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Towards Mainstreaming Gender in Development Interventions in Rwanda (A Revised Version)

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and
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1. INTRODUCTION

1.1 Rwanda: Gender Issues and Proposals for Action

The Gender assessment study is the result of a contractual agreement signed between the World Bank Group and ACTIONAID-Rwanda in November 1997. The need for conducting such a study is based on the understanding that Gender issues need to be incorporated in development interventions, both at macro and micro levels.

The Terms of Reference (see Annex) for the study broadly state the objective of the study as follows:

To review the proposed strategies for sustainable development with a view to incorporating explicitly actions/solutions that target women and enable them to overcome existing disadvantages in terms of access to economic and social opportunities and programs. The scope of the study pays special focus to reviewing the status of women, demographic changes, vulnerability profile of women with the genocide and its aftermath. These include nutritional studies; studies of violence against women; review of existing studies on the legislation etc.. As a following step, the scope of the study focuses on existing interventions - government level, interventions by women associations, the NGO community, multi-lateral bodies and any other partners in development. The outcome of the study aims to identify areas of intervention for the World Bank keeping with the mandate and principles of the World Bank, as drawn in the Country Assistance Strategy.

1.2 Methodology

The following report was produced by the Consultant during a period of three weeks. The methodology used for producing the report was review of secondary data, interviews with different local and international organisations, Government bodies and multi-lateral bodies. Field visits were made to programmes implemented by NGOs including Nyabisindu commune in Butare prefecture and Muvumba commune in Umutara prefecture. The Consultant was assisted by Rose Kabera for interviewing and translation of documents.

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1.3 Premises for a Gender Study

The premises for the Gender study are based on the World Bank's commitment and interest to mainstream Gender in its development interventions. On the other hand, as a collaborator and as a principal actor in development, ACTIONAID-Rwanda has shown special interest in integrating Gender in its planning and implementation phases of its programmes.

1.3.1 The World Bank Experience

The World Bank experience is based on its Africa Regional Gender Action Plan, that affirms the conviction that development in Sub-Saharan Africa requires the full participation of both women and men. Based on consultative processes and empirical analyses, **four** interconnected priority gender issues and related strategic objectives emerge for Sub-Saharan Africa, summarised below:

- Women's contribution to **agricultural production** is much more than in other regions. However,

it is invisible and undervalued. Women's access to financial services is also limited due to several limitations including lack of collateral, low levels of literacy. It is thus imperative to invest in women's economic capacity and labour productivity, specially in agriculture;

- Women have **unequal opportunities** to social services, including education, health. It is thus imperative to reduce gender barriers in access to education, health and other social services;

- Women in Sub-Saharan Africa (as also elsewhere) face the problem of **"time poverty"**, where due to multiple roles and workload, they are not able to invest their time in improving the quality of their lives and their family's. It is thus imperative to reduce women's time constraint by introducing labour saving technologies and expanding access to rural water supply and fuelwood;

- Women in Africa are under represented in institutions at local and national level and have very little say ("voice") in **decision-making**. Gender barriers limit women's participation and reinforce power gaps. It is thus imperative to support the systematic participation of women at all levels (macro, sectoral, micro) in policy dialogues, upstream economic and sector analysis and in project design and implementation.

The Country Assistance Strategy - Proposed Bank Assistance Strategy

The outcome of the Gender study will recommend interventions for mainstreaming Gender issues in current and future Bank operations in light of the Country Assistance Strategy (CAS). The Rwanda Country Assistance Strategy's areas of intervention may be summarised as follows. This is based on the CAS Discussion Paper, a preliminary paper to the final CAS.

The main objective of the proposed CAS is to assist the Government, in the context of coordinated international assistance, in making the transition from emergency to sustainable growth. The Bank's strategies include investment in: **lending operations** to supplement credit to existing transport and rural water projects, agricultural sector investment projects and a pilot community re-integration and development credit; **non-lending projects** in developing strategy papers of health, water and sanitation, rural energy and financial sectors (the latter including development of micro-credit mechanisms for enhancing access to the poor); **capacity-building** for Government initiatives and resources for studies and seminars on best practices in social integration, conflict resolution and national reconciliation. The Bank's interventions will pay special attention to targeting the vulnerable, among whom are the urban and rural poor; female heads of households and veterans.

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1.3.2 The ACTIONAID Experience

ACTIONAID is an international development organisation with its headquarters based in the UK. Founded in 1972, it currently operates in 22 countries in Africa, Asia and Latin America. Its development programmes directly reach over three million people -and more are assisted by its emergency work and through its work to improve policies and practices of governments and aid donors.

Poverty affects men, women, children in different ways. **In this, ACTIONAID believes that to work effectively with the poor and the vulnerable requires a thorough understanding of the causes of poverty in the areas where it works, and especially an understanding of how people themselves perceive poverty and their needs.**

In this analyses of poverty, Gender plays an integral role where it is seen as a cross-cutting issue. Within inequalities in poverty are social dynamics that determine gender inequalities. These reflect different needs, differences in access to opportunities and resources, differences in status and differences in decision-making that determine the lives of women vis-a-vis men. While biological differences determine physiological differences (defining sex) and differentiate reproductive capacities of women from men, it is social differences that essentially determine gender inequalities.

ACTIONAID's approach to poverty is thus based on understanding gender inequalities, as women perceive it, and planning towards reducing prevailing inequalities. This involves a Gender Analysis of the context and a process of planning and implementing interventions that address **practical** and **strategic** needs (sometimes a simultaneous process). It also involves sensitisation of all stake holders involved in the development process; actors within and actors from the wider environment. The latter is a more organised and systematic process of influencing and advocacy at policy level.

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2. BACKGROUND

2.1 Rwanda - a Country Profile

Rwanda is located in the Sub-Sahara region bordering the Congo from the West, Uganda in the north, Tanzania in the east and Burundi in the South. The population of the country is estimated at 7.65 million[1] (June 1997) with a growth rate at 3% per year. At this growth rate, the population will reach 15 million by the year 2020, more than doubling the current density of over 211.sq.km. The surface area of Rwanda is 26338 sq.km. Urban population is estimated at 650,000 (9%) in 1997.

The dominant rural economy is primarily subsistence farming on rapidly diminishing land resources with rising population density and environmental degradation. The large scale movements of population and livestock since 1990 put severe pressure on the land and the environment. These movements increased deforestation and encroachment of protected park lands and forests by people. Large scale livestock destruction in some parts of the country during the genocide are starving the soil of nutrients previously provided by animal manure. Population encroachment is threatening the fragile ecological zone in northwest, including the mountain gorilla habitat in the DRC/Uganda/Rwanda triangle. The small industrial sector comprises of beverages, textiles, agricultural tools and implements and household products. Coffee and tea are main exports. Production and exports of these crops have been declining since the 1970's. Rwanda faces a huge external debt, which stands at US$ 1.1 billion (equivalent to 83.3% of the country's GDP).

Political outlook is clouded by the consequences of the genocide and increased insecurity since the massive refugee return in late 1996. Over 100,000 in prisons and communal jails await trial. The start of international genocide trials and recent arrests of accused war criminals may improve prospects for reconciliation as genocide victims see tangible progress in bringing criminals to justice. While strong military action is seen as a necessity to ensure internal security, national reconciliation and decentralisation are top priorities in the political agenda. The top leadership recognises that persistent efforts must be made to reach out to communities and social groups in order to build an environment of greater mutual trust and confidence. In this regard, decentralisation is a way of empowering local communities and encouraging and ensuring greater participation in decision-making. Economic reform has strong political commitment; recent changes in the composition of the parliamentary leadership have improved working relationship between the executive and legislative branches and herald well for the reform process.

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2.2 Gender Issues in the new Rwanda - a Critical Overview

Documentation in the area of Gender has been limited while gathering data on Rwandese women. Available data is mostly quantitative and tends to reflect women's representation in education, in decision-making positions or their access to health services. While these are very important in determining gender inequalities, they do not give ethnographic accounts of gender relations, power relations - which would have offered in-depth insights and explanations why inequalities exist. In the absence of ethnographic data, the following paragraph offers a country level view of gender inequalities in Rwanda. It should be noted that a country level Situational Analysis was presented at the International Women's Conference at Bejing, 1995. Please see

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[1]World Bank sources: "Rwanda Discussion Paper For Country Assistance Strategy"

attached annex for details of gender issues raised and strategies recommended for alleviating gender inequalities.

2.2.1 Women in a Conflict Situation

The situation of Rwandese women vis-a-vis men's may be traced back to the period right after the genocide, in refugee camps, and the aftermath, which has exacerbated the vulnerable conditions of the women.

Women who were part of the '94 Genocide have horrendous stories to tell - women who had family members, sons, relatives, blasted or hacked to death. Homes and farms torched and livestock stolen. Some may say that men were equally affected with the same loss, but it was more for women, because of their vulnerable status. Although the exact number of women raped will never be known, testimonies from survivors confirm that rape was extremely widespread and that thousand of women were individually raped, gang-raped, raped with objects such as sharpened sticks or gun barrels, held in sexual slavery (either collectively or through forced "marriage") or sexually mutilated. According to witnesses, many women were killed immediately after being raped. Other women managed to survive, only to be told that they were being allowed to live so that they would "die of sadness".

Throughout the world, sexual violence is routinely directed against females during situations of armed conflict. Being female is a risk factor; women and girls are often targeted for sexual abuse on the basis of their gender, irrespective of their age, ethnicity or political affiliation. Rape in conflict is also used as a weapon to terrorize and degrade particular community and to achieve a specific political end. In these situations, gender intersects with other aspects of a woman's identity such a ethnicity, religion, social class or political affiliation (thus the social connotations behind the action - to be differentiated from biological or instinctive motives). The survey of 304 rape survivors conducted by the then Ministry of Family of and Promotion of Women in collaboration with UNICEF found the rape survivors' average age to be 24 years old. Among them, 28 percent were under eighteen years; 43.75 percent were between nineteen and twenty six; 17.1 percent were between twenty seven and thirty five; 8.55 percent were between thirty six and forty five; and 1.6 percent were over forty five; .7 percent did not respond[2].

> In a January 1996 report, the United Nations's Special Rapporteur on Rwanda, Rene Degni-Segui found that - " Rape was the rule and its absence the exception....According to the statistics, 100 cases of rape give rise to 1 pregnancy. If this principle is applied to the lowest figure (the number of pregnancies caused by rape are estimated to be between 2000-5000), it gives at least 250,000 cases of rape and the highest figure would give 500,000, although this figure also appears to be excessive. However, the important aspect is not so much the number as the principle and the types of rape".

Indeed, it was not so much the number that mattered, it was what had been committed against those who were victims because of their gender. The following paragraphs give testimonial accounts of women who experienced rape and violence. These accounts offer just a fragment of atrocities committed against women.

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[2]Source: A Human Rights Watch Publication - "Shattered Lives - Sexual Violence during the Rwandan Genocide and its Aftermath".

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Josepha was 38 years old and living in Shyanda commune, Butare prefecture, in 1994. Her family was attacked by the militia in April 1994 and many were killed. She hid in the sorghum fields but was caught by the militia. They hit her over the head, and took her by her arms and legs and threw her in the air. She fell on the ground on top of some broken bottles. Then two of the militia raped her. One of them has not been arrested and continues to live in Butare. According to Josepha, "rape is a crime worse than death". She has not returned to her land or her house, but stays in a camp for widows with her one surviving daughter.

Many women were subject to rape and gang-rape while being held collectively by a militia group in order to sexually service the group. The experience of Constance is one example.

Constance was 4 months pregnant when the killing began. On April 27, 1994, a group of about thirty militia came to the house where she lived with her husband and child and looted everything. She described them as follows: "They had banana leaves draped over their shoulders and on their head and waist. They carried hoes, machetes and spears. After they left, my husband planned to commit suicide, But the next day they came back and killed him. I was hiding and could see them killing my husband. I recognised one of the killers (who is now in jail). I decided to try and hide at a neighbour's house. It was raining. I was pregnant and I was trying to carry my other child.....I was found. They ordered me and some other people I was with out of the bushes. They killed all the men and children right away and said that we three women would be killed the following day. They made us bury the men and then took us with them to the market at Kimana then to Kibirizi. By this time we were all naked because they stripped us.....they took us to a big room. In the small attached storeroom, the dead body of the owner was rotting. There were many other women held there. They would come and whenever they wanted and take us outside to rape. There were women from all ages, 15-50 years in there. The women there had all been raped. Some were bleeding. Others had been beaten to force them to submit. .....".

Often the rape of women were accompanied or followed by mutilation of the sexual organs. Sexual mutilations included the pouring of boiling water into the vagina; the opening of the womb to cut an unborn child before killing the mother; cutting off breast; slashing the pelvis area; and the mutilation of vaginas. One doctor treated a young woman about 21 years old who had been permanently mutilated after acid was thrown on her vagina and who had to be sent to Belgium for reconstructive surgery. The woman has subsequently tested HIV positive.

Even within refugee camps where one hopes for security, women are threatened because of little control over their own lives. Women in such situations are encountered with the workload of caring for young ones. Often, it is young girls who assist their mothers in providing for care. Women are also less likely to benefit from access to opportunities in camps.

In a UN supervised safe zone outside Gikongoro, Rwanda, Ms. K a widow recounts her experience with violence: **"A man comes to you, he announces he wants to be your husband. You are afraid of him. You accept"**. This so called marriage could last a night, a week or a month. Many women are vulnerable to such circumstances both out of fear and out of the need to support their families. Women have special reproductive needs which are exacerbated in situation of conflict - where access to gynaecological care and services are limited or non existent. Women and teenagers who were pregnant due to rape during the conflict especially make vulnerable groups for gynaecological care. Vulnerability to sexually transmitted diseases is more the case among such women, who are thus vulnerable to HIV infection but also to their children through vertical transmission. Loss of self-esteem, shock and trauma is felt by such women, in need of psycho-social support.

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According to a Psycho-Social Trauma Management Consultancy report by A. Hagengimana to UNIFEM/AFWIC,[3] "By January 1995, eight months after the genocide killings started in Rwanda, at least four pregnant women were showing up daily at Kigali maternity hospital requesting abortion ...., which is illegal in Rwanda. These women had been raped during the war. Two had by then given birth, prematurely, and did not want to see the babies. One of these women had been raped and impregnated by the very man who murdered her husband and four children."

These are some excerpts of women in conflict situation. Although there is relative peace and women may have come out as survivors, the legacy of the past will remain. Rwandan survivors of sexual violence are particularly troubled by the lack of accountability for the abuse they suffered. Clearly, rape victims face specific problems, including the police inspectors documenting genocide crimes fr prosecution who are predominantly male and are not collecting information on rape. Women's reluctance to come forward because of fear or stigma greatly reduce the likelihood of rape prosecutions.

The shock and the trauma will take time to heal, but many, especially female household heads will face poverty and hardship. In the absence of landholding or property, households headed by women will encounter worse livelihood conditions. No laws also exist that entitle women to inheritance or succession rights over land or property.

According to a woman activist, "Women lost their families, their houses, their property - everything. Now they have to raise their surviving children and the children of other dead family and friends....Many women who have lost everything have taken in other people's children. But they do not get the property that comes with these children which could help them live...They stay in abandoned houses, yet fear putting money into them and then losing it to the former owners. They are often chased from the family property".

Many who are likely to have been infected by HIV will need institutional and home based care and support. Women will still have to face the burden of caring for those infected since traditionally women are caretakers of the family.

According to Judith Kanakuze from DUTERIMBERE, "...everyone has problems, not just the rape victims. Take the displaced woman who does not know how to get back home. Or the woman whose husband was killed and has her own children and her brother's orphan to raise. Or the woman whose husband is in prison. The consequences of the genocide are being carried on the backs of women" According to Marie-Claire Mukasine, a lawyer who worked with HAGURUKA, "If someone does not do something, they are going to explode".

Many of those raped face stigma and ostracism. Integration into society is more difficult when one has been raped, as a result of which many do not reveal they were raped or seek medical help. The fear of STDs and AIDS among rape victims further inhibits women from speaking about it, where most would seek for socio-economic support through marriage. Even women who sought medical help would not say they were raped, instead would say **"I have had sex with someone I do not know"**. Many rape survivors face serious reproductive health problems. Many of the rapes resulted in what were called "pregnancies of war". According to estimates of the National Population Office, survivors of rape have given birth to between 2000-5000 children. The responses vary, with many not accepting the children.

According to a doctor at University Hospital in Butare, who has examined hundreds of rape

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[3]Source, a UNIFEM/AFWIC publication: "Lives Under Threat: Women and Girls in Crisis in Eastern and Central Africa".

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cases, "It has been 2 years since the war but these patients are very difficult to cure. Initially they come with infections, vaginal infections, urinary tract problems - problems that are sexually transmitted. You cure the direct illness, but they are not cured psychologically...".

Among young girls, pregnancies and child-birth pose a great health risk to the mother. Health professionals noted complications from young girl's birth including vesico-vaginal or recto-vagina fistula and future complications including uterine problems and scarring of the vaginal tissue affecting their ability to have normal sex or to give birth in the future. With regard to AIDS, it is impossible to reach any firm conclusions about transmission of AIDS during the genocide, because of the difficulty of ascertaining when a given individual was exposed to the virus as a result of being raped. However, the Rwandan government asserts, "Without questions, the situation of HIV/AIDS infection has aggravated considerably between April and July 1994. A large number of girls and women who survived the genocide were raped; others are living in displaced persons camps or refugee camps, where the conditions of hygiene and promiscuity favour the transmission of HIV/AIDS".

A statement made by a widow aptly describes the feelings of widows who survived the war. "In the past, there was respect for widows. Now there is nothing. You are nothing if you are a widow. We have always been considered lower than a man. But now as a woman without a husband, brother, a father or an uncle, you are nothing. Widows are isolated by the community. You don't get invited to community events. People forget to invite you to weddings. People forget you. You are alone. It's a feeling of being really isolated".

> The aftermath of the genocide, besides leaving a legacy of total economic and social devastation, has left traumatised women, many female household heads, with poor living conditions. Rape survivors live with trauma while others live with the burdens of unwanted children. Rape survivors have succumbed to reproductive related health problems, some facing the consequences of contracting sexually transmitted diseases including HIV. Fear of stigma and security and non gender sensitive responses by justice systems has led to unaccountability and prosecution of those who have committed rape and violence against women.

2.2.2 Demographic Data

The following paragraphs aim to review available statistical data in terms of its relevance to provide gender dissagregated data. Data gathered from official documents has been used to interpret information which reflects gender related issues. The reliability of data is questionable and will need to be compared with needs assessment studies in target areas, whether at prefecture or commune level.

The total population of the Rwandese society is recorded as 7.6 million (June 1997)[4]. Women constitute 53.8% of the total population, while men constitute 46.4%. 48.8% of the population

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[4]Source: Ministry of Finance and Economic Planning, Department of Statistics, National Office of Population: "Socio-Demographic Survey 1996" -Revised Preliminary Report, July 19, 1997. The 1996 Socio-Demographic Survey yielded 6,286,207 persons out of which 118,728 were recorded as visitors. This number less the total figure plus the UNHCR figure of returnees is equivalent to the total population of 7,651,792.

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are found in the 0-14 years age group, while 47.7% of the population are found in the 15-64 years age group. This reflects that majority of the population are represented in the productive age group. Average household size is 4.9. It appears that household size is higher in urban Kigali (5.0 as compared to 4.8 in rural Rwanda). No explanations are given for this. It is unlikely that this reflects family size, rather it is likely that for security reasons people are more concentrated in Kigali than in their natal homes in rural Rwanda.

Female household compose 1/3 (33%) of the household head population, though they are likely to be more in certain prefectures (eg. Gitarama, Butare and rural Kigali) and least in prefectures such as Umutara and urban Kigali[5]. Most heads of households are concentrated in the age group 20-55 years. According to the demographic study, 40.8% of male heads of households have had no education, as compared to 67.4% among female heads of households. Furthermore, 55.4% of male households can read, while 27.3% of female household heads can read. Figures on marital status show that 75% of women marry by 30 years of age (no data to show the lowest age girls and boys marry). Within the age group 12 years and above, 50% of men are single as compared to 40% women who are single. Among female household heads, a majority are widows at 60.8% as compared to 4% for male household heads. According to reports from MIGEFASO and UNICEF, the annual income among households headed by women is RWF 2600 to RWF 3200, while among male headed households, RWF 4800-RWF 8800[6].....

Widowhood for women has significant implications on their livelihood, since due to cultural norms they do not have right over family property and low capacity to earn income because of low education and lack of unemployment opportunities. According to data of persons 12 years and above, (implying marriage could take place as young as 12 years) 2% of males were reported as widowed as compared to 14.5% of women. On the other hand, with the age group 21 years and above, 22% of women reported they were widows as compared to 3.7% of men. (apparent that widowhood is the result of the genocide....). No major differences were observed in data of widows within urban and rural areas.

According to a study conducted by the Ministry of Labour and Social Affairs (MINITRASO), 1996, it was indicated that of the total 8172 houses required for the same number of families of vulnerable groups, 2491 houses required were for widows (30.4%). The experience of AVEGA-Agahozo, an association of widow survivors of the genocide, with 100 widow survivors shows that 69% had less than primary 6 level education[7]. Family size was 6.9% (often includes dependants of dead relatives), aggravating conditions of poverty. This has led to most families sending their children to beg in the streets. 77% of the survivors were staying in houses belonging to recent returnees while 15% of them were renting and 8% staying with relatives or

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[5]Note, in another study conducted by the Ministry of Health and UNICEF (with samples from rural Rwanda) 28.6% of women were found to be female headed households. Of these, 71.4% were widows. In areas like Kibungo and Kibuye, female headed households were 50% and 47.1% respectively. Source: "National Nutrition Survey of Women and Children in Rwanda in 1996", Final Report, May 1997.

[6]Source: Banque Mondiale, "Etude Sur La Situation De La femme Au Rwanda - Analyse des obstacles legaux et socio-culturels a son integration dans le processus de developpement".

[7]Source: "ACTIONAID-Rwanda: Study on Housing Situation of Survivor Victims of Genocide in Kigali Ville", May 1997.

friends.

Evidently, these women face hardships to make ends meet, in the absence of property and dependents requiring their support. They survive in poor living conditions with serious housing problems, followed by medical care and access to education. An account of their life histories show the trauma and the shock they have been through. In the absence of property and resources, it is likely that households headed by women in rural areas reflect similar living conditions even if the source of livelihood is farming.

The practice of polygamy is prevalent but declining in number. The Socio-Demographic Survey shows 6% of males and 7% of females are in polygamous unions. The distribution varies by administrative area where: 11% of male are in polygamous unions as compared to 14% female, in Kibungo prefecture and 3% of males and 2% of females are in polygamous unions in Kigali urban. The limitations of statistical data administered through structured interviews needs to be critically reviewed while considering data on marital status. Where it is not the norm, people may choose to respond "expected" answers. The implications of polygamy will need to analysed through qualitative studies in terms of their impact on control over resources within households[8]. It will also need to be assessed in terms of bearings on transmission of sexually transmitted diseases including HIV/AIDS. Other traditional practices also need to be objectively assessed and their bearing on health risks (eg widow inheritance, circumcision etc.).

Demography of Rwanda shows women's population to be a larger proportion of the country. 1/3 of the population are female household heads (a majority of them widows). In some prefectures this number is alarmingly high. Levels of education among female household heads is much lower than male household heads. Vulnerability of female headed households is aggravated by their poor living conditions, lack of inheritance rights and dependants, often orphaned children of the genocide. Practice of polygamy appears to be limited. This system of marriage has repercussions on women's economic status and on vulnerability to HIV transmission.

2.2.3 Economic Livelihood and Agricultural Production

In agricultural production, 91% of "employed persons" were found in the agriculture sector. 95% of women were engaged in this sector, while men comprise of 85%. No registered data exists on the various processes of agricultural labour to differentiate women's and men's role. According to the Ministry of Health and UNICEF study, local farming meets 96.8% of the country's food needs. The Rwandese society practice root cultivation, commonly undertaken by women. Low reserves are kept in rural communities (70% of households keep a food stock of 20kgs. implying food security gaps. In addition to the **productive** roles performed by women in the agricultural sector, women have the added burden of performing daily chores within the household. The task of cooking, fetching water and fuelwood, raising children and other roles expected of a woman in the household sphere further add to the workload of women.

Problems associated with food security are: poor soil fertility (lack of fertilisers or animal manure), seasonal irregularities for some and small land size coupled with high density of population

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[8]Please note that often in Sub Saharan Africa, polygamy is seen as an indicator of wealth. However, experience of some societies show that women in polygamous, especially older wives experience poor livelihood conditions. In fact, they may be practically seen as female household heads.

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(average land size is equivalent to 2 ha), limited labour for cultivation was also stated as a problem and no alternative means of livelihood. Coping strategies being used are reduce of food intake, children discontinuing schooling or being sent to relatives, most likely to close the gap of absence of labour (and very likely among a family of school going children, it will be girls who are sent away, since education is not seen as a priority for girls).

Evidently, women engage in farm labour with no inheritance rights over land. Available data does not offer sufficient data on the degree of control women have over farm yields or over other resources. Among female headed households, it is also not known whether women have access to credit for farm inputs. Unequal access and control over resources and lack of information coupled with the reality that women are less literate will have a determining role in a woman's livelihood conditions and the welfare of her children. Lack of a Gender Analysis also limits our knowledge on women's share of resources on divorce or in polygamous families.

