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List of Acronyms

| | |
|---------|--|
| ADRA | Adventist Development and Relief Agency |
| AHA | Africa Humanitarian Action |
| ARC | American Refugee Committee |
| ART | Antiretroviral Therapy |
| AVSI | The Association of Volunteers in International Service |
| BMI | Body Mass Index |
| BPR | Banque Populaire du Rwanda |
| CBI | Cash-based Intervention |
| CSB | Corn-soy blend |
| CSI | Coping Strategies Index |
| DRC | Democratic Republic of Congo |
| ECD | Early Childhood Development |
| FAO | Food and Agriculture Organization |
| GAM | Global Acute Malnutrition |
| GBV | Gender Based Violence |
| GFD | General Food Distribution |
| ICT | Information and Communication Technologies |
| IYCF | Infant and Young Child Feeding |
| GoR | Government of Rwanda |
| JAM | Joint Assessment Mission |
| MAM | Moderate Acute Malnutrition |
| MIDIMAR | Ministry of Disaster Management and Refugee Affairs |
| MUAC | Mid-Upper Arm Circumference |
| NFI | Non-Food Item |
| PDM | Post-distribution monitoring |
| PLWHIV | People Living With HIV/AIDS |
| RWF | Rwandan Franc |
| SAM | Severe Acute Malnutrition |
| SENS | Standardized Expanded Nutrition Survey |
| SFP | Supplementary Feeding Programme |
| SGBV | Sexual and Gender Based Violence |
| SRH | Sexual and Reproductive Health |
| STI | Sexually Transmitted Infection |
| TFP | Therapeutic Feeding Programme |
| PAJER | Rwanda Youth Parliament |
| UNICEF | The United Nations Children's Fund |
| UNHCR | United Nations High Commissioner for Refugees |
| VSL | Voluntary Savings and Lending Schemes |
| VTC | Vocational Training Centre |
| WHZ | Weight for Height Z-score |
| WFP | World Food Programme |

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Executive Summary

Rwanda hosts 73,752 refugees of whom 71,704 are camp based and the vast majority are coming from Democratic Republic of Congo (DRC). Some of the refugees have been in Rwanda for many years (some over 15 years) and others have arrived more recently as a result of new conflicts erupting in DRC in 2012.

The JAM is carried out every two to three years to provide an update of the food security situation among camp-based refugees in Rwanda and to provide information for future programmes. This JAM covered the four existing refugee camps, Gihembe, Nyabiheke, Kiziba, Kigeme, and the transit centre Nkamira.

The objective of this JAM was to assess the refugees' health and nutritional status, food security, and level of self-reliance. In addition, the mission aimed to determine the adequacy of basic services and provisions (both food and non-food items), examine the interaction of refugees with the host population, identify unmet needs, and propose an intervention strategy for 2014 onwards.

The JAM team found that the refugees are still highly dependent on humanitarian assistance to cover their basic needs. The refugees are currently provided with a monthly general food ration, providing 2,103 kilocalories per person per day and thereby meeting 100 per cent of refugees' daily food energy requirements. The food security status in the Rwandan refugee camps remains difficult with more than half (52%) of all households having inadequate food consumption and refugees being dependent on food aid to cover their caloric needs. The groups found to be particularly vulnerable to food insecurity were: elderly, disabled, child-headed households and unaccompanied children. One challenge for these households is the food distribution. In most camps (all except Kiziba), there is no prioritizing system for vulnerable groups during the food distributions.

The main sources of food in the refugee camps are food aid and market purchases, while food from own production is very limited, primarily because land scarcity limits agricultural production among the refugee population. Although the food markets in Rwanda are diverse, and food is generally available all year round the diets among the refugees are low in diversity and an increased food diversification was perceived as desirable by the refugees. Refugees in all camps use most of their income (52%) to cover the household's every day food expenditures (68% including milling fees) to purchase food items which are not included in the food ration (mainly fresh vegetables, potatoes and sweet potatoes). Generally, refugees support the idea of cash and voucher, particularly because it will give them increased freedom and opportunity to choose and diversify their food options and diets.

When there is not enough food or money to buy food the refugees employ a number of different strategies to cope with the situation. The most common negative coping strategies mentioned were: girls engaging in transactional sex to cover their basic needs; taking loans to cover domestic needs instead of investments; theft/robbery; underfeeding and; high risk casual labour. All of these strategies potentially result in serious consequences.

Over the years, refugees in Rwanda have not had the opportunity to significantly expand their livelihoods and sources of income. The most common source of income is to sell part

of the food ration. The money from selling food aid is used to buy additional, preferred types of food and to cover other basic needs. Other sources of income are: casual labour inside and outside the camps; petty trade and small businesses and short term contracts. The limiting factors for the refugees to expand their income sources are: limited access to land outside the camp; poverty in the local communities; lack of an effective integration policy of refugees into socio-economic local context; lack of a start-up capital; poor availability of income generating projects inside the camps; vicious circle of indebtedness of refugees, limited knowledge and skills of refugees to be able to compete with Rwandans on the labour market. Opportunities for increased income generation include access to loans and credit and improved skills through vocational training.

