

RWANDA JOINT ASSESSMENT MISSION REPORT

2011

Rwanda: Location of refugee camps



WFP - UNHCR

FINAL - REPORT

Acknowledgements

The JAM team would like to thank the refugees in Gihembe, Kiziba and Nyabiheke camps for actively participating in the group discussions, surveys, openly sharing information on sometimes difficult subjects, allowing the data to be collected smoothly.

The JAM team leaders acknowledge the invaluable technical support and assistance rendered by field staff of UNHCR, MIDIMAR, ARC, AHA, JRS, ADRA, and Local Government Authorities and WFP.

List of participants

NAME	AGENCY	TITLE
Yohondamkoul Sakor	UNHCR	UNHCR JAM Mission Coordinator - Kigali
Ibrahima Diop	WFP	WFP, JAM Mission Coordinator - Kigali
Manuel dos Santos	UNHCR	Head of Field Office - Kibuye
Richard Ndaula	UNHCR	Head of Field Office - Byumba
Myriam Marcuello-Lopez	UNHCR	Child Protection Officer
Jean Claude Barashyikirana	UNHCR	Associate Protection Officer
Katie Ogwang	UNHCR	Associate Community Services Officer
Ismael Roda	UNHCR	Field Officer – Kiziba
Girma Tigist	UNHCR	Associate Community Services Officer
François Abinyingoma	UNHCR	Associate Programme Officer - Kigali
Scholastica Shumbusho Mbabazi	UNHCR	Associate Environment Officer (NUNV) - Kigali
Lucas Machibya	UNHCR	Nutritionist Expert (consultant) - Kigali
Speciose Buwamaryia	UNHCR	Community Service Associate
Ryan Anderson	WFP	Programme Officer - Kigali
Didace Kayiranga	WFP	National Programme Officer - Kigali
Laura de Franchis	WFP	VAM and M&E officer - Kigali
Dr Jean Paul Dushimumuremyi	WFP	National Programme Officer, VAM - Kigali
Jules Munyaruyange	WFP	Head of Huye Sub-Office
Viateur Ngiruwonsanga	WFP	Officer in Charge, Kigali Sub-Office
Leon-Clement Nsengiyumva	WFP	Senior Programme Assistant - Kigali
Placide Ruhungande	WFP	Field Monitor, Kigali Sub-Office
Christophe Habarurema	WFP	Field Monitor, Huye Sub-Office
Patricia Omwega	WFP	Nutrition Consultant - Kigali
Insa Deimann	WFP	Partnership Development Assistant - Kigali
Nathan Bagilisha	Immigration	Migration Officer – Kigali
Gonzague Karagire	MIDIMAR	Camp Manager, Kiziba camp
Marc Shakagabo	MIDIMAR	Camp Manager, Gihembe camp
Dr. Mulugeta Tenna	AHA	Medical Coordinator
Bitu Abebe	AHA	Country Representative - Kigali
Dr. Pascal Bwimba	AHA	Medical Doctor
Erin McDonald	JRS	Project Director - Kiziba
Fr. Gerry Clarke, sj	JRS	National Director Rwanda
Aurelie Musabyeyezu	JRS	Coordinator - Kiziba
Ricardo Vieitez	ARC	Camp Manager, Kiziba Camp
Giorgio Trombatore	ARC	Country Director - Kigali

Sarah Terlouw	ARC	Senior Program Coordinator - Kigali
Yaya Sidi Sakor	ARC	Camp Manager, Nyabiheke Camp
Maclean Natugasha	ARC	Camp Manager, Gihembe Camp
Damien Nsengiyumya	ARC	Nutritionist
Jean Singirankabo	UNHCR	Field Safety Associate
Joseph Gashirabake	UNHCR	Senior. Field Assistant
Idephonse Haguma	MIDIMAR	Camp Manager, Nyabiheke Camp
David Kato	ADRA	
Esther Nandudu	ADRA	
David Musonera	ADRA	
Aurea Kagwisagye	ADRA	
Alex Nsengiyumva	ADRA	
Augustin Munyabugingo	UNHCR	Field Associate
Theoneste Mugaragu	UNHCR	Associate Protection Officer - Byumba
Sibo Mutanguha	UNHCR	Community Service Associate
Angelique Mahoro	UNHCR	Protection Associate
Chantal Uwimpuhwe	UNHCR	Senior Field Assistant

List of Acronyms

ADRA	Adventist Development and Relief Agency
AIDS	Acquired Immunodeficiency Disorders Syndrome
AHA	Africa Humanitarian Action
ARC	American Refugee Committee
ARV	Anti-Retro-Viral
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CHW	Community Health Worker
CMAM	Community based Management of Acute Malnutrition
CNR	Commission Nationale pour les Réfugiés
CSB	Corn-Soya Blend
DRC	Democratic Republic of Congo
FAO	Food and Agriculture Organisation
FO	Field Office
GAM	Global Acute Malnutrition
GBV	Gender-based violence
GFD	General Food Distribution
GTZ-TOR	German Technical Cooperation - Transport or Deutsche Gesellschaft für Technische Zusammenarbeit und Entwicklung – Transport
GoR	Government of Rwanda
HH	Household
HIS	Health Information System
HIV	Human Immunodeficiency Virus
ID	Identity card
IP	Implementing Partner
JAM	Joint Assessment Mission
JPA	Joint Plan of Action
JRS	Jesuit Refugee Services
Kcal	Kilocalories
MIDIMAR	Ministry of Disaster Management and Refugee Affairs
MOU	Memorandum of Understanding
NFI	Non-Food Item
NGO	Non-Governmental Organization
PDM	Post-Distribution Monitoring
PLHIV	People living with HIV
PRRO	Protracted Relief and Recovery Operation
RWF	Rwandan Franc
SAM	Severe Acute Malnutrition

SACCO	Saving Credit and Cooperatives
SCF (UK)	Save the Children Foundation-United Kingdom
SFP	Supplemental Feeding Programme
STI	Sexually Transmitted Infections
TFP	Therapeutic Feeding Programme
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
VSLA	Voluntary Saving and Lending Associations

Table of Contents

Acknowledgements	2
List of participants	3
List of Acronyms	5
Table of Contents.....	7
Summary	8
Table 1: JAM 2011 Recommendations	9
Background.....	15
<i>Refugees and Asylum-Seekers in Rwanda</i>	<i>15</i>
<i>Repatriation, durable solutions and new arrivals</i>	<i>16</i>
<i>Partnerships and current provision of services in the camps</i>	<i>17</i>
<i>Constraints to the refugee operation in Rwanda</i>	<i>18</i>
JAM Objectives and methodology	19
<i>Objectives</i>	<i>19</i>
<i>Methodology</i>	<i>19</i>
<i>Limitations to the JAM</i>	<i>20</i>
JAM 2011 Findings	21
<i>Food Security, Nutrition and Food Distribution</i>	<i>21</i>
<i>Livelihood, Self- Reliance and Cash & Voucher.....</i>	<i>27</i>
<i>Health, WASH, Shelter and Environment</i>	<i>32</i>
<i>Protection / Community Services, GBV and Non – Food Items.....</i>	<i>36</i>
<i>Education and Vocational Training</i>	<i>38</i>
Conclusion and recommendations.....	44
<i>Follow up on the JAM 2008 recommendations</i>	<i>44</i>
<i>Recommendations of the JAM 2011.....</i>	<i>44</i>

Summary

The WFP and UNHCR operation in Rwanda provides assistance and support to an estimated 54,000 refugees, the majority of whom are from the Democratic Republic of Congo. These refugees are hosted in three camps: Kiziba, Gihembe and Nyabiheke. Due to continuing instability in the Eastern part of the DRC, implementation of voluntary repatriation is not feasible at this time.

Under the global memorandum of understanding that mandates UNHCR and WFP to jointly plan, implement and manage programmes pertaining to refugees, the two agencies have undertaken a Joint Assessment Mission (JAM) from 27th of June to 9 July 2011 to assess various issues of concern within the refugee camps in Rwanda.

The joint assessment mission found that the camp-based refugee population faces several significant issues, some of them that remained unchanged since the last JAM in 2008. To better address the needs of the camp-based refugees, a comprehensive set of recommendations have been drafted by the mission.

The mission highlighted the following priorities

- ensuring that **food** is distributed in **sufficient quantity and quality** including improvement on the **monitoring** roles and presence of WFP and UNHCR staff during food distribution.
- **community based management of malnutrition** aimed at addressing current high levels of stunting and anaemia while keeping acute malnutrition rates within acceptable thresholds among vulnerable refugees.
- **Developing better livelihood and self reliance opportunities** in the camps need to be provided. Option include developing opportunities for quality training in and outside the camps and support to income generating activities.
- **Advocate for more land** for shelter, and water and sanitation especially by UNHCR jointly with MIDIMAR.
- Steady procurement and presence of **drugs** in the camps.
- Speedy and accurate **registration** of refugee caseloads currently residing in the camps.

The table below presents the complete list of the recommendations based on the themes according to the JAM 2011 as seconded by refugees in all camps, partners and government representatives from the MIDIMAR refugee and immigrations departments.

They have been translated into a “Joint Plan of Action” signed by the WFP and UNHCR Country Managers, calling for concerted efforts by all involved parties to ensure that these recommendations are implemented to yield positive changes to the lives of refugees in the camps.

Table 1: JAM 2011 Recommendations

RECOMMENDATION		RESPONSIBLE AGENCY	TIME FRAME
NUTRITION, FOOD SECURITY AND FOOD DISTRIBUTION			
1.	To conduct quarterly assessments on the success of implementing recommendations of JAM 2008, as well as coming JPAs	WFP / UNHCR and MIDIMAR	March 2012, quarterly
2.	Review the ration (Kcal, nutrients) in order to maintain the standard of 2100 kcal;	WFP / UNHCR and MIDIMAR	Jan-12
3.	Assist the camp in acquiring better milling facilities/equipments; ARC to conduct feasibility study	WFP, UNHCR and ARC	Jan-12
4.	Explore the possibility to introduce social support food targeting most vulnerable refugees;	WFP , UNHCR	Jan-12
5.	Ensure the quality of maize and beans currently distributed in camps within the next three months;	WFP	Sep-11
6.	Implement FBM (Food Basket Monitoring) and PDM (Post Distribution Monitoring) in order to track better understanding the use of the food	WFP, UNHCR, AHA, MIDIMAR	Jul – Aug 2011
7.	Provide CSB + rations to children <2 yrs old;	WFP	Jan-12
8.	Ensure that pregnant and lactating women are supported by supplementary feeding programmes, 6 months before and after delivery	WFP	Jan-12
9.	Weighing scales for the depots and distribution stands: Given the current problems with faulty weighing scales at the food distribution centres in all three camps, it is recommended that WFP and UNHCR work together to procure and deliver good quality, durable and well calibrated hanging weight scales to avoid the perceived loss of rations among the refugee population;	UNHCR	Aug-11
10.	Ensure that all refugees are aware of exactly what their rations should be (to install signboards of the ration sizes - quartier level, flipchart at stands);	UNHCR	Sep-11
11.	Ensure that food is delivered in timely manners; in case of delay to communicate with the refugees ahead of time;	WFP	Aug-11

