



Joint Assessment Mission 2008 Rwanda

**Review of Assistance to Congolese and Burundian Refugees
19 November - 26 November 2008**

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List of Acronyms

AHA	Africa Humanitarian Action
ARC	American Refugee Committee
CHW	Community Health Worker
CNR	Commission Nationale pour les Réfugiés
CSB	Corn-Soya Blend
FAWE	Forum for African Women Educationalists, here: Rwanda Chapter
FO	Field Office
GAM	Global Acute Malnutrition
GBV	Gender-based violence
GTZ-TOR	German Technical Cooperation - Transport or Deutsche Gesellschaft für Technische Zusammenarbeit und Entwicklung - Transport
HH	Household
HIS	Health Information System
IP	Implementing Partner
JAM	Joint Assessment Mission
JPA	Joint Plan of Action
JRS	Jesuit Refugee Services
Kcal	Kilocalories
MINALOC	Ministère de l'Administration Locale, de la Bonne Gouvernance, du Développement Communautaire et des Affaires Sociales or Ministry of Local Government, Good Governance, Community Development and Social Affairs
NFI	Non-Food Item
NGO	Non-Governmental Organization
ODAN	WFP Needs Assessment Service/HQ
PDM	Post-Distribution Monitoring
PLHIV	People living with HIV
PRRO	Protracted Relief and Recovery Operation
RSD	Refugee Status Determination
RWF	Rwandan Franc
SAM	Severe Acute Malnutrition
SCF (UK)	Save the Children Foundation-United Kingdom
SFP	Supplemental Feeding Programme
SOP	Standard Operational Procedure
STD	Sexually Transmitted Disease
TFP	Therapeutic Feeding Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WFP	World Food Programme

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■ Having experienced open information sharing and kind cooperation with the refugees and implementing partners in each single camp, the JAM team would like to extend many thanks to them for allowing access and insight into the homes, numerous programmes, and facilities. We wish that this JAM 2008 report portrays your activities, needs and constraints as refugees hosted in Rwanda in an appropriate and accurate way and contributes in reducing some of your daily burdens.

■ Last but not least, the mission leader and coordinator want to express their deep gratefulness to each individual team member. Your focused and untiring work in each camp is highly appreciated. It has indeed been a great pleasure working with you!

EXECUTIVE SUMMARY

Rwanda hosts approximately 55,062 refugees, specifically 53,180 camp-based and 1,882 urban refugees, mainly from Democratic Republic of Congo and Burundi. The Congolese camp-based refugees are hosted in Gicumbi District with 19,027 in Gihembe camp, Gatsibo District with 13,807 in Nyabiheke camp, and one in Karongi District with 18,323 in Kiziba camp. The 2,023 Burundian camp-based refugees are hosted in Kigeme camp in Nyamagabe district. The closing of this camp is expected in the first half of 2009. Nkamira which was a major concern in the 2006 JAM, is now fully functioning as a transit center without any refugees staying for significant time.

With land scarcity and limited employment opportunities in Rwanda, a local integration of refugees is difficult. Hence, besides some cases of resettlement in a third country, the repatriation of refugees is still the main durable solution pursued by UNHCR. However, with the ongoing conflict in North/South Kivu in Eastern DRC, the repatriation of Congolese refugees is unlikely in the near future. The durable solution of repatriating the refugees of Kigeme camp to Burundi is advancing on a voluntary basis. However, despite all improvement in the peace process in Burundi, there are still a number of refugees who are not currently willing to repatriate.

According to the joint UNHCR-WFP MoU, WFP is mandated to ensure access to adequate and sufficient food, including micronutrients, while UNHCR is responsible for providing complementary food and satisfy the needs regarding non-food items (NFI) for the refugees and returnees that UNHCR is mandated to protect and assist.

The JAM mission was carried out between 19 and 26 November 2008. Primary data were collected through semi-structured interviews, focus groups, transect walks through the camps, direct observation, cooking pot tours, proportional piling, seasonal calendars, and infrastructure visits. In addition, the JAM conducted a thorough review of secondary data including: the UNHCR-WFP Joint Plan of Action 2008, Nutritional Survey 2008, UNHCR Annual Statistics Report and Standard Indicator Reports 2008, WFP post-distribution monitoring reports, the 2006 JAM report and several other documents.

All implementing partners in the camps report **good and transparent working relationships and collaboration** with UNHCR/WFP. Each year UNHCR sets up joint programming through a Country Operation Plan with all IPs. Regarding camp management, the Ministry of Local Government, Good Governance, Community Development and Social Affairs is responsible for the overall camp management and food distribution in all the camps. To ensure services, UNHCR is collaborating with and fully/partly funding several implementing partners including the American Refugee Committee (health, shelter, construction, water, sanitation, infrastructure activities), Africa Humanitarian Action (health and nutrition services), Jesuit Refugee Services (vocational training, education and community services), Forum for African Women Educationalist (education and vocational training for girls), Save the Children Foundation UK (child protection¹), German Technical Cooperation-TOR (transport, fuel management, warehouse services).

¹ From January 2009 SCF (UK) is no longer implementing child protection activities.

Overall, a range of basic services are available and accessible for the refugees and improvements have been made since JAM 2006. Very **good progress was made in the provision of basic NFIs** (including firewood and soap) as well as bringing in additional implementing partners to support in key sectors such as vocational training and education. **Advances have also been made in the health and nutrition sector**, with better services and surveillance (however, comparatively less in Kigeme camp than in other camps). However, some of the key problem areas identified in 2006 still remain the same, as elaborated in the following paragraphs.

The land issue is perhaps still one of the most dire and pressing problems. The lack of land in most camps inhibits not only self-reliance activities, such as agricultural production or livestock rearing, but is also causing overcrowded housing conditions and insufficient provision of toilets and showers in some camps. On a positive note, Nyabiheke camp has been enlarged to receive additional refugees from Nkamira transit center.

Refugees are 100% dependent on food supplied by WFP. Although the refugees are receiving food on a monthly basis, the ration is not only consumed, but functions as a primary income and means to cover basic needs. The JAM revealed that the **vast majority of refugees are food insecure**. Refugee self-reliance is rare due to lack of land, few income generating activities and insufficient skill training possibilities, which leads to a high level of refugee dependency on UNHCR/WFP and implementing partners. Due to the high level of requirements, the rations cannot cover both their food and non-food needs. Hence, the **households are developing negative coping strategies** to be able to survive. These mechanisms, however, put them at high risk of violence, indebtedness, or skipping of meals, to just mention a few.

In terms of the food ration, WFP has **agreed to improve the food basket** based on the 2006 JAM recommendations that were reiterated in the 2008 JAM. The recommended ration has been incorporated into the PRRO 2009 and will be provided to the refugees as soon as the shortage in the food pipeline ends.

Positive coping strategies in the camps include forming associations as IGA, receiving remittances from abroad, engaging in petty trading or becoming formally employed by NGOs in the camp. However, these activities cover only a very small proportion of all refugees in the camps and need to be expanded to have more significant impact. The 2008 JAM is concerned that the refugee population is mainly relying on fairly negative coping mechanisms to survive. Since it is often a reality that vulnerable people, such as elderly, HIV affected, handicapped, chronically ill often do not have the ability to develop positive strategies due to their circumstances, special programs need to be enhanced to fully support their needs. Child labour is still a problem in the refugee community with families often desperate enough for any income to send young children out for day labour opportunities, at risk to their health and access to education. While the increase in ration will ensure that the distributed ration meets the refugee food needs if eaten fully, this alone will not support the refugee needs for additional income for other essential goods. **Refugees in Rwanda are extremely impoverished and steps need to be taken as a matter of urgency to improve their living status and reduce the level of acute food insecurity.**

As all food supplied by WFP needs to be cooked before consumption, firewood is required on a daily basis. However, the quantity provided by UNHCR and distributed through MINALOC **covers less than 50% of the household needs and firewood is one major issue**

contributing to the food insecurity found in the camps. While trying to find other sources to meet the (highly) insufficient provision of firewood, the refugees employ various mainly negative strategies such as selling of food, borrowing money, illegal foresting in nearby forests, etc. Regarding firewood distribution management Kiziba camp was outstanding example that should be adapted in other camps. However, even in Kibiza with the improved system, the quantity of firewood is not sufficient to meet the monthly fuel needs. **The refugee program in Rwanda can no longer rely on firewood as the distinct form of cooking fuel for the population** and the JAM urgently recommends that alternate fuel sources be considered as soon as possible (with special reference to the use of biofuels). Worldwide, other refugee programs have determined that firewood is not an appropriate fuel source and begun to resource other possibilities. This is now a reality for Rwanda given the governments own internal prohibitions of firewood cutting and should be seen as a priority issue for both UNHCR and WFP.

To further reduce the food insecurity, it needs to be ensured that the full food ration is actually reaching the households. While the food delivery to the camps is timely and appropriate, major gaps have been identified in the food distribution systems in the camps. In particular, **the group distribution systems need to be re-examined for efficiency, equity and fairness**, store-keepers and distributors trained and several equipments, such as scales and standardized scooping tools, provided.

Overall basic health services are provided to all refugees in the camps, with the exception of Kigeme camp. The JAM identified some minor and major weaknesses of the health services in the different camps that should be addressed to further improve the services. For instance, targeted feeding and further support for vulnerable groups should be provided in all camps, as is done for people living with HIV (except of Kigeme camp), and some health centers need more equipment. **The nutrition programs in all camps need to improve their prevention programs** to reduce the number of children becoming malnourished. Infant and Young Child Feeding should become a main focus to improve the rates of exclusive breastfeeding, reduce abrupt weaning and ensure the timely delivery of appropriate complementary foods.

The health services in Kigeme camp revealed many gaps. With no health partner in the camp, **the refugees in Kigeme are receiving very poor standard of care** and this high risk situation needs to be addressed urgently. This was recommended in 2006 JAM as well, and not solved due to the ongoing possibility of camp closure. The 2008 JAM would suggest that UNHCR determine the exact timeline for camp closure and if it will exceed 3 months, temporary health services should be provided to support the refugees until the closure occurs.

For all camps, educational services are available and all children have access to primary education. Yet, in general some facilities and services need improvement and a few schools require additional equipment. In some camps students rate per class are too high. Furthermore, health education in school can be improved.

The UNHCR is very committed to reducing the risk and incidence of gender-based violence (GBV) and major efforts are underway in the camps in Rwanda. In Gihembe and Nyabiheke, ARC has developed a multi-faceted GBV program. To further improve, all parties involved in GBV should work together closely in order to provide an even better response to the survivors through the established channel of communication, information and reporting.

Regarding gender mainstreaming and women’s empowerment, although there are women committee members, they are less vocal than men. The partners involved in the refugees are encouraged to continue to increase sensitization and find ways to ensure women’s active participation. This needs to be improved through efforts by both agencies to ensure that women are on key committees, are recognized as decision makers and are incorporated into all aspects of camp management and programs.

The following is a complete list of all the recommendations identified by the JAM 2008. The JAM members are convinced that with the commitment of all partners to the recommendations, the food security and living conditions of the refugees will be further improved to a great extent. For more details, please refer to the main document.

Kigeme camp specific recommendations were not included in the list, as UNHCR confirmed that the camp will be closed by mid May latest.

Recommendation	Responsible Agency
1. To conduct quarterly assessments on the success of implementing recommendations of JAM 2008, as well as coming JPAs	UNHCR/WFP MINALOC
2. To determine the refugee status of 15 asylum seekers present in Kigeme camp	MINALOC/CNR
3. To provide ID cards to all refugees	MINALOC, UNHCR, IMMIGRATION
4. UNHCR to contact IMMIGRATION and make a follow up of Burundian refugees that got accepted by resettlement countries, in order to get the exit visas	UNHCR, MINALOC, IMMIGRATION
5. To conduct a review of the existing fleet and to take appropriate measures	UNHCR
6. To raise more funds to increase IGA opportunities (especially for vulnerable persons)	UNHCR / IPs
7. To increase vocational and skills training opportunities, especially for youth	UNHCR / IPs
8. To improve food distribution mechanism <ul style="list-style-type: none"> ▪ Weighing scales + regular calibration ▪ Complete distribution before 5.30pm and in one go ▪ Food rations decimal distributions ▪ Ration sign boards ▪ Following food distribution calendar ▪ Reactivate food distribution committee (Kiziba camp) ▪ Sufficient staff for distribution ▪ PDM once in two months 	WFP / MINALOC / UNHCR
9. To review tripartite agreement between UNHCR, WFP, and MINALOC	UNHCR / WFP / MINALOC
10. To give vulnerable groups particular attention and additional and	UNHCR

Recommendation	Responsible Agency
special food/diets	
11. To make milling facilities available, accessible and affordable to refugees	WFP
12. To increase VLSA to encourage a culture of savings and lending without the high interest levels that promote lending dependency	ARC
13. To implement (via consultant) a comprehensive survey to look at sex work in the camps and then create appropriate programming that targets sex workers. UNHCR to research the feasibility of this survey – possibly could be carried out via HIV programming due to strong link between HIV and sex work	UNHCR
14. To explore other alternative of fuel cooking such as biogas and solar oven	UNHCR
15. Firewood <ul style="list-style-type: none"> ▪ To improve distribution system (except of Kiziba) ▪ To improve provision considering size of household (except of Nyabiheke) 	UNHCR
16. To provide one energy efficient stove to each refugee HH that does not have one	UNHCR / ARC
17. Water tanks <ul style="list-style-type: none"> ▪ To supply an addition 90m³ water tank in Gihembe camp and to support ELECTROGAZ for the construction of a second water storage ▪ To replace 2 damaged tanks in Kiziba camp 	ARC, UNHCR funds
18. Drainage system <ul style="list-style-type: none"> ▪ To construct 1500m drainage in Gihembe camp ▪ To construct additional drainage channels with durable materials in Nyabiheke camp + to design and implement a program of plantation alongside 	ARC UNHCR
19. To construct 35 new shower blocs of 8 showers each in Gihembe camp	ARC/UNHCR
20. Latrines (ensure single sex latrines + locks at doors!) <ul style="list-style-type: none"> ▪ To address the issue of additional land and to construct 10 new dischargeable latrines per year in Kiziba ▪ To allocate a plot and construct 12 block latrines for primary school in Kiziba camp ▪ To negotiate a sanitarian field in Kiziba ▪ More latrines and hand wash posts in schools (Gihembe camp) – explore possibility of mobile latrines ▪ To facilitate access to latrines and install hand washing posts by improving/rehabilitating ways to sanitation blocs (Kiziba) 	MINALOC and ARC with UNHCR funds

Recommendation	Responsible Agency
<ul style="list-style-type: none"> ▪ To erect two toilets near rub hall (Kiziba camp) 	
<p>21. Environment programmes</p> <ul style="list-style-type: none"> ▪ To develop food for work tree nursery and tree planting program in Nyabiheke camp ▪ To terrace on the hillsides and use terraces for e.g. small agro forestry projects 	<p>MINALOC with support from WFP UNHCR</p>
<p>22. To conduct annual nutritional surveys</p>	<p>UNHCR/WFP UNICEF</p>
<p>23. To incorporate nutrition prevention activities into the treatment activities, including routine surveillance, growth monitoring, infant and young child feeding and routine surveys.</p>	<p>UNHCR / IPs</p>
<p>24. To decrease the referral burden to Ndera hospital by recruiting one qualified person in charge of mental health at Gihembe health center</p>	<p>ARC/UNHCR</p>
<p>25. To train staff on HIV workplace policy</p>	<p>UNHCR, ARC, AHA</p>
<p>26. To encourage enrolment of refugees in family planning programmes through creative and culturally appropriate outreach</p>	<p>ARC</p>
<p>27. To provide target feeding to TB patients and other identified vulnerable groups under a special feeding programme</p>	<p>WFP/UNHCR</p>
<p>28. To put into place nutrition support services to both prevent and treat malnutrition (Nyabiheke camp)</p>	<p>UNHCR/ARC</p>
<p>29. To ensure provision of adequate amount of therapeutic milk to severely malnourished children on regular basis</p>	<p>UNHCR/district</p>
<p>30. To provide adequate protein-rich food in the diet to PLHIV (e.g. milk, eggs) (Gihembe and Nyabiheke)</p>	<p>UNHCR/ARC/WFP</p>
<p>31. Infrastructure and equipment health centers</p> <ul style="list-style-type: none"> ▪ To construct OPD, hospitalization, pharmacy and postnatal rooms with durable materials (Nyabiheke) ▪ To equip laboratory with necessary machines like QBC and spectrophotometer (Nyabiheke) ▪ To avail wheel-chair in maternity ward ▪ To store drugs (insuline, ergometrin) in refrigerator with 24-hr power supply (Nyabiheke) 	<p>UNHCR/ARC</p>
<p>32. To expand maternity ward and OPD (Kiziba)</p>	<p>UNHCR</p>
<p>33. To reduce stigma and discrimination against PLHIV by sensitization of community</p>	<p>ARC/UNAIDS</p>
<p>34. Infrastructure and equipment</p> <ul style="list-style-type: none"> ▪ To immediately put out of use 3 classrooms that may collapse very soon (Nyabiheke) 	<p>FAWE UNHCR/JRS</p>

Recommendation	Responsible Agency
<ul style="list-style-type: none"> ▪ To ensure child friendly environment by making playground available (Gihembe and Kiziba) ▪ To extend schools (classes, teachers, facilities etc.) to receive additional students (Nyabiheke and Kiziba) ▪ To equip Amahoro College with basic laboratory equipment (Kiziba) ▪ To avail library for primary school (Kiziba) 	
35. To reduce the number of students per class and per teacher (Gihembe and Nyabiheke)	UNHCR/JRS
36. To address the high turnover of teachers in primary and secondary school (Gihembe, Kiziba) and to recruit qualified teachers (Nyabiheke) and update them on national education policy (Kiziba)	UNHCR/JRS/IP
37. To start school feeding programme in nursery school (Gihembe camp)	WFP
38. To reinforce health education in schools	IPs
39. To have a regular meeting on GBV with all partners to ensure full implementation of multi-sectoral approach and to harmonize reporting system	UNHCR, ARC with MINALOC, JRS and FAWE
40. To ensure the documentation of all SGBV cases and gathering all material for proof (Nyabiheke, Gihembe and Kiziba)	UNHCR / IP
41. To ensure all IP staff, stakeholders and community leaders receive adequate trainings on GBV legal related aspect, penal procedure, domestic law on rape and avail legal assistance to GBV survivors at all stage of legal procedure (Gihembe and Nyabiheke)	UNHCR / IPs
42. To update and disseminate the existing SOP (Gihembe & Nyabiheke and Kiziba)	UNHCR
43. To reinforce recreational activities for youth (Gihembe and Nyabiheke)	UNHCR / JRS / ARC
44. To reinforce awareness raising activities for SGBV targeting community leaders and different refugee groups (Gihembe, Nyabiheke and Kiziba)	UNHCR / ARC
45. To carry out assessment and promotion of women empowerment and participation according to UNHCR Standards and Indicators and WFP Guidelines to reach 50% of female refugees in leadership positions in all refugee settlements.	UNHCR, WFP and IPs
46. To facilitate roads and bridges leading to camps <ul style="list-style-type: none"> ▪ Road leading to Gihembe camp branching on Kigali-Byumba road ▪ Road from Ntugaruze village to Nyabiheke camp (including drainage system) + two bridges at Nyarubuye trading centre and at Gatoke sector 	MINALOC and MININFRA

Recommendation	Responsible Agency
<ul style="list-style-type: none">▪ Road + bridges between Kibuye and Kiziba from Kucyapa onwards▪ Road between Nyamishaba and Kiziba camp	
47. Casual labourers (Refugee Incentive Day Worker): To review the demand for increment of the number of off-loaders and their incentives	MINALOC and UNHCR
48. Food delivery: To ensure loaded trucks arrive in camps before noontime	WFP
49. To hire Assistant Storekeeper in Kiziba camp	UNHCR, MINALOC
50. To replace and rehabilitate plastic sheet and drainage system of rub halls in Gihembe and Kiziba camp	WFP, UNHCR with IP
51. To hold trainings on basic warehouse and food management and distribution for MINALOC and UNHCR staff and leaders of casual labourers and food distribution committees	WFP in collaboration with UNHCR and MINALOC

I. OBJECTIVES

As overall mission, the Joint Assessment Mission (JAM) 2008 in Rwanda was designed to assess the food security and self-reliance situation of refugees hosted in five camps in Rwanda and to measure the level of implementing JAM 2006 and the Joint Plan of Action (JPA) 2008, in order to further guide planning and budgeting. Hence, the JAM 2008 carefully took into consideration the findings and recommendation of JAM 2006 and JPA 2008 and assessed successful implementation, as well as weaknesses and potentials for improvement.