The global acute malnutrition (GAM) prevalence has improved (as compared to 2012) in Kiziba and Kigeme (to 1.6% and 5.0% respectively), but worsened in Nyabiheke and Gihembe (to 6.0% and 3.2% respectively). This means that in Nyabiheke and Kigeme, the levels are above the threshold for what is considered acceptable according to WHO. The factors influencing malnutrition are many and can, in addition to poor diets, partly be explained by the easy spread of infectious diseases in the camps. The most common diseases are upper respiratory tract infections, watery diarrhoea and intestinal worms, with the addition of malaria in Nyabiheke camp. Shortage of water and poor hygienic conditions were mentioned as important constraints by the refugees. The recommended minimum amount of water per day is 20 litres per person and Kiziba is the only camp which reaches that level. In the other camps, refugees only receive about half of that amount.

The JAM team concluded that self-reliance and income generation continue to be major challenges to refugee food security and well-being. Currently, the refugees are dependent on food assistance, not only to cover their caloric needs, but also as a source of income to cover other basic needs. The diets of the refugees have a low diversity and few have acceptable food consumption contributing to a lower nutritional status. The main recommendations from the JAM team are therefore to develop a strategy to increase income-generation in the camps and meanwhile continue to provide food and non-food assistance to refugees in Rwanda.

Introduction

“The purpose of a UNHCR/WFP JAM is to understand the situation, needs, risks, capacities and vulnerabilities of refugees with regards to food security and nutrition” (JAM Guidelines, 2013)

Background

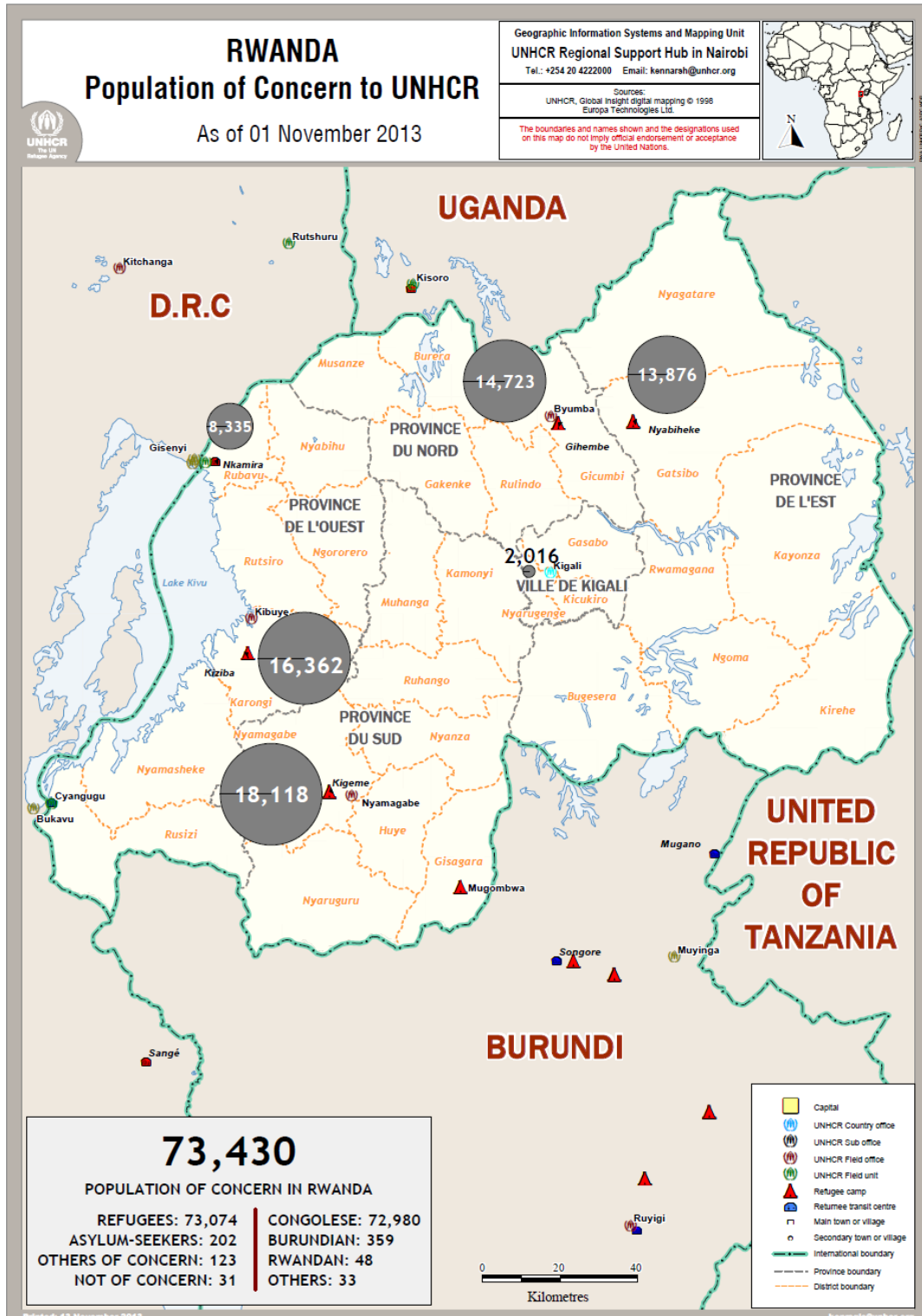
Rwanda hosts 73,752 refugees¹ of whom 71,704 are camp based and 2,048 are urban refugees. The vast majority originate from Democratic Republic of Congo (DRC), mainly from North Kivu (83%) and South Kivu (9%). The majority are speakers of Kinyarwanda which is also one of the official languages in Rwanda. The refugee crisis in Rwanda is a result of the political and ethnic conflict which emerged in the Great Lakes Region during the early 1990's and caused an exodus of refugees from DRC and Burundi into Rwanda. Recently, refugees from Burundi voluntarily repatriated back to their home country and thereby achieved one of the long term durable solutions for refugees. This repatriation led to the closure of the Burundi refugee caseload in Rwanda. For the Congolese refugees, the unstable political and security situation in the areas of return is hampering the prospects of repatriation to DRC. Before 2012, Congolese refugees in Rwanda were accommodated in three camps: Gihembe, Nyabiheke and Kiziba. With the eruption of new conflicts in North Kivu province of DRC in April 2012, more than 35,000 refugees crossed the DRC-Rwanda border, necessitating the opening of Kigeme refugee camp in Nyamagabe district. The Government of Rwanda has also allocated land for a new camp, Mugombwa, in Gisagara district. This camp now hosts refugees previously residing at Nkamira transit centre.