12. Rehabilitation of food storage/handling/distribution facilities and equipment: It is recommended that WFP and UNHCR provide AHA with the materials necessary to repair the soft-wall warehouse covering. Plastic sheets, pallets, extra bags, a stitching machine, and a functioning scale are also recommended to be provided. The security fence should be repaired and, since the warehouse is likely to be used for the next several years, a cement floor should be considered. The distribution centre should be adequately weatherproofed.	UNHCR, AHA	WFP, Nov-11
13. Registration of children: It is recommended that UNHCR inform refugees on the process of registering infants (babies over the age of 6 months) to the distribution lists, and furthermore, then facilitate the process such that the child is registered. It is advised to simultaneously deal with existing inclusion errors.	UNHCR	Nov-11
HEALTH, ENVIRONMENT, SHELTER & HYGIENE		
14. Provide essential and special drugs on time (to review the list of essential drugs and purchase for 6 months)	UNHCR	Jul-11
15. a. Increase the number of health staff (consultation, maternity and pharmacy); b. AHA to share staffing assessment report with UNHCR (Sept 2011); c. UNHCR to integrate this into 2012 comprehensive budget;	UNHCR , IP	Sep-11
16. a. Explain the referral system to the refugee population; b. Explain the referral to each patient being referred; c. Explanation from District Health Authorities;	UNHCR , AHA	Jul 2011 (ASAP)
17. Improve emergency health, including dispensary, services at night and on weekends	UNHCR	Jul 2011 (ASAP)
18. Increase HIV & AIDS awareness targeting youth, women, men, religious leaders, opinion leaders and the elderly	UNHCR , AHA, ARC	Jul 2011 and on going
19. Provide essential facilities for people with specific needs (i.e. crutches and wheelchairs)	UNHCR, IP, ARC	Feb-12
20. Increase environmental awareness through trainings and school extracurricular activities (terraces, re-forestation - one tree per household	UNHCR, ARC	Oct-2011 and on going
21. Explore environmental incentives options to promote environmental management/protection	UNHCR, ARC	Nov-2011 and on going
22. Reinforce refugee-based environmental committee;	UNHCR	Oct-11

23. Explore different water harvesting and conservation techniques (e.g. rain water harvesting)	UNHCR, IP	
24. Promote mud stoves - demonstration project on proper use at household levels;	UNHCR, ARC	Sep-11
25. Review and increase the number of targeted houses to be rehabilitated;	UNHCR, ARC	Feb-2012 and on going
26. Strengthen advocacy for land extension;	MIDIMAR, UNHCR	Feb-2012 and on going
27. Utilize land recently given by the GoR for residence/public infrastructure (Nyabiheke)	MIDIMAR, UNHCR	
28. Invest in durable shelter material (iron sheets);	UNHCR	Feb-12
29. Continuous sensitization on appropriate use of sanitary facilities and hand washing	UNHCR, ARC	Aug-2011 and on going
30. Install tip taps at VIP latrines and at water tanks for dischargeable latrines	UNHCR, ARC	Feb-12
31. Increase awareness on the use of garbage pits and management of solid wastes	UNHCR, ARC	Aug-2011 and on going
EDUCATION AND VOCATIONAL TRAINING		
32. Review the registration process in order to extend the time for registration, to intensify the communication process through opinion leaders and administrative structure, to improve communication system in dissemination information regarding registration of children through opinion leaders and camp administrative structures; Intensify awareness raising and extend to 2 weeks of registration;	UNHCR, JRS,	Aug-11
33. Education service providers should take in consideration the exceptional cases including children born outside the camp;	UNHCR , JRS	Sep-11
34. To review the form of disciplinary measures particularly regarding exclusion for long period, corporal punishment in class, insulting language and deduction of marks;	UNHCR , JRS	Sep-11
35. Improve communication between parents and school through parent committee, teacher committee for instance. (e.g. children excluded from the classroom)	UNHCR, ADRA,	JRS, Sep-11

36. Educational partners to begin negotiations with GoR to facilitate integration of second cycle senior students in schools and vocational institutions; a. Issue with funding for S4 to S6 assessment; b. Review vocational training model to be aligned with national schools and vocational institutions assessment, c. Visit HOPE Secondary School Gihembe (July 2011);	UNHCR, ADRA,	JRS, Sep-11
37. Introduce school meals program in refugee camp school;	WFP	Jan-12
38. To review modalities for awarding scholarships to girls and boys considering full payment of fees requirement due to the inability to fund;	UNHCR	Jul-11
39. Increase awareness among parents of school going children of the importance of the value of education and consequences therefore to prioritize education over household tasks (through IEC & BCC) education campaigns.	UNHCR, IP	Aug-2011 and ongoing,
40. Hire qualified teachers and provide on-the-job training to the already existing teachers	UNHCR	Feb-2012 and ongoing
41. Ensure all expenses of primary education students attending government schools are covered.	UNHCR	Feb-2012
42. Provide additional uniform for school-going children	UNHCR	Apr-2012
43. Provide mobility aids for children with disabilities	UNHCR	Feb-2012
44. Advocate for the provision of more scholarships for secondary and tertiary education	UNHCR	Feb-2012
PROTECTION, COMMUNITY SERVICES AND NON-FOOD ITEMS		
45. Need to ensure that the existing backlog of unregistered individuals is addressed once for all after the re-registration exercise 2011	UNHCR, MIDIMAR	Dec-11
46. Sensitize new arrivals regarding the GoR asylum procedures (at the border and in the camp)	UNHCR, MIDIMAR	Aug-11
47. Exploring the possibilities to ensure that close family members of registered refugees can benefit from derivative status, especially for minors (review asylum policies to reflect this).	UNHCR, MIDIMAR	Aug-11
48. a. Provide information on refugee country of origin and possibility of repatriation b. Share conclusions from tripartite meetings between GoDRC, GoR, UNHCR with refugees	UNHCR	Aug-11
49. Advocate for DRC officials to visit Nyabiheke camp.	UNHCR,	

50. Sensitize parents on exercising more control over their children;	MIDIMAR, UNHCR, AHA	Aug-11
51. Review, maintain and strengthen ongoing SGBV programme to include reproductive health, HIV and AIDS	UNHCR, ARC, AHA	Aug-11
52. a. Advocate with GoR to avail additional land to refugee in order to curb the current shelter problems b. Allocation of land for shelter c. Prepare a comprehensive budget to include construction of new shelters	UNHCR, MIDIMAR	, 2011
53. Need to regularly update and disaggregate statistics of all vulnerable refugees	UNHCR	2011 and on going
54. Sensitize and advocate men and women on the importance of women participation in the leadership structure and train refugee women leaders on leadership skills	MIDIMAR, UNHCR, AHA	August 2011 on going
55. Strengthen functional adult literacy programmes (education)	UNHCR, AVSI	October 2011 and on going
56. Strengthen existing IGP (Income Generating Projects) to include a vast majority of refugees (men, women and youth)	UNHCR, ARC	Sep-11
57. Explore possibilities to provide quality plastic jerry cans (20 litres) to replace the existing collapsible containers	UNHCR	Jan-11
58. Ensure all families have access to cooking facilities (individual/multi-family as appropriate)	UNHCR	Feb 2012 and on going
59. Provide hygienic pads as opposed to flannels.	UNHCR	Feb 2012 and on going
60. Provide tools for kitchen gardens.	UNHCR	October 2011 and on going
61. Provide firewood in a timely manner.	UNHCR	October 2011 and on going
62. Advocate for the provision of clothes and shoes for school-going children (NFI)	UNHCR	October 2011 and on going
LIVELIHOOD, SELF-RELIANCE AND CASH & VOUCHER		
63. Review the curriculum of the vocational training in line with GoR current policy (improve quality of vocational trainings and the number of trainees so they can compete on the labour market)	UNHCR, IP	February, 2012

64. UNHCR, in collaboration with partners, to look into the potential of re-establishing and maintaining the existing vocational training centres within the camp	UNHCR, ADRA	AVSI,	February, 2012
65. Assess possibilities of refugees being trained outside the camp (sponsoring)	UNHCR, AVSI		February, 2012
66. Harmonize and review incentives (from RWF 12,000 to RWF 15,000 per month) for refugee casual labourers	UNHCR, MIDIMAR		Oct-11
67. Livestock: arrange possibilities with local authorities to rear livestock outside the camp, technical assistance in rearing small livestock (rabbits, chicken etc.)	UNHCR, MIDIMAR, MINAGRI		Jul-11
68. Implement a joint self reliance monitoring in the camps in order to track the capacity of refugees to cover the gap on food and NFI	UNHCR, WFP, IP		Oct-11
69. Continue market and traders assessment to determine availability of food, price fluctuations, seasonality, access to market for cash & vouchers feasibility	WFP		Jan. 2012 On going
70. Review market assessment findings in line with concerns raised during FGDs	WFP, UNHCR		Sep-11
71. Collect, gather and share information about locally tailored C/V systems to inform decision making processes	UNHCR, IP, WFP		Sep-11
72. a. Before discussing further with the refugees have figures at hand on how much cash/vouchers would be provided and have options sketched out regarding scenarios and feasibility (transfer modality, bank, sms etc.); options including vouchers for cereals, traders going to the camp etc. b. Share feasibility report and market study/analysis with UNHCR and IP	UNHCR, IP, WFP		Sep-11

Background

Rwanda is a signatory of the 1951 Convention on the Status of Refugees as well as of the 1969 Organization of African Unity that specifically addresses the issues of refugees in Africa. Within the governmental structure, MIDIMAR is charged with overseeing refugee issues. In 2001, the National Refugee Law, Law No. °34/2001 was enacted. In December 2005, UNHCR transferred all responsibilities to the National Commission for Refugees (CNR¹) 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.

Refugees and Asylum-Seekers in Rwanda

The refugee operation in Rwanda offers international protection, basic social welfare support and assistance to approximately 54,000 refugees, the main caseload of refugees are from Democratic Republic of Congo (DRC); more than 99% of these refugees are camped in three camps namely; Gihembe in Gicumbi district (this camp was opened in 1997), Kiziba in Karongi district (the camp was opened in 1996) and Nyabiheke in Gatsibo district (the camp was opened in 2005).

Table 1: Camp Demographics

Name	Location	Area (square metres)	Population
Gihembe	Gicumbi District, North Province	270,000	20,000
Nyabiheke	Gatsibo District, East Province	280,000	15,000
Kiziba	Karongi District, West Province	280,000	19,000

A refugee verification exercise is ongoing and all refugees – including the urban caseload - will be verified and their bio-data entered into UNHCR's ProGres electronic database. The verification exercise started the same week as the JAM kick off, and was planned to take three months.

¹ Commission Nationale pour les Réfugiés

Table 2: Refugee demographics - disaggregated by sex

Beginning of 2011			
	Female	Male	Total
> 5 years	5,027	4,788	9,815
5-11 years	6,418	6,153	12,571
12-17 years	4,923	4,550	9,473
18-59 years	12,089	7,929	20,018
60 years and over	1,028	684	1,712
Total population	29,485	24,104	53,589

Table 3: Females of Child-Bearing Age

Female 15-49 years	14,001
--------------------	--------

Delivery of international protection and search for durable solutions is a key strategy of the office of the UN refugee agency in Rwanda. The UNHCR's protection and durable solutions strategy concentrates on encouraging verification of refugees, voluntary repatriation and resettlement. Regarding voluntary repatriation, the priority is centered to Congolese refugees encouraging smooth return to the DRC. UNHCR also considers local integration as one of the durable options although the availability of land limits such an opportunity in Rwanda.

The refugee operation in Rwanda endeavors to provide the minimum basic standards as one way of attaining basic life-saving support and assistance. In close coordination with the GoR and partners, UNHCR aims at creating an enabling environment for protecting the rights of children such as education, good health and nutrition, and preventing abuses including sexual and gender-based violence. As part of its efforts in addressing these concerns, UNHCR is in consultation with the GoR to expand land for refugee camps, seeking for resettlement, encouraging voluntary repatriations and seeking for reintegration opportunities.