Cash crops are limited where only 23.4% and 5% of farmers grow coffee and tea respectively. However, it is also possible that farmers use their staple food as cash crops to meet household needs. An Activity Profile would help to determine the time that women have to engage in income generating schemes to improve their livelihood. Livestock production is limited (highest figure of 30.7% being chicken used for meat). 60% of farmers obtain income from agriculture. 85.6% of farmers do not earn paid income (salary) and 99.7% of farmers do not depend on fishing as source of income. Expenditure is mostly made on commodities such as soap (90% of income), on paraffin (60%) and on salt (98%). 50% of farmers spend their income on purchasing food, probably implying food produced is insufficient or that they do not own land and depend on labour for their livelihood(!!).

Data on decision-making over income shows that 36.5% of informants believed decisions are made by husbands, 34.5% said by wives and 26.8% said by both (caution is suggested since informants include a significant number of female headed households). Limitations of structured interviews and questionnaire administered interviews should be noted while making generalisations. Participatory studies focusing on Access and Control Profile would give good insight on women's decision-making power and control over resources in households.

In the urban context, poverty of women is aggravated amongst widows who were dependent on their husbands (see 2.2.2 for details). Without a job to support themselves and their family, poor women are vulnerable to prostitution. Those who aspire to engage in income generating programmes or small business ventures are constrained by lack of information and experience on entrepreneurship activities, access to credit, added to the fact that they are non literate. Fear of risk taking and high rates of interest also limit women's participation in credit ventures. On the other hand, women's lack of control over resources and family property, pose as bigger constraints for women since they do not have collateral. According to the Central Bank's reports (1993), only 4.6% of total loan were taken by women.

Although women appear to be engaged in multiple productive and reproductive roles, an Activity Profile would help to determine division of labour and workload of women. Available data does not provide information on women's degree of control over resources (and thus disparities in use of resources). Unequal access to information and women's tendency to be more non literate will have a determining role in women's livelihood conditions, especially among female household heads. In urban areas, female household heads face similar circumstances, with lack of information and entrepneurship skills. Lack of inheritance rights further pose as serious constraints since women do not have collateral for credit.

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2.2.4 Access to social services

A look at social services figures reflects that 84% of women depend on fuelwood for cooking. 43.7% of the population has access to protected wells. This has implications on the workload of women since traditionally, it is women's responsibility to fetch water and fuelwood for the household. Dependence on fuelwood also reflects that women are vulnerable to health risks while cooking (not to mention additional labour required to conduct daily chores). It also has bearing on the issue of "time poverty", which implies that daily tasks of fetching water and fuelwood compete with women's time to perform other reproductive tasks and most importantly to engage in productive activities such as income generation schemes.

Access to water according to a study conducted by Ministry of Health and UNICEF shows that 90% of community members have access to water within 5kms, 2% within a distance of more than 10kms and 4.3% within 5-10kms. However, 33.4% have access to tap water; 36.5% to springs and 30.1% to wells and rivers. Boiling of water is not practised by 89.2% of the population either due to lack of time by women or because it is considered unnecessary. Caution should be made in generalising this data, since problems may vary within communes, at grass root level.

The distance to fetch water must not be undermined in view of the fact that this task has to be performed by women daily along with other tasks (no division of labour profile exists to assess women's daily share of work vis-a-vis men's. In some cultures, men can assist women by fetching water on donkeys). In the absence of a Gender Analysis it is difficult to quantify the amount of time women spend on their daily tasks as compared to men and the kind of workload faced while performing their tasks. Are women's roles recognised equally as men's? What is society's perception of women's roles, how do women perceive their roles, vis-a-vis men's? The same study also claims that 97% of women have access to fuelwood within 5kms.

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2.2.5 Education and Legal issues

In literacy, studies show that there is a very high level of illiteracy among the age group 6-9 years (80.4%). Among non school attending children above 6 years, 38% of girls have never been to school as compared to 28.9% of boys. 34.9% of girls have been to primary school as compared to 62.6% of boys. Evidently, literacy of girls is much less than that of boys. Experience in neighbouring countries like Ethiopia shows that girl's enrolment in schools is low due to various reasons - either because it is considered unnecessary to educate girls since they get married-off and belong to their husband's lineage or because educating them may interfere with the norm of early marriage. On a practical level, it is girls who are needed at home to assist with household chores. Distance from the home is also an obstacle for sending girls to school.

In the context of women's knowledge and awareness on legal issues, women have limited understanding of their rights. The situation is worse in rural areas and among the non literate where the only law that prevails is the law of custom and traditions. Rwandese custom recognises a woman as the dependent of a husband or the dependent of her father. It is the husband who has the authority over the family and the owner of all resources and property in the household. In the absence of anthropological data, it may be possible to generally conclude that the Rwandese society is a patrilineal society, where descent is traced through the male line and property owned and inherited through a system of patriarchy. This entitles men to authority over decision-making and control over resources. No law exists to show women's inheritance or

succession rights. Presently, it is laws created by custom and tradition that are respected and exercised.

Rights to acquire property date back to the period of Kingships in Rwanda when one could acquire property by decisions made by the King or his representative or through succession or heritage, where the new acquirer was the user but not the owner of the land. Poor women had some opportunities for being given land but they could not own it. Since 1954, both women and men have the right to purchase property. However, a woman could never inherit property, unless given as a gift by a parent as a reward for services given or through succession in the absence of male successors. On marriage, all resources are owned by the husband. However, recent trends show change for the benefit of women. Parents specially in towns are seen to write wills including their daughters. On the other hand, widows can acquire property of their dead husbands, on behalf of the children. However, a widow loses the user right over the property when she re-marries an outsider (probably someone outside the lineage).

According to the **Family Code**, which was revised, a married woman can appear in court and have a bank account without the authorisation of her husband (**article 212**). Another article (**article 207**) reads both wife and husband are equal in managing the family and in the responsibility of taking care of their children. However, because of the prevailing practice of bridewealth, women are still seen as inferior to their husbands. It is still the man who is recognised as the head of the household - the one to determine residence, education of his wife and children. Disagreement between spouses results in the "will of the husband". **Article 213** of the Family Code states that a woman cannot start a small business or have another job without the authorisation of the man.

In the **Criminal Code**, adultery committed by women is punishable while this is not the case for men (according to Mr. Sheik Fazil Moussa, from the legal department of MIGEFASO, women are penalised with a year in prison, while men are penalised with 6 months or with payment of RWF 1000). According to the **Nationality** Code, children inherit their father's nationality, except when the father is unknown. A Rwandese woman married to a foreigner becomes a foreigner and when vice versa, the woman may refuse Rwandese nationality. A foreign man can gain Rwandese nationality only through naturalisation.

Literacy rates show lower number of girls than boys. However, no qualitative data through a Gender Analysis is presented to explain the reasons, except for presumptions that boys' education is favoured to girls (problem of access?, norms of society, income?). Rwandese laws reflect gender biases that aggravate women's poverty. Women's lack of their rights and the attitude to accept law as custom is another problem constraining women to question tradition and custom. This is not only an advocacy issue but an issue of educating women and creating awareness on their rights. The gender sensitivity of judicial members and the representation of women at decision-making positions need to be assessed as steps to address the problems mentioned above.

2.2.6 Health

According to data gathered by the Ministry of Health and UNICEF, 44% of community members have access to dispensaries within 5kms while 72% of the rural Rwanda has to walk 10kms. On attendance of pregnant mothers for MCH services it was shown that 78.5% of informants were

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irregular, 14.2 regular and that 7.3% had never attended MCH services. Women responded by saying that costs (as compared to distance or quality of service) was the main reason for irregularity. However, this does not say much on whether women determine their choice to seek medical help, on who prioritises or whether lack of information (or no access to information and inhibitions) could be other reasons (women do not mention), added to the fact that queries were made through questionnaires.

The same study also shows that 79.8% of women deliver at their homes while only 19.8% deliver at health centres (**possible correlations between access to gynaecological services and high maternal mortality rates??**). According to another piece of data gathered, less than 3% of women have faced miscarriages more than twice in their lifetime; number of still births were less than 2% and preterm cases were less than 1%. Strangely enough, the study does not cite any cases of obstetrical related problems.

With regard to fertility, the mean number of children among mothers in the age group 45-49 years is 6.4 in urban Kigali and in Byumba 7.9 children. 6 prefectures have an average of 7.1 children per women (Socio-Demographic Survey). Increasing fertility rate is observed most likely as a result of family members wishing to replace children lost during the genocide. Fertility was observed to be higher amongst women with no education (7.2 children per women) than for women with primary and post primary education (6.9 children per woman). Women with secondary and above education have the lowest number of children (6.6 per woman). However, the latter form a very small group of women in Rwanda. Besides the fact that educated women are more aware of their unborn's child health and that they may be aware of contraceptive methods, it is likely that women in the latter category have more decision-making roles in determining reproductive issues.

High fertility in a recovering economy, without accelerated economic growth, has detrimental effects not just at macro level but at the level of the household as well. Besides, aggravating economic conditions it has set backs on women's health and that of their children. As stated above, literate women tend to have less number of children than non literate women. Experience in Sub-Saharan societies show that women have limited control over their bodies - in determining the number of children they can have. They have also limited access to information on health issues, contributing to vulnerable health conditions for themselves (especially where food in the house is barely enough to feed the family).

Knowledge of women on contraceptive use is very limited. According to the Socio-Demographic Survey, 91.1% of female informants had no knowledge on contraceptive methods. Out of those who were aware of contraceptive methods, 3.8% (the maximum number) were aware (**not used? data specifies knowledge**), while 2.5% knew of injectable contraceptives. Looking at other health related data, one observes high rate of maternal mortality. Data shows 810 per 100,000 birth (Socio-Demographic survey..with reservations on explanations for causes of mortality). Life expectancy figures show women with 50.1, men at 48.1, with a total of 49.2. Top ranking diseases causes for morbidity are malaria, respiratory diseases, skin diseases, diarrhoea, traumatic diseases, eye diseases, STDs, Dysentery and measles (Health Policy, Ministry of Health statistics).

Data gathered on malnutrition among children shows interesting results. According to a study made by the Ministry of Health and UNICEF, malnutrition among children was found to be less prevalent among girls than among boys. The exception was only the case among children under 5 years, were it was shown that 27.9% of girls to be malnourished as compared to boys who were 24.6%. Among school going adolescents between 9-19 years of age, data shows 32.5% girls as malnourished and 49% boys as malnourished. Among non-school going adolescents

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between 9-19 years, 30.2% of boys and 13.1% girls were reported as malnourished. Malnutrition among under 5 years is often caused due to poor weaning (period following breastfeeding). The studies show differences in feeding patterns among the two sexes as a result of which malnutrition differs. More research will need to determine the difference since experience in similar societies show boys to be less malnourished as compared to girls. The study proposes the possibility of stress among boys (during the genocide) as a contributing factor.

Data on HIV/AIDS does not seem to appear in studies and surveys as an issue influencing demography, agricultural production or morbidity and mortality rates (with the exception of a recent publication by the AIDS Control Program Unit). This is alarming given the present circumstances which show Rwanda as one of the high prevalence countries in the Sub-Sahara. According to sentinel surveillance studies in 1988, adult prevalence is determined to be between 25%-30% in urban Kigali, with annual infection to be at 3-5% per year. In the rural areas, the prevalence ranges from 2-10%. Another study on STD survey between 1988-90 shows out of 100 STD cases, 73 to be HIV positive (of which men were 55%). Mother-child infection is estimated to be 25% in Kigali, where 25-30% of mothers are sero positive. Bed occupancy is estimated at 60% and 2% of blood donors as infected (1997). The 1997 estimate for the population infected with HIV is more than 200,000. Those affected most are those in the productive and reproductive age group.

Sources for available data are surveillance studies conducted in the past. The National AIDS Control Program is organising itself to conduct epidemiological studies which can reflect the age distribution, rates on modes of transmission, prevalence among different groups and trends. However, absence of such data does not limit vulnerability assessments on which category is likely to be vulnerable. It will also be possible to extrapolate based on experiences of other Sub-Saharan countries and data gathered on gender issues in Rwanda.

Studies show that women are biologically more vulnerable to transmission of sexually transmitted diseases including HIV/AIDS (one of the reasons being, thinning of the vagina lining which is susceptible to tearing). Studies also show prevalence of STDs enhancing HIV transmission, especially among ulcerative types of STDs. Women are more vulnerable since STDs in women can be asymptomatic causing delay in treatment. Women also enhance HIV prevalence among children due to vertical transmission (from mother to child either through perinatal transmission or through breast-feeding).

Culturally, gender inequalities present women's vulnerability to HIV transmission due to their socially inferior position. Due to a socialisation process, women have limited control over their bodies. They have limited access to information and even if they are informed of health risks, they have little room to negotiate for safe sex within marital relationships[9]. In some societies, traditional practices such as levirate (widow inheritance), polygamy and circumcision further enhance HIV transmission among women. In situations of poverty, women are likely to depend on men in exchange of sexual favours. In circumstances of conflict, women are vulnerable to rape and transmission of STDs and HIV/AIDS. Often, such issues are not discussed by women for fear of stigma.

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[9]According to a study, "AIDS Prevention and Mitigation in Sub-Saharan Africa - An Updated World Bank Strategy", Volume II, Draft, 1995, men in Sub Saharan Africa have more sexual partners than women, a reason for women being infected with HIV. For eg., in a study of infected women in Congo, Nairobi and Rwanda, 60-80% of women reported they had only a single sexual partner.

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The Rwandan situation spells alarming signals. Besides the prevalence (especially in urban areas), women raped during the war will constitute a vulnerable category (amongst street children, female household heads, especially in urban Kigali). It is also likely that children born of survivors will be infected. However, this is notwithstanding the fact that women were already vulnerable before the genocide, in view of their biological as well as social vulnerability. The figure reported by the same study which shows 65% of de-mobilised soldiers (1994) as sero-positive, is alarming enough to show of HIV prevalence before the genocide.

Interventions in preventions and care will also need to be sensitive to the fact that women will be likely to bear the burden of care and support of those infected. This will have bearing on labour for much needed agricultural production, which may have to be drawn from female labour. Women's role in home based care and support will also have repercussions on women's health and the risk of contracting HIV.

Although data shows modest access to health centres, a critical assessment needs to be made while considering priority assessments at grassroots, especially in view of the devastating effects of the war particularly on health personnel. Top ranking diseases for morbidity and mortality are malaria, respiratory disease, skin disease, among others. High maternal mortality rates are evident though causes have not been established. Fertility rates are very high and there is a direct correlation with women's literacy and fertility, probably implying greater negotiating room for women to make decisions on fertility. Malnutrition among girls is lower than among boys, without analytical studies that offer explanations. Prevalence of HIV is high with limited response to alleviate the deterimental consequences. Women are biologically and culturally more vulnerable.

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3. GENDER RESPONSES IN RWANDA

For details of assessment made in this area, please see attached annex.

3.1 Government Response to Gender Inequalities

The Government of Rwanda has shown its commitment to gender priorities in the country. Country representation was made at the Bejing Conference in 1995 and a follow-up Conference in early '97. The Bejing delegation stressed on women's vulnerability profile during and with the aftermath of the genocide (see annex, "Bejing Presentations"). Women's role in agriculture and consequently their workload, imbalances in the education sector were also reported. Gender inequalities in the health sector, on legal issues and on women's limited representation in decision-making positions were also presented. On an ending note, strategies to enhance women's empowerment were illustrated through economic empowerment, enhancing women's reproductive rights, promoting education of girls, sensitising women on their legal rights and enhancing women's role in decision-making positions.

The recently re-structured Ministry of Gender, Family and Social Affairs is committed to alleviate gender inequalities. In its strategies to alleviate gender inequalities, it proposes **data collection and analysis of gender desegregated data**; creation of **structures to implement policies**; consolidating the national programme on **population reduction**; sensitising **education programmes** and ;**establishing legal framework for revising gender discriminating laws.** Structures have already been established till grassroot level to implement the ministry's policies and revision of laws that discriminate women. A lot of capacity-building programmes are being promoted through bi-lateral and multi-lateral agreements. Nonetheless, the ministry was recently established with limited experience and many agendas, among which is Gender. The ministry is aware that there is still a gap in understanding interventions in gender, among staff and community members, and that tangible interventions tend to be given more weightage as compared to sensitisation and training like projects. The ministry will face inevitable challenges in trying to influence parallel ministries, particularly at grassroots.

3.2 NGO Response to Gender Inequalities

There are a large number of Non-Governmental Organisations responding to the need for rehabilitation and development. International NGOs have responded (after a phase of emergency programmes) with targeting rehabilitation interventions specially at vulnerable groups such as female household heads. These include numerous shelter projects, income generating schemes either through grants or credit; rehabilitation of schools, among key areas of interventions. Some have implemented these interventions by being directly operational while some have used local NGOs and associations such as BENISHYAKA, PROFEMMES, RESEAU DES FEMMES, AVEGA etc.

Priority needs for women have been: the **lack of labour and farm inputs; lack of potable water; health problems with top ranking diseases such as malaria, water borne diseases and malnutrition.** Worth noting is women's (female headed households) **shifting roles**, including roles they never performed traditionally (eg. building houses) and the demand on their skills and literacy in income generating schemes. Women's limited decision-making role in decisions affecting women's access to resources was felt as a serious priority. Education of girls subsidised by donors was noted as an issue for advocacy, by an INGO member. For women, control over resources has apparently increased but at the cost of absence of men. Some communities even display a "ghost town" atmosphere with limited number of men. The role of local women

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committees at grassroot level, through the support of MIGEFASO staff is very encouraging.

With local associations, PROFEMMES coordinates 35 local associations which mainly target women through different interventions, including shelter projects; income generation or access to credit; psycho-social support; and training, conscientising women on their rights, among key interventions. While commendable achievements have been made by associations and private banks who have created access to credit to women especially, it remains to be seen whether **real targeting** of the economically most vulnerable, including those in rural areas, has sufficiently been made. Qualitative studies would also help to assess benefits gained by women through access to credit.

3.3 Donor Response to Gender Inequalities

Among a donor group of multi-lateral and bi-lateral bodies the World Bank Group is showing its commitment to integrate gender in its interventions. The World Bank is committed to assist the Government of Rwanda in its transition from rehabilitation to development. It has began with organising workshops to incorporate the views of line ministries and local partners to determine gender priorities and outline action plans. It is also very keen to incorporate gender in its Country Assistance Strategy paper. UNIFEM is playing an important role in establishing structures for enhancing coordination and collaboration among various stakeholders, to monitor and implement the Platform of Action and to implement policies at grassroot level. A Trust Fund is also available for promoting training and capacity-building targeted at MIGEFASO. UHCR is playing the role of an advocate on behalf of women against violation of human rights and violence. The UNHCR has established a 'Rwandese Women's Initiative' to alleviate the plight of Rwandese women in the face of poverty and violation of their rights.

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5. CONCLUSIONS AND RECOMMENDATIONS

The Gender assessment study was conducted under a tight schedule and under constraints of limited secondary data. The findings have been based on interpretation of documents, discussions with representation of different stakeholders, which the writer has taken as samples. Conclusions of the findings is purely based on extrapolation of secondary data and impressions gained from interventions of different stakeholders and field visits made to limited project areas. The following are the conclusions and recommendations for the study. Needless to say Gender Analysis studies and participatory needs assessment studies will further help to make the recommendations more specific. The recommendations presented are based on priority needs of women in Rwanda. For some of the interventions, it may be possible that the World Bank Group may not have previous experience - in the event of which it may need to review its strategy, in so far as it is committed to mainstream Gender in its interventions.

It should be noted that Peace is a prerequisite for development to take place in this country and women have a significant role to play in efforts to promote peace.

5.1 Gender Priorities and Mainstreaming Gender in World Bank Interventions

Three key areas are recommended for mainstreaming gender in development interventions. These may be summarised as **Research and Analysis, Bank Operational Interventions** and **Advocacy** and **Capacity-building.**

a. Research and Analysis

With great emphasis, the writer would like to note that no Gender Analysis documents are available on gender relations, disparities and gender priorities, including ethnographic accounts of women vis-a-vis men. In the absence of a Gender Analysis, especially at a national level, ad hoc generalisations and gender stereotypes are being used for an understanding of gender priorities in the country. To cite an example, how is one to determine imbalances in workload and lack of time without a holistic picture of an Activity Profile, as expressed by men and women, through participatory studies. Or how is one to determine constraints in implementing family planning programmes without an analysis of women's decision-making capacity over reproductive health issues. Similarly, how can long term or **strategic gender interests** be identified while planning and designing projects or while designing advocacy strategies (eg. is widow inheritance an issue?, is circumcision an issue in Rwanda?, is polygamy an issue?). Very little is known on the situation of women in male headed households or on the different categories of female households - a Gender Analysis would help in determining gender issues within such households. These are just few examples to cite problems that can crop-up without a systematic Gender Analysis.

> **Recommendation:In keeping with the mandate of the Bank, participatory Gender Analysis studies should be made, involving line ministry staff at grassroots, especially in the pilot areas where the Bank will launch its projects. Such studies could be complimented with Poverty studies the Bank has launched recently. A possible collaboration could be made with MIGEFASO who are conscious of the need for Gender Analysis. The use of participatory techniques will not only enhance sensitisation and questioning among community members but also capacity-building of line ministry staff in Gender planning.**

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Research in other areas is also recommended for areas that need further analysis. This includes the land tenure policy, still in the process of being resolved. The implications of the policy on women's ownership of land will need to be assessed. Access to farm inputs, agricultural extension training targeted at women should also be analysed in the same context.

b. Bank Operational Interventions

(i) Demographic data shows 33% of the population as female headed. The socio-economic status of female household heads is poor with vulnerable living conditions. Unrevised laws constrain these women from gaining control over land and property thus aggravating their living conditions. Shifting roles have been exhibited among female headed households due to lack of male labour. This category also includes women with husbands in prison. Traditionally, women's limited access to information and literacy constrains their performance in credit or income generation schemes.

Recommendations: Deliberate targeting of female headed households should be made in rehabilitation/development interventions. In the agriculture sector, labour saving devices will need to be planned in compensation of loss of male labour. Micro-credit projects similar to the Grameen bank model should be introduced as pilot projects at grassroots to enhance rural women's participation in saving and credit services. Given the formal system of banking institutions and women's limited access to information, lack of confidence, microcredit projects will help to make credit services more accessible to the most vulnerable. However, this will imply investment in capacity-building of implementors (very likely local associations or MIGEFASO), in the event the Bank's mandate does not allow it to fund INGOs or collaborate with INGOs, who have a rich experience of grassroot planning and implementation of projects. Alternative schemes could be considered through implementation of employment generating schemes in rural road construction or other infrastructure projects. Obviously, issues related to targeting, time constraints for female households (and thus sharing of labour with dependants) will need to be assessed.

(ii) Women's access to water may be far from accessible as presented in the statistical reports. Lack of access to water has bearing on women's workload and time. In addition, water borne diseases among community members, particularly children, can be alleviated through investment in water schemes.

Recommendations: Invest in water schemes with the involvement of women starting from the stage of site identification to the stage of implementation and hand-over. Such an approach will help to prioritise water needs on the hand and to sustain the project on the other hand.

(iii) Women who survived the genocide, especially those who were raped and those with children born from rape need special psycho-social support. Furthermore, very little is being done to prosecute those who committed rape and violence against women.

Recommendations: The Bank should financially support local associations that give psycho-social support (also includes medical support). On the other hand, the Bank can

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join a pressure or lobby group of stakeholders or support advocacy strategies implemented by others (eg. support documentation of testimonies of victims to testify or training of women in judicial systems.

(iv) Rwanda has a high fertility rate and women appear to have limited knowledge on contraceptive use. Besides targeting men and women, women should be given access to information and use of contraceptives. Experience in neighbouring countries show direct correlation between high fertility and women's detrimental health status. Access to income will help to address other health priorities such as malaria, although grants or subsidies may be necessary where epidemics are prevalent. Although data is lacking, serious limitations prevail with health services and health professionals in the country.

Recommendations: Bank investment in the health sector and advocacy on issues of population control with MIGEFASO. For specific advocacy issues, the Population policy will need to be reviewed in terms of its gender sensitivity.

(v) HIV/AIDS, although with high prevalence in urban Kigali, at 30%, does not seem to be seen as a public issue, save for few posters across the streets. Extrapolation of data indicates that HIV/AIDS will have major repercussions on economic growth, affecting the productive age group and creating pressure on the health care system. Women are biologically and culturally most vulnerable.

Recommendations: Bank investments will need to be made in promoting IEC programmes, especially on Counselling services. Support may be required by the National AIDS Control Programme for retro-viral drugs and for opportunistic infections such as TB treatment. The AIDS Control Programme's call for funding made more focus on the latter (drugs) although it appears that the former area (IEC and Counselling) has been undermined. Further assessments are recommended for specific recommendations to enhance effective and widespread IEC and Counselling.