Rwanda is a signatory of the 1951 Convention on the Status of Refugees,² as well as the 1969 Organization of African Unity Convention that specifically addresses the issues of refugees in Africa. Within the governmental structure, the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) is responsible for overseeing refugee issues in Rwanda. 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.

Refugee Numbers and Demography

The JAM covered the four existing refugee camps, Gihembe, Nyabiheke, Kiziba, Kigeme, and the transit centre Nkamira. At the time when the JAM was conducted there was a large population of refugees in Nkamira transit centre that were about to be relocated to the new camp (Mugombwa), which had not yet been opened.

² Legal document defining who is a refugee, their rights and the legal obligations of states



Gihembe

Population: 14,597 (6,545 male and 8,046 female)

Location: Gicumbi district in the Northern Province a few kilometres from Byumba.

Food security: 48% had inadequate food consumption in November 2013.

Malnutrition: 3.2% of children <5 years suffering from global acute malnutrition in December 2013.

Established in: 1997

Gihembe camp faces extreme environmental degradation which has led to the creation of life-threatening ravines and gullies. In Gihembe camp cash distribution was piloted as a replacement for in-kind food distributions.

Nyabiheke

Population: 14,100 (6,227 male and 7,869 female)

Location: Gatsibo district. Nearby towns/markets are Kigarama, Mugeru, Barimba and Ngarama

Food security: 61% had inadequate food consumption in November 2013.

Malnutrition: 2.9% of children <5 years suffering from global acute malnutrition in December 2013.

Established in: 2005

The camp was established in 2005 to host Congolese refugees that had been long-time residents of Nkamira Transit Centre. With the continued unrest in DRC, Nyabiheke has continued to receive newly arrived refugees

Kiziba

Population: 16,314 (7,339 male and 8,910 female)

Location: Karongi district about 33 kilometres outside Kibuye town in the West Province.

Food security: 43% had inadequate food consumption in November 2013.

Malnutrition: 1.6% of children <5 years suffering from global acute malnutrition in December 2013.

Established in: 1996

The camp is situated amid a poor population far from major towns. The road infrastructure connecting the camp is poor, making transportation a challenge.

Kigeme

Population: 18,298 (8,097 male and 10,191 female)

Location: Nyamagabe district of the Southern Province. The camp is located in a poor area with low agricultural production.

Food security: 57% had inadequate food consumption in November 2013.

Malnutrition: 5% of children <5 years suffering from global acute malnutrition in December 2013.

Kigeme camp originally hosted Burundian refugees. The Government of Rwanda re-opened Kigeme camp in June 2012 as a response to the influx of refugees fleeing renewed fighting in Eastern DRC.

Nkamira Transit Centre

Populations: 8,395 (3,472 male and 4,882 female)

Location: Rubavu district.

Food security: N/A

Malnutrition: 3.4% of children <5 years suffering from global acute malnutrition in December 2013.

The refugees residing in Nkamira transit centre at the time of the primary data collection have now been transferred to the new camp, Mugombwa, in Gisagara district

Current Assistance

The Rwanda refugee operation is part of the Great Lakes Region Protracted Relief and Recovery Operation, which began in 1999 and implements care and maintenance assistance and support for refugees and returnees in the region. The current refugee operation in Rwanda offers international protection, basic social welfare support and assistance to approximately 74,000 refugees. In close collaboration with GoR and partners, UNHCR aims to create an enabling environment for protecting the rights of children to education, good health and nutrition, and for preventing abuse, including sexual and gender-based violence. The Ministry of Disaster Management and Refugee Affairs (MIDIMAR) is responsible for the camp management and security.

Camp-based refugees are provided with a monthly general food ration, providing 2,103 kilocalories per person per day and thereby meeting 100 per cent of refugees' daily food energy requirements. Additionally, safety net activities target the most vulnerable segments of the refugee camp population. These activities include: i) blanket supplementary feeding for children 6-23 months; (ii) blanket supplementary feeding for pregnant and lactating women; (iii) curative supplementary feeding for moderately malnourished children 6-59 months; (iv) care and treatment for moderately malnourished ART clients; and (v) a mid-morning meal to primary school children. In Gihembe camp, cash transfer has been piloted and 14,500 refugees are currently receiving cash equivalent to the value of the general food ration for a period of 7 months.