Repatriation, durable solutions and new arrivals

With the declaration of the cessation clause for Rwandan refugees the GoR is encouraging and preparing for the return to Rwanda of all Rwandan refugees. The return of Rwandan asylum-seekers and refugees, is the number one partnership priority of the GoR with UNHCR. The High Commissioner announced that consideration for the invocation of the cessation clauses can begin since Rwanda had registered tremendous socio-economic progress and security. In the countries of asylum, the cessation clause would mean the active promotion of repatriation, re-evaluation of Refugee Status and the consideration of alternative and appropriate measures, as well as different suitable durable solutions for Rwandan refugees.

The GoR is working on reintegration projects, transparency and information-sharing on peace and stability. 'Come-and-see' visits by Rwandese refugees residing in DRC took place to encourage Rwandan refugees residing abroad to consider coming back home. The delegation consisted of UNHCR staff from Rwanda and DRC, MIDIMAR representatives, as well as Congolese government officials. The delegation visited health facilities, integration projects, and the demobilisation centre for ex-combatants and their villages of origin where some were reunited with family members.

Partnerships and current provision of services in the camps

The ultimate goal of the partnership between UNHCR and WFP is to ensure that food security and related needs of the refugees and returnees that UNHCR is mandated to protect and assist are adequately addressed. The two UN agencies also endeavour to promote support and maintain levels of self reliance among refugees through food production and income generating activities.

WFP is to ensure that sufficient and adequate food is provided to the refugees (including micronutrients). Raising funds, procurement and transportation of food are undertaken by WFP. WFP transports the food up to camp based food distribution points. Maize grains and beans are procured in Rwanda while corn soy blended food (CSB), oil and salt are resourced from outside the country.

UNHCR is the lead agency for coordination of all operations for refugees. More specifically UNHCR is responsible for ensuring protection of the refugees, complementary foods (that also provide micronutrients), non food items² (NFI) education and vocational training skills. Furthermore, UNHCR is responsible for ensuring adequate safe and clean water quantities are provided, sanitation facilities and shelters. The levels of achievements for each of these services and assistance are demonstrated in the annual standard and indicators reported by UNHCR annually and in this report are detailed in the respective sections.

In the refugee camps in Rwanda there are three main types of feeding programmes; these are: general food distribution (GFD) where all refugees receive a standard food ration, supplementary feeding programme (SFP) and therapeutic feeding programme (TFP). These programmes are discussed in detail in the Nutrition and Food Security section of this report.

In order to ensure adequate delivery of services and assistance, UNHCR works with implementing partners (IPs). In Rwanda, UNHCR has fostered better coordination, monitoring and evaluation of activities through signed agreements with the following partners:

1. Ministry of Disaster Management and Refugee Affairs – bi-lateral agreement for general camp management.
2. Africa Humanitarian Action (AHA) – tripartite agreement for health, nutrition and HIV & AIDS services in Kiziba, Kigali & Transit Centres. AHA is also responsible for sourcing and delivery of food to vulnerable urban refugees.
3. Jesuit Refugee Service (JRS) – tripartite agreement for education in Kiziba and Gihembe camps.
4. Adventist Development Relief Agency (ADRA) – tripartite agreement for education and logistics (transport, fleet maintenance, fuel management and warehousing services).
5. American Refugee Service (ARC) - tripartite agreement for water, sanitation, shelter, health, nutrition services in Gihembe and Nyabiheke refugee camp and water/sanitation and shelter in Kiziba camp.
6. The Protection and Programme Sections of the UNHCR Kigali office provide technical support and guidance with additional technical support and policy guidance from UNHCR Headquarters in Geneva.

² these supports includes: provisions of soap, cooking kitchen sets, jerry cans for fetching water, blankets for beddings, education materials

7. WFP provides food for all camp-based refugees
8. AVSI – Memorandum of understanding for the implementation of Child Protection related activities.

Constraints to the refugee operation in Rwanda

Since 2009 a sharp decrease of funding levels to both UNHCR and WFP posing operational and programming challenges in meeting the agreed humanitarian standards and indicators. **Lack of funding** affects procurement and transportation of food to the refugee camps. The quality and quantity of food have regularly been issues of concern to the refugee population. Early 2011, due to funding constraints WFP borrowed significant stocks of maize and beans from government reserves in order to meet general food distribution requirements. These borrowed food commodities had been stored for over a year and were of lower quality than food the refugees were used to receiving. In addition, due to funding constraints over the last couple of years, the Corn Soya Blend (CSB) ration of 60 g per person per day was dropped from the GFD basket in late 2010. At the time of the JAM 2011, CSB was only available through the supplementary program offered in the nutrition centres in the camp and had not been replaced in the GFD basket.

Reduced budget also affects the quality of services delivered by UNHCR, and resulted in lack of essential and basic medicines in the camps, lack of adequate complementary foods for children and inability to offer enough scholarship to school children outside the refugee camps.

Lack of adequate land in the camps continues to generate overcrowding problems such as lack of sanitation facilities (latrine constructions and bath shelters) shelter, and land for the development of self reliance activities (eg: kitchen gardening to supplement food ration, not to mention keeping livestock).

JAM Objectives and methodology

Objectives

The purpose of this Joint Assessment was to provide analysis on the effectiveness of the operation since the last JAM in 2008, to assess the changes that took place, and to look into specific issues that have arisen in relation to the assistance operation in Gihembe, Kiziba and Nyabiheke refugee camps.

The JAM had to propose solutions to current problems and produce recommendations for the next planning period, including updated strategies for food and related assistance and for self reliance.

5 themes were identified for in depth analysis

1. Food Security and Nutrition
2. Livelihoods and Self Reliance
3. Education
4. Health, WASH, Environment and Shelter
5. Protection, Community Services and Non-Food Items

Methodology

The methodology combined secondary data with qualitative and quantitative primary data collection:

In May 2011 a Pre-JAM survey on household food security and nutrition was conducted in the 3 camps and looked into camp demographics, food sources, consumption, and expenditures, infant and young child feeding practices, household expenditures, livelihoods, coping strategies, maternal and child health, nutrition, immunization. The pre-JAM was conducted by a well trained team of 15 enumerators and was lead by WFP team leaders. The surveyors used a questionnaire using pre-tested standard WFP indicators. The survey results were used in the drafting of the terms of reference of the JAM and were again used to give weight and contextualize the qualitative findings of the JAM.

To complement findings from the field, secondary data was obtained from annual reports, studies, monthly and midterm reports. Main sources of information included the 2008 JAM report, as well as summaries of health information system reports, WFP and UNHCR programme documents.

From the 27th of June to 9 July 2011 qualitative data collection was organized around the 5 themes of the JAM in the 3 camps. At least 3 days were spent in each refugee camp. Qualitative primary data collection was done through focus group discussions and direct observations by five teams of five to eight members. Each team was responsible for one thematic group.

- *Group 1: Nutrition, Food Security and Food Distribution*
- *Group 2: Livelihoods, Self Reliance, Cash and Voucher*
- *Group 3: Education and Vocational trainings*
- *Group 4: Health, WASH, Environment and Shelter*
- *Group 5: Protection, Community Services and Non-Food Items*

Team members were staff from all partners involved in the refugee operations in Rwanda; they included the local government, implementing partners, WFP and UNHCR staff. The allocation of

a team member to a specific group was based on capacity, skills and agency representation. Team leaders were responsible for ensuring coherence of the teams, data recording, analysis, production of summaries and presentations during de-briefing sessions.

In each camp, the camp management organised for 5 groups of refugees to meet with the mission teams. The profile of the refugee groups who met the JAM teams were:

- *Community leaders;*
- *Opinion leaders;*
- *Youth (aged 12 to 18 years);*
- *Food and firewood committee members*
- *Women*

Each group had about 15 members; an effort was done to have a balanced number of men and women in each group, except for the group of women.

During the field work, each team of the JAM met with each group of refugees and discussed one theme during 1h30 min to maximum 2 hours. The teams would then rotate while the refugee groups would stay in place. In this way, at the end of the camp visit each group of refugees had had in depth discussions with each of the theme teams. At the end of each camp visit a mass meeting was organised with all refugees to debrief with the overall refugee population, and validate the findings of the teams for each camp.

In total 105 focus group interviews (35 in each camp) and 3 mass meetings (1 in each camp) were conducted for the JAM.

Finally, each team wrote down its findings in form of a narrative report and drafted a set of recommendations. An overall debriefing session was held between all 5 teams during which each group presented its recommendations followed by a discussion in to find consensus.

Limitations to the JAM

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

- The JAM took place when there were shortages of drugs and the quality of maize grain and beans was perceived to be poor by the camp refugees. Although these issues were transitory (and in some cases had even been solved at the time the JAM mission was taking place), quantity and quality issues took a lot of time in the group discussions and probably to the detriment of other issues.
- As was the case in 2008, the scope of the JAM was limited only in the refugee camps meaning that urban refugees,³ returnees and transit centres were excluded from this JAM.
- Although they were invited to participate in the Jam, other UN agencies and donors did not participate, the mission did therefore not benefit from their technical expertise.

³ In Kigali city the UN Refugee Agency also implements a urban refugee operation where it offers assistance and support to about 1,800 refugees and asylum seekers from various countries, the majority being from the DRC, while others originate from Angola, Chad, Eritrea, Ethiopia, Kenya, Sudan, Somalia and Uganda. The UNHCR Protection and Community Services units in Kigali are responsible for providing support to the urban refugees for housing, education and health services.

JAM 2011 Findings

Food Security, Nutrition and Food Distribution

During the JAM mission, the team members were confronted to frequent complaints by the refugees on the quantity and quality of the food distributed in recent months. The refugee focus groups consistently requested that the food rations be increased and the quality of food improved, including by diversifying the food basket. This was of particular concern to women who generally had control of food management at household level. They mentioned that the insufficient food ration, poor quality of maize and beans (the latter being firewood consumer) and the lack of diversity were negatively impacting their capacity to manage the food resources of their households.

The main issues raised regarding the general food distributions were:

- problems in food storage, handling and management, resulting in underweight ration sacks and food quality issues
- high losses due to poor quality of the food, giving away of food for milling and sales of food for purchase of other items
- the cutting of the CSB from the rations.

All these issues resulted in reduced food availability at household level. They could explain the relatively high levels of food insecurity as identified by the Pre-Jam household survey (according to which 24 % and 6% of the refugee population have borderline and poor food consumption respectively). They are discussed in more detail below.

General food distribution

Food storage and management

The warehouse located in Nyabiheke camp for food storage was in disrepair and in need of maintenance. The food management practices were inadequate: the dirt floor was covered with old and damaged plastic sheeting, no pallets were available, the scale was not functioning, and the security fence had nearly completely collapsed raising also a security concern regarding the risk of food theft. Poor stacking methods were used.

In all camps a refugee food committee - composed of 8 members (6 females and 2 males) - was tasked with monitoring food quality and quantity. The food committees and the camp leaders advocate for refugees in case of food-related issues (bad quality, delays in supply etc.). Food coordination meetings are usually held on a monthly basis in the camps during which food ration and distribution dates are then communicated to the food committee members and community leaders who transfer this food ration information to the refugee population. During these meetings the food rations, distribution mechanisms and logistics issues are also discussed. Even though these mechanisms are in place, the JAM team members observed that refugees perceived poor dissemination of information and expressed dissatisfaction over the methods of communication concerning food distribution and the calendar of distribution dates within the camps. Information regarding food ration was mentioned as being particularly important as it helps families to determine how long to stretch the food ration before the next food distribution.