Specifically, the mission undertook the following:

- **Nutrition and food-security analysis**, more specifically
 - Developing and updating the strategy for food and related assistance; defining the types of food and related assistance required during the next 12-24 months; the number of refugees to be provided for; how the food and related assistance should be delivered, targeted and distributed.
 - Determining what new measures are necessary and what continuing assistance is required to ensure that the refugees have the access to food that is adequate in quantity and quality to meet their nutritional needs and to related non-food supplies, services, protection to maintain nutritional health in the next 12-24 months and avoid damaging and undesirable coping strategies.
 - Determining what measures are necessary and what further assistance is required in the next 12-24 months to ensure that the natural resource base of the areas is not further undermined by self-reliance and fuel-collections activities of the refugees, and advocate to partners to address any malnutrition or food insecurity among the local population.
- **Potential and risks for self-reliance assessment**, more specifically
 - Determining current coping mechanism and assessing their impact on self-reliance.
 - Determining new or innovative measures and/or continuing assistance to ensure that the refugees achieve the maximum possible level of sustainable self-reliance in spite of restricted movement and access to cultivatable land, pending a durable solution.
 - Promoting potential for increased involvement of the Government, UN and NGO development agencies and linkages with development programmes in the area.
 - Assessing the process of voluntary repatriation, underway for Burundian refugees and pending confidence of post-election peace in the DR Congo for the Congolese refugees, and assessing other durable solution possibilities.
- **Evaluation/review of on-going operation**, more specifically
 - Identifying to what extent the JAM 2006 recommendations have been implemented.
 - Determining whether and how the performance of the ongoing operation can be improved in relation to the defined objectives for the food security, nutritional status, self-reliance, and the general well-being of the refugees and host population.
 - Assessing whether the present objectives remain appropriate in the light of the current situation and prospects for a durable solution (e.g. ongoing conflict in DRC) and propose modification if needed.

- Addressing the positive elements on which to build and any specific problems and constraints that may be impeding the achievement of objectives and propose solutions.
- Reviewing the losses incurred, the levels and condition of operational reserve stocks, risks and possibilities to reduce risks and increase performance and efficiency, the performance and efficiency of the logistic (transport, storage, and handling) system and management.

II. METHODOLOGY

1. Preparations

Prior to the departure to the refugee camps, a one-day training workshop was held by the JAM 2008 mission leader in Kigali, Rwanda. Except for some representatives of MINALOC and implementing partners who joined the JAM team in the respective refugee camps, all team members participated in the training workshop.

The JAM training workshop followed generally the modules and materials developed by ODAN, but were written exclusively for the Rwanda context as a short training given that a five-day training on the JAM was held in 2006. The training covered JAM concepts and principles, including the WFP/UNHCR Memorandum of Understanding, nutrition and food security, coping strategies, specific profiling of the four refugee camps in Rwanda, and in-depth preparations of each of the five thematic groups, including checklists, methods, tools for information gathering, as well as output and expectations.

2. Field work

The JAM 2008 took one week of intense field work with one visit in each camp for primary data collection and was complemented by secondary data review by the mission leader and coordinated and also partly by the other participants. Secondary data sources included reports, statistics and camp-specific documentation from the implementing partners working in the camps. UNHCR/WFP Country Offices provided other reports including, the WFP revision of PRRO, contingency plans, Health Information System (HIS), UNHCR Standard Indicator Reports 2008, UNHCR Review of environmental support activities, UNHCR Annual Protection Report 2007, etc. (see list of secondary data).

The primary data from the camps were gathered by a core of about 20-30 team members in each of the four refugee camps, namely Gihembe camp, Nyabiheke camp, Kiziba camp and Kigeme camp between 19-26 November 2008. The team included a mission leader and mission coordinator (one from UNHCR and one from WFP), a team leader each for UNHCR and WFP, staff of UNHCR and WFP, representatives from implementing partners (ARC, AHA, FAWE), and representatives from the Government (MINALOC). In all camps, additional staff from local government, representatives from implementing partners and staff from UNHCR and WFP joined the team. The core team was divided into five thematic groups with an assigned group leader and a clearly defined area of responsibility. The thematic areas were as follows:

- Group 1:** Food Security and Coping Mechanism (on household level)
- Group 2:** Logistics, Warehousing, Roads and Infrastructure
- Group 3:** Health, Education, Nutrition and GBV
- Group 4:** Environment, Water and Sanitation, Agriculture/Livestock, Shelter
- Group 5:** Coordination, Registration, Policy and Durable Solutions

The five groups used triangulation of different qualitative data techniques, collecting the sector-specific information from different sources both within and between the groups. The techniques applied by the groups included semi-structured interviews, focus groups, transect walks through the camps, direct observation, cooking pot tours, proportional piling, seasonal calendars, and infrastructure visits. Key informants included local authorities, camp managers, staff, refugee staff, refugee leaders, refugee women's groups, distribution

committees, youth groups, vulnerable people associations (e.g. PLHIV groups), local traders, transporters, host community and refugee households. For the household interviews the households were randomly selected to minimize bias. An effective sampling of age, gender, social level, economic rank, interests and outlook was sought and achieved by the five groups (time schedule and sources of information see in appendix 1 and 2).

Brief supervision meetings were held with each group during the camp visits to maintain the focus and to ensure that the groups had access to all key informants and sources of information necessary. After each camp visit, a debriefing session with the whole JAM team was held. During the debriefing, triangulation of the data was also continuously undertaken and each group presented its recommendations followed by discussion in the mission team to find consensus. Throughout the whole JAM, reliability and validity of data was carefully ensured. Finally, each group wrote down its findings in form of a daily narrative report and created a table of the recommendations including timeframe and responsible agency taking into consideration the discussions during debriefing.

Although all efforts were made to minimize bias and inconsistencies in the JAM, a few limitations were identified. These include:

- The JAM visit in Gihembe camp occurred during the ongoing verification exercise in the camp. This necessitated a verification of all findings through key informants, as the situation found in the camp did not reflect normal camp life.
- Inability to look at the returnee or urban refugee caseload due to limited scope of the JAM.
- The short time available for the JAM did not allow extensive training of all groups and JAM participants.

III. BACKGROUND

1. Refugees and Asylum Seekers in Rwanda

As of December 2008, Rwanda hosts approximately 55,062 refugees (53,180 camp-based and 1,882 urban refugees) mainly from Democratic Republic of Congo (DRC) and Burundi (see appendix 3 for map of refugee camps and transit center in Rwanda).

The Congolese refugees are mainly hosted in Gicumbi District with 19,027 in Gihembe camp (camp set up in 1997), Gatsibo District with 13,807 in Nyabiheke camp (camp set up in 2005), and one in Karongi District with 18,323 in Kiziba camp (camp set up in 1996). Nyabiheke camp is still experiencing some challenges regarding service capacities due to relocation of refugees from Nkamira and Nyagatare transit centers in 2007 and the final caseload in 2008. Yet, it is important to bear in mind that Nyabiheke camp has been expanded of about 13 hectares and is, all in all, in good shape. Nkamira camp is now fully functioning as a transit center without any refugees staying for significant time. Hence, it is not included in this report.

Kigeme camp hosts 2,023 Burundian refugees. While the closing of the camp and the full repatriation of the refugees was expected in 2006/2007, the refugees are still living in the camp and probably remain there for the next months.

A verification exercise in all four refugee camps has just been completed in November/December 2008 and all verified refugees are being entered into UNHCR's electronic database called ProGres.

Beside the camp-based refugees, UNHCR also assists 1,882 urban based refugees and asylum seekers mainly from DRC and Burundi that are staying in private accommodation in Kigali city, as they cannot be transferred to the camps due to insufficient space, special needs and/or other reasons. The urban refugees are assisted on a case by case basis, with vulnerable refugees receiving some food assistance and a small number receiving limited housing support, education and health services provided by UNHCR. As the urban refugee caseload was outside of the scope of the JAM, it is not included in this report.

Camp (Nationality of refugees)	Age and Sex										Total
	0-4		5-11		12-17		18-59		60+		
	M	F	M	F	M	F	M	F	M	F	
Gihembe (DRC)	1,327	1,287	2,282	2,467	1,710	1,800	3,106	4,437	213	398	19,027
Nyabiheke (DRC)	1,433	1,451	1,810	1,862	1,117	1,250	1,626	2,960	122	176	13,807
Kiziba (DRC)	1,232	1,349	2,092	2,115	1,745	2,003	2,817	4,230	327	413	18,323
Kigeme (Burundi)	201	224	240	207	159	153	383	415	19	22	2,023
Kigali (mixed)	134	149	213	211	183	190	381	406	8	7	1,882
Total	4,327	4,460	6,637	6,862	4,914	5,396	8,313	12,448	689	1,016	55,062

Total Males:	24,880	45.19%
Total Females	30,182	54.81%
Total Children 0-4:	8,787	15.96%
Total Children 5-11:	13,499	24.52%
Total Children 12-17:	10,310	18.72%
Total Females and Children	46,060	83.65%

Source: UNHCR Statistics, December 2008

2. Repatriation, Durable Solutions and New Arrivals

With land scarcity and limited employment opportunities in Rwanda, a local integration of refugees is difficult. Hence, besides some cases of resettlement in a third country, the repatriation of refugees is still the main durable solution pursued by UNHCR. However, with the ongoing conflict in North/South Kivu in Eastern DRC, there is no hope for repatriation of Congolese refugees in the near future. During October/November 2008, thousands of Congolese refugees fled the conflict to seek refuge in Uganda. WFP Rwanda has assisted the DRC operation logistically. The development in East Congo is watched with great concern and it is possible that new arrivals will cross the boarder DRC-Rwanda in the coming months.

The durable solution of repatriating the refugees of Kigeme camp to Burundi is as usual working on a voluntary basis. UNHCR promotes this repatriation in safety and dignity. While the JAM 2006 report expected the remaining caseload to be repatriated in 2007, due to improved security and political conditions in Burundi, this was temporarily halted with deterioration in the peace process in Burundi. Due to this and other repatriation concerns, there are still a number of Burundian refugees, who are not currently willing to repatriate and are remaining in Kigeme camp. As this will most probably be the case during the coming months, it is essential that there are adequate basic services for the Burundian caseload. The JAM found that currently the services for this group are not adequate, especially given the fact that many have lived in the Kigeme camp for over three years.

3. Current Provision of Services in the Camps

According to the joint UNHCR-WFP MoU of December 2007, WFP is mandated to ensure access to adequate and sufficient food, including micronutrients, while UNHCR is responsible for providing complementary food and satisfy the needs regarding non-food items (NFI) for the refugees and returnees that UNHCR is mandated to protect and assist.

The monthly food ration is transported and delivered to the food distribution points in each camp by WFP. It endows all camp-based refugees with cereal (usually maize grain), pulses (usually beans), blended food (CSB), oil and salt. The current and proposed ration scale will be discussed in the section on food security. In addition, the WFP runs supplemental feeding programmes (SFP) in all refugee camps (except of Kigeme camp), while UNHCR is responsible for ensuring the supplies for the Therapeutic Feeding Programme (TFP).

Apart from the responsibility of providing complementary food and NFIs (firewood, soap, kitchen set, jerry cans, etc.), UNHCR is providing primary and secondary education, vocational training, health services, as well as access to water, sanitation and adequate shelter. Due to different reasons, such as financial constraints or scarcity of goods, UNHCR goals for the provision of adequate services are sometimes unmet (more to read in section on main findings).

To ensure the above mentioned services, UNHCR is collaborating with and partly funding several implementing partners (IPs). These IPs include American Refugee Committee (ARC),

Africa Humanitarian Action (AHA), Jesuit Refugee Services (JRS), Forum for African Women Educationalist (FAWE), Save the Children Foundation UK (SCF), German Technical Cooperation-TOR (GTZ-TOR) and MINALOC (Ministry of Local Government, Good Governance, Community Development and Social Affairs), and the Rwandan Government Ministry charged with refugee affairs.

MINALOC is responsible for the overall camp management and food distribution in all the camps. With FAWE (education) as the only IP in Kigeme, MINALOC is in charge of all other sectors (health, nutrition, water, sanitation). In Gihembe and Nyabiheke camp, ARC is in charge of health, shelter, construction, water, sanitation and infrastructure development and maintenance. In Kiziba camp, ARC is in charge of shelter, construction, water, sanitation and infrastructure activities. AHA provides health and nutrition services in Kiziba camp. JRS provides vocational training, education and community services in Kiziba and Gihembe camps, while FAWE is in charge of education in Nyabiheke and Kigeme, girls' education project and vocational training in all refugee camps. SCF (UK) is primarily responsible for child protection². GTZ-TOR is primarily involved in transport, fleet maintenance, fuel management and warehouse services.

4. Government Policies and Land Issues

Rwanda is a signatory of the 1951 Convention on the Status of Refugees as well as the 1969 Organization of African Unity that specifically addresses the issues of refugees in Africa. Within the governmental structure, MINALOC is charged with overseeing refugee issues. In 2001, National Refugee Law, Law No. °34/2001 was enacted. In December 2005, UNHCR transferred all responsibilities to CNR for the registration and refugee status determination. The protection and security of refugees is the direct responsibility of the Government of Rwanda with UNHCR playing an essential role in assisting the government to guarantee protection under international refugee law and to seek durable solutions for the refugee caseload.

A major constraint faced by both the Government of Rwanda and UNHCR in its support to refugees is land. Rwanda is highly populated: With a total of 9,567,190 inhabitants, the population density is about 321 people per km² (National Institute of Statistics of Rwanda, 2008). Land is very scarce and the population density is the highest in Africa. This is reducing the ability to absorb the Congolese and Burundian refugees in Rwanda. Yet, it needs to be mentioned that Nyabiheke camp has been expanded of about 13 hectares.

5. Constraints

As mentioned above, the land issue is perhaps one of the most dire and pressing problems. Lack of land inhibits not only self-reliance activities but is also leading to overcrowded housing conditions and insufficient provision of toilets and showers in some camps. These issues will all be further addressed in the following section on main findings.

Apart from this, the UNHCR office in Rwanda has also faced some severe funding constraints: Byumba Field Office has been closed since 31 December 2006 and Butare Field Office since June 2007. The affected camps that have been managed by these offices are now supervised from Branch-Office in Kigali. Fortunately, the UNHCR budget has increased since beginning 2007 and Byumba Field Office is going to be reopened 1 January 2009.

² From January 2009 SCF (UK) is no longer implementing child protection activities.

IV. MAIN FINDINGS

1. JAM 2006 – What has been done?

Many of the background information from JAM 2006 report are still valid in JAM 2008. With the last report in mind, the new JAM has identified successes in the last two years, as well as ongoing constraints.

A comparison between the situation and recommendations identified in JAM 2006 and JPA 2008 and the current situation in the camp identified in JAM 2008 shows that some recommendations have been partly or fully realized. The work put into the realization of these recommendations should not be underestimated, especially given the current funding levels and institutional support Rwanda receives. Very good progress has been made in the provision of basic NFIs (including firewood and soap) as well as bringing in additional implementing partners to support in key sectors such as vocational training and education. Advances have also been made in the health and nutrition sector, with better services and surveillance (with the exception of Kigeme camp).

In the JAM 2006, Nkamira transit center was carefully reviewed because it was providing ongoing shelter for a number of Congolese refugees living in very poor conditions. Since that time and based in part by the JAM 2006 recommendations, Nkamira is now exclusively a transit center with all necessary infrastructure and is hosting people for a couple of days only. Therefore the 2008 JAM did not evaluate Nkamira but focussed on the four actual camps.

The 2008 JAM found that a majority of recommendations made in 2006 are still applicable in 2008. The reason behind the lack of progress is of course significant as some are due to ongoing natural resource issues (land) while others were not fully accomplished due to resource constraints (firewood, income generating activities), while a few exceptional ones seem to be due to a lack of capacity. For example, the land issue has not yet been addressed by MINALOC and UNHCR – with the exception of Nyabiheke camp, where the camp size has been enlarged to receive additional refugees from Nkamira transit camp. Furthermore, the crisis level of environmental issues such as erosion and deforestation is remaining and the lack of sufficient firewood delivery and distribution is still a serious issue in most camps, despite ongoing efforts to support the full firewood needs.

Appendix 4 shows a brief overview of the level of implementation of JAM 2006 recommendations up to now. While understanding that budget constraints and implementation arrangements can severely constrain program activities, the fact that many key areas identified in 2006 are still the same two years later remains significant. Immediate action is required, in order to prevent refugees from continuously adapting or reinforcing negative coping strategies, living in continual food insecurity and suffering from other threats, like severe poverty or poor health.

In order to ensure that the 2008 JAM recommendations serve as a guidance tool for program upgrade and activity prioritization, it is recommended that UNHCR/WFP conduct quarterly assessments on the success of implementing recommendations of this JAM 2008, as well as coming JPAs.