UNHCR is tasked with ensuring that adequate non-food items that impact food security are provided, including: soap, cookware, jerry cans for fetching water, blankets for beddings, education materials for primary and secondary school, and material for vocational trainings. Furthermore, UNHCR is responsible for ensuring the provision of adequate potable water, as well as 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, and are detailed here in their respective sections.

In order to ensure adequate delivery of services and assistance, UNHCR and WFP work together with partner organizations in the implementation of programs.

The Joint Assessment Mission

The JAM is carried out every two to three years to provide an update of the food security situation among camp-based refugees in Rwanda and to provide information for future programmes. The previous JAM for Rwanda's refugee operation was conducted in June-July 2011, and found that the camp-based refugee population faces several significant food security issues, especially in the area of self-reliance and livelihoods. Some of these are unchanged since the preceding JAM in 2008. A list of recommendations from the previous JAM in 2011 and their implementation status can be found in Annex II of this report.

Objectives

The objective of this JAM is to assess refugees' health and nutritional status, food security, and level of self-reliance; in addition, the mission aims to determine the adequacy of basic services and provisions (both food and non-food items), examine the interaction of refugees with the host population, identify unmet needs, and propose an intervention strategy for 2014 onwards. The joint review or reassessment will also provide information that will help to fine-tune and reorient the on-going operation within the overall objectives, and address problematic policy and operational issues. Specifically, the JAM aims to inform budgetary and strategic planning in terms of the following objectives:

- a. **Assess the food security and nutritional status of refugees in relation to current food support:** adequacy of the ration, appropriateness of this modality, interventions such as selective feeding programs (IYCF, SFP, TFP, school feeding, etc.) and their impact upon vulnerable groups (e.g. persons with chronic illness), and issues related to access and/or utilization of the ration.
- b. **Assess the health, WASH, environmental and shelter issues for refugees:** chronic illness and infections impacting nutrition status; adequacy of sanitation and hygiene conditions; adequacy of shelter provision and impact upon health/nutrition; environmental issues affecting refugee health and safety, including deforestation and soil erosion.
- c. **Review key protection, including GBV, issues related to food security including:** shelter status, gender inequality, access to support/services for persons with special needs; registration and documentation; and negative coping strategies resulting from food insecurity.
- d. **Assess the income-generation, education and vocational training for refugees:** assess gaps in the education sector in relation to food security, assess refugee skills and capacities, and elaborate a strategy for income-generation to mitigate challenges in food security, nutrition, and GBV.
- e. **Detail the logistics and distribution of food and non-food items:** logistics (transport, storage and handling) system and management, the losses incurred,

the levels and condition of operational reserve stocks, risks, and possibilities to reduce risks and increase performance and efficiency.

Methodology

The JAM was organized jointly by UNHCR and WFP with the participation of other UN agencies, the Government of Rwanda, the donor community, and cooperating partners.

The report is based on a secondary data review and primary data collection. The main sources of secondary data are: post-distribution monitoring (PDM), the pre-JAM nutritional assessment, demographic data and the UNHCR standards and indicators reports. The PDM survey is based on household interviews where the households were sampled based on lists of registered households provided by UNHCR. The sample represents around 5% of the total population in the camps. In the end, 182, 161, 151, and 208 households were visited in Kiziba, Gihembe, Nyabiheke, and Kigeme Camps, respectively. The household interviews included information on food consumption, expenditures and income. The pre-JAM was conducted in December 2013 and collected information related to nutrition, including anthropometric measure of children 6-59 moths in all camps included in the JAM.

The field visits for primary data collection took place between January 27th and February 12th 2014, and each camp was visited for 1.5-2 days. The team was divided into five different thematic groups: (1) food security and nutrition; (2) health, environment and shelter; (3) self-reliance, vocational training and education; (4) protection; and (5) logistics. The data collected during the field visit was exclusively qualitative and mainly collected through focus group interviews.

In each camp the five thematic groups conducted focus group interviews with six different demographic groups: boys aged 10-17, girls aged 10-17, women aged 18-49, men aged 18-49, women above 50 and men above 50. In Kigeme camp there were two additional demographic groups interviewed by each thematic group: unaccompanied minors and disabled persons. The focus group discussions were guided by open-ended questions, allowing the participants to freely express their thoughts on the topics of discussion.

In addition to the focus group discussions, the thematic groups collected information through key informant interviews and observations. Key informants interviewed were: staff from the health centres, staff working at the nutrition centres, principals, and representatives from cooperating partners in the camps, financial institutes, distribution committees, warehouse managers and security



Debriefing session with the thematic groups

committees.

Food security and nutrition

Food Availability and Access

The food security situation is determined by the three components: food availability, food access and food utilization, which are commonly referred to as the three pillars of food security. If one or more components are lacking, adverse nutritional outcomes will be the result. Food availability refers to the food that is physically present in the area through food aid, markets, own production, stored food or imports while food access refers to households' ability to acquire adequate amounts of food through one or more sources.