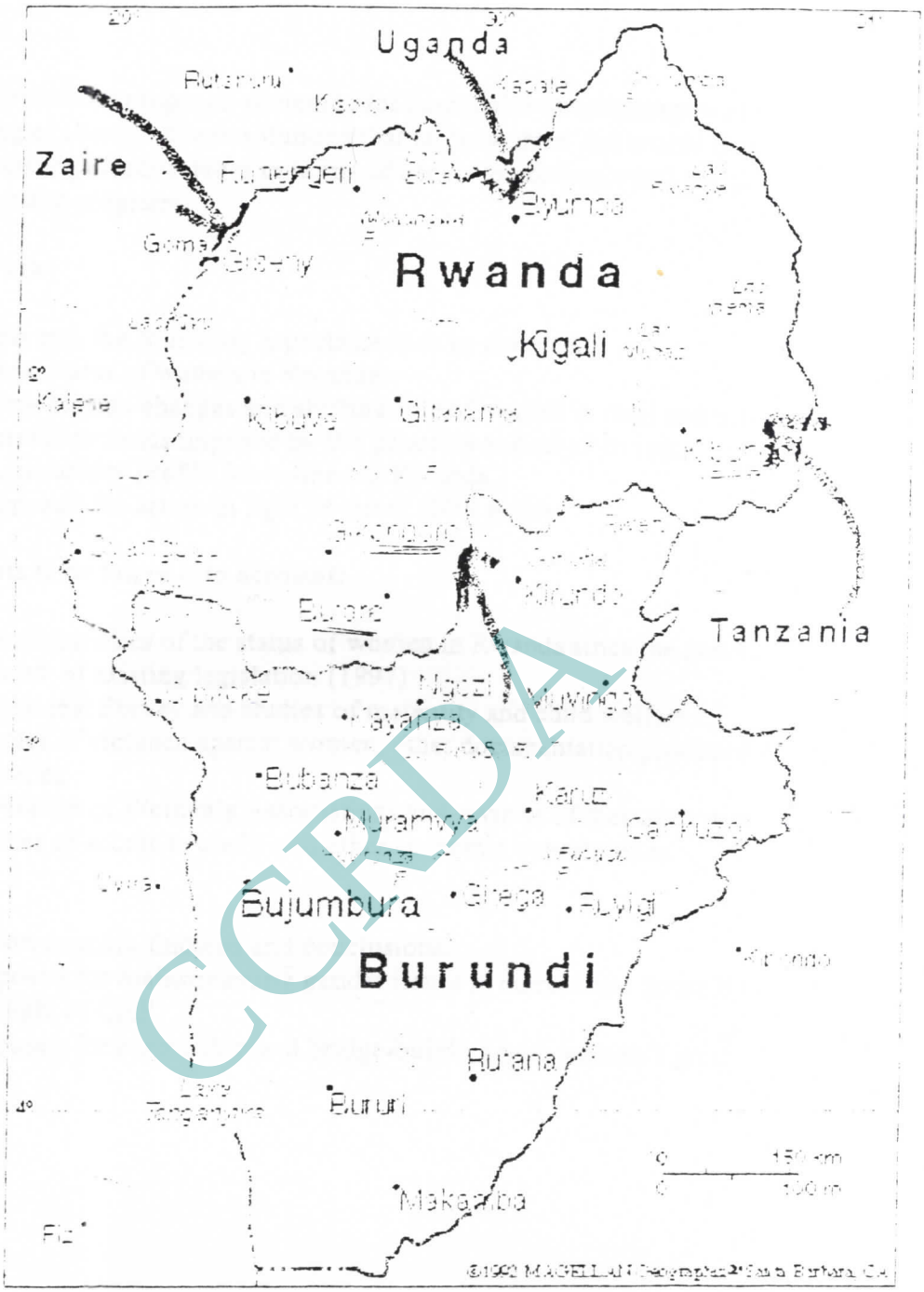
c. Advocacy and Capacity-building

At higher levels, advocacy on revising the laws that discriminate women, especially those on inheritance (and the consequent sensitisation of women on their rights till grassroot levels), should be made. Advocacy on Girl's education, women's representation at decision-making levels and women's rights will need to be made at different levels through concerted effort of different stakeholders.

Capacity-building of the major stakeholders promoting gender programmes is inevitable. These include MIGEFASO and other local associations who have access to grassroot community members. Areas of capacity-building include Gender, Participatory planning and Community Development and specific areas such as Micro-credit schemes and Agricultural extension, among others.

Recommendations: Bank's investment in Capacity-building and strengthening of structures. The World Bank Group should play an advocacy role to influence policy makers and donor groups on advocacy issues, through a network of advocacy groups.

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Uganda
Zaire
Rwanda
Kigali
Tanzania
Burundi
Bujumbura
Kayanza
Bubanza
Muramvya
Gitega
Ruyigi
Karuzi
Cankuzo
Muyinga
Ngozi
Kirundo
Bururi
Makamba
Rutana
Kabale
Byumba
Gisenyi
Kibuye
Cyangugu
Kibungo
Kibungu
Kibungo
Kalemie
Uvira
Fizi
150 km
100 mi

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Terms of Reference

Rwanda: Gender Issues and Proposals for Action

Objectives:

To review the proposed strategies for sustainable development with a view to incorporating explicitly actions/solutions that target women and enable them to overcome existing disadvantages in terms of access to economic and social opportunities and programs.

Scope of Work:

To this end, the following aspects need to be reviewed:

1. Legal status of women in Rwanda;
2. Demographic changes and shifting role of women in rural and urban society
3. Special demands imposed by the genocide and its aftermath.
4. Vulnerability profile for women in Rwanda.
5. Proposals for action in light of stated GOR policy.

Special points to be taken into account:

1. Existing studies of the status of women in Rwanda since the genocide.
2. Review of existing legislation (1997)
3. Nutritional Survey and studies of maternity and child welfare.
4. Studies of violence against women, other documentation produced for the Beijing conference.
5. Formation of Women's Associations and reviews of their activities.
6. Studies of access to credit and other economic opportunities

Output:

1. Report on main findings and conclusions.
2. Proposals for mainstreaming gender issues in current and future Bank operations, in light of CAS.
3. Proposals for partnership and bridge-building with women's groups.

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Annex

Gender Issues -Bejing Presentations

The Country level Situational Analysis of gender inequalities in the Rwandese society states as follows:

The aftermath of the Genocide has led to a high number of widows. Rape and violence was commonly practised during the genocide, resulting into many unwanted pregnancies, with susceptibility to STDs and HIV/AIDS. Women are believed to be amongst a vulnerable group of the disabled and elderly persons. On the other hand, it was also believed that Rwandese women were active actors during the genocide - as victims primarily but also as "planners" of the genocide and as killers. They were also life savers of the victims during the genocide[10].

Issues raised as gender inequalities during the during the Bejing Conference in 1995 and in the following Workshop on "Peace, GENDER and DEVELOPMENT", held between the 1-3 March, 1997 were multi-faceted issues of development. In the nw Rwandese economy, the female population was said to have a poor livelihood. Inequalities to social services such as education were also raised as an issue. The situation of widows was presented as a worse situation exacerbated due to the fact that women had no rights to property, based on the "historic experience of low social position of women". It was reported that 40% of women were widows and that 400,000 children were unaccompanied children, orphans and street children in towns and refugee camps. It was also reported that of the 1.2 million in refugee camps in neighbouring camps, 50% were women.

In agricultural production, it was noted that women constitute the majority of the productive work force. Women also constitute 70% of the population (!! see 2.4 for a critical assessment of national statistics). In the social services, women are under represented in the education sector, where representation of girls decreases with higher level of education i.e at primary level 49%; at high school 43% (with average rate of drop-out at 20% due to problems girls face with family poverty, pregnancy, early marriage and low priority to girls education); and at tertiary level and in universities 11% with inclination to study social sciences, law or arts unlike the natural sciences, as is the case for boys.

In the health sector, it was presented that women have inadequate health care, poor nutrition and are overburdened with tasks. Women's vulnerability to health risks are also owed to trauma of rape and unwanted pregnancies and unspaced births. It is also believed that women are subject to domestic violence and abuse at household level, owing to cultural beliefs that claim "women become mature when beaten". On other aspects of development, women's vulnerability in the legal sphere was traced. Gender inequalities were present in property ownership and in the way adultery and rights during divorce are seen in the criminal code (no elaboration of what these biases are and what aspects of law they pertain to is mentioned). In the former case, women's lack of rights to inheritance of property was considered to be an important factor for women's lack of access to credit, coupled with their lack of information and illiteracy.

Gender inequalities were also presented in women's under representation in decision-making positions. This was explained as due to cultural barriers that promote women's stereotypical roles as a mother and a wife. At the level of the household, men are decision-makers and managers of family income, despite women's major role in productive activities. At a national level, women's representation in decision-making positions is limited. The figures below give an impression of the under representation.

There are 2 women out of 22 ministerial cabinet members;
12 members of parliament out of a total of 70;
1 woman Prefect out of 12 prefectures;
4 Cabinet directors out of a total of 22;

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[10]Source, PAN-AFRICAN CONFERENCE, "Peace, GENDER and DEVELOPMENT" - Kigali, Rwanda, 1-3 MARCH, 1997 (Rwandan Contribution)

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4 General directors out of a total of 22;
4 Bourgmestres out of a total of 166.

On an ending note, commendable work of women associations in efforts to reconstruct and rehabilitate was noted[11]. It was reported that about 3000 women associations are engaged in rehabilitation work, housing and opening businesses. The case of PRO-FEMMES TWESE HAMWE was cited as an example, representing 32 associations. The challenge ahead in addressing the inequalities was noted and that targets and strategies need to be set to reduce gender inequalities. Among some of the key strategies presented were as follows:

Above all, in an environment of reconciliation in the aftermath of the genocide - to promote education on peace and reconciliation; trauma treatment and consolation, restoration of humanity among people so that they continue to live together; fight for justice and bringing perpetrators of the genocide to justice and to support the survivors of genocide in rehabilitation of their property and create confidence for the future (resettlement, health care, educating children etc.). Overall, the proposed strategies for promoting women's social welfare included - enhancing women's participation to contribute ideas to improve their welfare and that of their families. Challenging attitudes and negative cultural practices and beliefs that oppress women were also considered.

At the economic level, the following strategies were presented as key strategies, among others, for empowering women. These include: increasing women's production and diversification in economical activities; organising women into cooperatives for income generating activities; providing women with implements for basic needs such as clean water, labour and fuel saving devices and nursery schools) and finding ways for helping Rwandese women to get credit without security.

In the health sector, some of the strategies proposed were: enhancing women's rights on marriage and reproductive issues (the latter including spacing). In education, conscientisation of society on the equality of the two sexes; opportunities and access to education of all children (especially at higher levels of education) and addressing the issue of drop-outs by promoting vocational skill to enhance self-employment and reliance were proposed, as key strategies. On legal issues, proposed strategies include - sensitising women on laws at the level of cellule and secteur levels; revise laws to promote gender inequality (inheritance and succession laws for eg.). At an administrative and political level, proposed strategies include - establishing a national policy for the Rwandese people; increasing the number of women at the level of decision-making, leadership and politics and organising seminars and workshop at grass root level for women to understand their important role in self-development and in participating in developmental and political activities.

It was concluded that strategies for implementing the above would be through concerted efforts of women's participation, the Government, the NGO sector, the private sector and other stake holders at different levels. The role of the Ministry of Gender, Family and Social Affairs is coordinating role of programmes that concern gender equality and development. The structures for implementation were - established women's structure at the commune level; networks of development planners, decision-makers at the Government level, international NGOs and local associations.

I Experience of Government Bodies

1. Ministry of Gender, Family and Social Affairs (MIGEFASO)

Director of Planning, Mr. Vincent Karega

The Ministry of Gender, Family and Social Affairs is the result of re-structuring of line ministries to meet

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[11]Source: "the National Report on the Implementation of the Beijing Resolutions for Women in Rwanda" - from the proceedings of the Beijing Declaration, 1995.

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the goal of reconciliation, establishment of a legal framework allowing integrated development of all categories of the population especially the vulnerable and to establish an adequate socio-economic development policy centred on self-advancement and participatory policy.

The key issues stating the **mission** of MIGEFASO are as follows:

- To assure the needy, necessary assistance for their survival and to ensure their self-advancement;
- To institute a legal framework allowing for a social and legal protection to women and vulnerable groups (includes children, the disabled, the elderly), more particularly for genocide survivors;
- To sensitise the Rwandese people on the importance of women's role in national development and to speak in favour of their actual integration in the development process;
- To define guidelines of a social and economic policy of the Rwandese population including demographic aspect which tallies well with the situation prevailing after the genocide, massacres and war.

The **objectives** following from the mission statement, briefly, are stated as follows:

- Promoting a participatory policy to create a conducive environment for sustainable socio-economic development;
- Restoring the dignity of the Rwandese families by promoting positive cultural values;
- Enhancing the economic ability of the grassroots community;
- Improving living conditions of the vulnerable groups;
- Having an integrated plan for the development of the Rwandese people;
- Accelerating the process towards equality of access in governing and decision-making levels;
- Getting planners to make gender a tool for national planning;
- Bringing down the rate of illiteracy among the Rwandese people.

Strategies to implement the states objectives broadly reflect the following steps:

- Designing appropriate mechanisms for **data collection** and analysis on data pertaining to the social situation of all categories of the population (in particular that of vulnerable groups);
- Establishing **structures** at grassroots level allowing for collaboration between grassroots community and development planners;
- Establish structures to deal specially with the issue of **children**;
- Consolidating the national programme on **population** increase;
- Drawing-up and implementing sensitisation people's **education** programmes;
- Establishing a **legal framework** allowing for harmonious advancement of all categories of the Rwandese families.

Discussions with Mr. Vincent was based on the mission statement of MIGEFASO in view of enhancing gender equality. More specifically, the strategies to implement the objectives of alleviating gender inequalities were discussed.

Among the priority areas for enhancing gender equality by the ministry is data collection to determine inequalities because of gender differences. This was felt as necessary in view of absence of reliable data, data that analyses gender differences and why they exist, to be able to recommend appropriate strategies for alleviating the problem. Through a process of data collection, it was also felt that sensitisation of community members could also be made possible.

Mr. Vincent cited the example of women associations that target women with the objective of economically empowering them. He felt that it was not enough. Issues of control over resources that women experience need to be integrated as gender issues as well. On the establishment of structures, MIGEFASO will use structures at grassroots level to implement its objectives. These include women associations (only women) and social welfare associations (including men and women from the community, representatives from teachers, local authorities) at grassroot level. MIGEFASO staff will play a facilitating role at prefecture and commune level. At the prefecture level, there are 4 staff members (a

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coordinator, staff responsible for gender and family, for mass educations and for social welfare).

At the commune level, 1 facilitator who works with different associations will play a facilitating role. MIGEFASO's role at different levels is a facilitating role. It is to influence decisions made by different ministries, that affect women's lives (eg. agricultural extension trainings that are targeted at men only or where women do not have access to health information on contraceptive use or on HIV/AIDS). Clearly, a lot will depend on the gender sensitivity of line ministry staff, especially at the commune level, where there is only 1 facilitator far from the support of the Centre. MIGEFASO also plays facilitating role in promoting training, capacity-building, promoting credit schemes and in facilitating funds. Worth noting is the experience of a Credit scheme in Gitarama where 4 million RWF were collected by women. Credit disbursement has already been made by group members.

In Population, Mr. Vincent admitted that the ministry had not gone far, but that it was committed to population control since it realises that increasing population has detrimental effects on the country's economic growth. He added that the ministry would take over the responsibilities of the National Office on Population (ONAPO). The first task of the ministry will be to critically assess the policy for revisions to take place.

On legal issues, MIGEFASO is in the process of critically assessing laws that discriminate women. It is the ministry's plan to revise these policies and to train staff ("para-juriste") to sensitise community members, especially women on their rights. Issues that the ministry recognises as gaps at the level of the ministry are issues related to resources and staff capacity. On the latter issue, he said that the ministry was in the process of training its staff, not just on gender but on participatory approaches as well (partnership building, community development and leadership to promote participatory planning). Though there is commitment among staff, some gaps exist in understanding the ministry's approach towards gender. Often there seems to be a confusion on seeing the approach as women's issue. There is also the view that tangible development work is easier to appreciate rather than work that has to do with sensitising and training.

On resource allocation from the National Budget, as noted by Mr. Karega, MIGEFASO has limited budget[12] . Most of its resources go to running costs, while a major part of its capacity-building costs are recovered by donors. This has led to fear on donor dependency with corresponding donor strings and agendas. Donor support includes funds for assessing the legal aspects (UNICEF), funds for gender trainings from the Dutch and British government[13] and funds from UNDP for creating structures for partnerships with other stakeholders. Mr. Vincent stressed on the need for resources for addressing practical needs of women i.e for credit schemes, setting-up cooperatives for women.

In the area of collaboration, links with local associations exist. Special links with UNIFEM exist on the follow-up and monitoring of Platform For Action established during the Beijing Conference in 1995.

Mr. Vincent stated that good progress was being made by MIGEFASO, in terms of staff commitment and qualifications (28 graduates at the level of the Centre and 1 at prefecture level) and with establishing structures at grassroot level. On a wider level, the creativity and hard work of people to survive (for eg. widows building houses, something they never used to do culturally, in the past) and mushrooming of various local associations such as DUTERIMBERE, PROFEMMES and others, is very encouraging. On the other hand, he observed that there were some gaps in the way the ministry's objectives were understood

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[12]According to the budget for 1997, budget allocated for MIGEFASO was RWF 560,970,000 of the national budget of RWF 77,942,000,000. Relatively, MINAGRI had a budget of RWF 645,161,746 and MINISANTE, a budget of RWF 1,682,902,291.

[13]A Gender Expert will join the ministry in January. Presently, UNV Gender Expert works in the ministry and another, sponsored by the Dutch Government has left.

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by others. Among community members, illiteracy, poverty and lack of awareness on legal issues was seen as a problem.

2. National AIDS Control Programme (Programme National de Lutte Contre Le SIDA)/Ministry of Health

(Mille Collins Hotel - Workshop for the Donor Community)

A workshop aimed at sensitising the donor community. Series of similar workshops are planned for different target audiences including Government staff, academic institutions. Presentations were made to illustrate the gravity of the problem in Rwanda (see paragraph under 2.2.6 for figures). Aggravating conditions for Rwanda were explained due to unaffordability of retro-viral drugs (800-1000 RWF per month), people's susceptibility to opportunistic infections (eg. TB) and limited resources for treatment of opportunistic infections. The workshop included discussions on the search for a vaccine, use of AZT among HIV infected mothers, correlations between circumcision and HIV transmission among men and women, breastfeeding among infected mothers in the African context and finally on donor's response to supporting the AIDS Control Programme for drugs. The call for support emphasised on drug support and not on IEC or provision of Counselling services. It is not clear whether it implies sufficient funds have been secured in that area or that it is not seen as a priority (see commitments for funding made by different donor groups ("AIDS Epidemic In Rwanda: A Present and Future Challenge", October 1997, Ministry of Health).

II Experience of International Non Governmental Organisations

1. ACTIONAID-Rwanda

(Commune Nyabisindu)

An ACTIONAID-Rwanda project with widows, commenced in July with shelter projects. By November 1997, 107 houses had been built with pit latrine construction being presently completed. Tool and seed distribution was also made to 6000 beneficiaries residing in Nyabisindu. A visit to 2 project sites were made where shelters had been constructed. The nature of the visit was to discuss with women on their living conditions and priority needs.

A visit to Rwesero secteur involved visit of the shelters constructed and discussions with 10 widows. The women stressed on the problems created by too much rain, resulting in damage of beans cultivated by the women. Apparently, some of the women have their land in Gikongoro, while some had land in the vicinity of their homes, inherited from their dead husbands. All the women stressed shortage of food as the priority need. This was explained as due to lack of farm inputs (seeds and fertilisers) but most importantly due to lack of labour. Absence of men in the household was explained as having repercussion on low farm yield.

Lack of potable water was mentioned as a secondary priority need. Women walk an hour to fetch water which is not even potable. To get access to potable water they have to pay (1 jerry can for 10 francs, from a nearby water source). This problem is also reflected in water-borne diseases, which ranked second among prevailing diseases. The first problem was malaria. Malnutrition among children was also mentioned as a health problem prevalent in the area.

Similar problems were mentioned by women in another project site. A rapid assessment of an activity profile of women and men revealed some findings regarding the problem of workload. According to the women (there were several women in the group, about 15, of which only 4 were married). According to the women, women have more workload since they engage in farming, income generating activities and in household chores. However, in the farm, even if women work equally, men do more because of less physical exertion (they therefore rest in the afternoons). Absence of male labour was thus explained as a serious constraint for women. Climate patterns and lack of farm inputs were also explained as additional constraints affecting farm yield.

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Malaria was noted as a serious health problem in the community affecting all. Interestingly, among the majority, two women voiced the problems faced due to their husbands being in prison (a lot of debate takes place on whether they were equally vulnerable as those who had lost their husbands. One of the two women is a Ba-Twa). Other health related problems were malnutrition and lack of potable water. Maximum number of household size among the women was 8 and least 2. A lot of the informants stressed that they were supporting orphans, most of whom were related. Other problems raised were disability. It was especially stressed by women that absence of men (indeed almost like a "ghost town" with hardly any men) had consequences on security, assistance for taking people to health centres and for building houses. As a way of solving this problem, women proposed few houses be built for some men.

Another visit was made to discuss with women who had gathered from all over the commune, as members of women committees. Discussions were held with 10-15 women who were part of a large group, representing members of women's committees from all the secteurs in the commune. According to the women, a monthly contribution of 200 RWF is the prerequisite for becoming a member. Contributions started in August and today the group has a standing capital of RWF 100,000. Committee members of the commune meet every month. 11 secteurs were represented on the present day's meeting. The objective for the gatherings are to create access to credit.

Majority of the members are women with few men. MIGEFASO grassroot staff plays a facilitating role. Many of the group's members are widows. Presently, no credit has been disbursed since group members wait for the capital to grow and since bye-laws, system of giving credit, interest rates etc. have not been finalised. The women briefly expressed their gratitude for the seed and hoe distributed by ACTIONAID few months ago. They stressed on malaria as a serious health problem aggravated by lack of income for medicines.

The discussion with the women was very encouraging of grassroot initiatives to alleviate poverty.

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2. Lutheran World Federation

(Senior Program Development Officer Ms Ephrance M. Kalenzi)

The Lutheran World Federation has been operational in the country with emergency programmes since '94. Since recently, the trend has been to implement more rehabilitation oriented projects. These include, with major focus on shelter, school construction and rehabilitation, road construction, some income generation projects and recently, water projects in collaboration with other partners such as CARE and Dan Inter Church Aid. LWF's project areas are in Kibungo, Gitarama, Umutara and Kibuye. Credit projects are in the pipeline in Gitarama and Kibungo, varying from credit for farm inputs to credit for off-farm projects.

Ms Ephrance emphasised that LWF was essentially making the shift from relief to rehabilitation, but development oriented, emphasising on quality of programme and on impact. The organisation is presently implementing participatory rural appraisal techniques targeted at its senior, junior staff and community members. LWF ideally targets 60% of beneficiaries to be women (of which it believes 90% of its female beneficiaries to be female household heads, primarily widows). LWF works with the same target group it worked with during emergency. However, it also works with old caseload of returnees. She explains that the re-integration process is slow but that it is encouraging with no bad incidents. The interviewee noted that within "Child headed households", households headed by girls face worse situations.

Issues noted as priority issues for women, by the organisation pertain to, primarily, the issue of shifting roles of women with repercussions on workload for women. The interviewee visualised a pre-genocide situation where women had fixed roles within the household with relations of inter-dependence. Following the genocide, there has been a significant demographic impact with higher female population. This has had repercussions on women having to cope with tasks they were not used to in the past, culturally (eg. milking cows, building houses). The implications of this has been not only additional workload but also demands on women's skills and literacy. Income generation projects targeted at women offer some examples of women running projects on loss, because of women's limited literacy skills (and exposure).

Ms Ephrance also stressed on the need for psycho-social support of women who survived the genocide. These include women who were raped, with unwanted pregnancies, often women who for fear of stigma do not speak out. The other health related problem noted as a priority problem is malaria.

3. Africa Humanitarian Action (AHA)

(Head of AHA, Mr.Solomon Gebre Medhin)

AHA is an international NGO which mainly provides health services in 3 prefectures in the country (Kibuye, Gisenyi and Kibungo). The organisation has health staff that provide health services in the project areas. AHA also rehabilitates and establishes health infrastructure, such as laboratory and radiology facilities. AHA aims to strengthen health institutions and recruit local staff with the ultimate goal of the government health institutions to take over AHA's responsibilities. According to Mr. Solomon, **there is a serious shortage of professional health staff, especially local staff.** Community members face problems related to shelter and resettlement. It was the interviewee's opinion that absence of social services (including health, water services), unresolved problems of shelter and land are some of the significant reasons why community members encounter problems of re-integration.

AHA has been engaged in shelter projects in Kigali rural with UNHCR funding (Musasa, Rushashi and Tare) with construction of 300 houses with excellent occupancy. The organisation also promotes income generating projects (as in Kibuye) among community members. Some examples are poultry, vegetable gardening and goat rearing projects introduced through grant and running successfully presently. The interviewee adds that 99% of the beneficiaries as indeed the ratio of women is higher in comparison to men (6:1 is estimated).