The 2011 JAM mission recommends that the responsible agencies ensure that food is delivered in a timely fashion, and when possible, communicate with the camp management and refugee population to ensure information on delivery or delay is communicated in time.

In addition, the refugees need to have some means of reference by which to understand their ration quantities i.e. a flipchart at the distribution stands and Food Basket Monitoring should be conducted regularly.

Underweight ration sacks: Refugee focus groups consistently complained about underweight ration sacks; bags of maize grain from the food distributions were alleged to weigh around 47Kg instead of the 50 kg written on the bags. The refugees said to have reached this conclusion based on a local scooping measurement using plates and cups, adding that they considered the scales used in the distribution to be malfunctioning.

The 2011 JAM mission recommends that the storage/handling/distribution facilities be rehabilitated and that improvements be made in food storage/handling and management practices⁴; the weighing scales for the depots and distribution stands should be replaced with durable and well-calibrated hanging weight scales to avoid the perceived loss of rations among the refugee population.

High post distribution losses

Low quality of the distributed food: As explained above, the stocks distributed from February to May 2011, although they passed the Rwanda Bureau of Standards quality inspection, were not up to the expectations of the refugees who, through the JAM focus group discussions, consistently complained about the quality of the food:

- Both maize grains and beans distributed in Nyabiheke and Gihembe in 2011 were stated to have been of poor quality, infested by insects, resulting in losses of substantial amounts every month after cleaning.⁵
- Similarly in Kiziba refugee camp, the women said that the distributed beans required a great deal of water and took a long time to cook, therefore using more fuel than usual. This had been solved in June, when they appreciated the quality of the beans.

The JAM mission recommends that the quality of the distributed maize and beans be insured within the 3 months following the JAM.

Losses due to milling: Maize constitutes the main commodity provided in the food ration (see table below), in 2011 it was distributed in the form of maize grains that the refugees took outside the camp to be milled⁶. Refugee families usually gave a portion of the maize grain ration to pay in kind for the milling of the rest of the grains. Focus group discussions reported that - on average - out of an individual monthly maize grain ration of 11.4 kg, only 8 kg ended up being available for consumption because

- 2 kg were sold to meet milling costs and household basic needs,

⁴ This is specified as repair and setting up for long-term use as well as weatherproofing.

⁵ Refugee women in Nyabiheke and Gihembe explained the poor quality of beans to be one of the primary causes of reduced beans ration among families during the time period of January to May 2011. They explained that they usually lose around 600 to 1000 grams out of the 3600 grams monthly rations distributed.

⁶ Refugees preferred to mill the cereal part of the ration as this is more versatile and provides a degree of greater diversity than the grains; taking little fuel, water and time to prepare as opposed to cereals which take more of the same resources to cook. Maize meal is also much preferred by children.

- 1 kg was lost due to poor quality of milling machines⁷,

The 2011 JAM mission recommends that to reduce milling losses, that the camps be assisted in acquiring better milling facilities/equipment in the camp, or that maize flour be distributed instead of maize grain.

Sale of food aid: In addition, as is detailed in the section on livelihoods and self reliance, sales of food are very common to in the camps⁸ and contribute to reducing the amount of food available for consumption at household level.

Post Distribution Monitoring (PDM) should be implemented as soon as possible in order to better track and understand the movements, losses and sales of food in the camp after distribution.

CSB withdrawn from the GFD: a quantity and quality concern

The dropping of the CSB from the GFD had several consequences for the refugees.

First of all, the CSB was not replaced by any other commodity, and the ration was therefore mechanically reduced by 1.8 Kg per person per household. In terms of kilocalories, this reduction meant that the food ration for the general food distribution basket provided 1,998 kcal per person per day instead of the 2,238 kcal per person per day recommended by the 2008 Rwanda JAM. In many households, the withdrawal of the CSB also meant that women were no longer preparing breakfast in the form of CBS porridge. Children were therefore going to school without morning meals - leading to reduced performance and attention span, and reducing their nutrient intake. Even in cases where refugee women would compensate for the lack of CSB, they would make porridge in the morning using the maize meal (received from GFD) or sorghum (if they were able to buy it after selling a portion of the maize grain or other commodity) this in turn led to a net reduction in family food ration.

Secondly, CSB is a nutrient rich commodity, by cutting it from the ration, essential nutrients were no longer being provided up to the daily recommended amounts: vitamin A (54%), iron (92%), calcium (44%) and riboflavin (73%). Vitamin C was not being provided at all. The lack of micronutrients is of special concern for the children under 2, pregnant and lactating mothers who are particularly vulnerable to micronutrient deficiencies.

⁷ In Nyabiheke, overall 50 kg of maize grain were milled into 45 kg of maize flour.

⁸ According to the pre-JAM survey, 47% of household reported sale of food ration as main source of income.

Table 4: WFP Food Basket Ration

Commodity	Amount	Kcal	Protein	Fat	Vit C	Vit A	Iron	Calcium	Ribofl
Cereal (maize grain)	380 g	1,330	38.0	15.2	0	0	10.3	27	0.76
Pulses (beans)	120 g	402	24.0	1.4	0	0	9.8	172	0.26
Oil	30 g	266	0	30.0	0	270	0	0	0
CSB	0 g	0	0	0	0	0	0	0	0
Salt	5g	0	0	0	0	0	0	0	0
Total	535g	1998 Kcal	62 g	46.6 g	0 mg	270 µgRE	20.1 mg	199 mg	1.02 mg
% of Requirement		95%	118%	117%	0%	54%	92%	44%	73%

The 2011 JAM mission recommends that the ration should be reviewed to maintain the standard of 2100 kcal per person per day for the general population, and that social support food targeting be introduced for the most vulnerable refugees.

Therapeutic and supplementary feeding programmes

The therapeutic feeding programme (TFP) provides nutritional treatment and rehabilitation to severely malnourished children in the camp-based therapeutic feeding centers. The severely malnourished children receive F-75 therapeutic milk in phase 1 and routine medications as per the treatment protocol. When children are stabilized they are moved into phase 2 where they receive Plumpy-Nut on a daily basis at the therapeutic feeding centre. The majority of the children admitted in the centre are 6 to 59 months of age. On discharging these children join the supplementary feeding programme (SFP).

The SFP is responsible for nutritionally rehabilitating moderately malnourished children while additionally providing nutritional support to pregnant women from the second trimester of their pregnancy to 6 months after delivery.

The table below illustrates the category of beneficiaries supported by the SFP, the food composition and rations provided:

Table 5: WFP Beneficiary Categories (Supplementary Feeding Program)

Category of beneficiaries	All food ration are grams / person / day			Total Kcal
	CSB	Veg oil	Sugar	
Moderate malnourished < 5 years children	200	20	15	1037
Pregnant and Lactating women	300	20	15	1437
HIV positive	250	20	15	1237

Nutrition situation in the camps

According to the Pre-JAM survey conducted in May and June 2011

- 33% of children under the age of 5 years were stunted.
- 28% of mothers exclusively breastfeed their children up to 6 months of age.
- 36.4% of the infants stop breastfeeding between 0 to 12 months of age
- 18.2% of the children stop breastfeeding between 12 to 18 months
- 45.5% of the children stop breastfeeding between 18 to 24 months.
- 60.0% anemia prevalence among children below 5 years (clustered mostly in children under 2 years)
- 26.7%. prevalence of anemia among pregnant and lactating women Anemia has well known negative effects intellectual development, poor linear growth and mental retardation of children below 2 years and is associated with low birth weight and infant mortality.
- 73.9% of the camp population initiate of breastfeeding within 1 hour of birth

Nutrition strategy - adapting the feeding programmes in the camps

The supplementary feeding programme was seen as essential in terms of supporting maternal and child nutrition. Women said that, whereas when the CSB was part of the GFD ration it was used by the entire family, the CSB provided through the SFP was not shared with other family members and was therefore essential to the targeted support of malnourished individuals in families. The mission observed that the admission of malnourished children in the SFP through the outreach system was generally low and that admission criteria were not systematically followed by service providers in the feeding centers.

In line with the recommendations of the 2008 JAM⁹, and to respond to the needs highlighted above, the JAM 2011 recommends to adapt the feeding programmes following a revised nutrition strategy designed to address all forms of malnutrition while focusing on the high levels of chronic malnutrition and anaemia as presented below

⁹ on the general food ration to be distributed to refugees; SFPs and nutrition services should be tailored with a comprehensive feeding approach to address the nutrition related problems considering a life cycle system.

- **General population:** To receive full ration of the agreed food basket through GFD, and to receive complementary food and micronutrients through institutional supplementation and kitchen gardening implemented at household levels.
- **Pregnant and Lactating Women:** To ensure the good health of the mother and the child in the critical months, it is recommended that pregnant and lactating mothers be supported through a supplementary feeding program (consisting of blended food mixed with sugar and oil) and receive health and nutrition education 6 months before and 6 months after delivery.
- **Adolescent girls:** Should be provided a vocational skills training package curriculum through community services and encourage gardening, poultry and keeping of small animal activities so as to increase consumption of vegetables and proteins among refugees.
- **Target children 6 - 23 months of age:** To allow for children to fully develop both physically and intellectually the World Health Organization recommends that children be exclusively breastfed between 0 and 6 months followed with adequate and nutrient dense complementary food with continued breast milk until 2 years.
The mission recommends providing blanket supplementary feeding using age appropriate fortified blended food consisting of blended food mixed with oil and sugar¹⁰. For the smooth implementation of this recommendation UNHCR should ensure the speedy registration of children over the age of 6 months, with the refugee population being informed of the process. (see section on registration further on).
- **Infant and young child feeding:** Promote, protect and support breastfeeding, encourage early initiation of breastfeeding, support exclusive breastfeeding and introduction of complementary feeding and continued breastfeeding to at least two years.
- **School feeding:** the mission recommends CSB meals to be introduced in schools to ensure better attendance and concentration of the children, and to reduce short term hunger.
- **Severe and moderate acute malnutrition:** Implement community based management of acute malnutrition (CMAM). Provide blended food mixed with sugar and oil as take home ration through SFP for identified moderately malnourished (MAM) children; provide Plumpy-Nut to identified severely malnourished children without medical complications as take away package and admit to stabilization centre identified severely malnourished (SAM) children with medical complications.
- **Micronutrient supplementation:** Target severely and moderately malnourished children, pregnant and lactating women in line with nutrition guidelines as appropriate.
- **Nutritional support to specific groups including HIV positive:** Through SFP provide blended food mixed with sugar and oil as a take away food package.
- **Nutrition surveillance:** Follow up quality data collection, analysis and reporting through programme periodic reports and nutrition surveys. The mission specifically recommends that the nutritional profile of all the malnourished children in the SFP should be followed up in order to identify the main possible causes of malnutrition with special emphasis on chronic malnutrition and anemia.

¹⁰ Supercereal is an improved formulation of fortified blended food with an enhanced micronutrient profile and was previously known as CSB+. Supercereal+ includes milk powder to address the particular nutritional requirements of children under 2 and was previously known as CSB++.

The Minimum essential basic package of all services and assistance along with food based supplements is important. The minimum essential basic package in this context refers to expanded programme for immunization, routine medical diagnosis, care and treatment, water, hygiene including hand washing, sanitation, health and nutrition education, antenatal and postnatal care and services, delivery at hospital to benefit from skilled labor support, family planning methods and devices.