2. Population and Registration Issues

As in the JAM 2006, refugee population figures are regularly agreed upon by UNHCR, WFP and MINALOC. The current verification exercise in all camps is updating the numbers of

registered refugees and the results are being entered into UNHCR ProGres database. Through this, all demographic issues, such as new arrivals, movements, birth/deaths etc, can be followed easily. As the results are not yet published and a current household assessment is not available, current numbers and figures on household size, head of households etc. cannot be provided.

Although the current verification exercise and the regular registration process of MINALOC is generally adequate, there are still a few gaps in services, including the need of all refugees for a formal refugee ID card which will improve their access to credit and economic opportunities and will improve self-reliance

Moreover, households in all camps reported a few unregistered cases that need to be addressed. Since 2005 there are about 750 unregistered pending cases in Kiziba camp, 1,200 in Gihembe camp, 495 in Nyabiheke and 15 in Kigeme camp. Unregistered cases can have a number of causes, such as short absence in the camp during verification, bracelet problems or litigious cases or birth to unregistered parents. The pending cases need to be solved. (While writing the report all unregistered cases have been verified and registered.)

In Kigeme camp, family reunification should be given priority and some families raised the problem of pending case for resettlement. While the immigration gave exit visa for Congolese refugees, the Burundian refugees who were accepted by resettlement countries and cleared by Gacaca courts did not get exit permits. This issue of exit visa for Burundian Refugee accepted for resettlement was raised at high level between UNHCR and the Directorate of Immigration several times in 2007 and 2008.

3. Camp Management and Coordination

In all four refugee camps, the camp administration and overall function of service coordination lies in the hand of MINALOC in collaboration with UNHCR. Except of Kigeme camp, ARC has its presence in all camps and appointed a camp manager that supervises the activities in the camp in close collaboration with MINALOC.

The WFP, UNHCR and MINALOC meet on a regular basis with other partners and also regularly with the refugee committee. The relations between WFP, UNHCR, MINALOC and other partner's are reported as smooth and respectable. The interaction with the refugee committees (which includes women's representation) is reported as fine and their points of views are taken into account in decision making processes.

While MINALOC is permanently present in the camps, UNHCR is present on a regular basis. The reopening of UNHCR Byumba Field Office anticipated in January 2009 will greatly improve the protection situation of refugees, an issue that was raised by several partners and refugee groups. WFP is usually in the camp on the first days of every monthly food distribution. This is a cause of serious concern to UNHCR who have requested that WFP send monitors to the full distribution cycle in each camp to improve the consistency, quality and fairness of the distribution system. The WFP maintained that the established distribution system is in line with the tripartite agreement. Any proposed change has to be done through reviewing of the MoU.

Implementing Partners in the camps have raised the issue of funding constraints that affect service provision to refugees. Moreover, the oldness of the fleet is a problem for both IPs and UNHCR.

4. Implementation of Arrangements

All implementing partners in the camps are stating good and transparent working relationships and collaboration with UNHCR/WFP. Each year UNHCR sets up joint programming through a Country Operation Plan with all IPs. The IPs ARC, JRS and AHA are in some parts of their budget dependent on UNHCR. With an increase of UNHCR budget in 2008, some financial constraints have been solved.

With the reopening of UNHCR Byumba Field Office from 1 January 2009 on, the permanent UNHCR presence will further improve the communication and coordination there.

Camp	Implementing Agency	Activities	Constraints
Gihembe	MINALOC	<ul style="list-style-type: none"> ▪ direct management ▪ Government. representation ▪ firewood distribution ▪ security ▪ food and NFI distribution 	
	ARC	<ul style="list-style-type: none"> ▪ health, nutrition and HIV ▪ water and sanitation ▪ shelter ▪ IGAs ▪ SGBV 	Budget constraints
	JRS	<ul style="list-style-type: none"> ▪ education (nursery, primary and lower secondary) ▪ sports, leisure and clubs ▪ vulnerable groups ▪ construction and rehabilitation of classes ▪ literacy and vocational training ▪ IGAs 	Budget constraints
	FAWE	<ul style="list-style-type: none"> ▪ lower and upper education (especially for girls) ▪ informal education 	
	GTZ-TOR	<ul style="list-style-type: none"> ▪ logistics 	
	SCF*	<ul style="list-style-type: none"> ▪ child protection 	
Nyabiheke	MINALOC	<ul style="list-style-type: none"> ▪ direct management ▪ Government representation ▪ firewood distribution ▪ security ▪ food and NFI distribution 	
	FAWE	<ul style="list-style-type: none"> ▪ primary education ▪ secondary education 	

Camp	Implementing Agency	Activities	Constraints
	SCF*	<ul style="list-style-type: none"> ▪ child protection 	
	ARC	<ul style="list-style-type: none"> ▪ health, nutrition and HIV ▪ water and sanitation ▪ shelter ▪ IGAs ▪ SGBV 	Budget constraints
Kiziba	MINALOC	<ul style="list-style-type: none"> ▪ direct management ▪ Government representation ▪ firewood distribution ▪ security ▪ food and NFI distribution 	
	ARC	<ul style="list-style-type: none"> ▪ water and sanitation ▪ shelter and infrastructure ▪ IGAs ▪ road maintenance 	Budget constraints
	JRS	<ul style="list-style-type: none"> ▪ education (nursery, primary and lower secondary) ▪ sports, leisure and clubs-vulnerable groups ▪ construction and rehabilitation of classrooms ▪ literacy and vocational training ▪ IGAs 	Budget constraints
	GTZ-TOR	<ul style="list-style-type: none"> ▪ Logistics, fleet maintenance ▪ environment 	
	SCF*	<ul style="list-style-type: none"> ▪ child protection 	
	FAWE	<ul style="list-style-type: none"> ▪ lower and upper education ▪ vocational training ▪ SGBV 	
	AHA	<ul style="list-style-type: none"> ▪ health and nutrition ▪ HIV (VCT/PMTCT) 	Budget constraints

Camp	Implementing Agency	Activities	Constraints
Kigeme	MINALOC	<ul style="list-style-type: none"> ▪ direct management ▪ Government representation ▪ security ▪ food, NFI and firewood distribution ▪ education ▪ health ▪ water and sanitation 	Urgent need for health partner!
	FAWE	<ul style="list-style-type: none"> ▪ lower and upper education ▪ vocational training ▪ SGBV 	

* From January 2009 SCF is no longer implementing child protection activities.

5. Food Security and Self-Reliance

The JAM revealed that the vast majority of refugees are suffering from food insecurity. Although the refugees are receiving food on a monthly basis, the ration is not only consumed, but functions as a primary income and means for economic activity. The cases of self-reliance are rare due to lack of land, few income generating activities (IGAs) and insufficient skill training possibilities, which leads to a high level of refugee dependency on UNHCR/WFP and IPs. Due to the high level of requirements, the rations cannot cover both their food and non-food needs. Hence, the households are developing negative coping strategies to be able to survive. These mechanisms, however, put them at high risk of violence, indebtedness, or skipping of meals, to just mention a few. Each of these topics will be dealt with in details in the following sections.

Moreover, the harsh living conditions in the camps remain the same as in JAM 2006. Cold damp weather (although this is favouring health, e.g. low risk for malaria), rocky soils, erosion prone hillsides, lack of land for kitchen/sack gardens makes refugees fully dependent on external aid.

5.1 Agricultural Production and Animal/Livestock

The possibilities for agricultural production and animal rearing are limited in all four camps. The major limiting factor is land availability and space constraints, which does not offer enough surface land within the camp compound. After all, in some camps there is even not enough land available to cover basic sanitarian infrastructure. As all land outside the camp boundaries is owned and occupied by the host community, there is no way the refugees can engage in agriculture or livestock activities.

Transect walks and interviews in the camps revealed that some households in Gihembe camp have a few goats. However, raising animal in the camp is banned in the camps, due to the problem of lack of enough space, fodder scarcity, government restrictions and tensions with the host community. The attempt has sought to ensure security and health in the camps. Suggestions have been made to allow refugees to keep animals in a more formalized and organized manner, with a central holding pen and rules surrounding upkeep and slaughter. The JAM is endorsing this idea, recognizing the relative nutritional and economic benefits of

small scale livestock yet the need to control and guide the ownership given land and water scarcity issues.

For a few IGAs run by ARC, land has been rented around the camp borders and the few beneficiaries are enabled to grow vegetables primarily for their own consumption, while some minor surplus can be sold on local markets. This highlights the success and importance of IGAs. Currently, UNHCR is exploring the possibility of small kitchen gardens for HHs in Rwanda. With infertile, acidic and rocky land quality in the camps, such kitchen or sack gardens might be the only way to be productive in plants growing, if the refugees are provided with all necessary equipment.

Special attention needs to be given to Kigeme camp. As the repatriation of the Burundian caseload was expected in the last two years, the services and engagement in the camp were considered to be on a short-term basis. Although the refugees are unwilling to return to Burundi, they are hoping for local integration and resettlement to third countries. According to the expectations that the camp will remain longer, the refugees should be encouraged to start small activities, such as kitchen or sack gardens.

5.2 WFP Food Ration

The monthly ration provided to all refugees includes cereal (maize grain, maize flour or rice), pulses, CSB, oil and salt. While WFP has been generally consistent with the monthly deliveries, at times there are certain commodities that do not arrive which delays the distribution (during the JAM the oil arrived 2 days late after distributions had been ongoing which caused quite a bit of disruption due to retroactive and concurrent distributions). Due to a current shortage in the WFP pipeline the rations have had to be changed (some commodities reduced, some increased) since September 2008 to 320g of maize grain, 100g of pulses, 20g oil, 40g CSB and 5g of salt. However, this is a temporary shortfall and the ration will be brought to 2009 standard as soon as the pipeline allows it. WFP is trying to ensure basic provision for refugees and has reduced the maize for the Food for Work Programmes to 50% to ensure a healthy pipeline for the refugee caseload.

The table below shows the standard rations with nutritional value based on the Protracted Relief and Recovery Operation (PRRO) Rwanda 10531.0 – Assistance to refugees and recovery operation for the most vulnerable households, 1 January 2007 – 31 December 2008.

2008 standard ration with maize grain:

Commodity	Amnt	Kcal	Protein	Fat	Vit C	Vit A	Iron	Calcium	Ribofl
Cereal (maize grain)	400g	1400	40g	16g	0	564µgRE	19.6mg	52mg	0.80mg
Pulses (beans)	100g	335	20g	1.2g	0	0	8.2mg	143mg	0.22mg
CSB	40g	152	7.2g	2.4g	19mg	200µgRE	3.2mg	40mg	0.18mg
Oil	10g	89	0	10.0g	0	90µgRE	0	0	0
Salt	5g	0	0	0	0	0	0	0	0
Total	555g	1976	67.2g	29.6g	19mg	854µgRE	31.0mg	235mg	1.20mg
% of Requirement		94%	128%	74%	69%	171%	141%	52%	86%

In the ration of the common basket that has been provided in 2008 up to September, the energy supplied by fat is only 74% of the requirement while the energy supplied by protein is 128%, above the basic requirement. The basket has been well balanced regarding protein, vitamin A, and iron. However, the provision of vitamin C only meets 69% of requirements, calcium is 52% of requirements and riboflavin is 86% of requirements, making the ration insufficient in several basic micronutrients. Keeping in mind that the ration detailed above reflects the “ideal” scenario, even this was not met for most of 2008 when the ration was reduced due to pipeline constraints. Even if refugees received the full amount, it is still below the 2100 kcal standard. Further, the above ration does not reflect the losses incurred during the milling of maize grain which are both financial (some of the grain is paid to pay for milling) and absolute (the milling process actually reduces the end quantity). The refugees are still losing approximately 5-7% of the maize grain through milling, what means that the kcal value of the maize is reduced from 1400kcal down to about 1316, and the kcal value of the whole ration from 1975 to about 1891kcal/person/day, what covers not more than about 90% of daily needs. As already mentioned in JAM 2006, this reduction since 2007 must be seen as negative and potentially harmful considering the high level of refugee dependency on the food ration. As refugees are not able to cover some portion of the food needs by themselves, the food insecurity is critical.

An evaluation on the nutrition situation in the refugee camps that was conducted in March 2008 underlines the above described acuteness and offers results that call for immediate action. The following table shows the identified Global Acute Malnutrition (GAM), Severe Acute Malnutrition (SAM), as well as stunting rates and its severe cases.

Nutrition Situation in the camps:

Camp	GAM	SAM	Stunting rate	Rate of Severe Stunting Cases
Gihembe	5.0%	0.7%	45.4%	15.6%
Nyabiheke	10.6%	3.5%	49.3%	30.3%
Kiziba	9.1%	2.6%	48.1%	20.1%
Kigeme	3.7%	0%	56.6%	18.5%

The recent surveys show that all camps except of Kigeme have a GAM rate right at or far above the accepted standard rate in protracted refugee settings of 5%. Further, the stunting rates in all of the camps are around 50% which is unacceptably high, as this is not just a sign of short height, but of chronic malnutrition that is detrimental for health. These malnutrition problems are most likely a result of several contributing factors, such as weaknesses in health service provision, poor coverage of the supplemental feeding programmes (SFP), and generally a lack of preventative nutrition programming. The very high GAM rate and rate of severe stunting cases in Nyabiheke camp, for instance, can be partly traced back to the influx of refugees from Nkamira and Nyagatare transit center, where there is no nutrition center. Nevertheless, basic nutrition and food provision is a key role and needs to be improved.

The JAM 2008 took place after the PRRO revision for 2009 has been submitted, in which the information gathered in JAM 2006 has been effectively reflected, including the food ration (During the process of report writing, the PRRO revision for 2009 has been approved and the food ration will be increased as recommended, as soon as the pipeline allows it.) The JAM is

pleased to see that WFP is implementing, what has been strongly recommended, e.i. to address the alarming food insecurity of the refugees by increasing the food ration to cover the macro- and micronutrient needs of the refugees. Ideally, UNHCR should complement the dry food ration from WFP with additional fresh food.

The CSB ration has been recommended to be increased from 40g/person/day to 60g/person/day so that the vitamin C value will meet requirements, the calcium and riboflavin values will increase and the ration lasts longer per month. Additionally, oil needs to be increased from 10g up to at least 20g, in order to improve the fat component of the ration and increase food palatability.

The above mentioned recommendations are not just based on nutrition facts, but are strongly recommended after interviews on household level in the camps that revealed that the food ration is by far too little and last maximum 2-3 weeks a month, because it is also used to cater for other basic needs. Increasingly, refugees flee into negative coping strategies, such as prostitution, skipping meals, stealing, borrowing at very high interest levels etc.

The ration already proposed by the JAM 2006 and now re-recommended in JAM 2008 is displayed in the following table. According to the PRRO 2009, this ration is effective as of January 2009 (except of oil of which 20g are provided).

Ration Proposed by the JAM 2006*:

Commodity	Amnt	Kcal	Protein	Fat	Vit C	Vit A	Iron	Calcium	Ribofl
Cereal (maize grain)	420g	1470	42g	16.8g	0	592µgRE	20.6mg	55mg	0.84mg
Pulses (beans)	120g	402	24g	1.4g	0	0	9.8mg	172mg	0.26mg
CSB	60g	228	10.8g	3.6g	29mg	299µgRE	4.8mg	60mg	0.27mg
Oil	25g	221	0	25.0g	0	225µgRE	0	0	0
Salt	5g	0	0	0	0	0	0	0	0
Total	630g	2321	76.8g	46.8g	29mg	1117µgRE	35.2mg	286mg	1.38mg
% of Requirement		111%	146%	117%	103%	223%	160%	64%	98%

* This recommendation has been agreed on by WFP and is effective as of January 2009 (except of oil of which 20g are provided)

Although the changes in the ration would increase the average kcal value to above 2100 kcal, it must be remembered that 2100kcal/person/per is the *average* amount of kcals for a population, not the exact amount needed by any population sub-group. Rwandan refugee population has a higher average of youths and pregnant/lactating women than usual. Both of these groups have high caloric needs, exceeding 2100 kcal. With 41.58% of the population being youth (5-17 years), and about 6% being pregnant/lactating women, these two groups make up almost half of the refugee population, whose elevated caloric needs must be considered. Another issue is the cold climate in the hilly country – especially at night it further elevates the caloric needs of the entire group. Finally, the ration scale should be increased to 420g of cereals to take into account the losses from milling. As mentioned above, the refugees will lose approximately 7% of the cereals due to milling. Also, as WFP is not

providing any milling services, the cost of milling will also reduce the value of the cereal. Taking this into consideration, the 2321 kcal is reduced to 2216 kcal right off the top. So instead of the ration being 111% above 2100, it is in fact only 106%, which is reasonable given the high caloric needs of the population due to climate and demography.

However, it should be remembered that the WFP food ration is intended for consumption and therefore the caloric standards and micronutrient content is based on the presumed eating of the entire ration basket, and not on subtraction for sales. The above discussion is based on this concept and the increases suggested are intended to cover actual quality/quantity of the food eaten as well as milling losses.

Concerning the diet, refugees have requested some dietary diversification and alternation in the diet. Regarding the discussion around maize grain versus maize flour, interviews concluded that refugees prefer maize grain due to various reasons. While it is true that maize grain is sold at a low price, takes a lot of firewood to prepare, cannot be eaten whole by children and necessitates expenditures for milling, refugees still prefer maize grain, because it is easier to sort out bad grains, it is easily sold as preferred by traders and above all, it allows different food varieties, such as eaten whole, as flour or made into porridge.

All households report remarkable efforts to stretch their food provision up to the end of the month and to complement and vary their diets with some potatoes, tomatoes or other fresh vegetable. This is entirely expected given that it is not possible for refugees to eat the exact same food day after day and that dietary diversification is a very positive nutritional strategy. In most camps, households report selling several kilos of grain to purchase other food stuffs and when absolutely necessary, non-food items, though the amounts sold varied depending on the level of vulnerability of the household. Kigeme camp was the only camp not reporting regular sale of food, this is probably due to other coping strategies of the refugees. In Kigeme, only the most vulnerable households sold food to increase the palatability of the meal, especially for the elderly, the very young and the ill. In all other camps, selling parts of the ration is one of the preferred means for economic activities to purchase other needed commodities. The following chapters will explore in-depth these coping mechanisms and household expenditures.

5.3 Household Expenditures

Household expenditures of the refugees vary from about 3,000 RWF per month in Kigeme camp up to about 15,000 RWF in Kiziba camp. After visiting all camps, the JAM is convinced that the low rate of expenditures in Kigeme camp is not due to high satisfaction of the refugees in regard to services and provision of food and NFIs, but rather to extreme poverty and lack of income-generating possibilities. The Burundian refugees simply have almost no money that they could spend.

In the camps, the common information given was that money is usually spent for milling and to purchase commodities including food ration supplements, as well as transportation and NFIs, like firewood, kerosene for lightning, soaps, and clothes. In most cases, the decision on these expenditures is made by the women.