4. OXFAM/UK

(Gender Programme Officer, Ms Nathalie Gahunga)

OXFAM/UK operates in the 2 project sites of Kibungo and Umutara. The organisation is primarily indirectly operational since it works through local associations at grassroot level. In Umutara, it works with 8 associations. The mode of livelihood in Umutara, in the recent past was pastoralism. With high incidence of livestock mortality and with shift towards agriculture, community members are feeling the food stress in the area. Other circumstances common to other areas, such as pressure on land due to influx of old caseload returnees is further building on the food stress problem in the area. The projects being implemented with local associations include agro-forestry projects and credit and savings cooperatives in activities like seeds and goat rearing. OXFAM provides technical support and funds to these women's local associations.

In Kibungo, OXFAM works with vulnerable categories such as widows, "rescapes", old women and young boys. The organisation works with 13 associations and implements income generating projects, both on grant and credit. There seems to be success with old women on projects such as petty trade, opening of shops. Other income generating projects include cheese-making, bee-keeping and vegetable gardening. Water projects are also being implemented with women as water committee members (appears to show low representation). According to Ms. Nathalie, food security ranks as a top priority for women in the project area. Interventions in the area of health pertain to trauma counselling projects implemented through local NGOs such as AVEGA.

It should be noted that OXFAM has built an international repute in designing Gender strategies in development interventions. The OXFAM office in Rwanda is in the process of designing its strategy for its projects. This will be begin with consolidating existing projects (women's role in water committees and in other projects), building partnership relations with MIGEFASO, networking with local and international NGOs and engaging in advocacy work on gender issues.

5. SNV-Netherlands Development Organisation

(Gender Focal Person & President PROFEMMES, Ms Veneranda Nzambazamariya)

SNV has been operational in the country since 1978. It has a clear policy and strategy on Gender which

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is clearly incorporated in the Process Approach (participatory approach to development). SNV's role in promoting Gender has been instrumental for Rwanda. It supported the Beijing representation in 1995 by assisting in gathering materials for the country presentation. It has supported local NGOs such as Reseau des Femmes, HAGURUKA and DUTERIMBERE. It has also acted as a lobby group with Reseau des Femmes to influence government and donors. Through Bi-lateral agreement with the Dutch government (NOVIB), local NGOs such as Reseau des Femmes, HAGURUKA, PROFEMMES and DUTERIMBERE continue to be supported.

SNV is presently operational in Gitarama, Cyangugu and lately, in Kibungo, since August 1995. Besides implementing integrated development projects, it works with the MIGEFASO and the local ministries in trainings on gender. The integrated rural development projects have 4 components: rehabilitation projects including shelter projects targeted at widows (women form 95% of the beneficiaries); socio-cultural activities which includes promotion of dance, theatre and other events to create dialogue within community members; support of local associations and local ministries - which involves supporting (technically and financially) local associations such as RDO and Reseau des Femmes and ministries with rehabilitation of offices and finally, socio-economic support of community members (vulnerable groups such as widows and children)through grant as the first phase. In the health sector, SNV looks for local associations that do socio-psychological support for women who were traumatised and those with reproductive problems.

According to Ms Veneranda, the first intervention that should be targeted at women is enhancing women's decision-making and participation at different levels that affect their lives. She reiterates this point by saying that even basic issue such as food can be attained through access to opportunities. In the case of women, they tend to be left out and miss out on opportunities because they do not have a voice. Education, she believes is the second priority for women (and children), since it is an important tool for influencing change in attitude and mentality. The interviewee stressed that bi-lateral and multi-lateral support is essential in this area through grant programmes until the economy has recovered. She noted that there are many local NGOs in the country but with lack of coordination among themselves.

6. CARE-Rwanda

(Partnership programme Benishyaka and CARE, UMUTARA)

The CARE-Umutara project operates through partnership with local associations. One of them is BENISHYAKA who work with widows and orphans. Our visit included discussions with the target group in the presence of 2 community development workers. The project being implemented so far are the shelter project and agro-forestry project. 100 houses have been built with 12 more to be completed in the following month. 95% of the houses built so far are occupied by widows.

Discussions with a large group of mostly widows took place at LULENGE secteur in MUVUMBA commune. Apparently, the secteur constitutes of community members who returned recently, mostly old caseload returnees. The area is newly developed and had pastoral inhabitants in the past. Presently, the inhabitants are largely pastoral but under threat of growing promotion of agriculture. Most of the women were in the process of being allocated land and thus could not say much on their source of livelihood except for the fact that they were dependent on aid food.

A rapid assessment on an **Activity profile, an Access and Control Profile and Priority Ranking** revealed women's shifting roles and their vulnerability to poverty (see annex for PRA exercise conducted). Clearly, women are engaged in productive and reproductive roles. In the productive roles, they are assisted by husbands (before the war) almost equally (although this was debatable) but women agreed on the fact that they were now "**the men**". An access and control profile on resources in the house showed that women have relatively more control on farm yields (this was expressed as "**women can sell or give away sorghum, cassava and maize) without the man's permission**".

Control was symbolised through the number of stones piled across the resource symbolised by a leaf, a flower or another object. On resources such as cow or goat, women said that both (men and women) could not sell or give away cattle or stock. However, it could be possible that men could do so on their

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own will. **Women's less control over cattle and stock is possibly because cattle and stock have more value than agricultural products and because women participate in agricultural work**). It was stressed that cattle and stock would only be sold when problems were faced in the house. On chicken/hen/cock (and eggs), women strongly stressed (with the maximum number of stones!) that women had control over chicken (this was found to be very important for the health of children and for guests). With regard to tools, women explained that although they could not sell the tools (axe, hoe, panga/machete) they could give it away temporarily. On concluding women stated that they now had equal control over all resources since they were widows but that this was no use since they do not have the support of husbands for supporting the household, either through labour or through income generating activities.

On prioritising their needs, women ranked "hunger" at the top. This was further explained as the cause of no land accessed and since aid was the only source of livelihood. However, they also stated that lack of labour in the household would have a detrimental effect on farm yields. Health related problems ranked second. This was related to firstly, to eating habits (maize cooked without flour, traditionally eaten) contributing to diarrhoea among children. Both distance and lack of income for medication was explained as the cause of health problems (nearest health centre is in Nyagatare, 7 km). Scabbies, worms and malnutrition among children were ranked as serious health problems. Education ranked third and was explained as the lack of income for paying school fees for children. Water ranked last and the problems were related to lack of potable water (although a reservoir was being constructed by the project).

III Experience of Local Associations

1. Reseau Des Femmes

(Trainer Ms Marie Louise Murekatete)

Reseau Des Femmes was established in 1986. It has 18 staff members but also works through its voluntary members who are spread over in several parts of the country. It has 5 branch offices, with sub branch offices at prefecture and commune level. The main objective of the organisation as repeatedly stressed by the speaker, is to enhance women's empowerment through information, training and conscientisation, particularly on their rights. Although the organisation was engaged in emergency related work following the genocide, it has continuously aimed to be a training organisation rather than one engaged in operational rehabilitation or development work.

The organisation's strength is that it has access to women both in urban as well as rural areas and therefore better access to information on women's priority needs. However, due its position as an organisation that complements tangible development work (by giving training), it does not play the crucial role of implementing activities that empower women. In other words, it is not an organisation with the mandate to provide access to resources or skills to engage in agricultural programmes or income generating activities or on sectors such as health or education. Reseau Des Femmes also gives technical support to its target group to look for donors by assisting in proposal designs and in creating linkages with donors. It has a quarterly publication and does other documentation work.

Training provided include topics such as Gender and Development, HIV/AIDS, Health issues, Coping with Trauma etc. The content of the training mainly aims to create conscientisation, self-confidence building and awareness on gender issues. The aim is to bring about change in attitude towards women's dependent and subordinate positions. Links with MIGEFASO are strong and collaboration seems to take place at different levels.

According to the speaker, the priority problem of women in Rwanda is the issue of lack of economic empowerment reflected in women's lack of self-confidence and continuing dependence on men. The focus is on trying to change attitude of women on their dependence on men, women's lack of property and rights over family property as a result of which women live in poverty. The base for alleviating the problem is economic empowerment, although the organisation's stress is on internalising into women that they are not inferior and that they need to build confidence. Obviously, tangible development work through access

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to resources and skill development needs to be complimented with the former, which Reseau Des Femmes does through collaboration with other organisations who implement the same. Other priority issues that the speaker mentioned of were the lack of support to those infected by HIV/AIDS and children affected by the virus due to their parent's death. Strategies for addressing the problems were primarily focused on economic activities besides the need to enhance conscientisation among women.

Although it could not possibly have been feasible to get a complete picture of Reseau Des Femmes's achievements and shortcomings, it is my impression that Reseau Des Femmes has an inclination to be more "women oriented" rather than being "gender oriented". Further assessments will need to be made at grass root level to see how men are integrated into the conscientisation programmes for women. Experience in other countries show that "women only" oriented programmes tend to be seen as a threat by men and have shortcomings in being sustainable.

2. AVEGA-AGAHOZO (Association of widows of the Genocide -consolation)

(Head, Ms. Chantal Kayitesi)

A local association as the name suggests, that works with widows who survived the genocide. According to the interviewee, the priority problems of women in urban Kigali, is the issue of poverty and income. The aftermath of the genocide has resulted in vulnerable living conditions for all, but especially for women who lost their husbands since they were dependent on them for their livelihood. These women are non literate and without property or resources they can re-claim. Women who were raped in particular, face the trauma of being raped and having unwanted children. Disabled women, helpless and no one to depend upon also face very vulnerable situations.

The condition of women living in rural areas also shows a grim picture, in the absence of unemployment and lack of shelter and income. The added problem of fear of insecurity to reside in rural areas has increased the number of people residing in urban Kigali, adding pressure to the problem of housing. The issue of shelter is a common problem for all women. The issue of legal rights was also noted as another problem common to women - rights regarding property ownership.

The serious health problems noted were related to the trauma faced by women, as a result of which women have become silent and inward looking. This attitude is worse amongst those raped and with unwanted children. Vulnerability of widows has pre-disposed them to depend on favours and support from men, most likely in exchange of sexual favour. This situation has bearing on increasing number of cases of HIV/AIDS (the interviewee noted 4 women supported by the association had died). The fact that community members do not differentiate sicknesses further aggravates the problem by undermining the problem of HIV and AIDS. Children affected by HIV/AIDS or "AIDS Orphans" were also noted as increasing, mostly in urban Kigali.

Interestingly, Ms Chantal notes that she is too busy to think of "other categories" of women, which she believes are also vulnerable to poverty due to their inferior status in the Rwandese society. She observes that generally women are subject to workload and the responsibility of raising their children and that they do not own any resources or property. Even presently, she adds, that it is women who are concerned about the well being of their family and the development of their country while men are busy in politics and the military (??).

The key strategies for alleviating women's poverty, according to the interviewee, is economic empowerment, curing and giving psycho-social support to those traumatised by the genocide and educating girls and training and sensitising women on their rights in an integrated manner either through a single project or through collaboration.

3. DUTERIMBERE

(Director DUTERIMBERE, Ms Judith Kanakuze)

DUTERIMBERE is a non-profit making local association that provides service to low income women. It was

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established in 1987 but actually started with savings account for women in 1991. The Director noted that during the late 80's, national banks provided 97% of credit to men. In view of the circumstances, DUTERIMBERE established itself with the primary aim of providing credit to women, particularly women with low income, women who had no collateral. Ms Judith explained that creating access for credit opportunities for women contributes to women gaining respect from their husbands.

70% of female clients have not completed their education. Average savings of a client is 2000 RWF per month. There are a total of 3500 clients, 1 % of which are men. 70% of the clients have accessed credit through groups and the rest through individual credit(not very much appreciated in Rwanda, under present circumstances). Total savings stands at 120 million RWF and repayment rate since 1994 is 85%. The organisation also offers technical support to clients on business and management of projects.

The maximum credit that the organisation can give is 100,000 RWF to an individual. Repayment period varies with a maximum period of 12 months (but also special cases where repayment period could last up to 24 months), paid in instalments. Savings is required before credit is given (50% of credit required should be saved and 20% of credit for group credit). While targeting, the organisation encourages low income women with entrepreneurial ideas. The client is made to save in a box (period for savings could vary between 3-6 months). Rate of interest ranges from 10-14% (bank rate of interest is 19%..likely to go down). Group saving members are a maximum of 10, mostly women only groups with rare cases of men in some of the groups. **Appears that there are not strong links with organisation's staff. This is not the Grameen Bank like Credit scheme, rather more like a financial institution with banking services.** Shortage of staff was noted as a problem. Presently, there are a total of 30 staff.

DUTERIMBERE has clients in rural as well as urban Kigali. The organisation is spread over 12 of the country's prefectures. However, majority of the clients are in urban Kigali (80%). Apparently, the organisation feels that women have no problem over resources accessed through credit or in decision-making over income gained from credit, (**however, the Director noted that some women preferred to leave their pass books with DUTERIMBERE, for fear that their husbands might see it. She also had added that women would give their children's name as successors even when their husband's were alive.**

Ms Judith concluded that she was proud that women could take care of themselves, without depending on their husbands, with the help of credit schemes. On the other hand, she feels helpless with regard to women's workload, which she notes as a significant problem. According to her, priority areas for women are alleviating workload, conscientisation through awareness on gender and representation in decision-making roles.

Based on the interview held with the Director, DUTERIMBERE appears to be doing a commendable job with creating access to opportunities for alleviating poverty, for women. However, it is my impression that it operates just as a banking institution. I have some reservations on targeting; since by de-fault the system seeks for clients who are "bankable", very likely not the very poor. It also has limited access to rural women, who compose majority of the population and who face worse inequalities, as compared to women in urban areas. Strategically, it may be that most of the clients are widows, with more control over resources gained from credit accessed. Nevertheless, it would be worthwhile to conduct qualitative studies to assess how far women benefit out of resources gained through access to credit.

4. Union des Banques Populaires du Rwanda

(Chief of Credit Services Mr. J.M. Vianney Miravumba)

Banques Populaires is a private bank established in 1975 out of contribution of 131 local banks all over the country. The bank was established before the war building capital through contribution of 2000 RWF and 500 RWF (for pass books for members). Members could not access credit without contributions. With the war, the bank incurred loss and could only open all its local banks recently. The main objective of the bank is to encourage savings in rural areas. The main office in urban Kigali was opened only recently, with 95% of clients from the local banks and 5% business holders and other non-local bank clients. Credit in the local banks is given with a ceiling of RWF 500,000 if bank's capital is 100 million and RWF 1 million, should the bank's capital be over 100 million. Rate of interest varies from 13-16% (national bank rate of

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interest is 17-18%).

The bank has no gender desegregated data on sex of bank holders, but the interviewee was convinced men were more in number. Apparently, the bank is primarily a financial institution targeting all community members who do not have access to credit services. In rural areas repayment is enhanced through group pressure of clients who helped established the local banks, while in urban areas, pressure is built through formal systems such as courts. Group credit is also given to community members.

Clearly, the bank's objective is not targeted to women (as would be the case with DUTERIMBERE for instance). Although the bank should be commended for its country wide services, women are likely to benefit less due to cultural reasons pre-disposing them to lack of awareness, illiteracy and lack of confidence which act as obstacles for them.

IV Experience of Bi-Lateral and Multi-Lateral Bodies

1. The World Bank Group

Gikongoro visit - a visit made by the World Bank representative to determine priority needs of community members. Participants included Administration Authorities of Gikongoro, Multi-lateral and INGOS (including UNHCR, ICRC, World Vision, CARE, Trocaire) and representatives of cooperatives, of women associations and farmers associations farmers. Presence of the World Band Representative was appreciated by Gikongoro local authorities. A speech by the Prefect reflected this appreciation and the plight of community members living in Gikongoro. The need for expertise and funds was noted by the speaker. The speech by the representative of the Ministry of Internal Affairs (National Coordinator of World Bank projects) reflected the new approach of participatory planning with community members (appreciating the fact that needs differ and are determined by various factors, geographically). 4 pilot projects are planned in 4 prefectures -Umutara, Kigali rural, Gikongoro and Gisenyi.

Priority needs as determined by community members showed the following: Shelter, seeds and livestock, education, health, roads, forests, micro-credit, power, fertilisers, water, means of transport (to transport manure from Ruhengeri and fertilisers from Kigali), sports and cultural centres, funds for orphans, communication, irrigation, development projects, hospitals, vocational trainings, soil conservation, swamp clearing.

Interestingly, a woman among participants stated the problem of lack of control over farm yields. Her statements also stressed on the need for men to be trained as well, in sensitisation programmes in addition to sensitising women. Another woman noted the hardships faced by women and the lack of time to participate in meetings and trainings. She also added that women need support in income generating activities, in addition to farming.

Following the above, prioritising of needs was made as follows - swamp clearing, soil conservation, means of transport for manure and fertilisers, irrigation, farming tools, seeds and livestock. In education - rehabilitation of schools, building schools, qualified teachers and nurseries. The meeting was adjourned with the Resident Representative's commitment to economically support the farming sector; trainings at all levels and to assist vulnerable groups (orphans, widows..).

Needs assessment studies of a participatory nature will further build on prioritising of needs of community members, especially that of vulnerable categories. While addressing needs, the special needs of women should be part of the analysis, based on gender desegregated data. Overall, assessment of community needs should pay special attention to categories of community members, based on socio-economic criteria. This will enhance targeting and addressing needs of those who are more vulnerable to poverty.

Hotel Umubano - Gender Prioritising and Action Plans (MIGEFASO, World Bank & Local Partners

A workshop to draw priorities for women in Rwanda and action plans to address gender inequalities. The meeting was opened by the Her Excellency, Minister Aloysie Inyumba, MIGEFASO and followed by a

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presentation from the World Bank representative, Mr. Venkateswaran. Following the two presentations, participants voiced their opinion on the topic for the day. Key issues that came out from the participants were: the need for credit targeted at women for economic empowerment (DUTERIMBERE); the need for capacity-building and expertise; at a wider level, the problem of heavy debts and the need for economic growth and in this environment, seeing women and children as vulnerable; the need for revising laws that discriminate women and the fact that women are not aware of their rights and that they see customs as the law (a female member of Parliament); the need for training women in income generating activities; illiteracy among girls; absence of data that shows gender differences; information on institutions that channel credit; targeting agricultural extension training for women (MIGEFASO); the issue of time and workload for women; the need for a gender analysis to analyse and identify every specific issue seen as a problem; the need for creating access to resources and opportunities through information (PROFEMMES).

The workshop was important as a first step towards designing strategies for addressing gender inequalities. The World Bank was instrumental in bringing together Government representatives and local associations as an effort to discuss on Gender issues, as a national priority. Although key interventions in addressing gender inequalities were presented by participants, a more focused workshop would have helped to identify specific problems and solutions to these specific problems. An overview of Gender, Gender inequalities in the Rwandese context would also have helped to focus the discussion.

2. UHCHR

(Field Office Butare, Ms Gorretty Akinyi, Lawyer)

As briefed by Ms Gorretty, the UHCHR's mandate on women and children is to monitor violences of human rights with focus on women and to empower women on legal issues. Women and orphan form the vulnerable group for the organisation. The strategy used is working through local associations, through training and sensitisation on legal issues. Besides trainings and sensitisation sessions, educations on human rights is given in schools. The UHCHR also monitors the condition of women detainees in prison (for instance, men and women put together in the prison was an issue for advocacy). The organisation also conducts assessments on the living conditions of Ba-Twa women, who live in circumstances of no or limited access to material benefits.

3. UNIFEM

(Person in Charge, Ms Rose)

UNIFEM's role in the country is essentially to enhance the creation of structures to promote coordination among different stakeholders and to lobby on advocacy issues that affect women's lives. UNIFEM has strong collaborations with the Ministry of Gender, Family and Social Affairs. It is promoting the establishment of a Secretariat which will house the Steering Committee (constituting of MIGEFASO, national and international NGOs, bi-lateral and multi-lateral donors). The tasks of the Steering Committee will be to implement, follow-up and monitor the Platform of Action agreed upon during Beijing. It will also enhance coordination and collaboration among the different stakeholders. The objective is to reach all stakeholders, including the public and community members at grassroots through members, documentation, workshops and the media. The process of establishment is ongoing. An estimate of US$ 259,900 (Draft Proposal) has been allocated (funding agreement between UNDP, UNIFEM, GOR and donor partners: Netherlands, CIDA and SIDA).

UNIFEM has also got a "TRUST FUND - Special Window For Women" allocated for training, capacity-building, sensitisation and for strengthening structures for implementing gender sensitive programmes. The main target will be MIGEFASO, its staff and women at grassroots, through the MIGEFASO structure. The programme has already started and is a 3 year programme with budget secured for a year and a half. The total budget of the project is a million and a half dollars. UNIFEM is also a member of a network of Federation of Networks of African Women for Peace. A recent Conference was held in Ethiopia as a follow-up of this initiative to promote peace and women's representation to negotiate for peace. As a concluding remark, Ms Rose noted that the priority advocacy issues for Rwandese women are Women's Rights to property and inheritance; Educations for Girls and Integrating Women in the Justice system of the country.

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4. United Nations High Commission for Refugees
(Children Focus person, Ms Marie Lobo)

As a shift in strategy from relief to rehabilitation interventions, UNHCR has designed a 'Rwandese Women's Initiative'. This initiative is an effort to mainstream gender perspectives in rehabilitation. The project runs through 1997 and has perspectives for 1998[14]. The programme has three main objectives: **enhance integration and active participation of women in economic, social and cultural development process; promote women's rights and women's role in political, legislative an justice arenas and; combat impunity and violence against women.**

The primary beneficiaries of the project are the female survivors of the genocide with their children born as a result of rape. Rwandese women who work in association with them and returnees are also beneficiaries of this initiative. The project has been implemented mainly through MIGEFASO, PROFEMMES, Ministry of Health, HAGURUKA and other local associations. The economic projects relate to shelter projects, women's credit, training programmes for member associations, psycho-social counselling, support to tailoring classes, brick-making, goat rearing and other small businesses.

The project to promote women's rights is mainly a campaigning activity through MIGEFASO (t.shirts, stickers, media and film production on women) and training of para-legal staff to sensitise women on their legal rights. The project on violence against women involves counselling and psycho-social assistance to traumatised widows and other persons. So far out of the earmarked budget of US $ 7 million, US$ 3.1 have been obligated, with the remaining to be expended by the end of the year. In the following year, most of the projects will be a consolidation of 1997 projects, although new initiatives are planned such as 2 pilot micro-credit initiatives in Butare and Kibungo with a budget of 2 million US dollars, a Gender Research Centre in Butare with 150,000 USD and a regional socio-legal Clinic for Women Victim of Violence with legal and psych-social counselling services with MIGEFASO, Ministry of Justice and women associations (HAGURUKA and AVEGA). The focal person for the projects is Ms Armineh Arakelian, Senior Regional Advisor for Refugee Women, Great Lakes region.

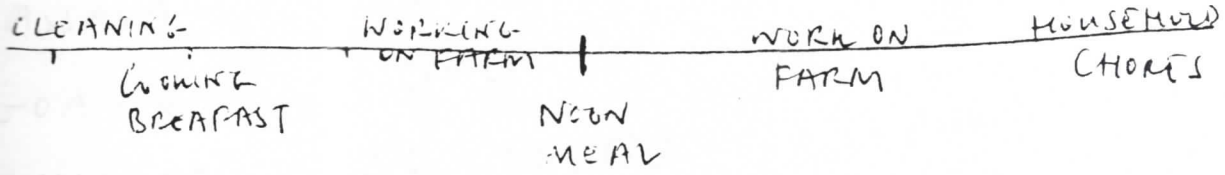
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[14]See Report on "UNHCR's 'Rwandan Women's Initiative': a Challenging Practice of Mainstreaming Gender Perspectives In the Rehabilitation Efforts Within a Post Genocide Society", for the period January - November, 1997 and Perspectives for 1998. Kigali, 20 November, 1997

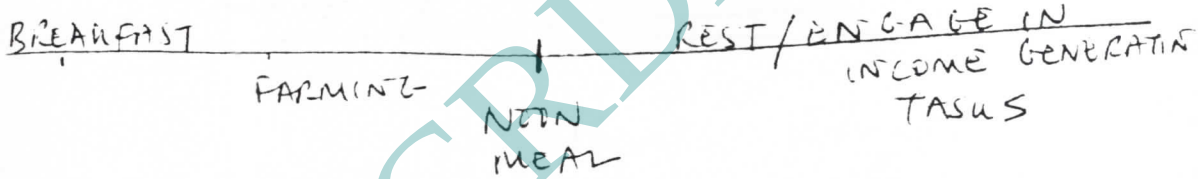
ACTIVITY PROFILE

WITH LIMITATIONS OF NO DEMARCATIONS FOR FARMING AND NON FARMING SEASONS THE DATA IS NOT EXHAUSTIVE, BUT IS MEAN TO GIVE AN OVERVIEW.