The main sources of food in the refugee camps are food aid and market purchases, while food from own production is very limited. In the post-distribution monitoring report (PDM), borrowed food is also mentioned as one of the main sources of food. Refugees are able to produce very little on their own (3%), so any food in the household is either coming from the food aid basket or from the market. The PDM showed that while only 33% of all cereals eaten come from a household's own food aid, the majority were "borrowed," most frequently from other refugees. In Gihembe, refugees have started to receive cash instead of in-kind food, which will increase the proportion of food coming from market purchase.

Groups with Limited Food Access

Refugees consistently identified certain groups as particularly vulnerable to food insecurity within their communities. These include the elderly, disabled, child-headed households and unaccompanied children (especially one-person households). It was mentioned in the focus group discussions that the community is largely unable to assist these vulnerable households because of generalized chronic food insecurity. This was poignantly expressed with a local proverb (translated): "a man with diarrhoea is unable to support another who is vomiting."

Food distribution is a challenge for these vulnerable households. In most camps (all except Kiziba), there is no prioritizing system for vulnerable groups during the food distributions. This means that the old and disabled have to come to the distribution centre and often wait in line for a long time before they are served. In addition, it was reported that these groups also have to pay others for the transportation of their food ration. For the unaccompanied minors who are attending school, distribution during school time requires them to leave the school in order to collect their food. Distributions are especially difficult for one-person households because they cannot ask someone else to collect their food ration.

Access to food can also be an issue at the household level. This is particularly troublesome when a family member uses food rations for other purposes (mainly to buy alcohol), which can lead not only to a shortage of food but also to an increased risk of domestic violence. Drinking was mentioned as a problem within the camps and households with alcohol abusers were mentioned as a vulnerable group.

Food Availability in Markets

A market study from 2011³ found that food markets in Rwanda are diverse, including staples like beans, sweet potatoes, maize, cassava, sorghum, Irish potatoes and rice and non-staples like bananas, milk and groundnuts. Food is generally available year-round, except in some low production districts like Nyabihu, Ngororero and Nyaruguru-Nyamagabe. One of the refugee camps, Kigeme, is located in Nyamagabe district and Kiziba is located in the bordering district Karongi where food availability may be lower compared to other parts of the country due to lower production.

The market study, which was conducted in Gihembe, Kiziba and Nyabiheke also found that in all three refugee camps, refugees interact with markets inside the camps, which are open every day, as well as markets surrounding the camps. The refugees confirmed that the markets surrounding the camps have a broad spectrum of goods resembling the original Congolese staple diet, but prices are high inside and close to the camps. The accessibility is problematic because of high prices and sometimes long distances to the markets. This was mentioned especially in Kiziba, where the closest market, Mubuga, is about 2h walking distance from the camp. In Kigeme, cassava inside the camp cost twice as much as cassava from one of the markets outside the camp. In Kiziba and Kigeme, vegetables were consumed fewer days per week than the other two camps, which may be a result of limited availability because of the distance to the markets.

Tubers and vegetables are two types of commodities commonly consumed that are purchased at the market. Among households in the camps, 62% were consuming tubers that they bought from the market and 63% were consuming vegetables from market purchase.⁴ Many of the refugees saw market purchase as a better option than in-kind

food rations, since purchasing food from the market allows the refugees to decide themselves what type of food items to buy and potentially allows for them to acquire better quality food. In Gihembe camp, where cash instead of in-kind food recently was introduced, this was mentioned as something positive. It was,



ort.

Tomatoes sold inside Nkamira transit center

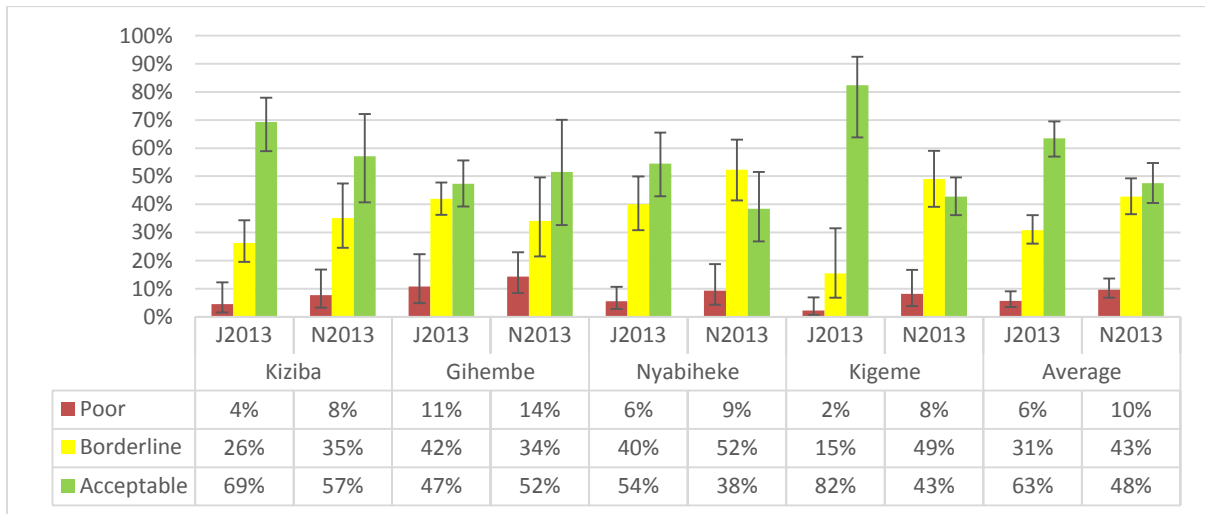
however, also mentioned that the collaborating traders were not selling fresh foods like vegetables. To obtain fresh produce, beneficiaries reported that they first had to withdraw the money which sometimes resulted in transaction fees.