In most camps, the commodities consuming the biggest proportion of expenditures are food and firewood. Foods purchased are basically bought to diversify the diet and to increase the amount of food, so that the days of consumption cover the whole month. In many cases households will sell a higher value item to buy more of a cheaper commodity to ensure food

for the full month. One such trade is to sell maize to buy vegetables, which reduces the quantity of maize eaten but increases the number of meals that can be prepared. The interviews on HH-level found out that foods purchased include potatoes, cabbage vegetables as well as small fish, and soya and sorghum flour for porridge. It is fortunate to see that the interviewed refugee HHs are adding to their diet good nutritional supplements in form of additional protein, vitamins and other micronutrients.

Milling costs lie between 20 RWF/kg in Gihembe camp and 50 RWF/kg in Nyabiheke and Kigeme camp. Generally, all HHs sell some portion of the food ration to cover the milling costs – except of HHs in Kigeme camp, where women save the milling costs by grinding the maize in a traditional way in a mortar by hand and saving the byproducts of the grinding for ‘bad days’.

Regarding NFIs, the biggest constraint still appears to be firewood. One of the following chapters is dealing with this in detail. Although it is the mandate of UNHCR to supply sufficient firewood, budget constraints and firewood scarcity in the country hampers UNHCR’s ability to do so. Thus, most refugees have to identify other sources to cover their firewood needs. While some refugees HHs manage to purchase firewood, others go foraging in nearby forests putting themselves at risk due to falling from trees, and exposure to gender-based violence when alone in the forests.

Other expenditures are made for clothes, transportation and other NFI, such as soap. Despite the cold and damp weather in the camps, it has been observed that many refugees, especially children, are poorly clothed and many times (especially in Kigeme) barefooted. As clothes are not included in the mandate of UNHCR or another partner organization in the camp, the refugees have to raise money to buy clothes that are usually expensive expenditures for refugee HHs.

Transport costs are also an issue for some HHs – especially in Kiziba – due to their remote location and the resulting long distance to the nearest local market.

The JAM 2008 did not cover expenditures on health. However, this was included in 2006. It is recommended that this should be covered in the next JPA.

5.4 Sources of Income

With insufficient skills training, no possibilities for agriculture, restricted livestock keeping, and highly limited income-generating opportunities, the refugees are struggling in all camps and develop different survival strategies, including negative coping strategies.

Very few refugees have been able to identify small sources of income in form of casual labour or petty trade. As such, a few men and women in Kigeme camp reported to work for food in the community during the rainy season and in general, all able members of the HHs will work for a small daily wage.

However, all in all, the JAM underlined again that the monthly food ration provided by WFP has the function of the refugees’ primary source of income. A significant portion of the rations (e.g. interviews have shown that this makes up about 10-25% of maize grain) is sold for poor exchange rates (because of refugees’ weak bargaining position) and the money is used to meet the basic needs of the HHs besides of what is covered by services. Thus, one can say that the food ration is the central monthly input for the refugee that assures their survival

not just in terms of food, but in regard to all basic needs (that are/can not be covered through provided services). This, however, puts too high expectations in the food ration that cannot be met. Above all, this pressure often results in food disputes on an intra-household level due to different preferences of men and women. As the food ration is meant to ensure food security with sufficient nutrients and kcal as a matter of priority, the current situation is putting too much stress on the food basket and the refugees. Only by meeting more of the refugee basic needs in terms of clothing, firewood/alternative fuel, and diversified diet or by giving refugees the means to earn their own income for necessities, can the pressure on the ration be reduced and improved food security be realized.

5.5 Income Generating Activities, Vocational and Life Skills Trainings

Given the food insecurity highlighted above, economic inputs are a vital way for refugees to improve their nutritional status and protect the ration. With the possibility to earn some money, income generating activities (IGA) play a crucial role in leading refugees towards economic self reliance and away from their dependency on external support to meet all household needs. Also, IGAs make a major contribution in improving the refugees' self-confidence and, thus, their psychological welfare. Being active in economic activities makes them feel productive and especially the men as traditional heads of HHs feel they can better fulfil their role as family providers while greatly adding to women's empowerment through productive assets. Finally, they improve the life skills and abilities of young men and women and increase their future possibilities to successfully integrate in new places and have access to jobs when they can eventually return to their country of origin. Many refugees in Rwanda have not received any real training or life skills which will make it extremely difficult for them to become active members of society on their return home. IGAs are an avenue for fostering confidence and building capacity among refugees that will greatly serve them on return.

The JAM found that all refugees have a wish and willingness to engage in IGAs. While efforts to increase IGA activities have been made since the 2006 JAM, the opportunities in the camps and surrounding villages are highly limited. In the case of Nyabiheke not more than about 5% of the camp population are direct beneficiaries of IGAs programmes run by ARC, what is expected to be the maximum case in all camps. Also the vocational training opportunities are very limited.

In Gihembe camp JRS was in charge of life skills and vocational training opportunities, but nowadays, these opportunities are very limited. FAWE provides vocational training in electricity, cooking and informal education (alphabetisation) for girls.

Kiziba camp has a particularity to have more job opportunities than other camps. The JAM was pleased to see people being busy with petty commerce, carpentry, tailoring, masons, etc. Yet, lack of casual labour in the surrounding of the camp was identified.

Kigeme camp is again outstanding with no IGA opportunities, except of two small associations involved in the fabrication of soap and mushroom growing. These two IGAs, however, produce very little quantity due to lack of funding. In this camp, only FAWE is in charge of education and vocational training for girls. Refugees in the camp reported that, in case working capital is available, they would go for breads making, tailoring, petty commerce, or soap making.

In general, the JAM felt that the possibilities for IGAs, life skill and vocational training are limited and more need to be done to meet basic needs in the camps. There is a need to redouble efforts to support these activities by UNHCR and the respective IPs in the camps, but to do this, funds will be needed from donors to facilitate a more comprehensive approach to IGAs that cover a wider percentage of the population. Given the very serious food security situation in all camps, IGAs are thought by the JAM mission to be an essential activity to improve the quality of life and allow refugees to live in dignity and health.

5.6 Coping Mechanisms

The coping strategies of a population can usually be seen as a mirror reflecting the living conditions and the common situation of a society. The mere existence of coping mechanisms shows that the population is facing certain difficulties. If a significant part of these mechanisms are identified to be negative ones, it must be assumed that the population is struggling with the constraints of the present situation and the coping mechanisms should be rather considered as survival strategies.

Positive coping strategies in the camps include forming associations as IGA, receiving remittances from abroad, engaging in petty trading or becoming formally employed by NGOs in the camp. However, these activities cover a very small proportion of all refugees in the camps. The 2008 JAM is concerned that the refugee population is mainly relying on fairly negative coping mechanisms to survive. While it is often a reality that vulnerable people, such as elderly, HIV affected, handicapped, chronically ill often do not have the ability to develop positive strategies due to their circumstances, special programs need to be enhanced to fully support their needs. What was very disturbing to the Mission was that the majority of all refugees in Rwanda face serious problems with poverty and food insecurity and often rely on negative coping mechanisms for survival.

It has already been discussed in-depth that the most common survival strategy of the refugee HHs is selling a considerable part of the monthly food ration. The HHs have developed a remarkably complicated system of selling and buying to stretch the food for the month and to cover additional HH needs. This is not necessarily a negative coping strategy, but becomes one if the exchange rate on the market is disadvantageous to the HH and causes them to exchange at very poor nutritional terms of trade.

Casual labour in and outside the camps is another common coping strategy. For instance, in Kigeme camp some refugee men work in construction sites and some women fetch water for HHs of the host community. Yet, casual labour engagement can have a negative and positive side. Although casual labour brings the HH additional money, it often expects heads of households and/or women to stay away for several days up to months. As such, HHs in Kiziba camp reported quite some cases of refugees migrating from the camp to Kigali or Gisenyi to look for jobs as watchmen, cooks and housekeepers, helper on construction sites or to look after cows. The absence of the head of household and/or caretaker especially puts the children into a very vulnerable situation in terms of security, health and nutrition.

A common coping strategy is also the borrowing of food or money to cover basic HH food needs. The JAM is pleased that a voluntary lending and borrowing association has been set up that works with low interest rates, but this still only covers a small percentage of the refugees taking monthly loans. However, very often borrowing money puts the HHs at a great risk, as the borrowing still usually happens under extremely high interest rates – hardly below 30%, most likely around 50%. As the constraints that the HHs face in the following month

continues, the HHs will most probably have to borrow money or food again next month which then is compounded on the debt from last month. The result is a perpetuating cycle – a vicious cycle – that drives HHs into severe and further growing indebtedness and unimaginable stress. When a HH is seeking to pay back its debts, then it usually has to either sell the vast part of the food ration, wait for NFI distribution and take the newly distributed commodities straight to the market for sale (and facing the lack of these items at a later stage) or is forced to take out successive loans from another lender.

Other negative coping strategies include: illegal firewood gathering (with exposure to gender-based violence and accidents in the forests); child labour which keeps children out of school and facing serious health risks; begging or stealing which causes run in with local authorities and adds to discrimination against refugees; skipping or reducing meals, which has profound long-term health implications; and illegal brewing or prostitution, which has a myriad of social, legal and health consequences.

6. Shelter, Kitchen, Stoves and Household Furniture

According to the standard indicator reports Nyabiheke camp offers 20.3m² camp area per person, Gihembe camp 14.2m², Kiziba camp 15.1m² and Kigeme camp 0.8m², while the standard lays at more than 45m² camp area per person. Hence, a major problem is land scarcity that caused shelters to be built too small and often constructed too close together. This is not just a problem of too little privacy of the families, but can easily become a major issue of sanitation and hygiene. Fortunately, the miserable situation mentioned in JAM 2006, when refugees in Nkamira transit center were living in block hangars and were just separated from each other with a plastic sheet, is now eliminated with their transfer to Nyabiheke camp. Nyabiheke camp is a relatively newly established camp that has benefited from a recent extension with improvement of services and is in relative good shape.

Basically, refugee HHs are very poor and fully relying on external aid. Kigeme camp offered the worst example of extreme poverty and despair, where even very basic HH assets are lacking. In the other camps, a minimum of 80% of the houses are equipped with basic furniture, namely chairs, table, locally made beds and a mattress and most of them use kerosene for lighting. Yet, also in these camps vulnerable people are often lacking basic HH assets.

Considering the fact that food security is not just ensured with food distribution, but also requires adequate cooking facilities and equipment to prepare the food, the JAM included an assessment of the kitchens and stoves.

In Gihembe and Kiziba camp, HHs have individual kitchens, whereas in Nyabiheke 50% of the HHs and in Kigeme camp all HHs have to prepare their food in communal kitchens. As communal kitchens easily cause tensions among the women and some kitchens are not fully functioning, further efforts need to be made here. Yet, kitchens did not come up as a major issue during key informant and household interviews, and even in Kigeme the communal cooking is currently being accepted by the Burundians.

In Gihembe, Nyabiheke and Kiziba camps, 80-100% of HHs have access to energy efficient cooking stoves. The remaining HHs have the possibility to contact people who are trained on constructing such stoves and do this for about 1000 RWF. Women have been trained on how to use these stoves, but lack skills for repairing them and have to ask and in most cases pay for help to repair the stoves.

Kigeme camp is again outstanding with no energy efficient stoves available in the camp. This lack needs to be addressed as soon as possible, as it increases the pressure on the refugee HHs concerning the already scarce availability of firewood (see next chapter).

7. Firewood

Following an estimated average of 550kg per cubic metre of wood which is one stare and UNHCR standard of 30kg per person per month, the following numbers can be developed: Gihembe camp has received 675 stares (800 stares)³ per month since 2006. With a population of 19,027 refugees this makes 19.5kg per month per person which is 65% of UNHCR standard (23kg/month/person, 77% of UNHCR standard). Kiziba camp has received 675 stares per month since 2006. With a population of 18,323 refugees this makes 20kg per month per person which is 67% of UNHCR standard. Nyabiheke has received 500 (700 stares) stares since 2006. With a population of 13,807 refugees this makes 20kg per month per person which is 67% of UNHCR standard (28kg/month/person, 93% of UNHCR standard). Kigeme camp has received 100 stares since 2006. With a population of 2,023 refugees this makes 27kg per month per person which is 90% of UNHCR standard.

The scarcity of firewood is one of the overarching problems in camp life, as the quantity provided by UNHCR and distributed through MINALOC does not cover the household needs. The reduction in quantity over the last years reflects both an internal scarcity issue in Rwanda as well as a budgetary reduction in UNHCR. This is a serious problem, and one aspect of food insecurity, as all food from the monthly distribution needs to be cooked before consumption. To UNHCR standard firewood distribution should be done on a monthly basis, what is the case in Kiziba camp. In other camps some refugees may stay three months without firewood, and sometimes even a year without.

While trying to find other sources to meet the (highly) insufficient provision of firewood, the refugees employ various strategies. As explored above, the most common strategy is the sale of a significant part of the monthly food ration (especially maize grain) to purchase firewood. The harmful impact that this has on the daily food consumption was raised in the section on food security and self reliance. Very often, families are forced to take loans or borrow firewood at very high interest rates. In average HHs reported to spend about 3,000 RWF per month for firewood. In many cases, negative coping strategies include that women and often children go foresting outside the camp boundaries. This is not just causing tensions with the host community, but exposes them to gender-based violence. Above all such firewood gathering is illegal and can lead to arrest by government or local authorities.

The wood distribution system has also been questioned. It would perhaps be more effective to distribute wood on a monthly basis rather than half-yearly. Refugees in Kiziba who receive monthly distributions report to be satisfied with the firewood distribution system, though it does not cover 100% of their needs, but covers on average 1-2 weeks of each month. This is far better than the provision in the other three camps where refugees have to develop strategies on how to face a complete lack of firewood over a number of months (sometimes more than six months) in a row.

While UNHCR budget reductions have impacted on the ability to purchase the full quantity of firewood required, in-country shortages have also exacerbated the problem. Rwanda, as a

³ All numbers in brackets in this paragraph need to be confirmed by UNHCR.

small, densely populated country, carefully manages their natural resources in order to ensure sustainability. Because of this, environmentally insound cutting is carefully avoided. The high level of deforestation is already leading to poor soil quality, degradation and erosion. Thus, with land scarcity and the firewood request of the local population, Rwanda is facing major constraints in satisfying all firewood needs. Therefore, this is not simply a matter of UNHCR allocating more money and purchasing sufficient firewood.

Although UNHCR needs to increase the quantity of firewood, the JAM identified two additional avenues that need to be explored as a matter of urgency. First, all refugee HHs should be equipped with energy efficient stoves, which help to decrease the firewood needs up to 60%⁴. Second, UNHCR should allocate money and invest in evaluations that explore the possibility of other alternative of fuel cooking such as biogas and solar cookers.

In the meantime, MINALOC in Gihembe, Nyabiheke and Kigeme camps should learn from the rather successful firewood distribution system in Kiziba camp and consider changes in their own systems, such as distributing on a monthly basis.

8. Environment

The environmental conditions in the camp areas widely remain the same as of JAM 2006 and are still source of many constraints in the camp life. In November 2008, a review of UNHCR environmental support activities in refugee settlements was carried out. Unfortunately, the review did not include Kigeme camp, where the environmental situation is precarious with no partner in the camp dealing with environment. Steep hillsides combined with waterproof soil cause a flowing of rainwater with high speed leading to soil erosion and deep gullies. However, this is the case in all four refugee camps, as they are all located in abrupt and highly slopping areas. The review states that if not controlled and managed, the gullies might end up in massive land slides causing loss of life and properties. In addition, ravines, deforestation, poor soil are also part of the bad environmental situation.

A few investments could already reduce some risks. As such, some camps require the construction of and rehabilitation of drainage system with durable materials. Putting a fence around some parts of Kigeme camp boundaries would prevent children from falling on a steep band on the highway side. Also, the implementation of recommendations given regarding firewood would prevent refugees from vandalizing neighbouring forests and decrease the deforestation to a big extend. The problematic regarding firewood combined with food security, environment and relation with host community should be given priority in UNHCR activities the coming months.

In all camps, environmental projects should be reinforced or begun. For instance, a programme should be designed and implemented to plant species like sisal, bamboo or reeds alongside the drainages. Furthermore, tree planting including tree nursery projects should be set out. To mitigate the problem of soil erosion, one action could be radical terracing on the hillsides, as recommended in the environmental support review. These terraces can also serve for small agro forestry for refugees.

Another major issue that is affecting environment are sanitation standards in the camp. Poor drainage systems in form of dug gullies get filled with dirt and debris. In some places pools of stagnant dirty water are a result of poor drainage and are breeding grounds for mosquitoes.

⁴ See review of UNHCR environmental support activities in refugee settlements (2008)

Due to land scarcity in the camps, sanitation facilities and, thus, drainage systems are close to the shelters, which is a great risk for health and hygiene.

For more detailed information the reader is kindly advised to consult the review of UNHCR environmental support activities in refugee settlements from November 2008.

9. Relations with Host Community

Generally, the JAM has been pleased to find out that all camps report to be in good or very good relation and even active interaction with the host community. This is due in part to the fact that refugees and host community share the same language Kinyarwanda and also have many cultural characteristics in common. The local population surrounding the camps has access to health centres, nutritional centres, as well as markets inside the camps boundaries and benefit from small businesses run by refugees. In turn, refugees take advantage of local markets, hospitals, as well as primary and secondary schools of host community. All in all, the boundaries of the camps are loose and there are no real barrier between camps and surrounding areas.

Yet, the benefits and good relations between both communities suffer because of a competition for scarce natural resources. As has been mentioned in all camps, the greatest source of potential tension is the lack of firewood that forces refugees to go foresting outside their camps (see section on firewood). In most cases, this is done by either women or children, who are often verbally and physically attacked. Besides that, there is high competition about land for cultivation and animal foraging, and around natural materials, like tree trunks used in house constructions.

10. Non-Food Items

The delivery and distribution of NFIs is major part of UNHCR's mandate. This includes a monthly distribution of soap and firewood (see section on firewood), yearly distribution of blankets, distribution of mats every two years and of kitchen sets including jerry cans every two to three years. The JAM got reports from HHs that claimed not having received NFIs on a regular basis. This can be due to different reasons, such as budget constraints, missing NFI distribution, or an inadequate/inequitable distribution system. UNHCR should take this into consideration and ensure the regular and adequate provision of all NFIs.

Newly transferred refugees that came from Nkamira and Nyagatare transit centers to Nyabiheke camp have been adequately provided NFIs.

Due to extreme poverty and often indebtedness of refugees, many NFIs have the same functions as the monthly food rations and are sold on local markets, so that other needed commodities or existing debts can be paid. Blankets and cooking utensils have been mentioned as the preferable items for sell among the NFIs. Two major problems arise out of this situation: The terms of trade on local markets are not favouring the refugees. The conditions are even worse right after the NFI distribution, when markets are flooded with the same goods. Moreover, sooner or later the refugees face a lack of exactly these sold items and will attempt to buy them on the market – but now for extremely increased prices. This is a very unpleasing situation and greatly unsatisfying for UNHCR.