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FARM LABOUR

♀	♂
SOWING-	PREPARING LAND
WEEDING-	WEEDING
HARVESTING-	HARVESTING-
SEPARATION OF YIELDS	

Week 3

ACCESS AND CONTROL PROFILE

COWS	OO	2
BEANS	OOOOO	5
MAIZE	OOOOO	5
CASSAVA	OOOOO	5
GOATS	OOO	3
CHICKEN	OOOOOOOOO	MANY
TOOLS (Hoe, Panga, Axe)	OOOOO	5

PRIORITY RANKING

	Hunger (Hu)	Education (E)	Health (He)	Water (W)
Hunger / Education for children	Hu	Hu	Hu	Hu
Health	E	—	He	E
Water	Hu	—	He	—
Market ("to buy things")	He	He	—	He
Mattress	W	E	He	—
Kitchen ("no look outside")	Hu	E	He	—
SCORES	(6)	2	4	0

TOP PRIORITIES = (1) Hunger / Food
(2) Health
(3) Education
(4) Water

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JOINT WFP/UNHCR FOOD AID ASSESSMENT MISSION WITH GOVERNMENT OF ETHIOPIA (ADMINISTRATION FOR REFUGEE AND RETURNEE AFFAIRS) AND DONOR PARTICIPATION

ETHIOPIA

APRIL/MAY 1999

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The mission would like to express its appreciation for the support received from ARRA (Administration for Refugee and Returnee Affairs), UNHCR and WFP staff in Addis Ababa, Jijiga, Gambella and Assosa. This support enabled the mission to visit many refugee sites in a relatively short time and to gain access to a wide variety of information. The mission also appreciates the time devoted to preparations for the mission and briefing the mission by the ARRA camp co-ordinators and other ARRA and UNHCR staff in the refugee camps. The mission would like to express its gratitude to the members of the refugee committees, elders' committees and women's committees as well as to the countless individual refugees in the camps who shared their views, concerns and insights with the mission members. The mission wishes to thank the five donor representatives who participated in the work of the mission. Their experience and knowledge contributed in a valuable way to the findings and recommendations of the mission.

PART I
SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS

The 1999 Joint Food Aid Assessment Mission (JFAM)

A Joint WFP/UNHCR Food Aid Assessment mission was undertaken in Ethiopia between 26 April and 7 May 1999. Representatives from ARRA (Administration for Refugee and Returnee Affairs) and from five Embassies and aid agencies of donor Governments (USAID, EU, Germany, Switzerland and Belgium) participated in the work of the mission. The mission visited six of the eight Somali refugee camps and three of the four Sudanese refugee camps in Ethiopia. The mission held discussions with central and regional Government officials and met with ARRA, UNHCR, WFP and NGO staff in the sub-offices and in the refugee camps. The mission also held meetings with refugee representatives, including representatives of women's committees, and interviewed individual refugees in the camps.

WFP assistance

WFP has been providing food assistance to the Sudanese refugees in Ethiopia since 1984 and to the Somali refugees in Ethiopia since 1988. Since 1993 assistance has also been provided to refugees from Djibouti and from Kenya. Assistance to Djiboutian refugees was phased out in March 1999. WFP assistance is implemented through Protracted Relief Operation (PRO) 5241.03 "Food Assistance for Somali, Sudanese, Djiboutian and Kenyan Refugees in Ethiopia". The current expansion three of this project was approved by the WFP Executive Board in April 1998. The duration of the project is eighteen months, from 1 July 1998 until 31 December 1999. The total cost of this project to WFP is US$ 43,623,782. ARRA is WFP's implementing partner for PRO 5241.03. The agency is also responsible for managing all refugee camps in Ethiopia.

Refugee numbers and planning figures

The areas in eastern Ethiopia bordering Somalia are inhabited by Ethiopians of Somali ethnic origin. The separation of needy refugees from the equally needy local population has always been difficult. A revalidation exercise in the Somali camps in September 1994 reduced the case load from an estimated 600,000 to nearly 200,000. New influxes from November 1994 raised the number of Somali refugees to 290,000. Another revalidation in November 1997 of the eastern camps, except Aisha, brought the population figure for Somali refugees down to 242,156. Voluntary repatriation since then has reduced the number of Somali refugees to 196,989, which is the figure adopted by the mission as of May 1999. If the voluntary repatriation programmes for Somali refugees proceeds as planned in 1999 and in 2000, the number of Somali refugees may be reduced to some 67,000 by January 2001.

Following revalidations in November 1997 and December 1998, the number of Sudanese refugees has continued to increase due to influx of new refugees fleeing continuing conflict in Sudan. As of May 1999, the mission adopted the figure of 61,119 Sudanese refugees in Ethiopia. The number of Sudanese refugees in Ethiopia is expected to rise as the conflict in southern Sudan continues.

The number of Kenyan refugees in Ethiopia was estimated to be 4,940 after the revalidation in August and November 1998. It is expected that the Kenyan refugees will be repatriated during 1999. Therefore, the mission has not included Kenyan refugees in the planning figures after 1999. As per the recommendation of the 1997 JFAM, food assistance to Djiboutian refugees was terminated in March 1999. Djiboutian refugees are not included in future refugee planning figures.

The mission recommends a revalidation of the refugee case loads for Camaboker, Rabasso and Daror camps. The mission further concluded that revalidation would not be advisable for Darwonaji, Hartisheik, Kebrebeyah and Teferiber camps as it might interfere with the planned repatriation operation to Northwest Somalia. For the Sudanese refugee camps, the mission

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recommends an yearly revalidation exercise. Revalidation of Fugnido camp case loads should take place as soon as possible. The remaining Kenyan refugees in Ethiopia should be repatriated by October 1999 and should not be included in future food aid planning figures. There is a discrepancy in beneficiary numbers between WFP Addis Ababa and camp level. This is due to the fact that food is distributed to new arrivals after screening even if they are not yet included in official WFP planning figures. A buffer stock of food for new arrivals with food releases subject to agreement by all three agencies' staff would resolve this problem.

Durable solutions

Considering the length of time that the Somali refugees have been hosted in camps in Ethiopia and the relative stability prevailing currently in Northwest Somalia, facilitating voluntary repatriation is clearly a high priority for the UNHCR, WFP, Government of Ethiopia as well as to the donors. Voluntary repatriation is feasible for a large number of the Somali refugees but not currently for the Sudanese case loads. Progress has been made since 1997 in voluntary repatriation of the Somali refugees. In 1997, 11,126 Somali refugees were repatriated. In 1998, the number increased to almost 50,000. ARRA and UNHCR are planning to repatriate an additional 50,000 Somali refugees in 1999 and a further 80,000 in 2000.

The mission recommends that UNHCR and ARRA give priority to implementing the Somali repatriation programme with an aim of achieving the target of 50,000 refugees to be repatriated in 1999 and 80,000 in 2000. Kebrebeyah camp should be included in the repatriation programme. Promotion of voluntary repatriation among the refugees should not rely solely on refugee elders or refugee committees. This is in light of the mission's finding that there appeared to be little interest among refugee elders in promoting repatriation while many refugees themselves seemed interested in this prospect. In order to sustain voluntary repatriation, UNHCR, WFP and donors should develop and support programmes to improve social and physical infrastructure in the areas of origin of the refugees. The mission also recommends that a cross-border study be carried out by UNHCR and WFP in order to determine the role of the repatriation package, the use of the package by refugees and the percentage of returnees actually crossing the border to Somalia. As repatriation gathers momentum, UNHCR, WFP and donors should support rehabilitation of refugee affected areas.

Coping mechanisms and potential for self-reliance

The presence of backyard gardens has shown improvement in the Somali camps. The mission recommends further strengthening of backyard gardening through the provision of seeds and tools to interested refugees. Increasing poultry production should also be considered. In order to improve the efficiency of cooking and to preserve the meagre vegetation around the camps, fuel saving stoves should be provided to refugees. A considerable part of the cereal ration is sold by the Somali refugees. Poorer refugees sell part of their ration to purchase other necessary food items but a considerable quantity of cereals is sold by those with multiple ration cards. In order to reduce the amount of grain entering the market, multiple ration cards should be removed from refugees.

In the Sudanese camps, commendable efforts are being made by UNHCR and ARRA to support backyard gardening through the provision of extension services, seeds and tools. Nevertheless, expanding population and limited land allocated to refugees results in reduced agricultural production per family. The mission recommends that a household food economy survey be undertaken in the Sudanese camps to determine in more detail the contribution of various coping mechanisms to the refugees' food economy. Dialogue should continue between UNHCR and Government of Ethiopia to increase the availability of agricultural land

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at the disposal of the refugees. The mission also recommends that WFP/ARRA/UNHCR look into the possibilities of undertaking food-for-work soil conservation and reforestation activities around the Sudanese camps in order to repair environmental damage done by the refugees. There is also potential to further develop horticulture, bee-keeping, poultry and livestock activities in the camps. Placing the UNHCR agriculture officer in Gambella instead of Addis Ababa, would be beneficial in promoting these activities.

Health and nutrition

In general, the health and nutrition situation in the 12 camps is very satisfactory. There has been a marked improvement in the nutritional and health status of refugees in all camps since the last JFAM in November 1997. However, the mission noted that Hartisheik and Kebrebeyah camps were reporting a very high increase in the number of cases in the selective feeding programmes caused by severe drought conditions, the newly registered Hawiya case load, the discontinuation of the blanket feeding programme and insufficient outreach by the health team. In light of the precarious nature of the under-five population, the selective feeding programmes should be re-installed in all Somali camps. ARRA should undertake bi-monthly nutritional surveys in all camps to ensure regular information on the nutritional situation. ARRA should also fill all vacant posts (numbering more than 40) in the camps in order to improve health services. A doctor should be deployed in Bonga camp full time. Kebrebeyah camp should begin a 24 hour therapeutic feeding programme.

Food basket composition and ration scales

The mission recommends no changes in the general food rations, equivalent to 1,730 kcal/person/day, for the Somali refugees. However, as a means of targeting food to the most vulnerable and to address the recently increased malnutrition rates, the mission recommends reinstallation of the blanket feeding programme to all Somali camps. Some adjustments to the general ration scales in the Sudanese camps are recommended in order for the rations to reflect more accurately the amount of food available to refugees from agricultural activities and the demographic composition of the refugee populations. Subsequently, in Dimma and Fugnido camps the mission recommends an increase in the general ration by 25 g of cereals and 10 g of pulses to provide 1,836 kcal per person per day. In Bonga camp, the mission recommends an increase in the ration by 100 g of cereals and 10 g of pulses to provide 2,100 kcal/person/day. For Sherkole camp, the mission recommends a slight reduction in the ration by 25 g of cereals also to provide 2,100 kcal/person/day.

The food ration for supplementary feeding programmes in all camps should be standardised to provide 1,000 kcal/person/day. UNHCR/ARRA should review the need to hire additional staff to operate the BFP. The BFP can be operated at the health centers but should be run separately from the general nutritional programmes.

Food pipeline, resourcing and food deliveries

The WFP project PRO 5241.03 is generally well resourced. Out of the total food requirements of 91,512 mt, 86,593 mt were resourced at the time of the mission. The project's food pipeline is strong except for sugar and salt. The project is likely to face a break in the pipeline for these two commodities in June 1999. Especially in 1998, the project suffered from frequent delays in food deliveries to the refugee camps. Delays in food deliveries and lack of accurate information on the schedules of food arrivals, particularly in the west, have resulted in distribution of different commodities for different duration of days. This makes it difficult for the beneficiaries to know their entitlement, especially when the entitlement is not clearly displayed at the distribution site. As they are unaware how many days the ration should last until next distribution, refugees face difficulties in planning their food use. Combined with serious shortfalls observed by the mission in the distribution system in the

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Sudanese camps, which results in refugees receiving considerably less food than their entitlement, delays in food deliveries cause undue hardship. However, the mission observed considerable improvements in 1999 in the timeliness of food deliveries to the refugee camps.

The mission recommends that WFP continue its efforts to ensure the timeliness of food deliveries to the Sudanese camps. WFP should also provide a food delivery schedule to all camps and aim at providing a full one month's food stock to the Sudanese camps by the 25th day of the previous month. WFP should establish a buffer stock for new arrivals and preposition a three month stock in each Sudanese camp for the rainy season. As a means of addressing the delays in food deliveries and as an investment in refugee impacted areas, WFP, UNHCR and donors should investigate the possibility of increasing funding of repairs of roads and bridges leading to refugee camps.

Food targeting and distribution mechanisms

Seven of the eight Somali camps have implemented the new distribution system recommended by the November 1997 JFAM. As a result of the new system, the problems associated with the previous food distribution system have by and large been overcome and refugees are receiving, for the most part, their full ration. Women refugees, in particular, have indicated strong approval of the new system and the full rations they are receiving. The new system, whereby food is distributed directly to households instead of groups of households of 20 each with equal family sizes that used to distribute the food among themselves, still needs to be streamlined: the time that refugees wait for their rations should be shortened, the food entitlements need to be clearly displayed at the distribution sites, the distribution sites need to be improved, scoopers should be rotated regularly, food committees should be established in all camps, vulnerable groups need to be assisted during distribution, the single card per person policy should be enforced and the validity of the ration cards should be shortened. Empty sacks and containers should be distributed to refugees. Guidelines to this effect have to be developed and distributed to WFP/UNHCR/ARRA staff in the camps.

In Fugnido camp the mission observed shortfalls of 4-6 kg per person in the monthly ration the refugees were receiving. In order to address such serious problems, the mission recommends that the new distribution system be implemented as soon as possible. As a matter of priority, new standardised scooping materials should be introduced to all Sudanese camps and the refugees' food entitlements clearly displayed at the distribution sites. Food distributions should occur once a month, instead of the common twice a month schedule. Women's involvement in food distribution and management of food distributions needs to be improved in all camps. WFP should investigate the feasibility of providing food for pre-school and school feeding programmes in the refugee camps. In order to ensure that food is distributed according to guidelines, UNHCR and WFP monitors should be present in the camps during food distributions.

Food storage and management

The mission observed that warehouses in the camps were generally managed in a satisfactory manner. Records were properly kept, storage facilities were clean and storage capacities sufficient. However, in Camaboker camp proper warehouse practices were not followed and the stores were not clean. In Teferiber and Darwonaji camps, the warehouses were leaking. In many camps the mission observed serious rodent damage. The practice of storing food and non-food items in the same warehouse was also common.

The mission recommends that training in food storage management be provided to ARRA warehouse staff on a regular basis. WFP should expedite the procurement of pallets which were missing in all warehouses visited. WFP should repair all leaking Rubbhall warehouses.

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ARRA should ensure proper rodent control in the warehouses. WFP should also review the adequacy of current storage capacity in view of the planned repatriation exercise.

Milling

The mission observed that in almost all camps the mechanised mills provided by WFP were not operating at full capacity due to lack of spare parts, poor management and restricted hours. The mills had been out of order for up to 18 months. However, WFP is in the process of delivering 98 new manual mills to the refugee camps. The mills will be managed by women's groups. Adequate support be given to the women's groups to ensure success of the manual mills.

Monitoring and reporting

The overall food aid monitoring and reporting system for the refugee assistance project is unsatisfactory. Distribution reports are not received from any camps. This is a serious shortcoming as WFP needs to know every month by camp the number of men and women receiving food and the quantity food distributed to these beneficiaries. EDP (Extended Delivery Point) reports, which provide information of food receipts, releases, stocks and losses at the extended delivery points, are received by WFP from ARRA for all Somali camps. In the west, EDP reports are only received from Bonga and Sherkole camps. The tripartite plan of action which the mission recommends to be signed between ARRA, UNHCR and WFP should clearly define responsibilities for reporting, including frequency and content of reports. Proformas of the required reports should be annexed to the tripartite plan of action and, eventually, to the Letter of Understanding to be signed between WFP and ARRA. WFP should place as soon as possible at least four food aid monitors in the Somali camps and two in the Sudanese camps, each monitor covering two camps. In order to ensure that refugees receive their entitlements, the monitors should be present at food distributions.

Co-ordination

The LOU between WFP and ARRA on the implementation of WFP project 5241.03 should be signed as a matter of priority. In order to enhance information flow and co-ordination, and to facilitate project implementation, ARRA should appoint a focal point for food aid. While co-ordination at the sub-office level in the Somali camps has improved, further efforts to enhance co-ordination need to be made in the Sudanese camps. Weekly meetings at sub-office level should be held between WFP, ARRA and UNHCR. Where WFP has a presence, regular camp level meetings should also be held. In order to better define each agency's responsibilities for different tasks in the refugee food assistance programme, a tripartite Plan of Action should be agreed between ARRA, UNHCR and WFP.

Non-food items and water

Non-food items that are distributed to refugees include plastic sheeting and tarpaulins, cooking pots, jerry cans, blankets and soap. Although the distribution of non-food items is not regular, provision of these items had improved in all camps. UNHCR has constructed dams and dug wells and bore holes in the Somali camps which has improved the water supply. However, as water problems still persist, especially in the dry season, UNHCR should continue its efforts to improve the water system in the Somali camps. Improvements were observed in the availability of clean water in the Sudanese camps.

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PART II
FINDINGS AND RECOMMENDATIONS OF THE MISSION

1. WFP food assistance

WFP has been providing food assistance to the Sudanese refugees in Ethiopia since 1984 and to the Somali refugees in Ethiopia since 1988. Since 1993 assistance has also been provided to refugees from Djibouti and from Kenya. Assistance to the refugees in Ethiopia is channelled through the Administration for Refugee and Returnee Affairs (ARRA) which is the Government organisation responsible for project implementation. ARRA is also responsible for managing the refugee camps. Currently, WFP provides relief food assistance to the refugees in Ethiopia through the third expansion of project PRO 5241 "Food assistance for Somali, Sudanese, Djiboutian and Kenyan refugees in Ethiopia". The objective of WFP assistance, pending a durable solution to the problem, is to provide the refugees access to basic food to meet their requirements until they can provide for themselves or be repatriated. Special attention is given to maintaining or improving, where needed, the health and nutrition status of women, children, expectant and nursing mothers and other vulnerable groups.

WFP PRO 5241.03 was approved by the WFP Executive Board in April 1998. The duration of the project is eighteen months, from 1 July 1998 until 31 December 1999. A total of 91,512 mt of food is planned to be distributed to the refugees during the duration of the

project. The total cost of this project to WFP is US$ 43,623,782. At the time of the Joint Food Aid Assessment Mission in April/May 1999, WFP was providing food assistance to approximately 256,922 Somali, Sudanese and Kenyan refugees. Assistance to Djiboutian refugees had been phased out in March 1999.

WFP has also assisted the repatriation of Somali refugees in Ethiopia back to Northwest Somalia. In 1997, WFP provided repatriation food packages to 11,126 Somali refugees who were repatriated under a Pilot Somali Voluntary Repatriation Programme (SVRP). In 1998, a separate WFP emergency operation (EMOP 5978) was implemented to assist the repatriation of Somali refugees. Under this project, repatriation food rations were provided to almost 50,000 Somali refugees who returned to Northwest Somalia.

2. 1999 Joint Food Aid Assessment Mission (JFAM)

A Joint WFP/UNHCR Food Aid Assessment mission was undertaken in Ethiopia between 26 April and 7 May 1999. (The previous JFAM to Ethiopia was undertaken in November 1997.) Representatives from ARRA and from five Embassies and aid agencies of donor Governments (USAID, EC, Germany, Switzerland and Belgium) participated in the work of the mission. The mission reviewed the overall socio-economic and food supply situation of the refugees as well as the prospects for durable solutions. The mission assessed the implementation of WFP PRO 5241.03 and reviewed refugee planning figures for the year 2000 and, for Somali refugees, also for 2001. The mission assessed the progress in implementing the recommendations of the JFAM of November 1997. Detailed terms of reference for the mission are attached in Annex 1.

In eastern Ethiopia the mission visited six of the eight Somali refugee camps (Teferiber, Darwonaji, Hartisheik, Kebrebeyah, Camaboker and Rabasso). In the West the mission visited three of the four Sudanese refugee camps (Fugnido, Bonga and Sherkole). The itinerary of the mission is attached in Annex II. Because of logistical constraints the mission was not able to visit Aisha and Daror camps in the east and Dimma camp in the west but information on these camps was made available to the mission in Addis Ababa, Jijiga and Gambella. The mission held discussions with central and regional Government officials in Addis Ababa, Jijiga and Gambella. The mission met with ARRA, UNHCR, WFP and NGO staff in the sub-offices of these agencies and in the refugee camps. The mission also held meetings with refugee representatives, including representatives of women's committees, and interviewed individual refugees in the camps.

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3. Characteristics and socio-economic situation of the refugees

Somali refugees

There are eight Somali refugee camps in eastern Ethiopia. Their location is shown in the map in Annex IV. Hartisheik, Rabasso, Daror and Camaboker camps were established in 1988, when an escalation of the conflict in Northwest Somalia caused thousands to cross the border. Darwonaji, Teferiber, Aisha and Kebrebeyah were established in 1991 following a further influx of both refugees and returnees as a result of the fighting that led to the defeat of Siad Barre's Government forces in Northwest Somalia by the Somali National Movement. Currently, the number of Somali refugees in Ethiopia is estimated to be just under 197,000, down from the peak figure of 600,000 before the revalidation of September 1994.

The Somali refugees in the east are largely located in their own clan areas which are spread across the Somali-Ethiopian border. The refugee situation in the region has been compounded by the return in 1991 of many Ethiopian refugees from Somalia. The returnees were given food to facilitate their reintegration into their home areas. However, many of them found their way into established refugee camps and cannot easily be distinguished from the refugee

population, though not all have been registered for general food distributions. The registration of new arrivals ceased in 1995 and, consequently, there was an unregistered camp population of an estimated 12,000 who were not receiving food rations. These were registered in January 1997. An additional 1,164 Somali refugees of the Hawiye clan in Hartisheik camp, who had been excluded from previous registrations, were registered in April 1999.

The Somali refugee camps are located in a semi-arid region where erratic and insufficient rainfall considerably limits agricultural potential. Furthermore, due to constraints in availability of arable land, development of agriculture in and around the camps has not been significant. However, an UNHCR/ARRA/WFP nutritional survey undertaken between June and August 1998, noted an increase in the presence of backyard gardens, with up to 45% of households cultivating a backyard garden. These small plots are important in providing some additional fresh produce to supplement the food ration. Many of the Somali refugees are traders by profession and trading provides an important source of income for some of the wealthier refugees. Wealthier refugees arrived with capital and assets and trade routes between Somalia and Ethiopia have largely been kept open. There is a significant movement of goods between the camps and Northwest Somalia, as well as the large Ethiopian trading centers in the area, such as Jijiga and Harar. Some refugees have continued trading with the Gulf states. Other sources of income for the Somali refugees include livestock, collection and sale of firewood and limited labour opportunities in the local communities.

Sudanese refugees

The majority of the Sudanese refugees entered the country in the late eighties or early nineties and are located in settlements in the vicinity of Gambella and Mizan in western Ethiopia. In the light of continued insecurity in southern Sudan, the influx of new refugees to Ethiopia continues.

In Fugnido and Dimma camps, refugees are mainly agro-pastoralists from the Nuer, Anuak and Dinka ethnic groups. In Bonga camp, the population is predominantly from the agro-pastoralist Uduk tribe, the vast majority of which is thought now to be in Ethiopia. In Sherkole, a new camp established in March 1997, the population is predominantly Maban, Uduk and Funge.

The Sudanese refugees in camps in western Ethiopia have somewhat better opportunities than the Somali refugees in the east to attain some level of self-sufficiency in food production. Except for Sherkole, all the other camps are located in areas with potential for agricultural activities. However, agricultural production is seriously limited by restrictions posed by the Ethiopian Government on use of agricultural land by the refugees. Refugees are also not allowed to fish, hunt or collect firewood around the camps, although many do so illegally. However, due to better rainfall the presence of backyard gardens is much higher in the western camps than in the east, with up to 76% of households cultivating a backyard garden in Bonga, Fugnido and Dimma camps.

Djiboutian refugees

Fighting and civil strife in the Afar areas of the Republic of Djibouti in July 1993 caused some 18,000 Afars to cross the border to the north-east of Ethiopia. Registration of this case load has always been difficult due to the fact that most of the Afars are nomadic and do not live in camps but alongside their kin. Many of the Djiboutian refugees have returned spontaneously on their own and their number is believed to be no more than 3,000. Food assistance to this case load was terminated in March 1999.

Kenyan refugees

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Following ethnic conflict in northern Kenya in June 1993, some 8,670 persons fled to the area around Moyale and Dokisso in the south of Ethiopia close to the Kenyan border. Insecurity in northern Kenya has, for a long time, prevented the refugees' return. However, increased stability in the refugees' area of origin is now reported and a joint WFP/UNHCR/ARRA mission visited Moyale in May 1999 to finalise plans for repatriation of the remaining case load which now numbers under 5,000.

4. Refugee numbers and planning figures

Somali Refugees

The assisted Somali refugee caseload in eastern Ethiopia is located in eight widely dispersed refugee camps stretching from Aisha in the north near the border with Djibouti to Daror in the south, a distance of more than 300 kilometers between them. The eastern part of Ethiopia is inhabited by Ethiopians of Somali ethnic origin. With the exception of Kebrebeyah, all the refugee camps are located in areas which are controlled by the same clans or ethnic populations as those of refugees. For many years, this has presented serious problems when issues of registration and/or revalidation of refugee numbers are considered. The separation of needy refugees from the equally needy local population has always been difficult. Nonetheless, a revalidation exercise was carried out in September 1994 with the result that led to a substantial reduction in the refugee population from an estimate of about 600,000 to nearly 200,000. This figure went up to 290,000 following the eruption of conflict in Hargeisa in November of 1994 which saw an influx of nearly 90,000 refugees into Ethiopia. Another revalidation was conducted in 1997 in all the eastern camps, except for Aisha, which brought the population figure further down to 242,156.