Livelihood, Self- Reliance and Cash & Voucher

Income generation is a major challenge for the camp based refugee population in Rwanda. There is limited land available for arable farming, both within the camps and within the host communities. Employment is scarce, with very low-paid casual labor the most common work to be found within the host communities.

Table 6: Income-Generating Activities by Camp¹¹

Type of work	Gihembe	Nyabiheke	Kiziba	Overall
Casual labor	65%	87%	51%	71%
Petty trade	25%	6%	9%	13%
Hunting/ Gathering	0%	3%	0%	1%
Other	10%*	4%	40%*	14%
No. of observations	60	68	35	163

*other in Kiziba and Gihembe includes casual labor

Poor value transfer in the sales and exchange of food items

According to the Pre-JAM household survey, the predominant source of income for all refugees was sale of food aid, with 47% of households reporting it as a main source of income, followed by paid work (29%). About 12% households stated not earning any money, in other words having no source of income. Gift/remittance/begging, credit/borrowing, sale of non-food items and other activities were considered to be minimal sources of income.

The fact that households sold a portion of their food ration to meet other family needs, was confirmed during the JAM when teams were told that food commodities, especially maize grain and oil, were used to barter for both goods and services to meet family needs otherwise not sufficiently catered for. The food would be exchanged, sold directly or saved and collected through refugee associations ("Tontine").

This meant the refugees needed to interact with markets either within or outside their camps. In the camp-based markets, petty businesses were set up, in some cases selling food bought outside the camps at relatively higher prices. In markets outside camps, refugees sold livestock, and parts of food received from WFP¹² and bought other food items in order to diversify their diets, as well as other non food items.

¹¹ SOURCE: PRE-JAM FOOD SECURITY AND NUTRITION ASSESSMENT (MAY 2011)

¹² Food items distributed by WFP sold in the markets included oil, and maize grains. According to the WFP estimate based on Post Distribution Monitoring (PDM), 40% oil and 20 to 30% of oil and maize respectively are sold in this context.

Most of the refugees' meager expenditures (less than 10 dollar cents per household per day according to the Pre-JAM survey) went to the

- Procuring of vegetables and other food items not included in the food ration (70% of their expenditures according to the Pre-JAM survey),
- Buying clothes and shoes, paying for scholastic material such as uniforms and school fees. Other expenditures included body lotion and soap, mattresses, jerry cans, kitchen items, firewood, expenses during medical transfer for non-admitted patients (mainly buying food), mobile phones as means of communication and alert tool for social assistance
- Pay for milling (see previous section)

In the course of discussion, particularly with the refugee women, it appeared that refugees sold their food commodities well below local market prices:

- One liter of cooking oil was sold at RWF 1000 while its price outside of the camp was reported to be RWF 1,500. Still it was the most likely commodity to be sold with the women saving up the oil over a period of up to 5 months in 500-1000 ml increments.
- Refugees were selling 1.5 kg of maize for RWF 250 while 1 kg of the same maize was sold at RWF 300 outside the camp's markets (reported in Nyabiheke);
- Beans could be sold at 150 RWF per kg (if relatively good quality, less if not), while sale prices in the local markets were between RWF 200 and 300 or above.

As mentioned in the previous section, the sale of food items had a direct impact on the amount of food to be consumed at household level, especially smaller households who receive less food to save from and sell.

It is the recommendation of this JAM that a joint self-reliance monitoring be set up in the camps in order to track the capacity of the camp-based refugee population to cover gaps in food and NFI provision.

Limited opportunities for Casual labor

In terms of paid work, casual labor is by far the most common type of work practiced by the refugees. Some of them could be employed in the camps by the NGOs, however most commonly, they reported being hired as casual laborers for land cultivation.

In terms of salaries, refugees hired by NGOs on a monthly basis for loading and offloading trucks - firewood, food, etc got an incentive of RWF 6000 per month while all NGO workers had an incentive of RWF 12,000 per month and the primary school teachers are paid RWF 13,000. In Nyabiheke camp, around 1000 refugees were hired as casual laborers in a land terracing project. They were paid RWF 850 per day after deducting RWF 150 for operational costs for Umurenge SACCO, a local microfinance through which their incentive passes.

It is the recommendation of this JAM that incentive within the camp be reviewed for casual laborers i.e from RWF 12,000 to RWF 15,000.

Work outside the camps

Fit family members would seek labor opportunities outside of the camps, sometimes they could travel far from the camps and stay away for long periods at a time.¹³ Usual rates for agricultural

¹³ In Gihembe camp especially, some refugees could leave to other districts of the Eastern province particularly Nyaruguru district, where they are engaged in cattle keeping.

casual work and livestock keeping were between RWF 300 and RWF 600 per day (or between RWF 10,000 and RWF 20,000 per month).

The high percentage of casual labor in Nyabiheke and Kiziba camps evidenced by the Pre-Jam survey may be related to the fact that these camps are located in areas with soil of good fertility where people from refugee camps can be engaged in paid agriculture activities in the neighboring rural areas.

The percentage of petty trade was higher in Gihembe compared to other camps, this is likely related to its location near Gicumbi town where there are more urban work opportunities. In Gihembe, refugees reported that some female students' dropped out of school to get employment as house workers in Byumba or Kigali where they are paid RWF 5,000 to RWF 10,000 per month.

Constraints to livelihoods and self reliance

Limitations to livestock keeping: The camp-based refugees raised livestock in the camp – namely cattle, goats, sheep, turkeys, chicken and rabbits. Cows were kept mainly for their milk while the smaller livestock were sold in local markets. These animals were useful to refugees as a source of livelihoods. However, mainly because of public health problems due to the proximity of the animals in very densely populated camps, the Government of Rwanda - through its Ministry of Disaster Management and Refugee Affairs (MIDMAR) - has issued instructions for all large livestock (cows, goats, sheep, pigs) to be removed from the camps by the second week of July, 2011. The implementation of this deadline has had a significant impact on the self-reliance and income-generating ability of the affected households.

In the course of discussions during the JAM, refugees have asked to be allocated a small place outside the camp to keep a few animals (1 animal per household) to boost their income and livelihoods. They also requested the deadline for removing animals out of the camps be extended to allow them to sell their animals at good prices. The UNHCR Rwanda Country Office is engaged in discussions with the relevant authorities and it is the recommendation of this JAM that they try to arrange for livestock to be reared outside the camp, with technical assistance in the appropriate keeping of smaller livestock.

There is little to no arable land within the refugee camps and none that can feasibly support the number of inhabitants, even to cultivate vegetables to diversify the food they eat. Nevertheless there are ongoing efforts to encourage and assist the camp population in kitchen gardening; at the time of the JAM, they were awaiting the October rains. In addition, anecdotal evidence showed that it was possible, under certain circumstances, to rent land from the host communities for a period of time¹⁴. However, no information was available on agricultural production on that hired land, costs for renting the land were prohibitive for the refugees and contractual arrangements unclear. In addition, refugees did not appear to have the technical support and capacity to get good yields out of the land when they were able to obtain it.

Lack of skills and startup capital to compete with outside labour market : As discussed in more detail further on, although there were several opportunities for vocational training, the refugees

¹⁴ Examples of renting land include: **In Kiziba camp**, a few refugees rented small land outside the camp at a price of RWF 15,000 to 20,000 for one agricultural season. However they lacked technical support such as fertilizers etc... for those who engage themselves in agriculture activities. **In Nyabiheke camp**, ARC rented land outside the camp for refugee associations to cultivate, but the contract will expire in September 2011.

still expressed they had difficulty in competing with the outside labour market due to lack of recognized certificates, startup capital and/or sufficient skills.

It is the recommendation of this JAM that, to increase the income-generating capacity of the camp-based refugee population, the existing vocational trainings in the gcamps should be re-established and/or maintained (as relevant). For in camp vocational trained the curriculum of the vocational training should be reviewed to be more in line with The GoR current policy, of better quality, and to increase the number of trainees so that more refugees can compete on the labor market.

Possibilities of training refugees outside the camps (sponsoring) should be assessed.

The importance of coping strategies

As explained above, only few refugees are able to find work and when they do they are usually paid very little, leaving many refugee households with very little income and 12% with no income at all (according to the Pre-JAM survey). Consequently, spending by the refugees is also minimal¹⁵ and many refugee families need to develop coping strategies to fulfill their basic needs. The JAM mission members found that the most common coping strategies used in the camps included:

- Borrowing food at very unfavorable rates (e.g. 1kg->1.5kg) from relatively better off refugees. When borrowing food, families were obliged to pay with high interest as soon as they received their food, leaving them again with reduced food resources and forcing them to repeat the cycle.
- Distress selling of the majority of food ration by vulnerable or ill people to meet critical needs i.e. medicine.
- Younger female members of a household working as house-help without contracts therefore at greater risk for assault and the consequences thereof.
- Transactional sex was being practiced more and more, particularly among the younger females on the camps to buy non-food items.

Based on this information, it is the recommendation of this JAM that the possibility of introducing social support food targeting the most vulnerable refugees be explored.

Exploring an opportunity: Cash and/or Vouchers?

The 2011 JAM looked into the option of distributing cash or vouchers to refugees in lieu of food; it is seen as an opportunity of saving operational costs, offering more dignity to the refugees, increasing dietary diversity while also benefitting farmers and traders around the camps.

During the JAM discussions, refugees were asked what they thought of replacing part or their entire food ration by cash or vouchers. The refugees tried to understand how the cash & voucher system would work and wanted to compare the amount with market prices and with the value of the food rations they received at the time of the assessment. Unfortunately, the mission did not provide any information on the exact amounts of cash that would be provided

¹⁵ according to the Pre-JAM Food Security and Nutrition Household Assessment (May 2011) refugee households spend on average less than 10 US cents per person per day (RWF 1,704 - 2.8 USD - per person per month), about 16 times less than that reported by households surveyed in 2009 for the CFSVA (RWF 27,500 per person per month in rural areas). On average, households reported spending more than 70 % of their expenditure on food.

to each person (or the equivalent amounts for the vouchers) or on the possible implementation mechanisms. The discussions therefore remained very general.

Overall the overwhelming majority of the refugees was very reluctant to replace the existing food distribution system by cash or vouchers.¹⁶ Apart from a minority of refugees in favor of the cash and voucher idea¹⁷ most the refugees were concerned by the proposal. The discussions during the JAM revolved around the following concerns regarding the cash and voucher:

- Fear of insufficient availability of food in markets around the camps¹⁸
- Risk of food prices inflation due to the refugees' sudden increased demand and possible discrimination against refugees at markets outside the camp
- Fear that the amount of distributed cash would be less than the value of the distributed food items and would therefore not be enough to cover all household food needs, especially in the lean season (price seasonality)
- There was concern that cash could cause domestic violence. While the women have control over food resources and expenditures at the household level, it was mentioned that men mostly control cash expenditures among families. Switching from food to cash generated the fear that cash distributions would increase intra household conflicts (women mentioned that "if we receive cash I cannot live with my husband anymore"). Women were worried that spouses /children /adolescents would also claim their financial share, resulting in the end in less food available for the household (woman "my husband will take his share and say he will eat out. Then he will be home for dinner and I cannot send him away")
- High Transportation costs considering the distance to the markets.¹⁹ Especially for handicapped and elderly people who would not be able to go to the market to buy food

¹⁶ In **Kiziba** camp, there was widespread opposition to the idea of replacing food distributions with cash. The concept of vouchers though difficult to explain, was relatively better received. However, it did not encounter much enthusiasm. The introduction of these concepts generated anxiety from the refugees' side.