Refugees raised the issue that they are in need of more NFIs than included in the package provided by UNHCR, including shoes, kerosene, tools and clothes. The purchase of clothes consumes a lot of money that the refugees cannot or can hardly afford. Indeed, many

refugees, especially children, were found to be poorly clothed. As the provision of clothes is not included in UNHCR's budget and mandate, the JAM recommends that UNHCR encourages organizations that are willing to distribute clothes.

11. Food Distribution System

Every month, UNHCR updates the figures on the refugee numbers and makes an official food request to WFP. After the food has then been delivered by the WFP from Kigali warehouse to the final distribution point in each camp, it is stored in a warehouse (usually rub halls) that is managed by MINALOC. Usually, the food is then distributed to the refugees by MINALOC. The amount of food that each family is entitled to is defined according to the number of registered family members and clearly stated on the family ration card following WFP standards.

As for JAM 2006, the actual distribution still takes about 3-5 days and is done according to family size starting with the largest families. This mechanism helps to avoid queues. In particular, MINALOC gives the whole quantity for a group of about 20 families to the group leader, who then sub-divides the food to all families in the group. This last division is usually done with poor and non-standardized scooping systems.

Although this distribution system is quicker and requires less staff management and oversights than individual scooping, there continue to be concerns about the equitability and effectiveness of this system to ensure that refugees are receiving their full entitlements.

Each camp is supposed to have a distribution committee with at least 50% female members. These committees are expected to be a focal point concerning any issues, such as delays, missing commodities, information inquiries, complaints about the rations etc. If necessary, the committees are there as partners for negotiations between refugees and UNHCR/WFP/MINALOC. Unfortunately, the JAM found that in some camps these committees exist on paper, but have become rather inactive. It is recommended to reactivate these committees and increase their awareness about their function and responsibilities.

After the food is distributed, it is carried from the distribution point to the home of the family. Except of Kigeme camp, where men and women come to the distribution, it is usually women and children that come for the distribution and to carry home the ration. As the distance from the distribution point to the house is usually a walking distance of a few minutes, this is not a problem. Also, if one is not able to carry the food, help is offered for about 200-300 RWF. However if the distribution takes too long, then women and children have to carry the food home in the darkness, putting them at risk for theft or violence. It is recommended to begin the distribution early enough and organize it efficiently, so that it ends at 5.30pm latest. While refugees have to wait at the distribution point for their food (for distribution and sharing within the group) for about 5-6 hours in Gihembe camp, 3 hours in Nyabiheke and 1-2 hours in Kiziba camp, it seems that efficient organization plays a key role. Authorities are advised to learn from the system in Kiziba camp.

Due to problems concerning storage capacity and disorganization at the food distribution in Kigeme camp, the ration is not distributed in one go, but the refugees have to come several times over a period of several days and pick one commodity after the other. This is not acceptable and needs to be solved. Experiences from Kiziba camp should also be shared here and actions concerning storage facilities needs to be taken immediately – more on this in section logistics and warehouse.

During the distribution in each camp, WFP is present on the first and last day of the distribution to ensure the distribution working well. UNHCR and implementing partners have requested that WFP attend the full distribution in each camp, each month, to address the current distribution problems and to ensure that refugees concerns are being adequately addressed. Given that the JAM found several distribution irregularities and shortcomings, it would be recommended that WFP attend the full distributions, at least until the problems are addressed. Additionally, post-distribution monitoring (PDM) has finally begun by WFP which seeks to identify the rates that the distributed food is consumed, sold, or used by the HHs in other ways.

The JAM found a number of weaknesses around the food distribution that need to be addressed. Though information on dates of distribution is usually spread through distribution committees (if active) and through refugee to refugee exchanges, not all refugees are clearly informed about the period of food distribution. Moreover, the beneficiaries are in general not aware of their food entitlements, what leaves them very vulnerable to receiving the wrong amount. The JAM recommends that the schedule of the distribution are officially communicated with the refugees and followed accordingly. Moreover, metallic signboards need to be designed and produced that inform beneficiaries about their entitlements in Kinyarwanda and in pictures.

The warehouse staff has to have access to accurate scales that need to be calibrated regularly. Underweight bags of maize, peas and CSB have often been reported. If underweight bags are a serious issue, WFP needs to take action to solve this – especially, as the refugee HHs are the ones who in the end do not get their full ration.

To ensure that HHs receive their full entitlements, the JAM is advising further action. The scooping material needs to be brought to standard and beneficiaries should have individual access to accurate scales to be able to countercheck what have been received.

In 2006, the JAM recommended that serious steps be taken to improve the quality of the current distribution system. It does not appear that any of these measures were taken and the 2008 JAM continued to have serious reservations about the equity of the group distribution system and the quantity of food refugees were taking home each month. The 2008 JAM would again strongly recommend that WFP do more to ensure that refugee rights are supported during distributions through improved information campaigns, sign posting, standardized scooping tools, scales, and the continual presence of WFP and UNHCR staff at distributions to determine the fairness, accuracy and accountability of the process in camps.

12. Warehouse and Logistics

Following the food request by UNHCR according to monthly updated number of beneficiaries, WFP delivers the food based on the established distribution schedules. The WFP trucks transport the food from WFP Kigali central warehouse to the final distribution points in each camp. The reception and off-loading of food is done by MINALOC staff assisted by one member of refugee's executive committee. The verification of quantity and quality is done together before signing waybills.

WFP food delivery usually happens on time in the camps, with few exceptions, when the offloading has sometimes not been completed before dark and has had to be resumed the following day. However, offloading often takes more than five hours, mainly because there

are too few casual labourers and/or the workers are not satisfied with the current salary they receive.

On the way to all four camps, some roads have been found rough and not passable during rainy season. Hence, there is need for repair of roads and sometimes bridges, as well as improvement of drainage system.

The warehouses are managed by MINALOC. Kiziba camp has only one storekeeper/distributor who is managing three rub halls in receiving, stacking, record keeping of receipts and issues, and distribution. To ensure good quality in storekeeping in all three rub halls, it is necessary to recruit an assistant storekeeper.

In Gihembe and Kiziba, the rub hall plastic cover are too old and leaking and have a bad drainage system. In the latter camp, a security reinforcement-barbed wire around the rub hall should be installed.

In all camps, the warehouse and food management was found to be weak. There is need for training of MINALOC, WFP and UNHCR staff working in the camp on basic food and warehouse management, such as storekeeper responsibilities, maintenance of store premises, food accounting, reduction of post delivery and post distribution losses, food handling and stacking, ventilation of stored food, inspection of food stocks and rub halls, pest control and waste disposal.

During long food distribution operations Kiziba some camp inhabitants tend to urinate around the rub halls, what affects food quality and aroma. At least two toilets should be constructed nearby.

In Kigeme camp, improve storage facilities are necessary to enable quick food distribution. Thus, the food storage container should be moved to the old distribution site and distributions should take place there. Above that, the ventilation system in the containers needs to be improved.

As already identified in JAM 2006, there are no accurate scales available in the stores and at the point of distribution, what makes a fair food distribution considering decimals (small quantities of food that are less than 1 kg) impossible. Also, the store management in each camp is concerned about the actual weigh of incoming food bags.

13. Health and Nutrition

13.1 General Health Situations

Overall, with the exception of Kigeme camp, basic health services are provided to all refugees in the camps. However, the health services and situation varies significantly depending on the implementing partners and facilities.

In Gihembe camp, the leading causes of morbidity were URTI (Upper Respiratory Tract Infection), watery diarrhea and intestinal worms. No cases of outbreaks were reported. Due to the inaccuracy of the population profile used in the Health Information System (HIS), the immunization rate is difficult to define. In the month of October, 1998 patients have attended the OPD and the staff has an organogram and algorithm charts for the common infection diseases that they utilize. The nutritional survey conducted in March 2008 showed that the rate of GAM and SAM were within acceptable ranges, while the stunting rate is 45.5%.

The health center in Nyabiheke camp reports watery diarrhea, upper respiratory infection and malaria as the most common illness seen in the OPD. No case of disease outbreaks were reported since 2006 in the camp. The nutritional survey conducted in March 2008 showed that with 10.6% the GAM rate is very high. The SAM is 3.5% and the camp has a stunting rate of 49.3%. This is higher than acceptable and nutrition support services to both prevent and treat malnutrition need to be put into place without delay. The rate of enrolment in family planning is acceptable with 8.6%. The immunization coverage and vitamin A supplementation rates are 87 %. In addition, the BCG (Bacillus Currie Gurren) coverage is 100% and the one of ANC (Antenatal Care) 93 %.

In Kiziba camp, the common causes of morbidity are ARIs (Acute Respiratory Infection), intestinal worms and watery diarrhea. The morbidity trend for the common illnesses is stable, but in the last two months an increase in the incidence of malaria and typhoid fever has been experienced. No outbreak was reported since 2006. According to HIS report in October, the immunization rate was 22.5%. However, according to the medical personnel that was interviewed by JAM, the rate is supposed to be 100%. The most probable reason for this difference between the two rates is that UNHCR population statistics differ from the population figures observed in the health statistics. It was recommended by the JAM team that the health personnel can consider referring to the health –based population estimates when calculating health related statistics. The nutritional survey conducted in March 2008 showed that the GAM rate is 9.1% and the SAM rate 2.6%. The stunting rate was found to be 48.1%.

In Gihembe and Kiziba camp the family planning utilization rate is found to be too low (2.6% in Gihembe). To alleviate this low incidence there should be sensitization of women by Community Health Workers (CHWs).

With no health partner in Kigeme camp, no data and information could be gathered in the camp. However, a walk-through and basic discussions with key informants revealed that the health conditions are sub-standards, and need to be addressed urgently. The nutritional survey conducted in March 2008 reported that the GAM and SAM rate are acceptable, while the Stunting rate of 56.6% (with 18.5% severe cases) is the highest of the four camps.

In all camps the lack of regular nutritional survey was observed and it is strongly recommended that UNHCR, WFP and UNICEF conduct it regularly. A system needs to be established for periodic, efficient and systematic surveys to take place in all the four camps

13.2 Services

Some camps offer better health services than others. In all camps some effort for minor or major improvement can be done.

Except of Kigeme, the attendance of skilled personnel during delivery is very high in all camps, with more than 85% in Kiziba and almost 100% in Nyabiheke and Gihembe camp. In addition, SFP provides foods from WFP for moderately malnourished children, people living with HIV (PLHIV), pregnant and lactating women. However, there is need to also provide supplementary feeding for TB patients, elderly and handicapped and other vulnerable cases through UNHCR. Moreover, all three therapeutic centers need continuous and regular supply of therapeutic milk for severely malnourished children to further ensure very high cure rates (in Gihembe camp even 100%). As UNICEF is covering the provision only in emergency

cases, the JAM recommends checking the possibility of providing of the therapeutic milk through MINISANTE on district level or procuring directly from suppliers outside of Rwanda.

Households in Gihembe camp report good treatment facilities in the ARC health center inside the camp. The center has adequate rooms to conduct the basic health services including ARVs and the water supply and sanitation is acceptable. Furthermore, the government promised to install a 24-hr electricity supply as of 2009. The health center has generally enough essential drugs, medical equipment and staff members for their services. The center also includes a selective feeding and therapeutic feeding center. In Gihembe, the JAM also observed that the presence of a mental health counselor helped to identify many cases of identified psychiatric patients. Most of these cases are then recommended for referral to Ndera hospital in Kigali. However, this referral is often slow and, also, financial expenses could be reduced by recruiting a psychiatric nurse as permanent worker in the health center. Then, many cases could be attended by qualified psycho-medical staff at the camp level for treatment and referral to the central hospital would only be necessary in extreme cases.

The health center in Nyabiheke camp is able to provide good services to the patients. Considering that the camp experienced great influxes of refugees from Nkamira and Nyagatare transit centers, this is highly appreciated. Generally, enough drugs and vaccines are available, but proper storage needs to be ensured especially drugs kept in a refrigerator with 24hr power supply. The available refrigerator is too small to store all drugs that need to be cooled and is running less than eight hours daily through power from a generator. Sufficient staff is available in the health center with more recruitment planned. Although infrastructure is acceptable and enough rooms are available, most of them are made of plastic sheets which are very hot during hot weather. These need to be reconstructed with improved durable materials. Also, additional wheel chairs in the health center for postnatal mothers are necessary. Basic emergency obstetric care is available with a good referral system. However, an additional vehicle is necessary to ensure the service 24 hours a day. Furthermore, the laboratory lacks basic equipments like QBC, spectrophotometer which are important especially when there is a plan to start ART in the health center. Regarding TB patients, even though there is an anti-TB drug in the camp, it is not possible to do sputum examination for Acid fast bacilli in the health center and patients need to go to the hospital for sputum examination. Hence, the laboratory should be equipped with the chemical needed to do this test.

The health center in Kiziba camp has an infrastructure to the standard with sufficient staff and essential medical equipment. Areas of concern are the maternity ward, which has a very small delivery room and the inadequate space in the OPD, nutrition centers and laboratory. Moreover, the health center lacks oxygen cylinders and autoclaves for sterilization. There is a standard case management guideline in the form of algorithms and organogram in the OPD. The prevalence of complete ANC is 6%. This is due to the pregnant mothers that do not show up early for the first visit. Improved health education to the community should emphasize this issue. Even though MCH clinic is lacking, the maternal and under 5 clinic services are going on well. Emergency surgical and obstetric problems are managed in the nearby Kibuye hospital with a 24 hours ambulance service. Unfortunately, the inaccuracy of data or error in the HIS formula makes the prevalence of immunization very low. This needs to be addressed.

In Nyabiheke and Kiziba camp, the surrounding host community has full access to all health services in the camp and often they make up a considerable part of the consultation cases.⁵ This has a positive effect on the relations between refugee and host population. However, sometimes the patients from outside the camp consult the health center, when their sickness is already advanced and recovery is not always possible. Often, the health centers are challenged by treating these patients, while ensuring health for the camp population. As already recommended in JAM 2006, it might be a good idea to consider the assignment of a CHW to the surrounding area of each camp, so that health education can be also supported among the host communities.

Again, the lack of services in Kigeme camp calls for strong attention and action. The camp has a small health post managed by MINALOC. Data show an average of 700 consultations, 60 referrals and 20 admissions for observation per month in the health post. Among other illness observed in refugee clients usually have respiratory infection diseases, intestinal parasites, rheumatism, etc. ANC and FP as well as VCT & PMTCT services are given free of charge to refugees. However, it is in a very weak condition and does not have the capacity to hardly provide necessary basic services, not to mention about treatment and care for chronically ill patients. Also, the access to services during evening and nights and during the weekends is difficult. The JAM was briefed that there are two nurses alternating. However, none of them was present during the assessment. Basic drugs are supplied by UNHCR. Minor operations are done at the center and the rest of the cases are referred to the health center, who manages transfers to Kigeme hospital. However, such transfers are very hard to obtain, as refugees have to get transfer papers from these nurses before getting to Kigeme health center. A health post expansion in the camp in terms of facilities and accessibility (including lightning) is strongly recommended.

None of the four camps undertake sufficient nutrition prevention activities including routine surveillance, growth monitoring, infant and young child feeding nor routine surveys. All of these need to be incorporated into the treatment activities to help reduce the malnutrition and improve child growth.

13.3 HIV Programming

Due to their specific needs, people living with HIV (PLHIV) are seen as a vulnerable group by WFP, and as a special needs group by UNHCR. Whenever external aid is not sufficient, PLHIV employ in various negative and positive coping strategies (see section on that) aiming to cover the basic needs of themselves and their families.

In Gihembe, Nyabiheke and Kiziba camps, HIV prevalence rate are below the rate of 3% in Rwanda and the countries of origin, thanks to high sensitization in the camps – especially Gihembe and Kiziba camp.

The JAM is pleased to note that HIV services in Nyabiheke camp have greatly improved since JAM 2006. In all camps, except of Kigeme, qualified HIV staff is in place and specific HIV care offered, including VCT and PMTCT.

However, in Gihembe camp, the JAM found an absence of HIV workplace policy among ARC staff. It is recommended to begin this training without delay. Furthermore, although the awareness about HIV and acceptance of PLHIV is quite high in the camps, it was still found

⁵ Gihembe does not offer services to local community as the local health facility is only at 1km from the camp.

that some PLHIV experience stigma and discrimination from their fellow refugees. This goes to an extent that, for instance in Kiziba camp, a few PLHIV do not participate in IGAs activities in order to keep their status a secret.

The current national guideline recommends giving bactrim (antibiotic for prophylaxis for Pneumocystis pneumonia infection) to all PLHIV, but in Nyabiheke it was found that the old protocol is followed. Hence, the staff in charge should be updated in this issue.

According to a tripartite agreement between UNHCR, WFP and the respective IP, PLHIV in Gihembe, Nyabiheke and Kiziba camps receive additional food support through the supplementary feeding programme (SFP) of WFP. The amount of dry food for the SFP provided by WFP and distributed by the health center of the IP is 200gms of CSB, 20g of oil, and 15g of oil per day per person. This food is usually provided on a monthly basis.

Apart from the dry food ration from WFP, ARC and AHA provide fresh foods on a weekly basis to PLHIV, who are on anti-retroviral, pregnant or breastfeeding and/or have medical doctor referral. The fresh food rations include vegetables, fruits, small fish, fresh beans, Irish potatoes. In Kiziba AHA also provides meat, 1 liter of milk, 2 eggs, and 1.5 cabbage on rotation basis. Diabetics receive bananas, dry beans, cabbage and fruits. Although this additional food supply is greatly appreciated by the JAM, it is recommended to increase the protein level of the food.

Regarding feeding of infants born to PLHIV, exclusive breastfeeding is promoted for 6 months after birth. After that, infant is given 2 tins of Guigoz per week or 1 liter of cow milk per day as a supplement to his nutrition. However, if mother chooses not to breastfeed a new born, IPs support mothers in accordance to UNHCR guidance on Infant feeding and HIV, by implementing the chosen feeding option through provision of infant formula for as long as the infant needs it. Health center officials reported that AFASS (acceptable, feasible, affordable, sustainable and safe) conditions were observed, whenever provision of milk formula is to be considered.

The JAM reminds that it is important that careful consideration go into the provision of milk/formula and that very strict regulations are in place to ensure that the milk is being used properly and is not discouraging mother's from breastfeeding.

Regarding Kigeme camp: As the camp has no NGO for health issues, HIV programming is highly limited in the camp with very basic VCT and PMTCT services provided by the nearest Kigeme health center. Refugees that have been tested HIV positive, experience no follow up. Some of them receive ARV at Kigeme hospital, although no data were made available. PLHIV in Kigeme camp do not experience any additional food support. Immediate action is strongly recommended.