Food Consumption

The food security status in the Rwandan refugee camps remains difficult with more than half (52%) of all households having inadequate food consumption (Figure 1) and refugees being highly dependent on food assistance to cover their caloric needs.

In the previous JAM assessment, from 2011, which included Kiziba, Gihembe and Nyabiheke camps, 30% of households were found to be food insecure based on the same measure, the food consumption score. During 2013, two post-distribution monitoring surveys were conducted: one in January, 21 days after food distribution, and one in November, 24 days after food distribution. In these two surveys the percentage of households with acceptable food consumption ranged from less than 40% of households in Nyabiheke in November 2013 to more than 80% of households in Kigeme in January 2013. In all camps except Gihembe, acceptable food consumption figures were lower in November. This could be partly explained by the additional number of days between the food distribution and the survey as compared with the January survey. This may have had an even larger impact on households in Kiziba and Kigeme where the dependency on food aid is higher and additional sources of income, other than selling part of the food ration, are limited. In these two camps more than 70% of income was sourced from selling of food aid.

Figure 1: Percentage of households in each food consumption group in January 2013 and November 2013, by camp



Source: WFP, post-distribution monitoring surveys, 2013

The most frequently consumed food items correspond with the type of food distributed in the camps: cereals, pulses and oil. Other products commonly consumed are tubers and vegetables. Meat, nuts, dairy, fruits and sugar are rarely consumed among the refugees in the camps, on average less than one time per week (Table 1). This finding also

corresponds with the outcome of the focus group discussions, which highlighted poor diet diversity in the camps. During discussions in most locations, respondents reported consuming fresh vegetables no more than 2-3 times/month, and meat/fruits were rarely if ever consumed.

Table 1: Average number of days in a week households consumed food items from the different food groups

| Refugee camp: | Cereals | Tubers | Pulses | Meat, poultry, fish, egg | Nuts | Milk/dairy products | Vegetables | Fresh fruits | Sugar | Oil, fat, butter, ghee |
|---------------|---------|--------|--------|--------------------------|------|---------------------|------------|--------------|-------|------------------------|
| Gihembe | 4.8 | 4.1 | 4.2 | 0.0 | 0.5 | 0.3 | 4.2 | 0.0 | 0.5 | 4.7 |
| Nyabiheke | 4.9 | 2.7 | 3.5 | 0.1 | 0.5 | 0.3 | 3.9 | 0.1 | 0.3 | 4.7 |
| Kiziba | 5.9 | 1.9 | 5.4 | 0.0 | 0.6 | 0.2 | 2.6 | 0.1 | 0.2 | 3.8 |
| Kigeme | 4.8 | 3.0 | 4.1 | 0.0 | 1.3 | 0.1 | 2.0 | 0.2 | 0.3 | 4.2 |
| Total | 5.1 | 2.9 | 4.3 | 0.0 | 0.7 | 0.2 | 3.1 | 0.1 | 0.3 | 4.3 |

Source: WFP, post-distribution monitoring surveys, 2013

The meal frequency in the camps is low. According to the PDM from November 2013, adults in the four camps on average ate no more than 1.4 times per day and children 1.5 times the day before the survey. In the focus group interviews it was mentioned that many times adults only have one meal per day, especially in the end of the month, while most children have two meals if they attend school (via the school feeding program). Food access is further compromised by problems with registration and documentation, as detailed in the Protection section below. Households with inactivated or unregistered individuals are particularly strained given the additional mouths to feed without a commensurate increase in the ration size. Women generally manage the food within the households, and children are prioritized in times of scarcity. The management of household food by women (rather than men) was seen as a positive development.

Food sources

Food Aid

The majority of households in the camps are completely dependent on humanitarian assistance and have little access to food other than what assistance provides, due to lack of land for own production and limited possibilities to generate income.

The general food distribution provides 2,103 kilocalories per day per person with four commodities: cereals (410g/person/day), pulses (120g/person/day), fortified oil (30g/person/day) and iodized salt (5g/person/day).

It came out in the focus group discussions that the quantity of the food distributed was perceived to be too small, and estimated to only last for 2 to 3 weeks, although,

according to the food basket monitoring from November, refugees receive very close to what they are entitled to. However, it is a common practice that refugees sell part of the rations from the general food distributions to be able to purchase a greater variety of food to diversify their diets and to buy non-food items. This is part of the reason that the distributed food is not lasting longer. Results from the November PDM showed that overall, 64% of cereals are consumed at home, while 25% are sold or exchanged to purchase other household items. A majority (88%) of pulses are consumed at home while oil is found to be the least consumed (59%), and the most sold commodity. Almost the entire quantity of salt is reported to be consumed at home in all camps.