In April 1999 UNHCR had registered in Hartisheik camp 1,816 Somali refugees (Hawiya case load) who have been living next to the camp since early 1990s but have not been included in the refugee case load. The reasons for this exclusion remained unclear to the mission. Until now these refugees had survived by petty trading and by engaging in manual labour in town. However, a brief visit to this case load by the mission left the impression that they were worse off than the general population in the nearby camp. Since their legitimate refugee status had now been established, they should be included in the food distributions.

The mission noted with appreciation the efforts being undertaken by UNHCR and ARRA in promoting repatriation from eastern Ethiopia to Northwest Somalia. There is reason to believe that the population figures for some of the Somali camps are higher than the actual population physically residing in the camps. However, with the objective of maintaining the momentum for repatriation, the mission concluded that revalidation should not be advised for Darwonaji, Hartisheik, Kebrebeyah and Teferiber. For the Aware camps, i.e. Camaboker, Rabasso and Daror, a revalidation of the caseload would help in planning future assistance and in promoting voluntary repatriation. Promotion of repatriation for the Aware camps could start soon after the revalidation has been completed.

Sudanese Refugees

In contrast to the situation in the east, following the revalidation of November 1997 and of December 1998, the number of Sudanese refugees has continued to increase. During the last Joint Food Aid Assessment Mission in November 1997, the total number of refugees was 56,293. A revalidation in December 1998 showed a reduction to about 52,577. In computing the December 1998 revalidation figures, due account has been taken of the contentious result for Fugnido camp where more refugees were registered than the number wrist-banded. A new revalidation has been scheduled for May 1999.

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Pending results of a planned revalidation for Fugnido camp in June 1999, the mission adopted the provisional population figure of 24,813, giving a total Sudanese refugee population of 61,119 as of the beginning of May 1999. Generally, the refugee population in the west has been increasing steadily. While this was the case in all the camps, most of the new arrivals were recorded in Sherkole camp with more than 1,500 between January and April 1999. The influx of refugees from southern Sudan is indicative of the continuing armed conflict in that country. It was reported during the mission that the majority of new arrivals were young males. It was not clear what happened to women as relatively few seemed to seek refuge in Ethiopia. Nevertheless, it was recommended that all new arrivals should be screened by UNHCR and ARRA, and that ARRA should compile and submit a "New Arrival Breakdown Format" to WFP for immediate inclusion of the new caseload in the general ration assistance. WFP should make available a buffer stock for new arrivals at each camp based on the average of the new arrivals. Food for new arrivals would only be released upon joint signature by UNHCR, ARRA and WFP at each camp.

Considering the geographically defined nature of refugee camps in the west, the mission concluded that there should be a yearly revalidation of the Sudanese caseloads. It was further recommended that the planned revalidation of Fugnido camp should take place within the month of May 1999.

Kenyan Refugees

The Kenyan refugee population in Moyale was revalidated in August and November 1998 in preparation for their voluntary repatriation. The total population was found to be 4,940. Given the advanced stages in plans for the repatriation of the caseload, both UNHCR and the ARRA confirmed that the repatriation will be completed before the end of October 1999. A joint WFP/UNHCR/ARRA mission visited Moyale in May 1999 to finalise plans for repatriation. A repatriation package consisting of food and non food items, as well as a travel grant are all in place awaiting a final decision on when the movement would be conducted. Therefore, the Kenyan refugee figures should not appear in the planning figures for the next PRO.

Djiboutian Refugees

At the beginning of 1998, the Government of Ethiopia informed UNHCR that the Djiboutian refugee caseload could not be more than 3,000. This has since been adopted as a planning figure for the caseload. However, as recommended by the 1997 of Joint Food Aid Assessment Mission, the refugee caseload had not been registered by the time the present mission was fielded. Unless confirmed to the contrary, it was the feeling of the mission that the refugees may have all gone back to Djibouti. This is further evidenced by the fact that WFP had stopped supplying food to the refugees in March 1999 with no complaints from any of the refugees. Given this situation, the mission was of the view that the caseload should not be included in the planning figures for the next PRO.

Consolidated Planning Figures for Refugees

Somali refugees - the assisted Somali refugee population in eastern Ethiopia has continued to drop since 1994. This is partly due to the seeming stability in Northwest Somalia which has encouraged refugees to return spontaneously, and also due to sustained efforts by UNHCR and its partners to assist refugees with organized voluntary repatriation. This effort is foreseen to continue in the years to come and, provided that repatriation is successful, should result in less than 70,000 Somali refugees remaining in Ethiopia at the beginning of January 2001.

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Sudanese refugees - in view of the continuing conflict in southern Sudan, the number of Sudanese seeking refuge in Ethiopia is expected to increase. Based on information made available to the mission, it has been estimated that the number of Sudanese refugees is likely to increase by almost 6,000 in 1999 to 67,019 at the beginning of 2000, and probably by the same number by the end of 2000.

The total estimated refugee population for the two major caseloads is tabulated below. The tables show the current population, repatriation to date, planned figures for repatriation, net population change and projections for January 2000 and January 2001 for Somali refugees and for January 2000 for Sudanese refugees.

Somali Refugees: Current population figures

Camp	Revalidated	Revalid. Result	Repatriation 12/97 - 12/98	Net population change*	Current Pop. April. 1999.
Teferi Ber	Nov. 1997	45,665	15,896	666	30,435
Darwanaji	Nov. 1997	39,762	13,166	410	27,006
Hartisheik	Nov. 1997	51,317	21,049	1,164	31,432
Kebri Beyah	Nov. 1997	11,097		2,340	13,437
Camaboker	Nov. 1997	28,065		525	28,590
Rabasso	Nov. 1997	16,818		-4	16,814
Daror	Nov. 1997	34,150		-165	33,985
Aisha	Sept. 1994	15,282		8	15,290
Total		**242,156**	**50,111**	**4,944**	196,989

- **Due to arrivals, departures, births and deaths**

Sudanese Refugees: Current population figures

Camp	Revalidated	Revalid. Result	Repatriation 1997 - 1998	Net population change*	Current Pop. April. 1999.
Bonga	Dec. 1998	12,748	-		12,748
Fugnido	Feb. 1997	18,293	-	6,520	24,813
Dimma	Dec. 1998	7,934	-		7,934
Sherkole	Dec. 1998	13,602	-	2,022	15,624
Total		**52,577**	-	**8,542**	61,119

* **Due to arrivals, departures, births and deaths**

Somali Refugees: Projected population figures in January 2000 and January 2001

Camp	Current April. 1999	1999 Planned Repat.	Arrival	Jan. 2000	2000 Planned Repat.	Jan. 2001
Teferi Ber	30,435	10,000		20,435	15,000	22,441
Darwanaji	27,006	10,000		17,006	Closed	-
Hartisheik	31,432	10,000		21,432	15,000	6,432
Kebri Beyah	13,437			13,437	-	13,437
Camaboker	28,590	10,000		18,590	15,000	3,590
Rabasso	16,814	5,000		11,814	10,000	1,814
Daror	33,985	5,000		28,985	20,000	8,985
Aisha	15,290			15,290	5,000	10,290
Total	196,989	50,000		146,989	80,000	66,989

Sudanese Refugees: Projected population figures in January 2000

Camp	Current - April. 1999	1999 Repat.	Arrivals - 1999	Jan. 2000
Bonga	12,748	-	0	12,748
Fugnido	24,813	-	1,000	25,813
Dimma	7,934	-	2,400	10,334
Sherkole	15,624	-	2,500	18,124

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Total	61.119	-	5.900	67.019

Mission recommendations:

- Revalidation of beneficiary case loads should be undertaken in Camaboker, Rabasso and Daror camps as soon as possible;
- WFP should make available a buffer stock of food for new arrivals in the Sudanese camps. Food from the buffer stock would be released only upon joint signature by UNHCR, ARRA and WFP at each camp;
- ARRA should compile and submit to WFP a form giving the breakdown of new arrivals after screening. This will enable WFP to include the new arrivals in the beneficiary planning figures;
- The beneficiary case loads in the Sudanese camps should be revalidated annually. Revalidation of Fugnido camp should take place as soon as possible;
- As already planned by ARRA and UNHCR, the remaining Kenyan refugees should be repatriated by October 1999 and should therefore not be included in future food aid planning figures;

5. Durable solutions

Somali Refugees

Repatriation operations and plans - The UNHCR organized voluntary repatriation of Somali refugees, which started in February 1997, picked up in 1998. Nearly 50,000 Somali refugees originating from Northwest Somalia benefited from the operation in 1998. It is planned that 50,000 will be repatriated in 1999, and a further 80,000 in the year 2000. The mission was informed that the repatriation, suspended by authorities in Northwest Somalia in November 1998, was expected to resume in May 1999. These significant strides made by UNHCR resulted in the closure of Hartisheik B where the remaining 2,000 refugees were moved to Hartisheik A. Strategies for camp consolidation and closures need to be sustained and, depending on the good will of authorities in Northwest Somalia and the willingness of refugees themselves, more refugees will hopefully opt for repatriation in 1999 and 2000 resulting in more camp consolidations and closures.

Extension of operation to other camps - The repatriation has so far been limited to Teferiber, Darwonaji and Hartisheik camps. It is to be noted however, that UNHCR is already planning to start repatriation from the Aware camps in 1999. The mission was informed by women refugees, especially in the two Aware camps visited and at Kebrebeyah, that they were ready to repatriate to Northwest Somalia. It may be noted that generally refugee leaders did not express readiness to repatriate, a view that one finds different when talking to individual refugees. Kebrebeyah should be included in the repatriation operation since almost half of the population in the camp is from Northwest and Northeast Somalia. Repatriation should be promoted in this camp to ensure that refugees are aware of the voluntary repatriation programme. Similarly, UNHCR and ARRA should examine ways of assisting refugees who wish to repatriate without necessarily going under the organized movement. It would appear many refugees could opt for this strategy. The number of persons opting for this would be known only during registration campaigns.

Repatriation assistance - The current repatriation food package consists of 150Kg of wheat, 5 litres of oil, and 10 Kg of pulses. The package is intended to provide the refugees basic food for nine months after repatriation. Although the impact of the repatriation package is not known, it was the feeling of the mission that the package should not change for the duration of the repatriation to avoid disruption of the operation. It was observed however, that since the repatriation operation started in 1997, there is very little information on the role of the repatriation package in voluntary repatriation. The mission felt that a cross-border study

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should be carried out by UNHCR /WFP, possibly in collaboration with a suitable NGO, to determine the following, among other related issues, vis-à-vis voluntary repatriation:

- How is the food and non-food repatriation package used? For the food component, what percentage is sold in Ethiopia, and what percentage is taken to Somalia?
- What role does the repatriation package play as an incentive to repatriation?
- What are the possibilities and implications of increasing the cash and reducing the food in the package?
- What percentage of repatriants actually cross the border? Of those who cross the border, what percentage settle in urban areas and in rural areas?

The mission was informed that a repatriation food package had already been given to a total of 8,713 Somali refugees in 1998 and 1999 without the recipients actually repatriating. These refugees were registered for repatriation and started receiving the package in 1998. However, after distribution of the package, the authorities in Northwest Somalia refused further repatriation in part due to the ban on exporting livestock from Somalia to Saudi Arabia. An agreement was signed in March 1999 between UNHCR and the authorities in Northwest Somalia to resume the repatriation operation. However, the authorities in Northwest Somalia refused to sign a project agreement with UNHCR due to disagreements over project implementation procedures. It appears that these 8,713 refugees, who still receive regular food assistance in the camp, claim to have already used their repatriation food package and are requesting further food assistance as a condition to repatriate.

Cross-border co-ordination - According to UNHCR Ethiopia, there has been improved co-ordination between the Hargeisa and Jijiga offices. The mission encouraged continuation of the process in order to benefit an enhanced repatriation operation. WFP should similarly initiate stronger links with its Hargeisa office to improve co-ordination and collaboration across the border. This could further facilitate implementation of rehabilitation activities in the areas of origin of the refugees and of the proposed cross-border study.

Rehabilitation of refugee and returnee-impacted areas - The impact of refugees on environment can not be underestimated. Rehabilitation of such areas was therefore considered to be part and parcel of the overall refugee assistance process. Therefore, as repatriation is gathering momentum, rehabilitation of refugee inhabited areas, which would benefit local Ethiopian populations, should be taking place simultaneously.

With regard to returnee areas, more resources need to be injected by donors. Voluntary repatriation can be sustained only if returnee areas have improved social and physical infrastructure. Donors need to come forward with support in improving key areas of assistance such as water, health, agriculture, education, community services, etc.

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Sudanese Refugees

As the conflict continues in southern Sudan, it is very unlikely that there will be any genuine desire for Sudanese refugees to request for voluntary repatriation. There may be exceptional cases; these would be dealt with on a case by case basis. The caseload is therefore expected to continue seeking international protection and assistance for sometime.

Kenyan Refugees

After staying nearly 7 years in Ethiopia, the 4,940 Kenyan refugees are expected to be repatriated before the end of October 1999.

Djiboutian Refugees

At the beginning of 1998, the Ethiopian Government informed UNHCR that there were only 3,000 refugees who may be left in the north-east of the country. The caseload has never been registered, and the 3,000 remained an estimate. While there may be some refugees in the area, it is believed that almost all refugees have returned to Djibouti. ARRA plans to send a mission to the Afar region to determine the exact number of those who have remained.

Mission recommendations:

- Provided that Northwest Somalia remains relatively peaceful, UNHCR, WFP and ARRA should give priority to promoting the Somali repatriation programme with an aim of achieving the target of 50,000 refugees repatriated in 1999 and 80,000 in 2000.
- Kebrebeyah camp should also be included in the repatriation programme as almost half of the camp population appears to originate from Northwest or Northeast Somalia;
- In order to sustain voluntary repatriation, UNHCR, WFP and donors should develop and support programmes to improve social and physical infrastructure in returnee areas;
- UNHCR and ARRA should identify ways to assist refugees who wish to repatriate outside the organised repatriation programme;
- In order to avoid abuse of the repatriation system, the 8,713 refugees who have already received a nine-month repatriation food package should be repatriated as soon as possible.
- A cross-border study should be carried out by UNHCR/WFP, possibly in collaboration with an NGO, to determine the use of the repatriation package, the role of the food package in repatriation, composition of the repatriation package and the number refugees repatriating who actually cross the border;
- As repatriation gathers momentum, UNHCR, WFP and donors should support rehabilitation of refugee affected areas;

6. Coping mechanisms and potential for self reliance

Somali refugees

The main coping mechanisms available for the Somali refugees have not changed significantly in the past years. Many of the Somali refugees are traders by profession, so trading continues to provide a significant source of income, especially for wealthier refugees. There is considerable movement of goods between the refugee camps and Northwest Somalia. Some refugees have trade links all the way to the Gulf states. As has been observed by previous assessment missions, many Somali refugees sell a considerable part of their ration and large amounts of relief wheat can be found on the market. It is very difficult to quantify the amount of food sold by the refugees but several female refugees admitted to selling as much as 50% of their wheat ration.

Refugees who sell their rations do so mainly to buy other food items (rice, pasta, tomato paste, milk) or other commodities (clothes, soap, kerosene). As can be expected, refugees holding multiple ration cards sell a larger proportion of grain. Poorer refugees seem to only sell the amount needed to purchase essential items.

The scarcity of water is a serious constraint for agriculture in the Somali camps. Nevertheless, a joint UNHCR/ARRA/WFP nutritional survey that was undertaken in the Somali and Sudanese camps between June and August 1998 found that the presence of backyard gardens had shown great improvement in the Somali camps. The percentage of households with a backyard garden was 0-45%, compared with 0-10% in 1997. Hartisheik, Kebrebeyah, Aisha

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and Teferiber had shown most improvement. There were practically no backyard gardens in Camaboker, Rabasso and Daror camps due to poor soil and water conditions.

Other coping mechanisms available to the Somali refugees include selling of livestock during lean months, collection and sale of firewood and limited labour opportunities in the local communities.

Sudanese refugees

Due to better soil and water conditions, agriculture is a more important coping mechanism in the west than in the east. With the exception of Sherkole, there is plenty of unused agricultural land around the Sudanese refugee camps that could, if allowed to be used by the refugees, considerably increase their self-sufficiency in food. Unlike the Somali refugees in the east, the Sudanese refugees are mostly agriculturalists and are keen to cultivate any land made available to them. However, the current policy of the Government of Ethiopia severely limits the amount of land that the refugees are allowed to cultivate. The refugees are only allocated small plots which vary in size from 18x18 m in Bonga to 25x25 m in Fugnido per household. These plots provide maybe 10-15% of the households' food needs. The population growth among the Sudanese refugees is high and people get married at a very young age. This results in rapid increase in the number of households and subsequent division of the backyard gardens into smaller units as new plots are only provided for new arrivals. As the soil is being over-worked, yearly yields suffer. Therefore, agricultural production per family is being reduced among the Sudanese refugees.

According to the 1998 joint nutritional survey, 76% of households in Bonga camp and 62% of households in Fugnido camp cultivate a small plot. In Sherkole, the number is smaller, only 22%, which is due to new arrivals and general land constraints that inhibit production. In Dimma camp, the survey found that only some 7% of households have a backyard garden. However, this number appears too low and the survey questioned the validity of the result in Dimma.

UNHCR is providing agricultural extension services, seeds and tools to the refugees. This activity is important as it increases the production from the small plots and should therefore be further strengthened.

Other coping mechanisms are very limited in the Sudanese refugee camps. Fishing, hunting and collecting firewood are illegal and there are practically no labour opportunities in or around the camps. Nevertheless, many refugees do cultivate illegally and collect firewood outside the camps. These uncontrolled activities have caused visible environmental damage.

Income-generating activities are being promoted by UNHCR, ARRA and NGOs in the camps. They include vocational training in tailoring, weaving and bee-keeping. However, the impact of these activities is very limited. The number of people who have benefited is still small and there is very limited demand for many of the new skills in the camps.

Mission recommendations:

- dialogue should continue between UNHCR and the Government of Ethiopia with the aim to increase the availability of agricultural land at the disposal of the Sudanese refugees.
- in order to reduce the amount of grain entering the market from the Somali refugee camps, efforts should be made to remove multiple ration cards from the system
- UNHCR should further develop horticulture, bee-keeping, poultry and livestock activities in the camps.
- UNHCR/WFP/ARRA should investigate the possibilities of undertaking food-for-work soil conservation and reforestation activities around the Sudanese camps in order to repair environmental damage done by the refugees.

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- a household food economy survey should be undertaken in the Sudanese camps in order to determine in more detail the contribution of the limited agricultural activities and other coping mechanisms to the refugees' food economy.

7. Health and nutrition

In general, the health and nutrition situation in the 12 camps is very satisfactory. The major prevalent diseases in the camps are upper and lower respiratory tract infections, acute watery and bloody diarrhoea, malaria, skin and eye infections, intestinal parasites, pulmonary tuberculosis, anaemia, sexually transmitted diseases and malnutrition. The underlying causes of these diseases are inadequate supply of potable water which leads to an increasing number of diarrhoea-related diseases; poor shelter and sanitation; over-crowding; dry, dusty and harsh changing weather which leads to increasing morbidity of respiratory tract infections. On average, the crude and under five mortality rates are 0.2 and 0.2/10000/day for the eastern camps and 0.2 and 0.3/10000/day for the western camps. There have been no reported outbreaks of disease over the last year and the general health situation is considered stable.

Nutritionally, the camps are currently in a more stable situation than they have been for the last five years. All camps show nutritional improvements from the previous year and only 3 of the 12 camps have a malnutrition rate above 10% <80%WFH. During the mission, however, it was noted that both Hartisheik and Kebrebeyah camps were reporting a very high increase in the number of cases in the selective feeding programmes. This increase is due to several factors including: severe drought conditions in the area which bring many Ethiopian nationals into the camp health programmes seeking assistance; the newly registered Hawiya caseload who were unwilling previously to use the health centre; the discontinuation several months before of the blanket feeding programme; and insufficient outreach by the health team. The situation was addressed by the nutritionist during the JFAM and improvements are already being seen. Beyond this small upsurge, the nutritional situation in the camps is satisfactory and the selective feeding programmes are running in all camps.

8. Food basket composition and ration scale

In determining the appropriate food baskets and ration scales for the Somali and Sudanese refugees, the mission considered the refugees' overall health and nutrition situation, their socio-economic situation, particularly the availability of other sources of food or income, targeting of the most vulnerable and the need to maintain the momentum for voluntary repatriation.

For the Somali refugees, the mission recommends maintaining the current general ration which provides 1,730 kcal per person per day. The November 1997 JFAM observed that, a considerable part of the general ration received by the Somali refugees is sold on the market, for which reason an increase in the ration would not necessarily translate into increased food consumption by the refugees. This fact has not significantly changed and the 1999 JFAM again observed that the Somali refugees sell a considerable part of their cereal ration. Furthermore, any increase in general ration would not be compatible with efforts to promote voluntary repatriation. Nevertheless, the mission feels that efforts must be made to ensure sufficient food availability for the most vulnerable groups who may not benefit from other coping mechanisms available to the refugees. Therefore, as a means of targeting food to the most vulnerable population, supplementary and therapeutic feeding programmes should continue and a blanket feeding programme (BFP) for all under five's should be reinstalled in all eastern camps. However, implementation of the blanket feeding programme should not be at the expense of other nutritional programmes. UNHCR/ARRA should review the need to hire additional staff to operate the BFP. The BFP can be operated at the health centers but should be run separately from the general nutritional programmes.

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In the case of the Sudanese refugees, the level of food requirements and availability of food from other sources varies between camps. The mission estimates that in Dimma and Fugnido camps the amount of food available from other sources is about 10-15% of the calorie needs of the refugees. In Dimma camp, there appears to be somewhat more land available for cultivation by the refugees. However, the population primarily consists of young men who have higher calorie needs. The level of agricultural self-sufficiency seems to have been over-estimated in Dimma and Fugnido in the past. The mission observed that refugees are living at a survival level and that the availability of food continues to be a major constraint. The mission, therefore, recommends an increase of the general ration in Dimma and Fugnido by 25 g of cereals and 10 g of pulses. The new ration is equivalent to 1,836 kcal/person/day. In Sherkole and Bonga camps the amount of food available from other sources is somewhat less than in Dimma and Fugnido. For Bonga, it is recommended that the ration be increased by 100g of cereal and 10 g of pulses. Sherkole camp has in the past received a full emergency food ration but due to the availability of limited back yard gardens, a slight reduction in the ration by 25 g of cereals is deemed justified. The recommended ration for both Sherkole and Bonga camps is equivalent to 2,100 kcal/person/day.

The mission recommends standardisation of all supplementary feeding rations to provide 1,000 kcal as per WFP and UNHCR guidelines. The mission also recommends that maize or sorghum be provided to the Sudanese refugees as these commodities are preferred over wheat. If maize or sorghum are not available, wheat is a acceptable.

The new food rations should be implemented as soon as the food pipeline allows and appropriate arrangements can be made in the camps.

The following feeding programmes will be implemented in the Somali and Sudanese refugee camps:

Programme	**Beneficiaries**
1. General food distribution	All registered refugees
2. Supplementary feeding programme	Children under five between 70-80% WFH
	Pregnant and lactating women sent by doctor
	Other vulnerable refugees (orphans, twins, elderly)
3. Therapeutic feeding programme	Children below 70% WFH
	Children with oedema
	Nutritional medical cases (e.g. TB, AIDS)
4. Blanket feeding programme	Children under five above 80% WFH

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The mission recommends the following food rations:

Somali Camps

Commodity	General	Supplementary	Therapeutic	Blanket

Wheat	400			
Oil	35	20	35	10
Salt	5			
Sugar	25	15	30	20
Famix		200	100	150
TM			160	
Lentils				
Biscuits			20	
Total Kcal	1,730	1,000	1,884	769

Sudanese camps

Dimma and Fugnido camps

Commodity	General	Supplementary	Therapeutic
Maize	400*		
Oil	30	20	35
Salt	5		
Sugar		15	30
Famix		200	100
TM			160
Lentils	50		
Biscuits			20
Total Kcal	1,836	1,000	1,884

* If wheat is provided, the total kcal value of the general ration is 1,756 kcal/person/day

Sherkole and Bonga camps

Commodity	General	Supplementary	Therapeutic	Blanket
Maize	475*			
Oil	30	20	35	10
Salt	5			
Sugar		15	30	20
Famix		200	100	150
TM			160	
Lentils	50			
Biscuits			20	
Total Kcal	2,100	1,000	1,884	769

* If wheat is provided, the total kcal value of the general ration is 2,000 kcal/person/day

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9. Food pipeline, resourcing and food deliveries

As of May 1999, out of the total food requirements of 91,512 mt of the WFP PRO 5241.03, 86,593 mt had been resourced. The unresourced balance consisted of 1,730 mt of vegetable oil, 1,697 mt of sugar, 886 mt of pulses and 606 mt of salt. The food pipeline for cereals, pulses, vegetable oil and famix is strong but this is not the case for sugar and salt. The current undelivered pledges of cereals together with in-country stocks are sufficient for the refugees' requirements until June 2000. Pulses are sufficient to last until October 2000 and famix until July 2000. The good availability of these commodities is due to the fact that for planning purposes, the reduction in refugee numbers caused by voluntary repatriation was not reflected in the WFP resourcing planning figures. It was agreed instead in the project document that any reduction in beneficiary numbers will result in either de-earmarking of excess resources or an extension in time of the PRO beyond the eighteen month planned duration. It is likely that the current PRO will be extended in time until mid-2000 in order to allow use of the existing resources. However, the new food rations should be implemented as soon as feasible, irrespective of the extension of the current PRO.