14. Water and Sanitation

Access to enough water and sanitation facilities is another crucial part in camp life that makes significant contribution for health, food security, hygiene, environment and quality of life in general. The JAM is pleased to have found that in general most refugee HHs have access to sufficient and clean water with water points near their homes. In Gihembe camp, water shortages sometimes occur due to frequent electric and water cuts at ELECTROGAZ level. In October, for instance, only 11 liters could be provided per person per day. In Kiziba the liners of two water tanks of 70m³ have been damaged and need to be replaced.

However, a very serious issue in the camps is the availability of enough latrines. With 24 persons per drop-hole in Gihembe and 25 persons per hole in Nyabiheke, the numbers are too high considering that the standard is a maximum of 20 persons per hole. While everyone acknowledges the importance of adequate latrines, the construction of a sufficient number of latrines is hampered due to land scarcity and rocky soil that makes digging wholes very difficult. The few latrines available for the camp populations (mostly communal toilets) fill quickly and in some cases need to be closed. Unfortunately there is not a clear process for these to be rehabilitated nor are there sufficient identified sanitation workers to manage the issue. The JAM recommends that the land issue be addressed by UNHCR and MINALOC and that the availability of garbage pits ensured, and the problem of too few latrines addressed. Given the land constraints and soil conditions in the camps, the possibility of using mobile latrines should be considered in some camps. Above all, the provision of latrines must include ensuring single sex latrines and locks on the doors.

While toilets are cleaned by family shifts in Kigeme camp, and by labourers hired by ARC in Nyabiheke camp, HHs in Gihembe and Kiziba camp complained about paying some certain amount of their food ration or some money to get the toilets cleaned. However, the JAM found that this issue does not require external action, but can be solved by the refugees themselves.

Some schools were found to have too few sanitation facilities and hand-washing posts. In Kiziba camp, the latrines at the primary school are located in an inadequate and muddy area and are not used by the students. This needs to be changed.

Often, camp infrastructure – including sanitation facilities – suffers under erosion and heavy rain. The section on environment is dealing with that problem more detailed.

In Gihembe camp, the lack of showers has been noted, as each chamber is used by 80 people, instead of 50. Hence, more showers need to be constructed.

15. Education

Education is a key tool to equip children with essential skills and abilities. Regarding the fact, that the camps in Rwanda are protracted refugee settings and many children and youth people have never experienced life outside the camps, the provision of education of good quality is crucial. Good education improves not only the quality of life inside the camp regarding health, hygiene, and the ability to generate income by help of acquired skills, but it is also a preparation for successful integration after repatriation to DRC or Burundi, integration in Rwanda, or resettlement into a third country.

In each camp, all children have access to primary education. Yet, some facilities need improvement and in a few camps also the quality of education. As already mentioned in the section on food security and self reliance, in all camps, the JAM identified a lack of vocational and life skills training opportunities. Furthermore, school health education needs to be improved in all camps (including, for instance, anti-AIDS and GBV clubs), especially in Kigeme camp. Some schools are also in need of construction rehabilitation and of new sanitation facilities (latrines and hand wash posts), what also requires new land for the construction. In general, camps should also be endowed with play grounds to improve recreational activities of youth. However, each camp has its individual strengths and weaknesses.

With nursery school, one primary and one secondary school, Gihembe camp offers complete primary and half secondary education. The educational sector has reached an acceptable level with high enrolment rate. JRS reports that the students rate in school is about 60 students per class in nursery school and 50 students/class in primary school. In secondary school the rate is at least 60 in 1st year and 45 in 2nd and 3rd year. Moreover, the number of drop outs in primary school was 66 and in secondary school in 2008 was 39 with 25 boys and 13 girls, out of which none drop out because of pregnancy. Despite a high turnover of teachers (10 teachers left school) faced during the school year 2007, 45% of the students in P6 were able to join S1 in the camp after passing the national exam. Rates are almost the same at secondary school. All students passing the national exam for S4 were supported by FAWE, JRS and UNHCR to continue their studies.

In Nyabiheke camp (FAWE as IP for education), the main challenge right now is the influx of new arrivals from Nkamira transit center. This has increased the number of children in need of education. Actually, 21 rooms are available among which 3 are out of use due to poor drainage system. UNHCR has recruited a consultant to arrange this and construction of new classrooms has started. These infrastructures will accommodate students in P1 to P3 while 722 students in P4 to P5 are attending Mugeru and Nyabiheke local primary schools. However the capacities of these schools are limited. Only 20 new cases will be enrolled for the coming school year. As Mugeru School (constructed by UNHCR) is at a reasonable distance from the camp, it is recommended to extend this school to receive more refugees need to be explored. Besides the mere infrastructure, the qualification of teachers needs to be improved. Informal education is limited in the camp. FAWE runs a 6 months program for girls in literacy, tailoring, knitting, hair dressing and cooking for a total of 79 individuals. In order to ensure sustainability, start up kits need to be made available at the end of training for trainees.

In Kiziba camp, formal education is run by JRS and complemented by FAWE. Classes hold an average of 49 students and have teachers out of which a bit more than 70% are qualified. All teachers should be updated on national education policy. Enrolment numbers are good and the drop out in 2008 is lower than in previous years. As far as secondary school is concerned, Amahoro College is higher than average. To maintain this level, there is a need to equip the school with minimum laboratory material and reduce high turnover of teachers observed during the previous years. A percentage of 48% of students in P6 were able to join S1 last year. A small number of the remaining students were enrolled in vocational training either by FAWE or JRS.

Education in Kigeme camp is in acceptable standards. The levels from P1 to P3 are available in the camp while P4 to P6 will attend local primary school. Students passing the national exam are supported by FAWE or UNHCR. FAWE with UNHCR funds has supported girls with school material, what left boys without sufficient material and parents are forced to sell their food ration to buy school material. School material should be made available for all male and female students in both primary and secondary school. Furthermore, new classrooms need to be constructed to be able to host all pupils.

16. Protection and Security

According to the UNHCR Rwanda Annual Protection Report 2007, great efforts in various ways are done to ensure the security and protection of refugees. The freedom of movement has been stated under Article 23 of Rwandan Constitution. However, in practice the

authorities insist on refugees having formal identity documents with them in case they leave the camps. If this is not done, the refugee risks being caught and, in some cases, even arrested. Apart from this requirement, refugees do not face any form of discrimination or harassment due to their refugee status.

16.1 Vulnerable Groups

Vulnerable groups include elderly, handicapped, people living with HIV (PLHIV), malnourished refugees and women to some extent. These groups have special needs and need particular attention, even more in refugee settings, where living conditions are harsh. Basically, there are only very limited social services available for vulnerable groups, such as basic recreational and cultural activities.

In all camps, except of Kigeme camp, WFP is providing SFP for malnourished children and target feeding for PLHIV on ART. Other vulnerable groups, including TB patients, are not assisted with additional food. The JAM is advising UNHCR and WFP to address this issue by providing target feeding where possible.

According to the Protection Report 2007 many disabled persons are lacking walking sticks or wheelchairs, which should be provided, as it is not just a matter of mobility, but also one of self-esteem and dignity.

At the moment, there is no focal point for vulnerable persons present in Gihembe camp. However, with the reopening of UNHCR Field Office in Byumba, UNHCR protection will have greater presence in the camp again and will hopefully be able to address the special needs of these groups.

The Protection Report 2007 also states, that beside the fact that some cases of family reunification have been processed, it is a major challenge for all UAM/SC, who are not targeted by any NGO or individually registered.

Moreover, child abandoning and poor maternal care is a problem. Main cause is that refugee women rent or sell their food card to get money for travelling in search for job opportunities or to start a small business and, thus, leave their children behind without provision for food or any caretaker for them.

16.2 Gender-Based Violence

To minimize the potential risk and combat the occurrence of gender-based violence (GBV) is a very primary commitment of UNHCR.

According to the Protection Report 2007, the most common forms of GBV reported are related to domestic violence, attempted rape, sexual exploitation and physical violence. About half of these cases are reported to the police and the other half are normally resolved through peaceful mediation of community elders in the camps.

In most cases of GBV, UNHCR witnesses the break-up of families, the acquisition of serious infections, such as HIV or other STDs, divisions within the community and general deterioration of sound traditional values and morals.

The monitoring of GBV trends is an important part of UNHCR protection efforts. What has been found in the Rwandan context was confirmed in the refugee setting: A reduction in aid

and support services, as well as idle youth and adults, who do not have meaningful activities, lead to frustration and desperation. This is especially valid considering the change in the roles of men that changed from the original primary breadwinner before the flight to a highly unproductive dependent of external aid in the refugee setting.

To reduce GBV cases, several efforts are done. As such, various awareness exercises are conducted on a monthly basis in all camps. Each camp has standard GBV SOPs in line with the UNHCR GBV guidelines and other related document.

In Gihembe and Nyabiheke, ARC has developed a stand alone GBV program. Some staff, including CHWs, were recruited, who can handle rape cases and conduct awareness sessions throughout the camp. They also follow standard case management in the OPD as indicated by IMCI. However, it has been reported that the community has shown resistance to collaborate with ARC in GBV case reporting as well as management. The coordination with other IPs as well as different refugee group is still low and need to be improved. Moreover, the SOP is unknown by staff involved in GBV. This renders case management difficult and may not meet standards. The legal follow up and assistance were reported to be weakened by the lack of evidences and forensic collection whenever there has been a GBV case. The JAM 2008 urges all parties involved in GBV especially in Gihembe and Nyabiheke (UNHCR and IPs) to work closely, in order to provide a better response to the survivors through the established channel of communication, information and reporting.

In Kiziba camp, some GBV activities have been implemented by UNHCR and a GBV program is planned for 2009 with the implementation done by AHA and FAWE as partner (as it is also in Kigeme camp). A working group on GBV has been put in place and involves all IPs, as well as refugee representatives. The sensitization efforts have some potential for improvement and the reporting mechanism of GBV cases was found with weakness where no personal file for survivors is available.

In all camps, the documentation of GBV cases and gathering of materials for proof could be improved.

Through the trainings and GBV sensitization sessions held in all camps, SGBV identification, monitoring, referral and related activities have been made more or less well instituted. UNHCR's main problem with regard to SGBV largely rests with the response legal and psycho-social counseling services.

16.3 Gender Issues

Gender is a crosscutting issue in all facets of camp life and the JAM paid attention to that throughout the field work. However, a few issues deserve special attention and focus.

Typically, refugee women are responsible for domestic duties, such as, child caring, water fetching, cooking, housekeeping, market activities, laundry, petty trade, and firewood collection. Typically, the decision of using and selling the food ration is normally taken by the women – except of Kigeme camp, where men and women were reported to decide together. As mentioned in the section on child recruitment, women sometimes also travel outside of the camp to participate in casual labour as an income source, leaving behind children without a primary caregiver and leading to malnutrition. With weakened traditional structures and communal support in the refugee setting, refugee women often face severe difficulties and are higher risk for abuse.

Unfortunately, the representation of women in all kinds of committees usually exists only on paper (if at all), but their active participation is not always ensured. Measures should be taken to protect the position of women and girls and to strengthen, build and encourage their internal and external empowerment.

While before the flight from Burundi/DRC, men were in charge of shelter construction, agricultural production/animal raising, such possibilities are not available in camp settings. Additionally, in the refugee camps, IGAs, skill trainings and other opportunities for employment are rare. This situation causes frustration, depression and great emotional pressure. Many men end up undertaking negative behaviours, like drinking and violence (see section on GBV). Unfortunately, due to modern misconceptions on gender mainstreaming, males are sometimes not accorded an equal level of attention as compared to females. Psycho-social counselling for men is lacking and should be provided adequately. Above all, if the recommendations made in the sections above are implemented accordingly, it will make a crucial contribution to improve the situation also of men. Finally, it is essential that gender programming recognize and meet the unique needs of both men and women.

16.4 Child Labour

According to UNHCR Protection Report 2007, child labour is a problem in the refugee community, as it is in the host country itself. The Rwandan Government insists on the absence of discriminatory practices against children at all levels, including exploitation of children in labour markets.

Instances of exploitation of children in the labour market with relation to refugees are largely evidenced in domestic, construction and farming environments. Children are underpaid and over worked. At times this is accompanied by physical and sexual abuse. UNHCR is putting efforts in ensuring the protection of children in the camps through children focal points and education focal points. With the reopening of the UNHCR Field Office in Byumba, the coverage will improve in 2009. Moreover, UNHCR has engaged partners, such as UNICEF, SCF and FAWE to help in addressing the concerns of children in and out of schools.

In Kigeme camp, where educational activities are under-funded and the government has restricted further expansion of the camp, donors have been approached to provide recreation activities and technical skills. It is hoped that such activities could engage the youth and provide them with skills and knowledge that will be useful at a latter stage.

17. Kigeme Camp (Burundian Caseload)

Kigeme camp that hosts the Burundian refugee caseload in Rwanda is in a fairly desperate and precarious situation, especially when compared with the other camps. The camp population is living in extreme poverty and below any camp standard. The refugees display poor hygiene and health situation, yet there is no health partner in the camp. Their clothes are old and completely worn out. The households basically have no assets and the refugees have no or very few possessions. There are almost no services in the camp, not only regarding health, but also nutrition, education (fortunately, children have access to local schools), vocational and life skills training, and IGAs.

Unfortunately, these poor conditions have already been identified in JAM 2006 and most of the problems remain or are even more serious. The present JAM is urgently advising

UNHCR, WFP, and MINALOC to immediately respond to the outstanding issues in the camp.

While UNHCR and MINALOC are pursuing a policy of repatriation and camp closure, it appears today that the remaining 2000 refugees might not be prepared for return to Burundi in the immediate future. Until the point when they voluntarily repatriate, UNHCR has a basic responsibility to ensure they can live in dignity and health, with minimum standards upheld. In 2006 these standards were not met and now in 2008, they are not met. This requires urgent action and an urgent commitment on the part of UNHCR, WFP, MINALOC, donor and implementing partners to address the outstanding needs of this caseload.

UNHCR informed the mission during the debriefing session that Kigeme camp will be closed in 2009 and the negotiations are already ongoing. The Burundian refugees are expected to be either repatriated or transferred to another camp, most probably Nyabiheke camp. Considering the very poor living and health standards in the camp, this information is greatly appreciated. However, given that the current conditions are so poor, it is essential that this closure process does not continue through 2009 and into 2010. These refugees have a right to a decent standard of living and it would not be fair to have a long process of camp consolidation, repatriation and camp closure prolong their living in insufficient conditions without respite. The JAM would highlight the emergency needs of this group and encourage all involved agencies to seek a human resolution to the current situation without delay.

V. CONCLUSIONS

All in all, the overall situation in the refugee camps has improved since the 2006 JAM and the mission was pleased to note the efforts that have been made in improving the delivery of essential services and improving the basic quality of life. However, despite these efforts, the mission found that a tremendous amount of work, resources and political will is still required to ensure that minimum standards are met and that the refugees are living in dignity and health. The JAM 2008 deeply hopes that the present recommendations are addressed within the given timeframe to ensure clear improvements and a move toward minimum standards is reached in all camps.

Refugees are still living in the context of severe food insecurity. This is partly due to insufficient and not fully adequate food rations. But to a large extent it is also due to extreme poverty caused by insufficient IGAs in the camp settings among others. Their need for additional food and also non-food items (especially firewood), forces most refugee HHs to develop a series of coping strategies – negative and positive. Thus, refugees usually sell a big part of their monthly food ration in very bad terms of trades, borrow food and/or money with high interest rates, and employ in prostitution, child labour or other strategies.

One way to improve food security is to improve the food distribution system. There is need for permanent WFP presence throughout the distribution. Moreover, food distribution committees need to be reactivated, ration sign boards installed, full entitlement distributions ensured, weighing scales supplied and a distribution calendar communicated and followed.

Another major issue is firewood, which is by far not enough for household needs. The quantity needs to be improved and the distribution improved, for instance by following the successful example of Kiziba camp, where firewood is distributed on a monthly basis. Moreover, UNHCR should explore other alternative of fuel cooking such as biogas and solar oven and provide energy sufficient stoves to all refugee households that do not have one.

The camp settings face heavy land constraints and bad environmental situation, including poor soil, erosion and deforestation. This causes a risk for shelter and other constructions, such as health centers or schools, and it also results in inadequate facilities, which easily becomes a threat for health and hygiene. In each camp, sanitation facilities need to be newly constructed or rehabilitated in one way or the other.

The health services are basically sufficient, with Kigeme camp as exception below standard. However, even in the other camps potential for improvement has been identified. Many health centers need support for infrastructure, equipment, and programming. The absence of a regular nutritional survey or ongoing nutritional monitoring in each camp is serious and needs to be undertaken on a regular basis. The results of the nutritional evaluation from March 2008 offered statistics that strongly expressed that improvements in nutritional programmes are needed. This should include food supplements for vulnerable groups and an increase of proteins in the additional rations for PLHIV.

While primary education is available for all refugee children, the provision of secondary education and vocational and life skill trainings need improvement. Also, possibilities for IGAs need to be created urgently.



The protection and security of vulnerable groups in the camps require more effort and the problem in gender issues and the threat of SGBV needs attention on an ongoing basis. The JAM is pleased to know that the UNHCR field office in Byumba will be reopened in 2009.

A big area of concern is Kigeme camp, in which the refugee population is living in extreme poverty and below any camp standard. The refugees have poor hygiene and live in a bad health situation. As repatriation to Burundi is not expected in the coming months, it is crucial to encourage a health partner start providing services in the camp. The information about the ongoing efforts to close Kigeme camp and repatriate some refugees, while transferring the others to Nyabiheke camp, is highly appreciated.

The refugees deserve better services and food security, especially considering the number of years that many refugees have already stayed in the camps. Thanks to the good collaboration of MINALOC, UNHCR, WFP and the IPs, the JAM is convinced that the capacities for improvement are available. Hence, the JAM 2008 is encouraging all partners to contribute for improvement, so that the JAM 2010 will find even better improvements in all sectors.

VI. RECOMMENDATIONS

The timeframe given with each recommendation either indicates the month, by which the recommendation should have been fully implemented (e.g. “March 2009”), or indicates the starting point, at which the implementation of the recommendation should start (e.g. “From Jan 2009”).

Kigeme camp specific recommendations were not included in the list, as UNHCR confirmed that the camp will be closed by mid May latest.