Refugees generally considered the food to be of good quality, with the exception of beans, which had been of low quality on a few occasions. One consequence of lower quality beans and maize is longer cooking time, which also increases the consumption of firewood.

An increased food diversification is perceived as desirable by the refugees and necessary for those with children and elderly, who often have trouble digesting the maize grains provided in the in-kind ration. Consequently, for children and elderly to be able to consume the maize it has to be milled, which further challenges the already stretched household budget. The alternative is to find other more easily digestible foods. These groups were perceived as more vulnerable to malnourishment because of their special food requirement incurring additional costs to buy additional food items or paying the fee for milling. The refugees requested to diversify their food, including increased cereal diversification for reasons that are not only nutritional but also cultural. Traditionally, the refugees are used to eating a larger variety of staples such as potatoes, sweet potatoes and sorghum.

| Food basket | Entitled Quantity of Food/ per/ month | Uwoko bw'ibiribwa | Ibiribwa biganewe umuntu mu lwezi |
|-------------|---------------------------------------|-------------------|-----------------------------------|
| Cereals | 12.3 kg / per / month | Ibinyampeke | 12.3 kg / umuntu / ukwezi |
| Oil | 900 gr / per / month | Amavuta | 900 gr / umuntu / ukwezi |
| Pulses | 3.6 kg / per / month | Ibinyamisogwe | 3.6 kg / umuntu / ukwezi |
| Salt | 150 gr / per / month | Umunyu | 150 gr / umuntu / ukwezi |

"I REFUGEE WITHOUT FOOD IS TOO MANY!"

Signboard indicating the ration size per person

Own Production

Food items from own production are rarely consumed, primarily because land scarcity limits agricultural production among the refugee population. In the camps there are small agricultural initiatives, such as kitchen gardens, sack gardens, and raising poultry, which are impacting both food security and income-generation. Currently, these initiatives are limited and in most cases only available for particularly vulnerable groups, such as HIV positive refugees, but there is the potential to



Kitchen garden in Kigeme

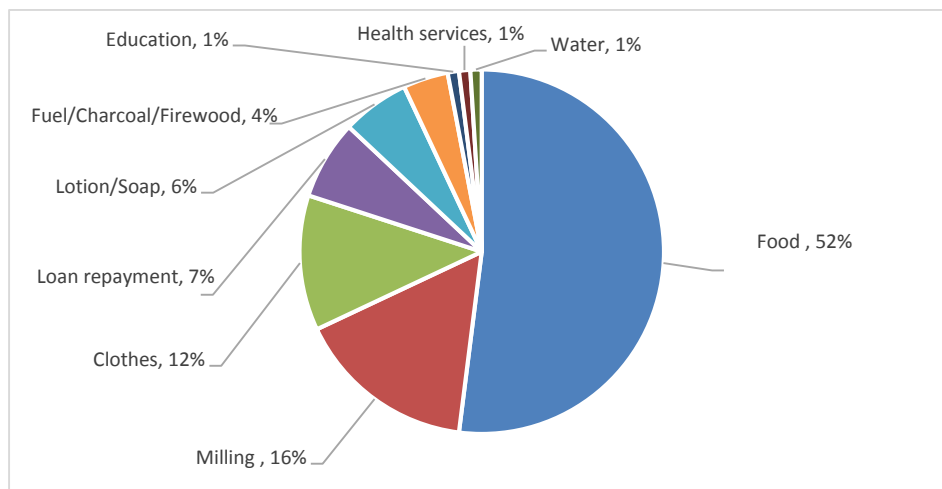
expand these initiatives to include more households.

Household Food and Non-Food Expenditures

The PDM report from November 2013 shows that the majority of refugee families in all camps (66%) earned a monthly income of less than RWF 10,000 and 9% of households earned no income. The average incomes were highest in Gihembe and Nyabiheke, 14,500 and 12,900 respectively, while the average incomes in Kiziba and Kigeme are no higher than 7,800 and 9,600 respectively. Refugees in all camps use most of their income (52%) to purchase of food items which are not included in the GFD (mainly fresh vegetables, potatoes and sweet potatoes). The purchase of basic non-food items such as clothes, shoes, and firewood/charcoal was also mentioned among the highest monthly expenditures by refugees in all camps. In addition to this, loan repayment and lotion/soap were significant expenditures noted in the PDM.

The cost of maize milling is another considerable expenditure, ranging from RWF 30 to 50 per kilo of milled flour depending on the quality. According to Nov 2013 PDM, milling costs account for 16% of households' monthly budget, with peaks in *Kiziba* camp (25%)⁵. The focus groups in Kiziba reported that elevated costs reflected the processing itself, as well as transportation fees since quality mills are some distance from the camp. This expenditure weighs heavily on households, especially those with children and elderly who have difficulty digesting maize grains. Taking into consideration milling costs, the percentage of household income (across all camps) used to purchase food items jumps from 52% to 68%. Milling the whole grain also leads to actual volume/mass loss: refugees in several locations mentioned that the quantity of the maize portion is significantly reduced post-milling.

Figure 2: Average household expenditures



Source: WFP, post-distribution monitoring surveys, November 2013

⁵ WFP PDM, Nov 2013

Fuel for cooking (firewood and charcoal) is another relevant cost for families. The quantity routinely provided to the refugees was reported to be insufficient and costs are high in local markets. *Kigeme* Camp registers a higher average expenditure on 'Fuel/Charcoal/Firewood' (8%) compared to the average in all camps (4%)⁶.