In **Nyabiheke** camp, the women representative who spoke to the team was against cash and vouchers, whereas refugee leaders and opinion community leaders were positive towards this new approach. The majority of the youth groups were in favor of vouchers. The food distribution committee was 50% in favor of and 50% against cash and all against vouchers. In **Gihembe** camp, all refugees rejected the idea of voucher.

¹⁷ They argued that cash would solve the problem of delayed food delivery by WFP and insufficient food supplies, that with cash provided instead of food, refugees would be able to buy their preferred quality of food, and would have more diversified diets, that they would learn how to manage money and bank accounts.

¹⁸ Refugees illustrated this with the fact that Rwandans residing near the camps come purchase their food supplies from the refugee camps.

¹⁹ It should be noted that to reach some markets outside camps, refugees have to walk a long distance:

Gihembe camp (Byumba:1 hour walk from the camp; Rukomo:1 hour and a half walk from the camp; Mwange and Yaramba: 3 hours walk from the camp to both markets; 2 small markets of Ruyaga and Kageyo less than 30 minutes walk from the camp and these two take place only in the evening;

Nyabiheke camp (Mugera market: 30 minutes walk from the camp, Ngarama market : 2 hours walk from the camp, Nyagahanga market : 1 hour 15 minutes walk from the camp, Marimba market: 1 hour 15 minutes walk from the camp; takes place only in the evening).

- Risks of Increased theft should money be kept in the camps,

Refugees seemed slightly more open to the idea of vouchers, provided that they would enable diversification of food received at the household level. Still, many questions were raised regarding the value of the vouchers and logistical issues. Refugees did not trust the local suppliers and suspected they would give bad quality food in exchange for the vouchers or smaller amounts.

Some refugees commented that provision of cash or vouchers would mean overestimating the refugees' sense of responsibility in terms of managing their food and money resources:

Managing money was seen as more difficult than managing food and this could result in money not lasting as long as food rations do and in misuse of money by some family members (increase of alcoholism, ...).

The JAM 2011 recommends that before discussing further with the refugees on the possibility of introducing cash and/or vouchers, an in depth market and trader assessment should be carried out and shared with relevant partners to look into the concerns raised by the refugees and determine availability of food, price fluctuations, seasonality, and overall cash and/or voucher feasibility. Subsequently, if feasibility is confirmed the implementation modalities should be ironed out, including how much cash and vouchers would be provided, what mechanism of cash or voucher transfers would be used and what the involvement of financial institutions would be.

Health, WASH, Shelter and Environment

General health situation

The health program provides primary health care to all refugees in the camps free of charge. Refugee patients who require more specialized medical services are regularly referred to the government tertiary medical hospitals. Recently the program had experienced a lack of essential medicines in the camps due to ambiguities in procurement procedures and stock availability of suppliers. This situation posed a challenge to the medical assistance and support rendered to refugees in the camps, a situation which was more apparent in the third quarter of the year. The situation was rectified with adequate procurement and a reliable and robust system was put in place to ensure consistency in the availability and procurement of both essential and basic drugs. The JAM recommends that UNHCR provide essential and special drugs on time. With this objective in mind it should review the list of essential drugs and purchase them for 6 months.

In the course of the assessment, refugees expressed concern that there is not enough staff working in the health facilities to cater adequately to the number of patients. It is therefore the recommendation of this JAM that the agency responsible for medical services make its staffing requirements known to UNHCR in a staffing assessment. An additional concern was that there are difficulties with the emergency transfer of patients including delays of referrals, lack of basic drugs during a referral from the field to the referral hospitals, and a lack of food provisions for patients who are treated on an outpatient basis (inpatients receive three meals a day). In the course of discussions, it was also discovered that some of the patients are referred to hospitals without a contract with UNHCR to provide medical treatments to refugee patients, as a result of which the patients are returned to the camp without receiving treatment. Specialized services, such as dental care and physiotherapy are currently not offered. Refugees also expressed

Kiziba camp (Kibuye: 1hour walk from the camp; In Kiziba camp, people mostly go to Kibuye market, Mubuga: 1h30 walk from the camp, Rubengera: 4h walk from the camp, Kivuruga: 2h walk from the camp)

concern that, with the exception of isolated cases, male circumcision is not a service offered. The JAM recommends that the referral system be discussed with the district health authorities. It should be and explained to the general refugee population and again to each patient upon referral.

Family planning services are provided in the camps including counselling and awareness raising activities. The awareness raising includes emphasis on the importance of family planning in reducing and preventing sexually transmitted infections. The reproductive health program is also tasked with assistance, support, treatment and care for HIV/AIDS infected persons in the camps. One of the challenges to community based family planning services (offered by AHA) is that the practice goes against certain key religious and cultural beliefs i.e. cultural belief that there are undisclosed side effects to contraceptive drugs.

In Kiziba camp, the rates of infections due to acute respiratory infections (ARI) and intestinal worms were reported to have gone down when compared to the 2008 JAM findings. Currently, diarrhoea, flu and gastritis are the most common afflictions for the refugee population in all three camps. A general distribution of long lasting treated mosquito nets was implemented among the camp-based refugees at the end of 2010, significantly lowering the incidence of malaria in the refugee camps. At the same time, the incidence of water and food-borne infections has decreased, attributed to improved hygienic conditions in the camps. Note that anti-malarial drugs are available in the camps with quartier leaders in possession of essential anti-malarial drugs in case of an emergency.

The primary health care system is homogenous in the camps, with free basic health services, and basic laboratory services available. The reproductive health services are implemented concurrently with the maternal and child health services. All children below 5 years are eligible for the immunizations program with emphasis on children below one year as per the MINISANTE protocols.

The issue of stigma against people living with HIV and AIDS (PLHIVs) was raised by refugee groups during the focus group discussions. In most cases, the refugees were adamant that there was not stigma, with PLHIVs receiving extra food and regular checkups from the camp health facilities through the supplementary feeding program. According to the focus groups, PLHIVs also have significant social support from the family members and community at large within the camps. Refugees diagnosed as HIV positive who qualify for ART are catered to. To ensure consistent support and to reduce the effects of stigma and discrimination, PLHIVs organized in associations which are reported to be well accepted by the refugee community.

A great challenges facing camp-based healthcare is mental health. While efforts to initiate a comprehensive mental healthcare program are underway, there is insufficient service currently being offered on all three camps.

The JAM recommends to improve emergency health, including dispensary, services at night and on weekends, increase HIV & AIDS awareness targeting youth, women, men, religious leaders, opinion leaders and the elderly and to provide essential facilities for people with specific needs (i.e. crutches and wheelchairs)

WASH (Water, Sanitation & Hygiene)

Access to water is a major issue for Nyabiheke and Gihembe. Kiziba, being in a lake region, is the only camp not currently facing problems with water access with refugees receiving about 35 liters per person per day, well above the UNHCR international recommended standards. In addition to the issue of insufficient water provision, water containers are also a problem. They

are not part of the standard package of non-food items regularly distributed to the camp-based refugee population and are apparently in high demand as the current containers, according to the refugee focus groups, are not very durable and need replacement. The refugees have also requested that family profiles be considered in the distributions as different families have different needs as per number of household members.

Nyabiheke camp is experiencing a lack of water in certain, but not all quarters, with this number larger in Gihembe camp. A significant number of water points and water taps are not functioning in the latter camp. In addition to the issue of insufficient supply, there is also an issue of inadequate water storage facilities. Water availability, particularly for domestic use, is important in ensuring good hygienic practices. The timing of water release is also a concern. In Gihembe, some refugees have had to pay for laborers to fetch water for their families from outside the camp; a practice considered that increases their vulnerability to exploitation and abuse. It is the recommendation of this JAM that, in light of the difficulties in water availability that different water harvesting and water conservation techniques be explored to find those most viable for the camp-based refugee population.

Availability of latrines is a serious problem on all the camps. Considering that the international standard is 20 persons per drop hole, and with 23 persons per drop-hole in Kiziba, 24 persons per hole in Gihembe and 22 persons per hole in Nyabiheke, the numbers, even reduced from the 2008 JAM, are still too high. There was a recommendation in 2008 that the land issue be addressed by UNHCR and MINALOC, relevant in that issues related to availability of garbage pits and latrines would have been addressed. As was stated in the focus groups, however, the construction of sufficient latrines is still hampered by land scarcity, rocky soil and land topography that further complicate matters. The few latrines, mostly communal, available for the camp populations take approximately three months to fill up, after which UNHCR and ARC are forced to demolish some shelters to make way for other latrines. One of the issues of concern related to sanitation is the unprotected sites of former VIP latrines which pose a serious hazard. In the course of discussions in Kiziba camp, it was reported that children occasionally fell in. In 2008, the use of mobile latrines in place of the current latrines was recommended as a solution to several concerns including the allocation of single sex lockable latrines. This recommendation is still considered relevant for the 2011 JAM.

For the most part, the refugees have organized themselves to clean the communal latrines, however, refugees in Nyabiheke camp complained about paying either money or a portion of food ration to get the toilets cleaned. On a more positive note, it should be said that the majority of communal latrines are clean. It is of some concern that the majority of refugee communities do not wash their hands after using latrines. Considering that this can lead into water born diseases. It is the recommendation of this JAM that health education related to cleaning of latrines, washing of hands after using latrines be emphasized and strengthened. Furthermore the installation of tip taps at VIP latrines and at water tanks for dischargeable latrines, as well as continuous sensitization on appropriate use of sanitary facilities are a recommendation of this JAM concerning issues of hygiene and sanitation.

In Gihembe camp, the limited availability of shower blocks was noted, as each chamber is used by 80 people, instead of 50. This was also the case during the 2008 JAM as such more showers need to be constructed in order to find a solution to this persistent concern.

Shelter

A consistently raised issue in all refugee camps is that of inadequate space and specifically the shortage of shelters for accommodations. Shelter size has not changed since the 2008 JAM,

noted as 20.3m² camp areas per person for Nyabiheke, 14.2m² for Gihembe and 15.1m² for Kiziba. This space is far below the standards set by UNHCR at 45m² or more camp area per person. Land scarcity, an issue in Rwanda at large, mandates this and poses a serious issue for UNHCR. In the meantime, refugee houses continue to be built in small sizes and are often constructed too close together. While Nyabiheke has recently been given a land extension, the other camps have had no similar opportunity.

The problem of cramped living space is one with ramifications for sanitation and hygiene as well as socio-cultural issues. In Kiziba camp, for example, the youth focus group commented on the fact that they cannot sleep with their parents in the same small shelter. Some of them will sleep over with friends or neighbors to allow for privacy, something which can put them at risk for SGBV related issues such as rape and abuse and their results i.e. STDs and unwanted teenage pregnancies for the girls.

The quality of the shelters is also in question as refugees have aired concern over the lack of durable material for the shelters, and particularly the poor roofing material. It is the recommendation of this JAM that the rehabilitation of existing shelters be prioritized and iron sheeting purchased for the use of the camp-based refugee population.

The environmental conditions in the camp areas are strongly influenced by their physical location and remain a source of many constraints to the camp life. According to the UNHCR review of environmental support activities in refugee settlements carried out in November 2008, steep hillsides combined with waterproof soil result in rainwater flowing downhill at high speeds leading to soil erosion and deep gullies. All three refugee camps are located on steeply sloped hillsides and in addition, ravines, deforestation, poor soil are also part of the bad environmental situation. Some of the gullies are being used as drainage systems and get filled with dirt and debris. Considering their proximity to the shelters, and as noted in the 2008 JAM, this is a great health and hygiene risk. It should be noted that if not controlled and managed, the gullies might end up leading to massive landslides causing loss of life and property. There are no current projects to protect hillsides in camp areas implemented.