Recommendation	Responsible Agency	Timeframe
1. To conduct quarterly assessments on the success of implementing recommendations of JAM 2008, as well as coming JPAs	UNHCR/WFP MINALOC	March 2009, quarterly
Coordination and Registration		
2. To determine the refugee status of 15 asylum seekers present in Kigeme camp	MINALOC/CNR	June 2009
3. To provide ID cards to all refugees	MINALOC, UNHCR, IMMIGRATION	June 2009
4. UNHCR to contact IMMIGRATION and make a follow up of Burundian refugees in Kigeme camp that got accepted by resettlement countries, in order to get the exit visas	UNHCR, MINALOC, IMMIGRATION	March 2009
5. To conduct a review of the existing fleet and to take appropriate measures	UNHCR	March 2009
Food Security and Self Reliance		
6. To raise more funds to increase IGA opportunities (especially for vulnerable persons)	UNHCR / IPs	From Jan 2009
7. To increase vocational and skills training opportunities, especially for youth	UNHCR / IPs	June 2009
8. To improve food distribution mechanism <ul style="list-style-type: none"> ▪ Weighing scales + regular calibration ▪ Complete distribution before 5.30pm and in one go ▪ Food rations decimal distributions ▪ Ration sign boards ▪ Following food distribution calendar ▪ Reactivate food distribution committee (Kiziba camp) ▪ Sufficient staff for distribution 	WFP / MINALOC WFP/UNHCR WFP/MINALOC	From Jan 2009

Recommendation	Responsible Agency	Timeframe
<ul style="list-style-type: none"> ▪ PDM once in two months 	WFP	
9. To review tripartite agreement between UNHCR, WFP, and MINALOC	UNHCR / WFP / MINALOC	December 2009
10. To give vulnerable groups particular attention and additional and special food/diets	UNHCR	March 2009
11. To make milling facilities available, accessible and affordable to refugees	WFP	June 2009
12. To increase VLSA to encourage a culture of savings and lending without the high interest levels that promote lending dependency	ARC	March 2009
13. To implement (via consultant) a comprehensive survey to look at sex work in the camps and then create appropriate programming that targets sex workers. UNHCR to research the feasibility of this survey – possibly could be carried out via HIV programming due to strong link between HIV and sex work	UNHCR	Dec 2009
Fuel and Firewood		
14. To explore other alternative of fuel cooking such as biogas and solar oven	UNHCR	from Jan 2009
15. Firewood <ul style="list-style-type: none"> ▪ To improve distribution system (except of Kiziba) ▪ To improve provision considering size of household (except of Nyabiheke) 	UNHCR	2009
16. To provide one energy efficient stove to each refugee HH that does not have one	UNHCR / ARC	March 2009
Water/Sanitation and Environment		
17. Water tanks <ul style="list-style-type: none"> ▪ To supply an addition 90m³ water tank in Gihembe camp and to support ELECTROGAZ for the construction of a second water storage ▪ To replace 2 damaged tanks in Kiziba camp 	ARC, UNHCR funds	March 2008
18. Drainage system <ul style="list-style-type: none"> ▪ To construct 1500m drainage in Gihembe camp ▪ To construct additional drainage channels with durable materials in Nyabiheke camp + to design and implement a program of plantation alongside 	ARC UNHCR	Dec 2009
19. To construct 35 new shower blocs of 8 showers each	ARC/UNHCR	June 2010

Recommendation	Responsible Agency	Timeframe
in Gihembe camp		
<p>20. Latrines (ensure single sex latrines + locks at doors!)</p> <ul style="list-style-type: none"> ▪ To address the issue of additional land and to construct 10 new dischargeable latrines per year in Kiziba ▪ To allocate a plot and construct 12 block latrines for primary school in Kiziba camp ▪ To negotiate a sanitarian field in Kiziba ▪ More latrines and hand wash posts in schools (Gihembe camp) – explore possibility of mobile latrines ▪ To facilitate access to latrines and install hand washing posts by improving/rehabilitating ways to sanitation blocs (Kiziba) ▪ To erect two toilets near rub hall (Kiziba camp) 	<p>MINALOC and ARC with UNHCR funds</p> <p>ARC, UNHCR and CNR Kiziba</p> <p>UNHCR</p> <p>UNHCR</p> <p>ARC</p> <p>UNHCR</p>	<p>March 09 (yearly)</p> <p>Jan 09</p>
<p>21. Environment programmes</p> <ul style="list-style-type: none"> ▪ To develop food for work tree nursery and tree planting program in Nyabiheke camp ▪ To terrace on the hillsides and use terraces for e.g. small agro forestry projects 	<p>MINALOC with support from WFP</p> <p>UNHCR</p>	<p>From Jan 2009</p>
Health and Nutrition		
<p>22. To conduct annual nutritional surveys</p>	<p>UNHCR/WFP</p> <p>UNICEF</p>	<p>From Jan 2009</p>
<p>23. To incorporate nutrition prevention activities into the treatment activities, including routine surveillance, growth monitoring, infant and young child feeding and routine surveys.</p>	<p>UNHCR / IPs</p>	<p>March 2008</p>
<p>24. To decrease the referral burden to Ndera hospital by recruiting one qualified person in charge of mental health at Gihembe health center</p>	<p>ARC/UNHCR</p>	<p>Early 2009</p>
<p>25. To train staff on HIV workplace policy</p>	<p>UNHCR, ARC, AHA</p>	<p>Early 2009</p>
<p>26. To encourage enrolment of refugees in family planning programmes through creative and culturally appropriate outreach</p>	<p>ARC</p>	<p>2009</p>
<p>27. To provide target feeding to TB patients and other identified vulnerable groups under a special feeding programme</p>	<p>WFP/UNHCR</p>	<p>Jan 2009</p>
<p>28. To put into place nutrition support services to both prevent and treat malnutrition (Nyabiheke camp)</p>	<p>UNHCR/ARC</p>	<p>March 2009</p>

Recommendation	Responsible Agency	Timeframe
29. To ensure provision of adequate amount of therapeutic milk to severely malnourished children on regular basis	UNHCR/district	Jan 2009
30. To provide adequate protein-rich food in the diet to PLHIV (e.g. milk, eggs) (Gihembe and Nyabiheke)	UNHCR/ARC/WFP	Feb 2009
31. Infrastructure and equipment health centers <ul style="list-style-type: none"> ▪ To construct OPD, hospitalization, pharmacy and postnatal rooms with durable materials (Nyabiheke) ▪ To equip laboratory with necessary machines like QBC and spectrophotometer (Nyabiheke) ▪ To avail wheel-chair in maternity ward ▪ To store drugs (insuline, ergometrin) in refrigerator with 24hr power supply (Nyabiheke) 	ARC with funds from UNHCR UNHCR/ARC UNHCR ARC	June 2009
32. To expand maternity ward and OPD (Kiziba)	UNHCR	June 2009
33. To reduce stigma and discrimination against PLHIV by sensitization of community	ARC/UNAIDS	From Jan 2009
Education		
34. Infrastructure and equipment <ul style="list-style-type: none"> ▪ To immediately put out of use 3 classrooms that may collapse very soon (Nyabiheke) ▪ To ensure child friendly environment by making playground available (Gihembe and Kiziba) ▪ To extend schools (classes, teachers, facilities etc.) to receive additional students (Nyabiheke and Kiziba) ▪ To equip Amahoro College with basic laboratory equipment (Kiziba) ▪ To avail library for primary school (Kiziba) 	FAWE UNHCR/JRS	immediately from Jan 2009
35. To reduce the number of students per class and per teacher (Gihembe and Nyabiheke)	UNHCR/JRS	Feb 2009
36. To address the high turnover in primary and secondary school (Gihembe, Kiziba) and to recruit qualified teachers (Nyabiheke) and update them on national education policy (Kiziba)	UNHCR/JRS/IP	Jan 2009
37. To start school feeding programme in nursery school (Gihembe camp)	WFP	Jan 2009
38. To reinforce health education in schools	IPs	Jan 2009
Protection and Security		

Recommendation	Responsible Agency	Timeframe
39. To have a regular meeting on GBV with all partners to ensure full implementation of multi-sectoral approach and to harmonize reporting system	UNHCR, ARC with MINALOC, JRS and FAWE	From Jan 2009
40. To ensure the documentation of all SGBV cases and gathering all material for proof (Nyabiheke, Gihembe and Kiziba)	UNHCR / IP	From Jan 2009
41. To ensure all IP staff, stakeholders and community leaders receive adequate trainings on GBV legal related aspect, penal procedure, domestic law on rape and avail legal assistance to GBV survivors at all stage of legal procedure (Gihembe and Nyabiheke)	UNHCR / IPs	Feb 2009
42. To update and disseminate the existing SOP (Gihembe & Nyabiheke and Kiziba)	UNHCR	Jan 2009
43. To reinforce recreational activities for youth (Gihembe and Nyabiheke)	UNHCR / JRS / ARC	March 2009
44. To reinforce awareness raising activities for SGBV targeting community leaders and different refugee groups (Gihembe, Nyabiheke and Kiziba)	UNHCR / ARC	Jan 2009
45. To carry out assessment and promotion of women empowerment and participation according to UNHCR Standards and Indicators and WFP Guidelines to reach 50% of female refugees in leadership positions in all refugee settlements.	UNHCR, WFP and IPs	From Jan 2009
Warehouse and Logistics		
46. To facilitate roads and bridges leading to camps <ul style="list-style-type: none"> ▪ Road leading to Gihembe camp branching on Kigali-Byumba road ▪ Road from Ntugaruze village to Nyabiheke camp (including drainage system) + two bridges at Nyarubuye trading centre and at Gatoke sector ▪ Road + bridges between Kibuye and Kiziba from Kucyapa onwards ▪ Road between Nyamishaba and Kiziba camp 	MINALOC and MININFRA	July 2009
47. Casual labourers (Refugee Incentive Day Worker): To review the demand for increment of the number of off-loaders and their incentives	MINALOC and UNHCR	Jan 2009
48. Food delivery: To ensure loaded trucks arrive in camps before noontime	WFP	Jan 2009
49. To hire Assistant Storekeeper in Kiziba camp	UNHCR,	March 2009



Recommendation	Responsible Agency	Timeframe
	MINALOC	
50. To replace and rehabilitate plastic sheet and drainage system of rub halls in Gihembe and Kiziba camp	WFP, UNHCR with IP	June 2009
51. To hold trainings on basic warehouse and food management and distribution for MINALOC and UNHCR staff and leaders of casual labourers and food distribution committees	WFP in collaboration with UNHCR and MINALOC	March 2009

LIST OF SECONDARY DATA

AHA/ARC (September 2008): Health Information System v1.1.3.01 for Kiziba Camp.

ARC (September 2008): Health Information System v1.1.3.01 for Nyabiheke Camp.

UNHCR and WFP and MINALOC (2003): Tripartite Agreement between UNHCR, WFP, and MINALOC on the Distribution of WFP and UNHCR supplied Food Commodities to Refugees.

UNHCR and WFP (2006): Joint Assessment Mission, Rwanda.

UNHCR and WFP (December 2007): Joint WFP and UNHCR Visit to the Refugees and Transit Camps, 3-11 December 2007.

UNHCR and WFP (2008): Joint Plan of Action, Rwanda.

UNHCR (August 2007): Dispositif d'intervention en cas d'un afflux de réfugiés au Rwanda en provenance de la République Démocratique du Congo.

UNHCR (October 2007): Annexes du Plan de Contingence.

UNHCR (2007): Annual Protection Report, Rwanda.

UNHCR (2007): Appendix 4d: Resettlement Sheet, Rwanda.

UNHCR (December 2008): Standard Indicator Reports.

UNHCR (December 2008): Refugee Statistics, Rwanda.

UNHCR (September 2008): Data for Gihembe Refugee Camp.

UNHCR (November 2008): Review of UNHCR Environmental Support Activities in Refugee Settlements.

UNICEF (March 2008): Rapport d'évaluation de l'état nutritionnel dans 2 Centres de Transit et 4 Camps de Réfugiés au Rwanda.

WFP (2006/2007): Post-Distribution Field Aid Monitor Checklists.

WFP (June 2008): Joint Field Visit Report to Kiziba Refugee Camp in Western Province.

WFP (2008): Protracted Relief and Recovery Operation (PRRO 10531.0 BR 6) – Project/Budget Revision

Pictures on front page (taken by M. Winter and S. Franco, JAM 2008)

Top left: Children in Kiziba camp (transportation of firewood)

Top right: Children in Kigeme camp

Bottom left: Communal kitchen in Kigeme camp

Bottom right: Food delivery in Nyabiheke camp

APPENDICES

Appendix 1: Field Schedule

Period (in 2008)	Camp	Number of days	Infrastructure/Sites
19 Nov	Training	1	Kigali, WFP conference room
20 Nov	Gihembe	1	<ul style="list-style-type: none"> ▪ Health/Nutrition centre ▪ Warehouse ▪ Distribution Point ▪ Water Points ▪ Schools ▪ Community Centres ▪ Market ▪ IGA/Vocational Program ▪ IP Offices ▪ Households ▪ Host Community ▪ Camp Perimeter
21 Nov	Nyabiheke	1	<ul style="list-style-type: none"> ▪ Health/Nutrition centre ▪ Warehouse ▪ Distribution Point ▪ Water Points ▪ Schools ▪ Community Centres ▪ Market ▪ IGA/Vocational Program ▪ IP Offices ▪ Households ▪ Host Community ▪ Camp Perimeter
23 - 24 Nov	Kiziba	2	<ul style="list-style-type: none"> ▪ Health/Nutrition centre ▪ Warehouse ▪ Distribution Point ▪ Water Points ▪ Schools ▪ Community Centres ▪ Market ▪ IGA/Vocational Program

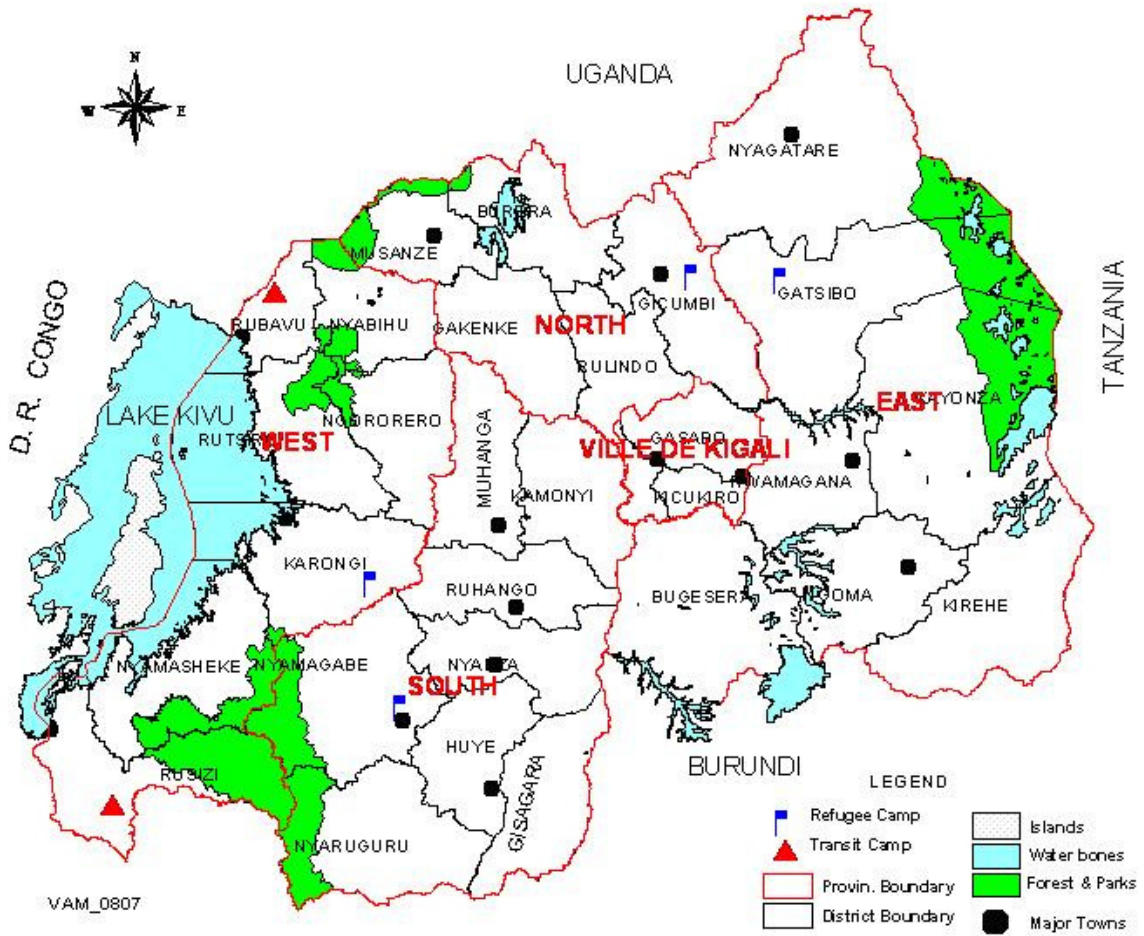
Period (in 2008)	Camp	Number of days	Infrastructure/Sites
			<ul style="list-style-type: none"> ▪ IP Offices ▪ Households ▪ Host Community ▪ Camp Perimeter
25 - 26 Nov	Kigeme	2	<ul style="list-style-type: none"> ▪ Health/Nutrition centre ▪ Warehouse ▪ Distribution Point ▪ Water Points ▪ Schools ▪ Community Centres ▪ Market ▪ IGA/Vocational Program ▪ IP Offices ▪ Households ▪ Host Community ▪ Camp Perimeter
Total 19 – 26 November		7	

Appendix 2: Groups and Key Informants Met

Per Camp*	Key Informants	Groups
Gihembe Nyabiheke Kiziba Kigeme	MINALOC Camp Manager MINALOC Camp Staff ARC Camp Manager JRS Country Director Refugee Households Head of Quarters/Zone Medical Coordinator Mid Wife HIV Coordinator Nutritionists Construction Coordinator Sanitation Coordinator Hygiene Coordinator ELECTROGAZ Director Water Coordinator IGP Coordinator Agronomists Police Vulnerable Group Representative School Directors/Teachers	Distribution Committee Refugee Committee Women’s Committee Wisdom Committee HIV Club Environment Committee Youth Groups Local Community Leaders SGBV Club Handicap Association Orphan Group Elderly Group IGA beneficiaries

*Each of these groups and key informants was met in each camp if available to the mission

