is not affected by major external pressures or emergencies
- Acceptance of coordination role by PNSs present.

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PROGRAMME BUDGETS - 2002								
Rwanda								
PROGRAMME	Disaster Resp.	Disaster Prep.	Health & Care	Human. Values	IDRD	Reg. Co-operation	Co-ord. & Mgmt	TOTAL
Shelter & Construction	0	30'000	0	0	0	0	0	30'000
Clothing & Textiles	0	0	12'000	0	0	0	0	12'000
Food & Seeds	0	0	0	0	0	0	0	0
Water	0	0	0	0	0	0	0	0
Medical & 1st Aid	0	0	37'000	0	0	0	0	37'000
Teaching Materials	0	0	9'000	0	2'340	0	0	11'340
Ustensils & Tools	0	1'056	0	0	0	0	0	1'056
Other Relief Supplies	0	0	0	0	8'000	0	0	8'000
<b>Subtotal Supplies</b>	<b>0</b>	<b>31'056</b>	<b>58'000</b>	<b>0</b>	<b>10'340</b>	<b>0</b>	<b>0</b>	<b>99'396</b>
Land & Buildings	0	0	0	0	0	0	0	0
Vehicles	0	23'760	31'180	0	0	0	0	54'940
Computer & Telecom	0	3'000	0	0	25'000	0	0	28'000
Medical Equipment	0	0	0	0	0	0	0	0
Other Capital Equipment	0	0	0	0	6'000	0	0	6'000
<b>Subtotal Capital</b>	<b>0</b>	<b>26'760</b>	<b>31'180</b>	<b>0</b>	<b>31'000</b>	<b>0</b>	<b>0</b>	<b>88'940</b>
Programme Management	0	14'326	36'614	3'372	50'168	0	0	104'480
Technical Services	0	4'289	10'960	1'009	15'018	0	0	31'276
Professional Services	0	4'756	12'155	1'119	16'654	0	0	34'685
<b>Subtotal Programme Support</b>	<b>0</b>	<b>23'371</b>	<b>59'730</b>	<b>5'500</b>	<b>81'840</b>	<b>0</b>	<b>0</b>	<b>170'441</b>
Warehousing/Inspection	0	2'860	0	0	0	0	0	2'860
Transport & Vehicles	0	21'760	61'420	3'504	59'539	0	0	146'223
<b>Subtotal Transport &amp; Storage</b>	<b>0</b>	<b>24'620</b>	<b>61'420</b>	<b>3'504</b>	<b>59'539</b>	<b>0</b>	<b>0</b>	<b>149'083</b>
Delegates & Expatriates	0	0	0	0	70'090	0	0	70'090
National Societies and Local Staff	0	24'264	143'073	4'440	271'214	0	0	442'991
<b>Subtotal Personnel</b>	<b>0</b>	<b>24'264</b>	<b>143'073</b>	<b>4'440</b>	<b>341'304</b>	<b>0</b>	<b>0</b>	<b>513'081</b>
Travel & Related Expenses	0	7'945	25'000	5'900	33'075	0	0	71'920
Information	0	5'400	25'700	21'500	5'900	0	0	58'500
Consultants	0	0	12'000	0	14'200	0	0	26'200
General Expenses	0	25'046	40'397	9'156	72'802	0	0	147'401
Training Workshops & Seminars	0	44'000	86'500	0	94'000	0	0	224'500
Security	0	0	0	0	0	0	0	0
<b>Subtotal Training, Information &amp; General</b>	<b>0</b>	<b>82'391</b>	<b>189'597</b>	<b>36'556</b>	<b>219'977</b>	<b>0</b>	<b>0</b>	<b>528'521</b>
<b>TOTAL BUDGET</b>	<b>0</b>	<b>212'462</b>	<b>543'000</b>	<b>50'000</b>	<b>744'000</b>	<b>0</b>	<b>0</b>	<b>1'549'462</b>