In all camps, the refugees are experiencing shortage of domestic fuel. Women and young girls are forced to venture outside the camp in search of firewood. This has created tension between the refugees and host community, sometimes leading to imprisonment and sexual abuse. UNHCR has promoted re-forestation in Kiziba camp (two trees per household); eucalyptus trees have been planted along side drainages and steep slopes. In Kiziba camp, ARC has promoted the use of Improved Cooking Stoves (mud stoves) for houses with cooking shelters (90% of households are equipped with mud stoves). These stoves save 20-25% energy when compared to traditional three stone fires and are considered more energy efficient in the long-term (Cooking Options in Refugee Situation, UNHCR 2002).

The JAM recommends to increase environmental awareness in the camps through trainings and school extracurricular activities (terraces, re-forestation - one tree per household), to explore environmental incentives options to promote environmental management/protection, including the reinforcement of the refugee-based environmental committees. To mitigate the problem of soil erosion, radical terracing on the hillsides could be considered, as recommended in the environmental support review. These terraces can also serve for small agro forestry for refugees.

Although there is a team in charge of environmental awareness in camps and some environmental protection initiatives, a lot of efforts are to be invested in dealing with challenges in refugee camps. The destruction of some existing Improved Cooking Stoves that when it rains

due to the poor quality and the lack of roofing material for cooking shelters in most of households are the main environmental issues inside the camps raised by refugees.

Protection / Community Services, GBV and Non – Food Items

Registration

The last two registration exercises took place in 2005 and 2008 during which the majority of refugees were verified.

The issue of unregistered refugees among refugee families in refugee camps was cited as a cause of reduced food quantities among families. There were several categories of unregistered refugees, namely:

- **New arrivals** – Individuals who had arrived since the last registration in 2008 are living with family members in the camp and sharing the same food ration, creating a burden on family resources especially food ration in this case.
- **Infants** – Children under 6 months are not included in the general food distribution. The refugees wanted the children to be registered as soon as they turned 6 months old to avoid excessive burdens on the family food resources.
- **Previously unregistered refugees** – Refugees who were present but not in the camp during the 2008 registration exercise ‘remained unregistered’ are also living with family members in the camp and sharing the same food ration, creating a significant burden on family food resources.²⁰

Unregistered refugees are not entitled any assistance whether food, shelter, medication, education etc. However, the mission team was informed that unregistered refugees earn their living through various means including; sharing the ration of food allocated to other family members thus becoming a burden to those registered; receiving gifts (hand outs) from well wishers like religious groups, and other good neighbors; some unregistered falling under the category of vulnerable are occasionally helped by the JRS vulnerable services; exchanging labor in the local community where their payment is low compared to Rwandese citizens doing the same job. Many males work at construction sites and also digging on farms. Most girls become house maids but are sexually abused putting them at high risk for sexually transmitted infections and unwanted pregnancies. Some women and young girls engage in negative coping mechanisms especially prostitution, others cohabiting with men as a means of survival. When these unregistered refugees seek medical services, they have to borrow ration cards and or get recommendation from the chief of quarters. However these members do not access referral

²⁰ Some refugees remained unregistered due to various reasons including absence in the camps at the time of registration, fraudulent cases, especially those with children born outside the camps and children allegedly born to teenage mothers. Some refugees were not registered because they did not remember their arrival dates in the camps, a particular problem for the illiterate refugees in this group. During the 2005 registration exercises, some went unregistered because they had lost their identifying wristbands. Still more went unregistered because they had not passed through Nkamira way-station, at that time a part of the formal registration process. All unregistered refugees were sent to Rukomo transit centre then were sent again to Nkamira where cases which were successfully dealt with were sent to Nyabiheke camp. This separated some from their families who had remained in Gihembe. In the course of the focus group discussions, the 2011 JAM team was informed that some refugees were not registered by registration staff due to personal conflicts. In some instances refugees reported that refugees who were caught entering in the country illegally were penalized based on the country's laws.

services for medical services outside the camps. Children who manage to enroll in primary schools within the camps normally have very limited opportunity for continued education or training.

In order to control and reduce problems associated with unregistered refugees the JAM considered that ample time should be given to the ongoing verification exercise. Information should be passed on to refugees encouraging them to tell the truth during verifications to avoid possible fraudulent cases. Registration staff should establish a good rapport and avoid intimidation when interviewing refugees during verification. Refugees should communicate to their fellow refugees who are not in the camps to ensure that all beneficiaries are present to be accounted for. A final decision aimed at addressing problematic cases (*cas litigieux*) should be taken within the verification timeframe and where possible refugee camp or community leaders can be used to verify some of the information offered by refugees especially at the litigation desk.

Identity and travel documents

Refugees now have their identity cards (ID) and they use them in various situations i.e. at banks, traveling out of the camp and for security purposes. The mission found that refugees were not aware of procedures to get travel documents in case of international travel. The Immigration Officers in close collaboration with UNHCR were willing to offer explanations on the procedures to apply for travel documents.

Access to justice problems resolutions

Access to justice in the refugee camps is challenging because it lies within the local community based committees mostly known “committee of wise men”. Cases are managed locally in the camps as legal representation in courts is still a challenge.

Sexual gender based violence

The mission team was informed that since the introduction of GBV program, there has been a significant reduction in cases of gender-based violence. There has also been a reduction in the incidence of early, arranged and forced marriages involving minor females and cases of domestic violence. Early pregnancies, however, remain a challenge. Most cases stem from unmet needs in the refugee camps that result in transactional promiscuity and lack of parental control over children. Despite reported achievements against GBV, issues remain and the program should continue in all camps. It is recommended that an emphasis be placed on parental awareness to prevent SGBV incidences. Awareness activities on SGBV should be mainstreamed in programs such as family planning, reproductive health, HIV & AIDS. Where possible, the stakeholders should continue advocating for more land so that houses are extended to accommodate all family members to eliminate one major contributing factor in this issue.

Vulnerability

In the course of the assessment, it was confirmed that the following refugee categories are considered as vulnerable groups by the refugees in the camps: orphans who lost both parents, widows without supporting relatives, elderly persons living alone, persons with chronic disease like diabetes, people living with HIV (PLWHIV) and people living with severe disability. In the camps, in addition to the assistance provided to the general camp population, vulnerable refugees receive specific assistance related to their status among others diet for the diabetic

and PLWHIV and AIDS as well as compensatory aid to some people living with disability. There is a need to identify, verify and categorize the vulnerable groups based on their specific needs. It was found that the support rendered to vulnerable was not enough and there are not enough focal points in the camps responsible for ensuring that specific consideration is accorded to vulnerable sub-groups of the camp-based refugee population. Finally, it was noted that there were gaps in reporting for assistance rendered to the vulnerable members of the population as it was not easy to verify if the specific assistance meant for the vulnerable were really reaching them.

Relationship between the refugees and the host community

Overall, the relationship between the refugees and the host communities is considered cordial as indicated by the trade between communities, marriage and the fact that refugees are engaged in casual labor by the locals. There are, however, some areas of friction reported such as children from the camps allegedly stealing crops and other items from the host community; cases of physical and sexual assault committed against refugee women when they go collecting firewood in the farms belonging to the locals. It was also a voiced concern of the refugees that locals use their relative economic power to engage in transactional sex with minor refugee females. The mission noted that there were no control of movements in and out of the camps especially during nights and it considered that adequate and timely supply of fuel wood would reduce sexual gender based violence incidences in and around the camps.

Non food items

Refugees depend on the humanitarian assistance in acquiring and owning the water containers, food storage facilities, agriculture or garden tools, clothing's, beddings, long lasting mosquito nets and fuel wood. It was reported that the 20 liter jerry cans were distributed in 2009 but only to families with more than 9 members. The rest were provided with collapsible jerry cans which are weak and do not last. The empty sacs from the warehouse are in limited supply. Also the sauce pans distributed in the camp were said to be small and inconvenient to families with more than 6 members. Agriculture and garden tools are only provided to IGP beneficiaries. The blankets distributed are usually light and very small in size, not conducive for the very cold weather condition of Gihembe camp. Quantity of fuel wood supplied is usually not enough and supply is not timely; refugees tend to move outside the camp to look for fuel wood which sometimes causes conflict with members of the host communities. Refugees usually sell portions of cooking oil in order to buy clothes which are rarely distributed in the camp. The clothes donation from LDS distributed in 2010 were helpful but not enough for all refugees and the majority of which are considered culturally inappropriate i.e. trousers for women.

Most of the non food items were distributed in 2009 and 2010 for example in 2009 water containers and food storage facilities were distributed. In 2010 the following items were distributed: agriculture and garden tools only distributed to IGP beneficiaries by ARC, clothing, beddings (blankets)-last distributed and long lasting mosquitoes nets-distributed.

Education and Vocational Training

Primary education

The primary school curriculum in the refugee camps is expected to offer formal learning, such as literacy, numeracy and manual skills. It offers knowledge to children through observations experimentation and study in the social areas of social and natural science. The primary school

trainings prepare children to attend secondary schools and offers basics for vocational trainings. In the refugee camps children are expected to acquire some life skills and be able to integrate in the society after completing the schools. They are meant to start appreciating for their culture and religious related issues. As one of the human rights element recognized for the children, primary school is universal to all children; children have free access to primary school education in all the three camps.

It is expected that all children aged 6-14 years should be attending the basic primary education in all camps. The pre-JAM study found that the attendance rate of children eligible for primary schools was around 86% in all camps. Although the attendance rates in primary schools in all camps is very high on the contrary there is very low attention among adults (15 to 59 years old) for vocational trainings. The study found that the attendance rate among adults on vocational trainings was only 10.9% for males and 9.4% among female across the refugee camps. In the course of discussions, the JAM team identified a lack of vocational and life skills training opportunities after JRS stopped this activity in all camps.

Gihembe was the only refugee camp offering nursery education. Following the strike at the school in September 2010 that culminated in a strained relationship between the school management and the refugee community, JRS decided to close its education services in Gihembe in March 2011 despite a series of negotiations. After high level interventions from the Government of Rwanda and UNHCR in late May 2011, JRS re-opened primary and secondary schools but kept nursery and vocational training program closed.

Table 7: School Attendance (disaggregated by sex)

Camp	% 6-14 yrs current attending primary school		% 15-59yrs on vocational training	
	Boys	Girls	Males	Females
Gihembe	85%	91%	5%	7%
Nyabiheke	86%	87%	16%	5%
Kiziba	88%	81%	16%	17%
Overall	86%	87%	11%	9 %

SOURCE: PRE-JAM FOOD SECURITY AND NUTRITION ASSESSMENT

The low attendance is more noticeable in Gihembe settlement where only 5% of males and 7% of female attend vocational training. The reason for this poor attendance on vocational trainings can be associated with the fact that the vast majority of adult refugees go out of the refugee camp to work in Gicumbi town and nearby villages in order to supplement the international assistance they receive from both WFP for the food and UNHCR for the non food items.

The Pre-JAM Household Assessment evidenced that a very small percentage of heads of households among the camp-based refugee population had advanced education (<1 percent) or vocational training (1.5%). These findings highlight the fact that the ability of heads of families to employ self skills and creativity on undertaking self employment and coping mechanism would be expected to be low and that their ability to acquire better and competitive employment opportunities is already compromised. Furthermore, the majority of women are less educated, with findings showing that more than 50% of women are not educated or have not had an opportunity to attend schools.