In the first half of 1998 the project experienced difficulties in resourcing oil, salt and sugar which resulted in disruptions in distribution of these commodities to beneficiaries. The project is likely again to experience a break in the pipeline for sugar and salt in June 1999

The mission encountered complaints from camp staff especially in the west but also in Hartisheik camp in the east that there are frequent delays in food deliveries to the camps. Delays in food deliveries and lack of accurate information on the schedules of food arrivals also results in distribution of different commodities for a different duration of days. For example, in Sherkole camp the mission observed distribution of wheat for 30 days and pulses for 29 days. As the camp had oil stocks for only 10 days, this commodity was not distributed nor was salt of which there were no stocks. In such circumstances it is very difficult for beneficiaries to keep track of what their entitlement is as the quantities distributed may change from one distribution to another and the entitlement is not written on sign boards at the distribution sites. Neither can the beneficiaries properly plan the use of their food ration as they are unaware for how many days it should last before the next distribution. Combined with serious shortfalls in the distribution system observed by the mission in Fugnido camp, with refugees receiving considerably less food than their entitlement, delays in food deliveries cause added serious hardship.

In Hartisheik camp, the mission was told that delays in food arrivals means that the monthly ration sometimes has to be stretched to last 45 days, if the next distribution is delayed two weeks, instead of the standard 30.

It should be noted that considerable improvement has been experienced in the regularity of deliveries in 1999 compared with 1998. In the west, one reason for the delays is the poor road infrastructure. Roads become impassable during the rainy season between June and August for which reason a buffer stock for three months is necessary to be prepositioned in the Sudanese camps. The Regional Government in Gambella emphasised the damage caused by WFP food deliveries to the refugee camps. The local roads and bridges are clearly not designed for heavy trucks with trailers and the damage done is serious in many locations.

The mission also observed that the refugee planning figures in the camps are higher than those used by WFP to deliver food to the camps. This is due to the fact that new arrivals are issued ration cards upon arrival whereas WFP only includes them in their beneficiary numbers after the monthly food co-ordination meeting in Addis Ababa has reviewed the case load numbers and agreed on the figures. For example, WFP's food planning figure for Sudanese refugees in April 1999 was just under 57,000 whereas UNHCR's planning figure at the Gambella sub-office was 61,000. If the camps include 4,000 people more in food distributions, there is bound to be a shortfall of food.

While it is important that the beneficiary numbers are agreed at Addis Ababa level by UNHCR, WFP and ARRA, the discrepancy in beneficiary numbers needs to be addressed. A buffer stock of food for new arrivals with food releases subject to agreement by all three agencies' staff would resolve this problem.

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Mission recommendations:

- WFP should address the issue of timely food deliveries to the refugee camps as a matter of priority. Proper co-ordination mechanisms at Addis Ababa, sub-office and camp levels should be put in place so that the schedule of food arrivals for each month is known in advance. WFP should provide a distribution schedule for all camps, indicating quantities per commodity to be delivered and expected arrival time at each camp. Presumably, the on-going strengthening of WFP's field presence and the installation of deep field email system will contribute to better communication and co-ordination.

- WFP should aim at providing a full month's food stock to the western camps by the 27th day of the previous month. This would allow the camps to undertake monthly distributions.
- After the camp officials receive the WFP delivery schedule, they should inform the refugee food committees (which should be established in all camps as soon as possible) of the expected time of arrival of different food commodities at the camp.
- WFP should investigate the possibility of establishing a buffer stock in the Sudanese camps for new arrivals.
- WFP should attempt to provide maize or sorghum to the Sudanese refugees as these are preferable to wheat.
- As a means of addressing the delays in food deliveries and investing in refugee impacted areas, WFP and UNHCR should investigate with interested donors the possibility of increasing funding of repairs of roads and bridges leading to refugee camps. Co-operation already exists between UNHCR and the Ethiopian Roads Authority but more investment is needed.

10. Food storage and management

Most of the warehouses that the Mission visited appear to be satisfactory in terms of capacity, cleanliness, record keeping, adherence to proper food releasing procedures and overall stores management. One of the few exceptions to this general observation was the storage facility at Camaboker, a Somali refugee camp.

At this camp, there are 3 Rubbhall tents with a 500 MT capacity each for storing food and non-food items. Food commodities were not stacked properly according to SI (Shipping Instruction) numbers and vessel names. No stock cards were used. The floors were not clean and damaged foods were not segregated and stored separately to prevent cross infestation.

It was explained to the mission that the poor state of the storage facilities at Camaboker was due to the just completed maintenance of one of the Rubbhalls which necessitated moving food to the other two tents temporarily. The storekeeper has been at the job for less than one month. He had no previous experience in store keeping and had not received training in stores management. One of the Rubbhall tents did not have concrete floors. The two other Rubbhall tents also appear to require minor maintenance.

In Teferiber the Rubbhalls were leaking and the warehouse compound lacked security fencing. Non-food items were stored together with food items. In Darwonaji, the Rubbhalls were old and leaking. Vegetable oil was kept together with non-food items, including car oil.

The other major storage problem observed at the camps was food damage by rodents. This was observed at the Sudanese refugee camp at Fugnido and the Somali refugees camp at Hartisheik. At Fugnido, rodents had made big holes on the hollow block walls. Sacks damaged by the rodents were visible in the warehouse. Similarly, several bags damaged by rats and food spilled from bags onto the floor were also seen at the warehouse in Hartisheik camp. Rodents are clearly a serious problem at these and perhaps other warehouses and the issue needs to be addressed.

Mission recommendations:

- Training should be provided to storekeepers and other warehouse personnel on a regular basis.
- Food commodities should be stacked properly with bin cards showing commodities' SI numbers and vessel names at those camps which are not adhering to this procedure currently.

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- WFP should expedite its procurement of pallets and provide these to camp storage facilities as soon as possible.
- Storage facilities which were not maintained during the first round should be identified by ARRA in consultation with WFP and maintenance should be carried out in the shortest time possible. Leaking Rubbhalls should be repaired as soon as possible.
- ARRA/WFP should seek the services of pest control establishments for warehouses where rodents have been identified as a serious problem.
- WFP should assess the warehouse capacities in the Somali camps in view of the planned 1999 and 2000 repatriation programmes
- guidelines on timely disposal of spoiled commodities should be issued to all store keepers as well as ARRA, UNHCR and WFP staff in the camps.

11. Food targeting and distribution mechanisms

Somali refugees

The November 1997 JFAM observed serious shortcomings in the food distribution system in the Somali camps. The old system required the beneficiaries to be grouped into 20 families of equal family sizes. Leaders of each group would collect the food for the whole group and arrange the distribution. The 1997 mission recommended that the distribution system be revised to require each head of household and/or family member to be present at the distribution. In the east the implementation of the new food distribution system has progressed well with seven of the eight camps operating the new system. The only exception is Aisha camp.

Under the new system each head of family is required to present his/her ration card personally at the distribution site. The food is distributed directly to the head of family and the name is cross-checked on the distribution register. The ration card is then punched to show that food has been collected for that month. The refugee card holder signs his/her name on the line and receives a small coupon. This coupon is collected at the exit point and torn to invalidate once the food is collected. The ration card indicates the size of the family for which the holder is entitled to collect food. The ration card is punched for that month and the refugee proceeds to collect his/her ration from the distribution site. At the distribution site a refugee scooper is responsible for scooping the right quantity of each commodity. A different scooper is in charge of scooping different commodities. Except for wheat, the scoopers are women who get paid a small cash compensation by UNHCR (currently 8 Birr) for their work.

It is by no means an easy task to change the refugee food distribution system but the efforts which UNHCR and ARRA have made to implement the new system in the Somali camps are commendable. Excellent guidelines for the implementation of the new distribution system have been prepared and agreed to. They cover in detail preparations for the new distribution system, the physical structures needed, operation of the new system, staff (including terms of reference) and equipment required, refugees' rights, women's participation, distribution to vulnerable groups, monitoring and the role of food and distribution committees.

The mission's impression was that overall the new food distribution system is an improvement compared with the old system. The new system requires more labour to manage but refugees appear to be receiving the rations to which they are entitled to. Nevertheless, the food distribution system still requires some improvements. ARRA uses mobile distribution teams which travel from camp to camp. However, completing each distribution takes a long time. For example, eight days was reported in the case of Teferiber camp. The main complaint from refugees, especially women, was that they have to wait too long in line for their rations, half a day queuing in line is not uncommon. Women complained that this is time away from other time consuming chores such as collecting firewood and fetching water. The distribution sites also lack latrines, water and shade. Under the old system, refugees

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commonly received empty food containers but under the new system the guidelines for distributing empty containers are unclear and refugees complained that they no longer receive them. Empty food containers are important for the refugees as they serve a variety of useful purposes in the household. The mission observed large piles of empty food containers, especially plastic vegetable oil containers piled up in the camp warehouses.

A serious shortcoming observed in all distribution sites is the lack of sign boards showing clearly the refugees' food entitlements by commodity. Refugees' food entitlements should be shown in weight and in local language. Any commodity missing from the distribution should be indicated.

The distribution sites were observed to be generally in rather poor condition. The structures were poor or non-existent offering little shelter from the wind or rain.

According to the guidelines on the implementation of the new distribution system, Refugee Food and Distribution Committees should be established in all camps. These Committees should be chosen by the refugees themselves and they should be comprised of six women and five men to assure some gender balance in the discussions. The Food and Distribution Committees should disseminate information to the refugee community, forward complaints to ARRA/WFP/UNHCR and offer guidance and suggestions on the distribution or monitoring. The Committees would ensure refugee participation in issues of food and distribution. Unfortunately, Food and Distribution Committees had not been established in any of the camps.

The possession of multiple ration cards among the Somali refugees was noted by previous Joint Food Aid Assessment missions. Again this year, the mission observed some refugees waiting for their ration who were in possession of at least two cards. Apparently, the refugees can not collect food for two ration cards at the same time but they can re-enter the queue another time to collect food with another card.

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Sudanese refugees

The new food distribution system has not yet been implemented in the Sudanese camps. Here, food is distributed to a group leader who represents, for example, a group of some 20 families or 100 beneficiaries. The group leader then arranges distribution of the food within the group.

The shortcomings of this system were already reported in detail by the 1997 JFAM . The 1999 mission observed serious shortfalls in the monthly ration the refugees were receiving. For example, in Fugnido camp, refugees are taking home from the distribution 4-6 kg less food than they are entitled to each month. The mission feels that this shortfall is due to the many layers involved in food distribution: The camp warehouse releases food to zonal heads who then release it to group leaders who in turn distribute it to members of the group. It appears that the shortfall occurs after the food has been released from the camp warehouse.

As explained earlier in this report, the delays in food deliveries and distributions in the western camps cause further hardship to the refugees. Food is delivered irregularly and is commonly distributed twice a month, as sufficient stocks are not available for monthly distributions. Refugees have difficulties in knowing their entitlements and planning food consumption as they do not know when the next distribution will be and which commodities and how much will be distributed. There are no sign boards in the camps explaining the refugees' food entitlements.

The mission observed that women's involvement in managing food distributions and in participating in the distributions is unsatisfactory. As no food committees have been established, women have very little say in management of the food distributions.

Mission recommendations for the Somali camps:

- In the new distribution system, distribution by family size should be broken down even further by village or zone so that refugees have a more precise idea of their turn in the distribution and they do not have to wait so long;
- The official ration entitlement should be posted clearly at all distribution sites. Any missing commodity or substitute should be noted. The sign boards should also be in local language.
- The distribution sites need to be improved. The sites should have cement floors and plastic sheets nailed into a firm wood structure. The structure should be solid and wind proof. Toilet and shelter facilities should be made available at each distribution site.
- The scoopers should be rotated every month or every two months to allow opportunity to all women.
- Without delay, a food committee should be established in every camp. The guidelines prepared by UNHCR and ARRA should be followed.
- A scale should be made available at each distribution site for refugees to measure their ration.
- The single card per person system must be enforced. Each refugee should be asked to present only a single card at the distribution. Multiple cards should be confiscated at the distribution site. If a card has not been used for two months (no rations collected) it should be withdrawn from the system. The ration card check system to review card holders' family size through spot checks should be implemented.
- UNHCR and WFP should have their monitors present at food distributions on a regular basis.
- The ration card should have a shorter period of validity. The cards are currently valid for three years which is too long. A twelve-month validity would be more appropriate. This is important also in the case of births, deaths and camp departures.
- As and when possible, refugees should be issued a picture ID card.
- Empty sacks and containers should be distributed to the refugees at the time of distribution. Guidelines for distribution of empty containers should be prepared and distributed UNHCR/WFP/ARRA staff in all camps.

Mission recommendations for the Sudanese camps:

- The new system whereby food is distributed to heads of families instead of group leaders should be implemented in all Sudanese camps as soon as possible;
- New standardised scooping materials should be introduced to all camps as a matter of priority;
- The official ration entitlement should be posted clearly at all distribution sites. Any missing commodity or substitute should be noted. The sign boards should also be in local language.
- In order to address the serious shortfall in the ration received by the refugees that the mission observed, UNHCR and WFP food monitors should be present at food distributions to ensure that refugees receive their entitlements.
- Any change in commodity should be specifically announced and specific cooking instructions given if necessary.
- Food distributions should occur once a month based on a delivery schedule developed by WFP/ARRA and provided that sufficient quantity of food is delivered to EDPs by WFP.
- Without delay, a food committee should be established in every camp. The guidelines prepared by UNHCR and ARRA should be followed.
- Women's involvement in food distributions and in management of food distributions needs to be improved. Establishing food committees with a majority of women would be a good start.

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- WFP should investigate the feasibility of supporting the pre-school and school feeding programmes in the Sudanese camps.

12. Milling

The mission observed that, in general, the mechanical mills provided to the camps by WFP were not providing a satisfactory service to the refugees. Almost in all camps (except in Fugnido), the mission observed that the mechanical mills in the camps have not been running at full capacity due to lack of spare-sparts, poor management and restricted hours. In most of the cases, they have been out of order for a period extended up to eighteen months. According to ARRA milling operators, they can not repair the engines due to the difficulty in finding the right spare-parts in Ethiopia. Most of the grinding mills are imported. Different models can be found in different camps.

When the grinding mills are working, the mission noticed that they are operated below their capacity most of the time. They are only well utilised during the week of food distribution.

Even if the WFP grinding mills are free of charge, due to their breakdowns refugees have been forced to grind by hand or to pay for private milling by selling a portion of ration. Refugees pay between 0.20 Birr and 0.50 Birr per kg for milling their grain at commercial mills. Both in eastern and western camps, it was reported that refugees are the main users of the commercial grinding mills compared to Ethiopian residents.

WFP is in the process of providing 98 new manual grinding mills to the camps. The distribution of the new mills is planned as follows: Hartisheik 5, Kebribeyah 6, Darwonaji 4, Teferiber 6, Camaboker 7, Rabasso 7, Daror 7, Aisha 6, Bonga 15, Fugnido 15, Sherkole, 15 and Dimma 5. The delivery of the grinding mills has been completed for Hartisheik, Kebribeyah, Darwonaji, Teferiber, Aisha, Fugnido and Dimma. Delieveries to other camps are on-going. These new models of grinding mills differ from the previous ones because they are manually operated and therefore require less maintenance and spare-parts (only 3 components). Their use is very simple and they have a more robust shape than the previous ones.

The women's associations in all camps are charged with managing and operating the new manual grinding mills. Preparations have been made to run the mills as an income generating activity for women in all camps. Each mill is planned to be managed by a three woman team to be elected among the refugees. The team in turn would appoint two women as mill attendants to run the mills. The refugees will be charged a nominal fee for the use of the mills. The mill attendants will be paid from the cash earned from milling.

Mission recommendations:

- WFP should ensure that the manual grinding mills are installed in the refugee camps without further delay
- Adequate support should be given to the women's groups to ensure success of the manual mills.

13. Monitoring and reporting

The Letter of Understanding between ARRA and WFP for the implementation of WFP food assistance to refugees specifies that ARRA is responsible for providing to WFP the following monthly reports:

1. Extended Delivery Point (EDP) reports: commodities received, commodities issued, stock balance, ration scale, cumulative quantities and numbers and types of beneficiaries

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2. Monthly distribution and beneficiary reports: actual number of male and female beneficiaries, quantities of food distributed, losses, the share of resources received from food distribution, percentage of positions held by females in the management of food distribution, use of funds generated. The monthly distribution and beneficiary report should also provide a brief narrative on distribution mechanisms, operational difficulties encountered and measures taken to overcome them.

The overall food aid monitoring and reporting system for the refugee assistance project is unsatisfactory. Distribution and beneficiary reports are not received from any camps. This is a serious shortcoming as the monthly distribution and beneficiary reports, combined with monitoring of food management and distribution in the refugee camps, are the main means allowing WFP know who the beneficiaries of its assistance are and what quantities of food they actually receive. EDP reports are received by WFP from ARRA for all Somali camps. In the west, EDP reports are only received from Bonga and Sherkole camps.

Mission recommendations:

- ARRA should ensure that EDP and distribution and beneficiary reports are prepared in all refugee camps and submitted to WFP and UNHCR preferably within two weeks after the reporting month.
- The proposed tripartite agreement between ARRA, UNHCR and WFP should clearly define responsibilities for reporting, including frequency and content of reports. Proformas of the required reports should be annexed to the tripartite agreement and, eventually, to the Letter of Understanding to be signed between WFP and ARRA.
- WFP should place as soon as possible at least four food aid monitors in the Somali camps and two in the Sudanese camps, with each monitor covering two camps. The food aid monitors should be present at food distributions. They should also monitor implementation of supplementary feeding, blanket supplementary feeding and therapeutic feeding programmes.
- WFP food aid monitors should assist ARRA staff in preparation of monthly EDP and distribution and beneficiary reports.

14. Co-ordination

The Letter of Understanding for WFP PRO 5241.03 is a basic document outlining the principles of WFP food assistance to the refugees and the obligations of WFP and ARRA in implementing the assistance. WFP commodities provided under expansion three of this operation were first distributed in October 1998 but as of May 1999 the Letter of Understanding between WFP and ARRA formalising this assistance had not been signed.

Both the 1996 and 1997 JFAMs recommended that a tripartite Plan of Action be drawn up and signed by ARRA, WFP and UNHCR. This document should clearly define the working arrangements and responsibilities of each agency in respect of implementation, monitoring, reporting and co-ordination. Implementation of the recommendations of this JFAM could be incorporated into the tripartite Plan of Action.

Mission recommendations:

- The LOU between WFP and ARRA on the implementation of WFP project 5241.03 should be signed as a matter of priority.
- In order to enhance information flow and co-ordination, and to facilitate project implementation, ARRA should appoint a focal point for food aid.

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- While co-ordination at the sub-office level in the Somali camps has improved, further efforts to enhance co-ordination need to be made in the Sudanese camps. Weekly meetings at sub-office level should be held between WFP, ARRA and UNHCR. Where WFP has a presence, camp level meetings should also be held.
- In order to better define each agency's responsibilities for different tasks in the refugee food assistance programme, a tripartite Plan of Action should be agreed between ARRA, UNHCR and WFP.

15. Non-food items and water

Non-food items that are distributed to refugees include plastic sheeting and tarpaulins, cooking pots, jerry cans, blankets and soap. During meetings with refugee committees and refugee leaders/elders as well as in interviews with individual refugees, the issue of whether refugees were receiving no-food items was always raised. The mission was encouraged to learn that, although the distribution of the items is not as regular as it is with food, provision of these items had improved greatly in all camps in the country in the recent past. This was encouraging and UNHCR is requested to continue providing the essential items as scheduled. There was, however, a general complaint about blankets, which refugees felt it unfair to be given one blanket per family. This was particularly the case in Rabasso. It was also claimed that blankets were of sub-standard quality as they were disintegrating with the first washing. UNHCR is therefore advised to examine the criteria for distribution of blankets so that they are distributed according to family sizes.

The supply of water in the Somali refugee camps is a matter that has occupied UNHCR for a long time. All Somali refugee camps are located in arid and semi-desert climate. Rainfall is unpredictable, and if it rains, water dries up very fast. Shallow wells have been dug in Darwonaji and Teferiber. Thus water trucking to the two camps was stopped in 1997. Water trucking continues from Jerrer Valley boreholes to Kebrebeyah and Hartisheik camps. In order to improve the water supply situation in Hartisheik and the three Aware camps, Haffir Dams have been constructed (i.e. one in each of the camps). During the visit to Rabasso and Camaboker the dams were full of water. The one in Hartisheik had no water at the time because it had not rained. It was even reported that when Daror was threatened with drought, water had to be trucked from Rabasso Haffir Dam. It may be recalled that in early 1997 water had to be trucked from Jijiga to Daror, Camaboker and Rabasso. UNHCR is therefore requested to continue with the search and development of more water supply systems.

Sudanese refugee camps in the west are perhaps better supplied with clean water than Somali refugees in the east. The mission was impressed with the water supply system for Fugnido camp. Indeed there were no complaints from refugees on the quantity and quality of water that they were receiving. The limiting factor on the amount of water collected lay in the size of water containers. Reports made available to the mission indicated that Dimma camp had a similarly well-developed water filtration supply system

The situation was slightly different for Bonga and Sherkole. The two camps have shallow wells - in Sherkole, MSF/Holland dug at least 20 shallow wells in 6 zones. The wells in higher slopes dry rather faster because the water table runs low. This was indicated as one of the main problems. Otherwise, during rainy season, the water table is always good. The water was also found to be tasty and acceptable to refugees.

Bonga camp had already had 11 shallow wells. Seven of these were functioning. MSF/Holland had moved from Sherkole to Bonga to assist with identification and constructing 7 more shallow wells. The problem is that water in many of the wells in Bonga has salty taste. Refugees had a tendency of going straight to Baro River and draw water from it. As is the case in Sherkole, most of the shallow wells in Bonga are located nearer to the

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bank of the river. Nonetheless, the additional shallow wells will enable refugees have more sources of water than from Baro River.

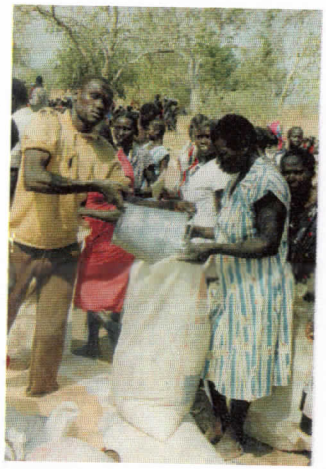
16. Implementation of the 1997 JFAM recommendations

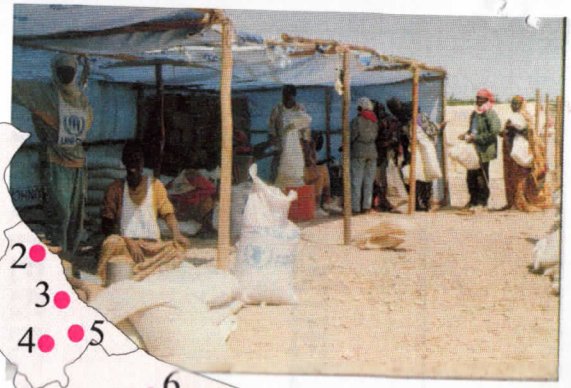
The mission reviewed the progress achieved in implementing the recommendations of the 1997 JFAM. A detailed status of implementation of these recommendations is attached as Annex III.

* * *

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WFP Assists Refugees Throughout Ethiopia









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All boundaries are approximate and unofficial
Graphic by UN WFP Vulnerability Analysis and Mapping Unit; June 1999

Western Camps

9= Sherkole
10= Bonga
11= Fugnido
12= Dimma
13= Moyale

Eastern Camps

1= Aisha
2= Darwonaji
3= Teferiber
4= Kebribeya
5= Hartisheik
6= Camaboker
7= Rabasso
8= Daror

EMMANUEL DEVELOPMENT ASSOCIATION

STRATEGIC PLANNING AND MANAGEMENT DOCUMENT

BY
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ADDIS ABABA

CCRDA

AUGUST , 1999

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urban areas or in the towns of Akaki and Kality, while the remaining 11.1 % live in the rural areas surrounding both towns.

The total area of the Zone is estimated at 5460 hectares with altitude ranging between 2,100 and 2,300 meters above sea level. Out of this area, 4408 hectares (80.7%) is arable and is covered with crops during the farming season. Hundred seventy six hectares (3.2%) of land is used for grazing, 29 hectares(0.1%) covered with woods, while the remaining 845 hectare of land (15.5%) is marshy, covered by shrubs and housing constructions. The mean annual rain fall ranges between 700 and 900 mm.

From the agro-ecological point of view, the zone belongs to woina dega (midlands) and topographically 79.5% of the land is plateau, 17.2% hilly and 3.3% is gorge/valley. the general prevailing production system is crop-based mixed farming. The dominant crops grown according to their descending order of production are teff, wheat, chick peas, vetch and lentils. Cereals occupy more than 95% of the total agricultural land in the zone. Some areas, especially along the Akaki river basin produce different varieties of vegetables with irrigation. It is estimated there is only about 50 hectare of land under irrigation.