Appendix 3: Map of Refugee Camps in Rwanda



Appendix 4: Update on JAM 2006 Recommendations

JAM 2006 Recommendation	Status Update
1. All refugees, no matter of what caseload they belong to, should be issued proper refugee ID documentation by GoR/CNR, with UNHCR technical and financial support.	Ongoing – ID cards to be delivered to refugees after Rwandese nationals
2. The outstanding registration issues in Kiziba camp needs to be addressed without delay to reduce the pressure on camp services by non-registered individuals.	completed in Dec 2008
3. The caseload in Kigeme camps needs to be sensitised about their durable solution options so they do not continue to hope for resettlement. The JAM found many individuals confused about their durable solution options and very unwilling to accept repatriation.	Done
4. The Nkamira transit center must provide basic services and be transformed from a transit centre (except for the transit services for returning Rwandans) into a well-functioning camp for the Congolese refugees. Family reunification must be given a priority and the process sped up to reduce the waiting time.	Done
5. The current ration level needs to be maintained for all commodities and increased for CSB and Oil (contrary to the current 2007 PRRO proposed basket)	Done
6. WFP should distribute maize grain rather than maize meal, and rice where possible. WFP also should distribute red beans rather than split peas to reduce poor exchange on the market for a preferred commodity.	Partly done – except of SFP for PLHIV
7. It is recommended that UNHCR and MINALOC revisit the issue of land availability for refugees. Possibilities of refugees renting or buying land need to be explored and supported by UNHCR/MINALOC in order to avoid future conflict and support refugee self-reliance activities.	Done in Nyabiheke, Not done in other camps
8. Child labour practices should be discouraged by encouraging vocational and skills training to these groups.	Done, but need for reinforcement
9. After the closing of Byumba Office, UNHCR needs ensure it maintains its presence in all camps formerly under Byumba office, with special reference to a protection assistant for Nyabiheke camp.	Done
10. Increase the firewood supply to meet refugee fuel needs.	Improved, but still insufficient
11. Improve the distribution method of the wood, to ensure an equitable and sufficient division. Ensure that the firewood system is standardized across all camps.	Partly done, Kiziba best of all camps
12. Provide training and capacity so that fuel saving stove coverage is 100%.	Partly done, improvement possible
13. Support private kitchen where possible and provide covering and functioning stoves for communal kitchens.	Not possible due to land scarcity
14. Ensure the basic standards for shelter in terms of size and durable materials are met.	Partly done

15. Recognize the near crisis level of environmental issues such as erosion, deforestation and firewood shortages. The current environmental activities need to be strengthened and encouraged to improve the environmental situation both in and around the camps.	Still relevant, despite of increase of firewood allocation
16. Ensure the timely distribution of NFIs according to the agreed standards, especially sanitary materials, kitchen sets and blankets.	Improvements, but still gaps
17. Encourage the donation of clothes and shoes by interested non-governmental groups to support refugee needs, especially in terms of cold weather clothing priorities.	Done
18. Conduct a two-month distribution exercise in each camp to verify the current system and re-establish that basic WFP procedures are followed (information, signs, entitlement, scales, and vulnerable assistance). Staff of all agencies should be present and each step of the process should be monitored.	Not done
19. WFP to organize trainings for MINALOC Staff in charge of food management and food distribution committees and distributions to ensure they run to standard protocol.	Not done
20. Regular food basket monitoring and post-distribution monitoring should be conducted in all refugee camps, each month. WFP and UNHCR field staff to be trained on this.	Done, improvements possible
21. Ensure each camp has an elected distribution committee. Ensure all food distribution committees must comprise at least 50% women.	Need reactivation/reorganisation
22. Increase the CSB component of the general ration from 40g to 65g to ensure an adequate food for children under three.	Not done
23. Develop a nutritional monitoring system and ensure that nutritional surveys are undertaken in each camp every six months, including a baseline micronutrient assessment.	Not done
24. Conduct a follow-up assessment to discover the cause of the high levels of kwashiorkor cases.	Done (nutritional survey 2008)
25. Ensure that basic health services are available in each camp with adequate medicine, laboratory services and trained personnel.	Done – except of Kigeme
26. Sensitize the camp population to enrol in family planning programs with youth education and outreach of particular importance	Done, but need for reinforcement
27. Latrines need to be assessed and reviewed annually and creative solutions found to handle decomposition and pit closure.	UNHCR standards met, improvement possible
28. Additional water points are needed for Nkamira and Kigeme camps.	Ongoing
29. School enrolment for the 400 students in Kigeme camp needs to happen without delay.	Done, but insufficient support for boys
30. Increased secondary school and post-secondary I options need to be found for students in all camps.	Partly done, as limited number of students considered
31. WFP should look into the feasibility of beginning school feeding programs in the primary schools to improve concentration and alleviate short term hunger.	Not done
32. Donor support for vocational training, education and professional skills acquisition should be found, with special reference to girls.	Ongoing

Life skills to support repatriation possibilities should be prioritized.	
33. All camp-based UAM/SC should be individually registered into UNHCR electronic database (ProGres) and their Best Interest Determination should be formally carried out.	Done (registration) Not done (BID)
34. Regular training initiatives and sensitization campaigns per camp on SGBV SOP targeting health staff, community health workers, SGBV community workers, SGBV clubs and HIV peer educators and local police should be undertaken.	Done – except of Kigeme
35. Existing child awareness and child protection projects with the support of UNICEF and SCF should continue, with special reference to ending child recruitment in the camps.	Done
36. Assessment and promotion of women empowerment and participation should be improved and carried out according to UNHCR Standards and Indicators and WFP Guidelines to reach 50% of female refugees in leadership positions in all refugee settlements.	Still valid
37. WFP should provide supplementary family rations for all PLHIV in all refugee settlements	Done
38. HIV services should be standardized and provided at all camps as part of refugees' right to basic health care and access to HIV care and treatment.	Done – except of Kigeme
39. Sexual Health Strategies for prevention of STIs including HIV need to be elaborates including training on VCT, negotiating condom use, the use of the female and male condom, and services for SGBV with HIV linkages.	Done
40. Services need to drastically improve in Nkamira camp if refugees are going to live there for the coming years. NGO involvement should be urgently sought on an emergency basis to improve water, sanitation, health, nutrition and income generating activities.	Done
41. Services in Kigeme camp need to be brought up to standard, especially in terms of health, nutrition, and kitchens. An NGO should be brought on board to assist MINALOC with these key services.	Not done

Appendix 5: ToR - JAM 2008

TERMS OF REFERENCE WFP / UNHCR JOINT ASSESSMENT MISSION (JAM)

RWANDA November to December 2008

Background of the Operation

Rwanda hosts about 53,000 camp-based refugees and 2,000 urban refugees mainly from DRC Congo and Burundi. Congolese are hosted in three main camps, two in the Gicumbi and Gatsibo districts (about 19,000 in Gihembe and 14,000 in Nyabiheke) and one in the Kibuye area (approx 18,000 in Kiziba). Land and financial constraints hampered the extension of the Nyabiheke camp to accommodate some 4200 Congolese refugees who were supposed to settle in this camp. Nonetheless, since recently, the government has given additional land in Nyabiheke and gave a go ahead to transfer all refugees in all TCs to Nyabiheke.

Burundian refugees (about 2,000 refugees) are hosted in one camp of Kigeme in Nyamagabe district, southern province.

All camp-based refugees receive food through WFP. UNHCR provides primary and secondary education, vocational training, health services, as well as access to water, firewood, soap, sanitation and adequate shelter. However, due to financial constraints, standards are mostly unmet. Majority of the refugees are farmers but due to land constraints in Rwanda they cannot engage into any agricultural activities outside the camps, which greatly hinders their possibilities to become more self-sufficient. Also the possibilities to keep any cattle are limited for herders in Kiziba camp. Income generating activities and other self-help activities are promoted in camps

In the recent years camp-based refugees in Rwanda have been benefiting from some small IGAs targeted to small women associations, undertaken with private funds provided by UNHCR Implementing Partners. Currently, in Byumba and Kibuye areas, around 25% of refugee families are engaged in IGAs, with a participation of around the 5% of youth in secondary school age. The long-term impact of such interventions has not been evaluated yet. Such an assessment will be representing a component of this JAM.

The security situation and access to land in the country of origin is key to the repatriation of refugees, particularly for the Congolese refugees. They are waiting for peace to prevail in the Kivus, from where they originate, before repatriating. The UN-backed election accomplished in July 2006 in DRC gives the impression that it has not changed the situation for any better for the refugees in the foreseeable future. The 2006 planned voluntary repatriation of Burundians never materialized as they still blame the security situation in Burundi

As per joint UNHCR-WFP 2007 MOU, WFP is responsible for providing adequate food to refugees totally dependent on food aid, including micronutrients, and UNHCR is responsible for complementary food. Rwanda is not exempt from the reality of continuing gaps in provision of food to meet all refugees' daily needs, including macro- and micro-nutrient requirements, and provision of related non-food items. Unfortunately, the refugee operation has fallen behind in terms of regular nutritional surveys and lack of a comprehensive

nutritional strategy to address malnutrition amongst refugees. A revised nutrition strategy will allow Rwanda to successfully solicit for additional funding to cover some complementary feeding elements and guide current nutrition work in the field to more effectively address potential and/or increasing trends in malnutrition. This includes identifying and addressing the gaps in access to adequate food as well as strengthening other preventive measures. During the year 2008 a nutrition survey has been conducted by a UNICEF-hired consultant and results will be used as a reference for the JAM 2008.

Rationale for the WFP/UNHCR Joint Assessment Mission

The Rwanda refugee operation is part of the GLR Protracted Relief and Recovery Operation, which began in 1999 to address the needs of refugees and returnees. Unfortunately, for a number of reasons mainly funding constraints, annual assessments have not been carried out regularly to capture any significant changes for improvement. Because of WFP pipeline shortages the refugee ration in Rwanda has been some time reduced. On the side of UNHCR funding shortfalls have resulted in reduced capacity to supply complementary foodstuffs and other necessities. The capacity of nutrition surveillance in local host population is also weak. The nutritional status of refugees will be assessed – especially that of children. Any specific nutritional problems will be identified and solutions proposed. In addition, the evaluation will look into the opportunities to include any HIV/AIDS prevention and mitigation activities or combined nutrition and HIV/AIDS assistance programmes for the current refugee population.⁶ The consequences of decreasing UNHCR budget in the non-food related sectors including provision of non-food items, health, education and shelters will be studied. (Refer to specific TOR for nutritional assessment of refugees and establishment of a refugee nutrition strategy).

The comprehensive JAM planned for November- December 2008 will use the JAM 2006 as its baseline. One of the main issues will be to evaluate the progress of the MOU revised in 2007 between UNHCR and WFP. A JPA for the year 2008 has been conducted and the report will be one of reference documents to inform this JAM. A JPA joint follow up 2008 was done.

The mission will also focus on the non-food needs of the refugees, assess the capacity of UNHCR and WFP to meet these needs with appropriate assistance. The mission will look into other sectors; e.g. shelter, water, sanitation, domestic needs, and community services, security and education, and make appropriate recommendations to improve the refugee operation in Rwanda,

Objectives:

Because this is a protracted refugee operation that has not been subject to regular food security and needs assessment, the mission objectives will be to capture and update existing knowledge of the refugee beneficiaries and refugee operation in Rwanda in the following three generic areas:

- a) ***Nutrition and Food-security/livelihood groups, current levels of food security/self-reliance, food consumption and use:*** through the application of a ‘light’ household and nutrition survey to capture income generating activities and their effectiveness,

⁶ See “Integration of HIV/AIDS activities with food and nutrition support in refugee settings: specific programme strategies”, UNHCR and WFP, December 2004

income patterns and levels, market access and household demographics and nutritional issues. See Annex 2.

- b) **Potential and risks for self-reliance:** to determine what measures are necessary and what further assistance is required in the next 12-24 months to: Ensure that the food security of the local host population and the natural resource base of the area are not undermined by the self-reliance and fuel-wood collection activities of the refugees.
- Update a strategic plan for self-reliance, identify possibilities for the involvement of governmental, UN and NGO development agencies and linkages with development programmes in the area to ensure that the refugees achieve the maximum possible level of sustainable self-reliance pending a durable solution;
 - Review the prospects for durable solutions: and make projections concerning probable repatriation and/or influx trends over the next 12-24 months. If a process of voluntary repatriation could be initiated in the near future, to define the food and other support that should be provided to the repatriation operation.
- c) **Evaluation of ongoing operation** to determine whether and how the performance of the ongoing operation can be improved in relation to the defined objectives for the food security, nutritional status, self-reliance and the general well being of the refugee and host populations: Specifically to:
- Examine the effect on food distribution in general of the introduction of food ration cards in women's names plus their increased involvement in food distribution committees. Assess also the impact that this modality has been on women and their empowerment and any opportunities it would have opened for more extensive involvement of women in refugee related activities;
 - Review food entitlement monitoring systems including Food Basket Monitoring, and results of Beneficiary Contact Monitoring and IP reports.
 - Review role of Food Committees and consider possible recommendations for enhanced performance of committee members in their capacity as monitors;
 - Assess the progress and impact of the 2005 registration/verification exercise;
 - Assess the success of the pilot food distribution modality implementation in Rwanda in the light of the Pilot projects 2005 evaluation results;
 - Determine whether the Tripartite Agreement has improved the implementation of the assistance, identify any problems and make recommendations for any future cooperation;
 - To review the performance and efficiency of the logistic (transport, storage and handling) system and management, the losses incurred, the levels and condition of operational reserve and/or potential stocks, risks, and possibilities to reduce risks and increase performance and efficiency.
- d) **Recommendations:** to define the types of food and related assistance (including assistance for self-reliance) required during the next 12-24 months; the number of people to be provided for; how the food and related assistance should be delivered, targeted and distributed; how assistance for self-reliance activities should be provided; to enable specific, credible project proposals (for the next 12-24 months) to be elaborated and submitted to donors for funding.

Specific objective of the Nutritional assessment:

1. To establish current nutritional status of refugees living in the refugee camps and makes appropriate recommendations. Review the current general food ration.

2. To establish existing capacity and expertise amongst partners to monitor and implement nutrition programmes in the refugee camps.
3. To develop a Rwanda- specific nutrition strategy in order to effectively address the increasing trends of malnutrition among the refugees. This strategy will inform on measures regarding nutrition surveillance, management of selective feeding programmes and selection/targeting of supplementary feeding beneficiary groups.

Specific objective of the Household assessment:

To establish current household living conditions particularly in the areas of income generating activities and their effectiveness, income patterns and levels, market access and household demographics in order to promote or strengthen existing or planned projects to support IGAs and self-reliance of the refugees.

Methodology

A joint UNHCR/WFP CO/Government team assisted by the ODK regional nutritionist will conduct the assessment. Donors and partners including UN and relevant NGOs will be invited to actively participate in the assessment. WFP/UNHCR Country team and the regional nutritionist will be responsible for drafting the final report to be submitted to agencies and Donors. There will be three sub-groups for the joint assessment; nutrition, self-reliance and coping, and evaluation of the refugee operation.

Information will be collected and compiled by the assessment team through a combination of:

- Analysis of available studies and reports;
- Field visits to refugee camps, direct observation and group / individual interviews with refugees and various stakeholders; other methods may be used depending on participant expertise. Particular emphasis will be put on age, gender and diversity when group and individual interviews;
- Application of a 'light' Household food security survey and a nutritional survey using appropriate tools and instruments. Refer to Annex 1 and 2. The Assessment team will do data collection, entry and analysis with technical assistance provided by VAM ODK which will inform the scope and detail of recommendations contained in the final report;
- Meetings with relevant national, regional and local authorities, NGOs and other organizations working with refugees in food and related programmes.

Description of Activities

- Undertake field missions to selected refugee camps in Rwanda with particular emphasis on interviewing beneficiaries and understanding dynamics around food aid including coping strategies and causes of malnutrition;
- In collaboration with UNHCR and WFP country offices, review and analyze the food and nutrition information already compiled and identify information gaps and advise on a plan of action to fill these gaps such as increased surveillance system;
- At country level, review the UNHCR short term nutrition strategy as well as develop long term joint UNHCR-WFP strategy including recommendations and work plan in order to address and prevent the high malnutrition rate in line with the HC's 2006 Strategic objectives and measurable targets. Actively seek UNICEF's involvement at country level in respect to the mission's relevant recommendations;

- Develop strategy guidance outlining joint food-nutrition strategies including technical capacity to engage in addressing malnutrition and other nutritional deficiencies that can be used by other refugee operations;
- Assess the possibilities to provide support for HIV/AIDS related activities such as prevention and mitigation, special nutritional assistance and/or income generating activities;
- As when a training need is jointly identified during the process, the consultant/regional nutritionist will provide relevant training opportunities;
- Write a final joint report including the review process, Rwandan-specific strategy guidelines and recommendations submitted to both UNHCR and WFP.

Impact indicators

- Nutrition activities at country level in targeted refugee operations will be based on informed and established nutrition strategy, understanding of household food security and areas to support current and potential coping capacities.
- Standardised Rwanda nutrition strategy and guidelines to be used in refugee operation.
- Nutrition information is used to respond in a timely manner.
- Capacity in nutrition is analysed and addressed as seen necessary.
- The review will contribute to the HC's strategic objective on nutrition for 2006.
- Recommendations will be made to improve contribution of self-reliance and income-generating activities to household food security situation.

Required outputs

Conclusions and recommendations will be presented to and discussed with the Government of Rwanda, representatives of main donors, UN agencies and partner NGOs. Endorsement of all stakeholders and their support for the recommendations, if possible, will be sought.

The assessment team will provide a report that:

- Summarizes the findings and analysis, specifying any uncertainties due to data limitations;
- Highlights the changes that have occurred in the general situation;
- Describes the extent to which previous recommendations have been implemented, the outcomes of those actions and/or the reasons for incomplete action;
- Analyses the particular problematic issues identified in the TOR, and any that may have been identified during the review/re-assessment process, and proposes solutions;
- Describes the prospects for durable solutions and the probable scenarios for the next 12-24 months;
- Presents the pros, cons and implications of various possible measures and assistance interventions that could improve the food security and self-reliance of the refugees, contribute towards durable solutions, in the next 12-24 months;
- Prepare a nutrition strategy to regularly monitor the nutritional status of refugees and address any specific nutrition-related issues;
- Suggests the type(s) of HIV/AIDS assistance to be provided and its implementation modalities;
- Highlights any inter-dependence between food aid and non-food interventions;
- Presents similar information concerning any measures needed to protect or enhance the food security and nutritional status of the local host populations;

- Demonstrates (where appropriate) how food aid and the manner in which food aid is distributed, together with complementary non-food measures, can also contribute to protection and other objectives;
- Describes any logistic constraints and proposes measures to increase capacity and efficiency, where possible, and provides cost estimates for those measures;
- Provides, in light of all the above, recommendations for specific objectives and a strategic plan for food security and self-reliance for the next 12-24 months, and the corresponding actions to be taken by the government, WFP, UNHCR and other partners;
- Specifies for food assistance:
 - A planning figure for the number of persons to be provided with specific levels of food assistance during the next 12-24 months, and appropriate targeting mechanisms
 - The types of food required, the ration (or rations for different groups), the total quantities of each commodity and the required delivery schedule
 - How/by whom supplies will be received and distributed
 - The related assistance (e.g. utensils, water containers, cooking fuel, etc.) necessary to ensure that the food supplied can be efficiently used by the refugees
 - Cost/budget estimates
- Provides suggestions on any revisions or additional elements to be included into the new tripartite agreement.

A draft report should be submitted to UNHCR and WFP by 15th December 2008. (within 15-20 days of the completion of field work) and the main findings and conclusions be presented to the steering committee. The report should then be finalized taking account of the feedback provided.