In all camps, about 99% of children are enrolled in school at the beginning of school year and both girls and boys enrol in school almost at the same proportion. Nevertheless, refugees informed that attendance of children in school is highly affected by food shortages at household level as children hardly get breakfast in the morning before they go to school, with reduced food ration due to absence of CSB in the general food basket it is a recommendation that advocating for food based intervention for children be considered so that a form of complementary feeding is implemented in the camps to support family food security, raise attention of school children attending class sessions and reducing both chronic malnutrition and anaemia.

In addition to this, and considering the lack of shoes and school uniform for children attending schools, some refugee school committees have introduced school fees paid to support daily school meals taken at school and covering for teachers' incentives these supplement costs affect negatively the attendance and continuity of schooling to some children. In order to enhance school attendance, advocacy for the provision of shoes and school uniforms to school-going children, the humanitarian agencies also were requested to consider covering all primary schools expenses for refugee students attending government schools.

As it was noted by the JAM 2008, overcrowding in the classrooms continued to be a pressing issue. It has been not possible to extend the classrooms or construct new classrooms due to land scarcity. On some occasions, children have to attend lessons while seating outside. This situation makes the learning environment uncomfortable and unattractive for children. Another challenge faced by the education programme is the media of communication; in Rwanda English is the media of communications in schools; refugees have expressed some worrisome of using

English as a teaching language in primary schools. Parents are worried of the integration capacity of their children once are back in DRC knowing that in DRC the media of instructions in schools and the official language is French. That maintenance and repair services of ARC's fleet under the right of use will be the responsibility of ARC from January to June 2011. The issue of incentive among school teachers emerged in Nyabiheke, refugees mentioned that teachers are not motivated because are paid only half the incentive of Gihembe and Kiziba paid to teachers. This situation has contributed for quick teachers' turn over; the better qualified ones seek jobs outside the camp. In 2010 the UNHCR standard and indicators annual report informed that only 44% of the teachers in Nyabiheke were qualified. The JAM realised that harmonisation of incentives should be among the priorities if education system is to improve also in Nyabiheke, also hiring of qualified teachers accompanied with on-the-job training should be part of the education strategies.

A continuing problem is the children who complete the Core Curriculum and who have nothing to do afterwards. There are two types of secondary education, namely the boarding schools and Nine Years Basic Education (9YBE). Children who achieved satisfactory results in the P6 national exams will be posted to boarding school whereas those who pass the exams but not with satisfactory results will attend 9YBE. However, refugee children, no matter what their results, cannot afford to attend the boarding schools and therefore, resort to the 9YBE. In Nyabiheke camp for instance, only 64 children (under Howard Buffet Scholarship) have the chance to attend secondary education at the boarding schools. Also, some 9YBE schools are far away from the camp. The negotiations with Government of Rwanda in order to facilitate integration of second cycle senior students in schools and vocational institutions would solve the issues related to post-primary education for refugees. This has to go with the review of modalities for awarding scholarships to girls and boys considering full payment of fees requirements.

Secondary and tertiary education

Since 2009, there have been no DAFI scholarships issued to students who have completed S6. This negatively affects those students who wish to pursue further education. Advocacy for more scholarships to be provided for promising scholars at the secondary and tertiary level is encouraged in this issue.

There used to be vocational training programs such as in tailoring, carpentry, mechanics and cooking in all three refugee camps, however, these vocational trainings are not well functioning, this includes the recently opened school in Gihembe camp (Hope school) is not well structured with only two combinations of courses. It is not fully equipped and has no school materials. Following the closure of the JRS office, a major part of the program was stopped, the only exceptions being the vocational training courses run by ARC. Barring the fact that they received no start-up kits at the end of the programs, refugees liked the training programs. However, refugees reported that the quality of trainings offered in the camp is only the basics and getting a job is difficult. Hence, the review of vocational training model and align it with national schools and vocational institutions assessment is necessary.

Apart from financial, logistic and programme issues faced with students in refugee camps, other problems have been raised by refugees during the JAM. In Firstly came the issue of Registration of children in Camp Schools. The parents found that the time allocated to the registration process was too short and the communication about registration was not sufficient. It was also felt that sufficient consideration was not taken of special cases, for instance children who arrived late for registration and who were refused. Regarding this issue, the review of the registration process in order to extend the time for registration, intensification of the

communication process through opinion leaders and administrative structure and improvement of communication system in dissemination information regarding registration of children through opinion leaders and camp administrative structures are measures proposed to deal with this issue.

The next issue of importance to refugees was that of disciplinary measures in the Camp Schools. It was felt that particularly two types of punishment were excessive: exclusion of children from school for long periods (e.g. one week) and corporal punishment in the classroom. It was also noted that some teachers used strong language to insult pupils in the classroom and this is not acceptable. The JAM recommends reviewing the form of disciplinary measures particularly regarding exclusion for long period, corporal punishment in class, insulting language and deduction of marks.

Another issue which also came out was that of communication between parents and the school administration, especially regarding children who have been excluded from the classroom. In these cases parents must be informed immediately to ensure the safety of children thus excluded.

Refugees consistently complained that hunger forces their children to absent themselves from school, particularly in the week before the food distribution period. They expressed the wish that CSB be reintroduced as this food supplement makes school attendance much easier or introduction of school meals program be considered for the schools in refugee camps.

Refugees also admitted that some parents are ignorant of the importance and value of education for their children. And children therefore spend time at domestic tasks (seeking firewood, carrying water, and carrying goods to and from markets) which should not be the case during school hours. Hence, increase awareness among parents on the importance of schools so that could encourage their children to attend for schools and prioritise education in the families for the better future of the children and society.

Vocational training

Vocational training, provided by JRS and ARC, is widespread in the camps, with sewing, knitting, hairdressing, construction, cooking, carpentry, handcraft, soap making, small scale gardening, cobras (shoes repairing), literacy and numeracy mentioned as skills in which refugees were trained. A lack of startup capital and equipment hamper efforts at starting up businesses after completing these trainings. Another obstacle is that the certificates issued upon completion of these trainings are not recognized by institutions outside of the camp, because they do not mention the modules and duration of the attended courses. Additionally, the skill level acquired through these vocational trainings is lower than those of competing laborers outside the camp resulting in difficulties in finding employment outside the camp. Given the limited job opportunities, most of the trained refugees stay unemployed for a long time and forget the acquired skills with time. Furthermore, it was mentioned, that it is very difficult to find a job outside the camp without possessing a Rwandan ID card. It is the recommendation of this JAM that UNHCR, in collaboration with partners, assess the possibility of refugees being sponsored to be trained outside the camps.

Sports, recreation and cultural activities

Regarding sport, recreation and cultural activities, the quality of sports activities is low when compared to the national standard. There are no age and gender appropriate fields and the ground for basketball is also used for volleyball. When JRS started the sports and recreational activities, the quality was good and the variety of activities was diverse. However, with

increasingly limited financial resources, the quality also deteriorated. Only football and basketball are given emphasis with no athletic games. There are few options for adults except for traditional board games and cards. Also, there are no opportunities for children and youth to follow international sport events. They have to go outside of the camp (particularly during the European Champions League matches, World Cup games, African Cup of Nations games) at night. It is of particular note that persons with disabilities are without options for recreational and sports activities.

Conclusion and recommendations

Follow up on the JAM 2008 recommendations

The refugee operation in Rwanda is one of the protracted relief and refugee operations in Sub Saharan Africa. The paragraphs below give a quick overview of the status of implementation of the main recommendations of the 2008 JAM at the time of the 2011 JAM:

- As mentioned in the 2008 JAM report, nutrition and food insecurity continues to be an issue of concern among the refugees in the camps.
- The 2008 JAM had revised the food ration of refugees; despite difficulties related to resource mobilizations the operation adopted the recommended new ration scales and distributed as much as possible the food distribution calendar.
- The health facilities in all camps were re-constructed as recommended by the 2008 JAM; in all health centers in the camps plastic sheeting was replaced with bricks and corrugated iron sheets.
- Since the 2008 JAM several refugees have been resettled to third countries as part of ensuring durable solutions are accorded to refugees.
- Although the government offered some land in the camps to set up social welfare, land scarcity and the lack of reliable income generating activities are areas which still need further efforts and that were also recommended in the 2008 JAM.

Recommendations of the JAM 2011

Programme efforts to improve the refugees' living conditions continue to be implemented by the GoR, UN agencies, Implementing and Operational partners. It is with this purpose that the JAM 2011 provides the recommendations outlined in the summary of this report. It is understood by the mission that in order to progress and achieve these recommendations, all the partners will need to offer maximum resources in terms of time, human resources, material resources and involvement of refugees in all programme activities. The joint plan of action will provide guidance in timing for implementation and in allocating responsible organisations for each recommendation.

A new nutrition strategy has been defined in this report aimed at addressing current high levels of stunting and anaemia while keeping acute malnutrition rates within acceptable thresholds among vulnerable refugees. The nutrition programme will shift from the old model of managing malnourished children into the current community based management of acute malnutrition. It is planned that milling machines will be made available in the refugee camps soon so that favourable milling terms are accorded to refugees that will reduce losses of food entitlements at family level.

Improving refugee nutrition and food security goes together with ensuring that **food** (maize meals and pulses (beans) particularly) is distributed in **sufficient quantity and quality**. The mission recommended cereals be distributed in the form of maize meal and easy to cook beans that uses less fuel wood during cooking. Maize meal and easy to cook beans will increase nutrient bioavailability among refugees hence improve nutrition and food security. Other issues that are prioritized are improvement on the **monitoring** roles and presence of WFP and UNHCR staff during food distribution. The mission emphasizes that presence of WFP programme staff in the camps during food distribution; quality weighing scales, addressing the problems associated

with underweight bags, sign boards displaying food ration and compositions and maintaining the agreed food distribution calendar will contribute toward improving refugee nutrition and food security.

It is of importance to allow for **better livelihood and self reliance opportunities** in the camps: With the exception of a few individuals who have jobs in aid organizations working inside refugee camps and some who are engaged in casual labor, the majority of refugees in the three camps rely primarily on assistance from aid organizations. Even those who have jobs have low purchasing power because of the low salaries they get. In order to have meaningful income generating activities and vocational training skills that will substantially contribute to the food security and income of the vulnerable refugee families' adequate resources need to be allocated to all identified IGAs and the community services sector should lead in providing adequate and better innovations.

The **land issue** is of concern at the national level and advocacy for more land for the refugee camps will continue to be undertaken by UNHCR jointly with MIDIMAR. Land is essential if refugees are to have space to plant vegetables, manage soil erosion and implement the national environment strategy. The camps experience land shortages for communal latrines and shower shelters and digging of pits for garbage. The JAM emphasizes that piece of land which have been given by the government in the camps should be utilized as soon as possible for camp activities. The mission encourages that The GOR through MIDIMAR should consider availing additional land to refugees in order to curb the current shelter problems which will allow UNHCR to prepare a comprehensive budget that will include construction of new shelters, class rooms, latrines and bathing shelters etc.

The mission determined that the current serious shortages of drugs in the **camp health facilities** and the challenged medical referral mechanisms calls for all involved partners to jointly work together so that such issues are addressed once and for all. UNHCR should work closely with partners to ensure steady procurement and presence of drugs in the camps.

Lastly, the JAM also calls for exploring the possibilities that all refugee backlogs of **unregistered** caseloads currently residing in the camps should be registered. Also close family members of registered refugees can benefit from derivative status, especially for minors (review asylum policies to reflect this).