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According to results of a survey conducted in the target areas, a total of 30,197 persons aged five years and over are currently attending schools. Of these, 625 are attending preschool, 16,018 follow primary school (grades 1-6), 5,064 enrolled in junior high schools and 5,742 in senior secondary schools.

In terms of health situation, it was observed that both Akaki and Kaliti towns have one public health centre each. These are the only two government-owned health institutions present in zone. As a result they are forced to cover large percentage of the public. Particularly, the health centre in Akaki is assumed to cover a as much population as 102,106 within 9 PAs where as in terms of capacity it has only 3 beds for inpatients including maternity services. The human resource available are 2

medical doctors a pharmacy technician, 7 nurses, a laboratory technician , 6 health assistants, 2 sanitarians and 34 support/administrative staff.

In short the target area is characterized by the following major development problems:

- A vast majority of needy children in the target areas are left un attended
- A high level of illiteracy and low level of children enrollment to schools has been observed.
- A high prevalence of communicable diseases, particularly malaria is severely affecting the health situation of the community that are not adequately addressed due to the existence of few health institutions located far away from the reach of the semi urban and rural communities.
- Severe food shortages mainly caused by low level of agricultural productivity in the area.
- A high level of soil fertility loss beyond a tolerable level due to severe land degradation going on in the area.
- The existence of unfavorable gender equality hampering full participation of women in the development process.
- Inadequate infrastructure development such as:
  - ⇒ Electricity, clinics,
  - ⇒ Schools, etc. Water
- Social problems of displaced citizen temporarily settled in the area
- Issues of polluted water for human and agricultural use.

1.3 Structure and content of the document

There are three sections in this document. The ***Introduction*** section provides the prevailing situation in Ethiopia and introduces the targeted operational areas. *Section 2* (***An overview of the organization)*** section presents the nature and set-up of the organization and its operational engagements. *Section 3* ***(the strategic planning process)*** explains the objectives of the planning, the process involved and methodology. Section four deals with ***(Identity of the organization***) presents the

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organizational identities and strategic objectives. Section five (***Analysis of the environment***) mainly assesses the operating environment both external and the inner system.

2. An Overview of the Organization

2.1 Nature and formation of the organization

Emmanuel Development Association (EDA) is a non-political, non-profit and non-governmental child and mothers focused indigenous organization (NGO.) that has legally registered and became operational since August 1996 head quartered in Addis Ababa. The Association works in close collaboration with government, donor agencies, partner NGOs , and the communities in an attempt to address the issues of marginalized children and their mothers through:

- directing grassroot development projects that will benefit the under privileged people.
- encouraging the creation of sustainable need based grass root primary level people organization.
- offering volunteer and leadership development by enabling people to work on what matters to them using their indigenous knowledge integrated with scientific skills.
- Identify and encourage local people to use indigenous knowledge in contributing to their development in integration with modern skills .
- provide training to target beneficiaries and local people organization to build their capacity and develop their skills in development fields.
- Assist local largest community and people organization to mobilize and sustain their local resources bases.

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2.3 Resource base donors collaborators

The Association has not yet diversified its resource both locally and abroad and as a result depends on few national and international organizations operating in the country for various programs. Some of these include Radda Barnen and Christian Relief and Development Association.

2.4 Program components

The Association has entered into range of activities in an attempt to respond to the needs of the target groups in areas such as:

a) Education

- Alternative Basic Education to children between 7-15 years.
- Sponsorship program with educational facilities for street, orphan or children from very low income families.
- Strengthening /establishing/ school libraries self help program to children through vocational / skill training/ Establishment / renovation of primary schools/ and furnishing it with the necessary materials.
- Child advocacy sensitization through seminar, workshop etc to parents, school community and governments and non-government bodies, health and sanitation.
- Establishment/renovation of health posts, clinics/ health centers promotion of education on the prevention and control of HIV/ AIDS and STD Construction of communal latrines provision of pure potable water for the rural and urban community.

b) Income generation

- women empowerment through basic education, skill training and saving and credit scheme for sustainability.

c) Natural resource conservation

- Afforestation

d) Currently operational areas of program activities

- Child sponsorship program

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- Basic education
- Health post construction
- Prevention /careful of Aids/
- Communal latrine construction
- Women right advocacy

3.The Strategic Planning Process

3.1 The need for strategic planning

The encouraging policy changes introduced by the Ethiopian government and the growing development challenges of the country have provoked national NGOs such as EDA to implement numerous sets of interventions. Therefore, the situation demanded the Association to formulate appropriate development strategies to cope up with the many changes that are taking place in its operating environment to accomplish its objectives more effectively. To this end, the leadership of the organization has decided to undertake a strategic planning process to define new directions within the overall environment development efforts of the country.

3.2 Objectives of the strategic planning

The main objective of this planning is therefore to craft strategic aims that serve as framework in guiding the organization to develop interventions related to its mission. In other words, it is an attempt that makes the organization more effective, and focused in the areas of its competence in development.

3.3.The process

EDA's strategic planning and management process started by setting up an in house planning team. The team then was then familiarized with the overall planning process through familiarization workshops by a professional consultant. The team with the close assistance of the consultant took overall the responsibilities of

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information gathering, the analysis, interpretation and write-up of the draft document. In this process opinions of stakeholders such as the community representatives, relevant government line departments and donor representatives were entertained during a stakeholders planning workshop.

3.4 Methodology

The process of information gathering as well as views and perceptions of stakeholders took place by employing the following methods:

a) ***Document review:*** the assessment included the roles of the Association, the scope of its activities, the relevance and purpose of each activity, the units performing it, the capacity of the Association as well as its relative strengths and limitations. Besides, the organization's constitution, management system, process of decision making, delegations of responsibilities, implementation of activities and systems of monitoring and evaluation were reviewed from secondary sources.

b) ***Informal survey***: to fairly understand the perceptions and views of local communities, staff members and other stakeholders were informally interviewed on EDA's past, present and future initiatives.

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4. The Organizational Identity

In this section, EDA's vision, mission, strategies and organizational principles shall be outlined in an attempt to define the future direction of the organization. Furthermore, these identities of the organization shall be realized through strategic objectives formulated.

4.1 Vision, Mission, Philosophy and principles of the organization

a) Vision statement

EDA likes to see children of Ethiopia got equal access to their basic rights and participate in the development of their country.

b) Mission statement

EDA contributes to wards the promotion of child wel-fare through the active participation of stakeholders in the target areas.

C) Organizational Philosophy

- ***Genuine and mutual partnership:*** stakeholders, development agents, NGOs, people and government are all considered indispensable, regardless of the nature of participation in working with one another. NGO and partner communities should not be viewed as a wise giver and ignorant taker, respectively.
- ***Humanity:-*** Any service delivered or development project initiated should focus primarily on addressing basic human needs. In other words people should be the center of any development effort.
- ***Equity and equal opportunity***:- there is equal opportunity for citizens regardless of gender, ethnicity, religion, etc.

  Empowerment:- development initiatives should focus on building the capacity of local people to manage their own affairs for future sustainability.

D) Organizational principles

- EDA believes that development of the society will be effected through the participation of people in planning, implementation, monitoring and finally managing their own development efforts.
- The Association believes that the concerted efforts of people, government and NGOs can eradicate the three inter locking problems of the society, namely; poverty, ignorance and disease.
- EDA believes that it is essential to promote self reliant development and use of local resources
- The Association believes that it is essential to develop strong, committed and participatory leadership.

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- EDA believes that stimulation of indigenous human powers for self development and self actualization is vital.
- The Association believes mutual respect and partnership should be maintained among development actors
- EDA strives to be effective, independent and self reliant organization that works through direct project implementation to build the capacity of local people for empowerment.
- It seeks to develop and share experiences, findings and skills with like minded humanitarian organizations both locally and internationally.
- The financial arrangements of EDA will be transparent and accountable to beneficiaries, local administration and donors.
- Gender equality and the recognition of the rights of the child are cross-cutting principles which guide the activities of EDA.

4.2 Strategic objectives

- Assist parents of the marginalized children particularly mothers', to be financially secure to support their children's education through vocational training and financing small businesses through savings & credit schemes.
- Ensure food security of the target community through the introduction of improved agricultural technologies and farming practices at house hold and target community level.
- Increase the educational status of the target population through the introduction of basic non-formal education as well as building capacity of formal schools to enroll more children of the target areas.
- Assist the health stations of the target areas to increase the health coverage through the introduction of preventive, basic curative health services including raising parents awareness on child development such as child health, hygiene, etc

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5. Analysis of the Operating Environment

5.1 The external environment

EDA has witnessed lot of changes taking place since its establishment. The working environment often changes bringing in new threats that affect the functioning of the Association. Particularly, the rapidly changing faces of socio-economic situation have become more serious today than at the time of establishment of the EDA. This in turn presents new challenges to development that aims at improving the livelihoods of the poor that necessitates the Association to critically assess its programs together with its stakeholders in order to respond effectively to such changing internal and external environment.

4.1.1 The political situation

The on going democratization process in the country has contributed a lot towards bringing about improved enabling environment for the operation of the non-government sector. Some of these include:

a) Peace and security is maintained in many parts of the country enabling NGOs to work safely in areas where they want to operate.

b) The government has recognized the contribution of the non-government sector and has issued guidelines for registration enabling them to participate in the development process of the country.

c) A decentralized system of government has been introduced where regional states have came into being and since then they have established and issued a number of legislative and executive organs which facilitate and assist the development process of the regions.

d) It has enabled the regional state councils to lay firm foundations in creating conducive environment for the use of *local languages* as the regions' working languages that facilitate the establishment of associations that easily understand and implements Federal Development Policies.

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e) The political decisions made on the distribution of social services, was instrumental particularly the educational opportunities had clear discriminatory nature towards the rural communities, which comprises majority of the regional states.

f) The role of women in the society has been well-recognized and received adequate attention to an extent of policy formulation and setting up Women's' affairs office at a ministerial level.

4.1.2 The policy environment

Even though there is still lack of adequately defined policy setting for the functioning of the Non-government sector (NGOs), some improvements have been observed currently in introducing policy practices by the government some of which include:

- A guide line has been issued for registration with the Ministry of Justice.
- Operational agreement guidelines issued where DPPC and DPPB should facilitate the NGOs involvement in the five years socio-economic development plan of the country.

This however, does not mean that everything is smoothly sailing with the government policy. As a result, there are notable constraints that hinder the smooth functioning of NGOs such as :

- A general lack of clear understanding of roles and responsibilities of NGOs by various government line departments and the community at large..
- Lengthy process of entering into project agreement with concerned line ministries.
- Long duration and cumbersome beurocratic steps involved to clear goods and services from customs offices.
- Exemption of customs duty for import project goods etc

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4.1.3 Socio-economic situations

- There is a favorable attitude of donors towards supporting grass-root development initiatives.
- There is a growing and favorable community interest and timely response towards development initiatives.
- There is a favorable environment to share experience, exchange and network with other government and non-government organizations.

4.2 Stakeholders identification and analysis

An organization often has a range of stakeholders that have credibility, interest , and resources invested as well as positive or negative influences over its various programs. EDA's present stakeholders include among others the target communities, government agencies, non-government organizations, members of the donor community as well as others that are analyzed in the following manner:

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Stakeholders Analysis

Stakeholder	Interest	Limitation	Strength	Implication\ contribution to EDA projects
Beaurau of Education	-Promote public education	Constrained by the following to promote education widely among the public: -budgetary short falls -limited number of schools -Inadequate number of teachers /resource/ libraries -Laboratories	-Implements the education policy -Involves stakeholders in curriculum development Possess the following: -grass root structures -skilled human resource -teaching materials	Provides technical and professional support in the areas of: - identifying priority areas and needs for schools - Assisting in teaching materials
Beaurau of Health	Promote development of the public health	Constrained by shortages of: .health centers -Clinics -Health posts -Health facilities -and professionals to widely promote the development of the sector	- Implements the health policy -Possess the following to implement policies: -grass root structures - skilled human resource	-Provides technical and professional support on health issues.
DONORS	Promote community development programs	-Limitations in fund to address the interests of NGOs	-Possess resources	-Financing development projects

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COMMUNITY	Enjoying improved welfare in basic areas of life such as: -education -health -Shelter -food	-Lack of appropriate resource utilization capacity -Low level production skills	-Long and well established working experience -willingness to participate in development -adequate labour resource	-Contribute resource to development projects -Take over leadership and management responsibilities -commitment to work in partnership with development agencies
KEBELE	Provide institutional support to the communities such as maintaining law and order.	Constrained by skilled personnel and financial resources to provide adequate leadership and management services.	-Willingness to participate in development sector -commitment to share resources -commitment to participate in leadership and management of projects.	-Can contribute resources and structures -Educating and advocating the public to wards development

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4..3 Analysis of the internal/organizational environment

Analysis of the organizational system reveals that EDA is a relatively young organization that has some strengths. It was observed that the Association contributes fairly to the development of the target communities. However, the development interventions made so far were inadequate in the light of the broader goal of addressing community social development needs mainly due to the dearth of resources that the Association currently faces.

4.3.1 The governing structure of the Association

The *General Assembly* of the Society is the supreme body of the organization and is the highest body in the decision making process. The second important organ in the organizational structure of EDA is the *Board of Directors.* This body is in charge of executing decisions of the General Assembly and provides leadership to major management and administrative operations of the society. EDA's Board is comprised of notable citizens, some being leaders in the NGO's who serve voluntarily in an unpaid capacity. It was noted that the degree of voluntarism among board members has gone beyond leadership where currently one of the board members is serving as a finance officer of the organization due to shortage of qualified permanently employed Accountant. Moreover, personnel and job description procedures and manuals in place. The Association farther lacks appropriate systems of data collection, dissemination or analysis.

4.3.3 Human Resource Management

The NGO lacks professional staffing and this is one area where it needs most attention. The finance officer who is rendering commendable services is a board member serving voluntarily. The project officer who is assigned by the CRDA is said to be leaving while the project designing and preparation capacity of the organization remains questionable. The Association's few staff are under-paid although the spirit of sacrifice and voluntarism is to be appreciated.

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4.3.4 *Financial Resources*

The organization's financial accounting, budgetary, property inventory control systems are in order and in line with standard guidelines. However lack of finance is one of the major constraints faced by the NGO. Although the organization has few donors, its donor base needs further widening to reach major donors, if its many and important projects are to bear fruits. The organization also needs the skill and capability to diversify resources and to be innovative at fund raising, implementing and income generating activities.

4.3.5 *Service Delivery*

The organization at present provides non-formal education for 510 pupils of which 274 are girls and all 6 of the teachers are female. EDA seems to be severely constrained by financial sources to facilitate the schools with qualified staff, classroom furniture as well as office equipment for full fledged operation. There is no doubt that such constraints have to be removed if the organization is to benefit its constituents.

4.3.6 *External Relations*

NGO's relations with Addis Ababa Administration at all levels appears amicable. Its close attachment to the constituency is also commendable. However, its inter-NGO networking capacity, its rather small donor base, its external relations and use of the media as well as its promotional work need improvement.

4.3.7 Sustainability

Sustainability efforts directed at the constituency are somewhat limited. Much more remains in the attitudinal change of communities, in their conviction that the projects belong to them. However EDA's aspiration to further expand its non-formal education, to promote micro-financing, to establish grinding mills for income generation require encouragement and support. Its effort to work closely with schools, kebeles, woredas, line bureaus and departments in the city administration, as intermediary organizations is quite encouraging.

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4.4 Major strengths and limitations of EDA

a) Strengths

- Competent and experienced board members who provide voluntary services
- Possess functional governance and management structure
- Has defined goals, guiding principles and values
- Adequate knowledge of community needs and priorities

b) Limitations

- Lack of adequate involvement of board members in program designing, implementation, resource mobilization, lobbying and public relations
- Vision, mission and strategies of the organization need improvement
- Inadequate financial resources base to undertake as many development projects
- Absence of essential management systems within the organization
- Absence of appropriate phasing over strategies

4.5 Critical issues facing the organization

The internal/organizational environment analysis of the preceding section has revealed critical issues which have strong negative influence on the effective functioning of the organization to an extent of being threats to the very existence of the organization itself. Some of the most important issues include:

a) Systems that help effectiveness in management are not adequately installed.
b) Inadequate financial resources to address the interest of stakeholders
c) Lack of appropriate strategies towards program sustainability.

4.6 Strategies

Organizational development strategies

In the overall attempt of realizing the mission of the organization and to achieve the strategic objectives out lined above, EDA has to undergo certain organizational development process that enhances its operational capability. To this effect, the following capacity enhancing initiatives were proposed:

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a) Develop effective resource mobilization mechanisms through enhanced membership drive and efficient fund raising practices such as:

- the introduction of effective fund raising mechanisms
- membership expansion and designing appropriate mechanisms to collect adequate fee from members.
- Minimize the over dependence on external funding through enhanced local resource mobilizing practices
- Identifying potential donors in the sector

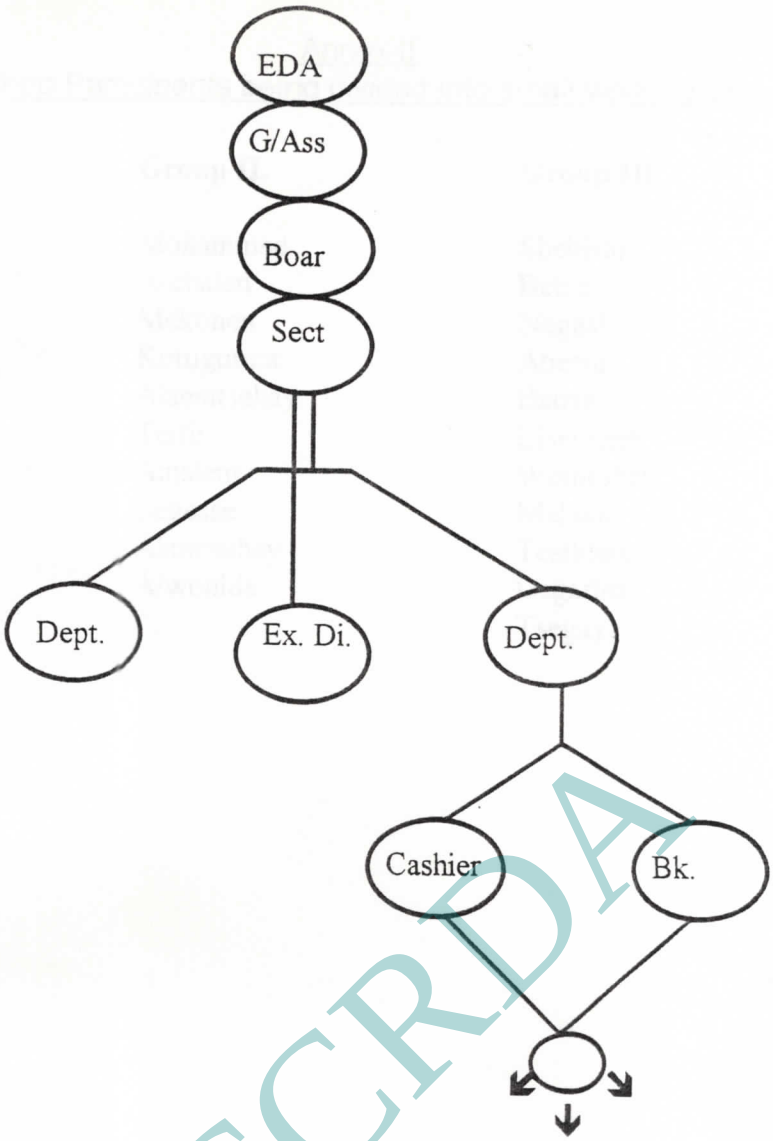
b) Enhance the management capability of the organization through instituting relevant systems such as:

- Instituting monitoring and evaluation system in the organization
- Introduce operational management through procedures manuals in the areas of Administration, Finance, Materials, Internal auditing, etc.

c) Initiate collaboration and net working among development agencies of the sector.

d) Develop appropriate phasing out strategies with the community during designing each development project

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Annex-II

Workshop Participants being divided into small working Groups

Group I.	**Group II.**	**Group III.**
1. Tsegie	Mohammed	Shebishi
2. Bezumesh	Aschalen	Betre
3. Dr. Moges	Mekonen	Negash
4. Kassahun	Kotugutma	Aberra
5. Tekla	Alaemtsehay	Bause
6. Y/Eshet	Terfe	Eisegenet
7. Yitayih	Ainalem	Woineshet
8. Frehiwot	Legesse	Melaku
9. Alemnesh	Alemtsehay	Tesfhlem
10. Girmma	A/woulde	Degafiea
		Tsegaye

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Annex III

Presentation of Group-I on a group exercise

Appropriate Dev't Project ideas

- ⇨ Construction of road by the community and EDA
- ⇨ Spring Development & Bore Hold
- ⇨ Construction of pit latrine
- ⇨ Establishment of Grinding H'us

Some more development Problems

- Construction of roe

- ➢ Awareness creation w-shop on the prod and use of backyard vegetables.
- ➢ establishment of bio.gas centers.
- ➢ establishment of Vocational training centers.
- ➢ Health education (EIC)
- ➢ Youth centers.

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Annex IV

Presentation of Group-II on a group exercise

- Transparency
- Clearly defined project agreement
- Donor diversification and local fund raising schemes

Integrating NGP plan with government plan.

Some more Dev't Problems

- Lack of Accessible roads
- safe water supply
- Lack of latrine
- Lack of awareness on the use of background vegetable production.
- Lack of Grinding mill.
- Drug abuse problem
- Scarcity of fuel wood
- Lack of training centers for youths
- Prevalence of AIDS, EPI, disease , Melanin , HTP

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Annex V

➢ Presentation of Group-II on a group exercise

- ከመንግሥት ጋር ያለው ግንኙነት ጥሩ ቢሆንም
  - በሁሉም ደረጃ በሁሉም መስክ ቢሻሻል
- የEDA Porgram በተጠቃሚዎች መረጣ ላይ ድክመት ይታያል (Traget screening) ለቀበሌ እንዲመርጡ ብቻ መተው ሳይሆን ምርጫውን አብሮ ማካሄድ
  - stakeholders ባለሞያዎችን ማሳተፍ
- Transprency (ግልፅነት) ችግር አለ፣ ከፅቅድ ጀምሮ ማሳወቅ
  - ፅቅድን አሳውቆ በእቅድ መመራት
  - የድርጅቱን የፍይናንስ አጠቃቀም በተመለከተ ከፅቅድ ጋር የተቀናጀ ማድረግ
- የትምህርት መሣሪያዎች ግብአቸውን በባለሙያ ተጠንተው በሥራ ላይ መዋላቸው ማረጋገጥ
- መምህራን የረጅምና የአጭር ጊዜ ሰልጠና ቀጣይነት ባለው መልኩ ቢሰጣቸው
- በቅርበት ካሉ NGOs ጋር ያለው ግንኙነት ቢሻሻልና አብሮ መሥራት
- በጠቅላላ ጉባኤ (Grneral assembly) የመመራት ልምድ ቢጎለብት
- ድርጅታዊ መዋቅርና በሰው ኃይል አደረጃጀትን በተመለከተ መሻሻል ቢደረግ ደንቦች መመሪያዎች ቢዘጋጁ
- የፍይናንስ ችግር ተብሎ የቀረበው ምክንያት ከፅቅድ አኳያ ሲታይ አሳማኝ አይደለም በመሆኑም ቋሚ Fund ለማግኘት ጥረት ማድረግ
- የተሠራውን ሥራ ውጤት ከተጠቃሚዎች ግምገማ (feedback) ማግኘት መቻል
- ደካማ የህዝብ ግንኙነት እንቅስቃሴ ስለአለ EDA ሥራውን media ማሳወቅ አለበት
- ለግይናንስ ችግር በ doner አካባቢ በቂ የሆነ ሥራ አልተሠራም ። ቢሻሻል
- የመማሪያ ሥፍራ ቦታ የመጠየቅና የቤት የመሥራት ፅቅድ ቢኖር የቦታ ጥያቄ ቢያቀርብ ፣
- ለመጪው ዓመት ከልምድ የገጠሙትን ችግሮች ያካተተ ፅቅድ ቢኖር
- እንቅስቃሴውን ወደ ገጠሩ አካባቢ ማስፍፍት፤ የከተማ ገጠሮችን በልማት መድረስ ቢቻል፣

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Annex VI

Presentation of Group-III on a group exercise

- የህብረተሰቡ የልማትን ፅንሰ ሀሳብ ያለመረዳት ችግር፤ ቢረዳ ብዙ ተሳትፎ ማድረግ ይቻላል
- የቢሮዎች ለ NGOs እንቅስቃሴ በጎ አመለካከት ያለማሳየት፤ ሥራውን ወደ ፊት አለማራመዱ
- ፕሮጀክት በሚቀረፅበት ጊዜ የመንግስት የህብረተሰብ እና የልማት ድርጅቱ ድርሻ በግልፅ ያለመቀመጥ
- አስተማማኝ የሆነ ፈንድ አለመኖር
- መሠረታዊ የሆኑ የልማት ተቋማት ያለመኖራቸው በልማት እንቅስቃሴዎች ላይ የሚያሳድሩ ተፅዕኖ መብራትና የኃይል ምንጮች መንገድ መስራት ወዘተ. . . .

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