Findings from focus group discussions indicate that the majority of refugees in all camps spend a large share of their budget on education costs not supported by humanitarian actors; this includes school fees, transportation and materials for Upper Secondary education. However, the PDM of Nov 2013 shows that only 1% of refugees' monthly budget is dedicated to education. After Lower Secondary School, the support from external actors is low and the students and their families have to cover the costs of transportation, school fees and school material themselves (see Education section).

The transport cost for refugees to and from the camps was as expenditure mentioned in focus group discussions, but not specifically reported in the PDM. The challenge of transportation costs is particularly relevant in *Kiziba* and *Kigeme* camps, as a result of their distance from the main urban centres, and the poor conditions of the roads. This has a two-fold impact on refugee households' economy: high transportation costs inhibit the search for casual labour and limit commercial exchanges (e.g. petty trade), while high costs for the transport of goods translate into higher prices and reduced purchasing power of refugees in the camps.

Interest on loans, whether personal or voluntary savings and lending (VSL) schemes, is a monthly expenditure which further threatens food access of families, as they often result in higher shares of the food ration being sold in the markets.

The November 2013 PDM shows that 41% of refugees pay (with in-kind food, cash, or both) to transport the monthly food ration home. In *Kiziba* and *Kigeme* camps, in-kind food payments are most common while cash predominates in *Gihembe* and *Nyabiheke* camps. It was mentioned in the focus group discussions that those living far from the distribution site have to pay for transportation of their food to their homes. This payment is deducted from the ration. Average cash payments per household are found to be RWF 183 and average in-kind payments per household were 1.8kg, always in cereals.

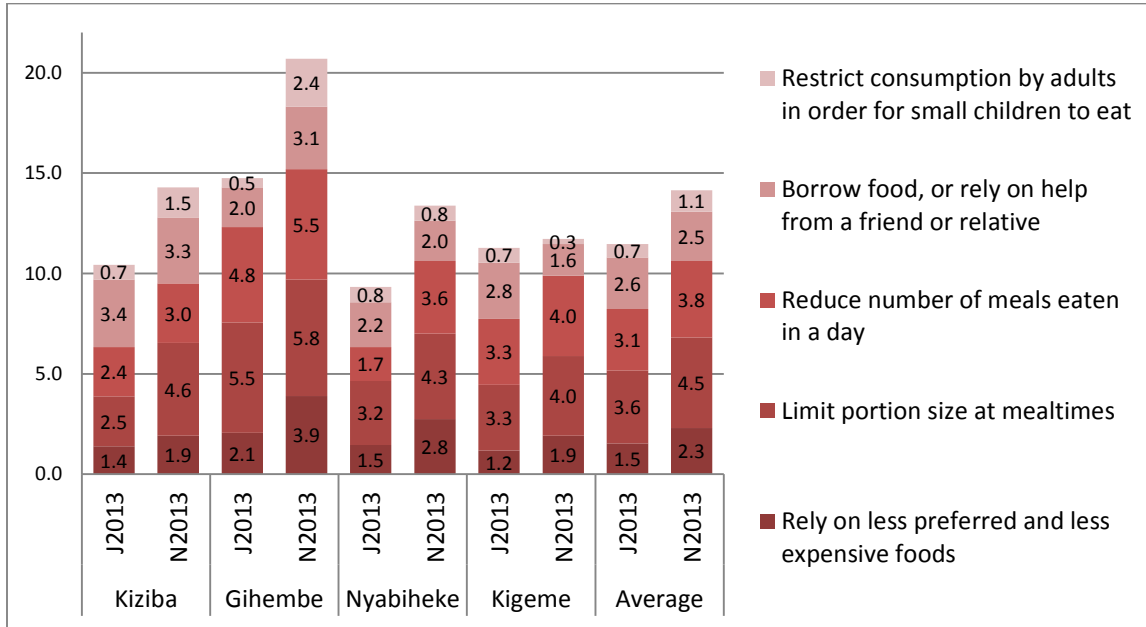
How Households Cope with Food Shortages

When there is not enough food available and no income allowing refugees to purchase food from the market, families have to find other ways to cope with the situation. The Coping Strategy Index (CSI), which is included in the PDM, is based on the following question: what do households do when there is not enough food? The index is calculated based on the frequency and the severity of the strategies that are used. The results from the PDM showed that *Gihembe* Camp is most distressed of all 4 camps, with

⁶ WFP PDM, Nov 2013

an average CSI of 29, followed by Kiziba (average CSI 21), Nyabiheke (average CSI 17), and Kigeme (average CSI 14). Gihembe has been found to be the most distressed camp during all PDM rounds.

Figure 3: Average number of coping strategies used during one week in January 2013 and November 2013



Source: WFP, post-distribution monitoring surveys, 2013

The most common strategies mentioned are to reduce the number of meals eaten in a day and to limit portion size at meals. While the coping strategies from the CSI are all closely related to food consumption, there are other coping strategies frequently used that are indirectly related to food shortage or poverty. The coping strategies mentioned in the focus group discussions were diverse, covering both food consumption-related strategies and livelihood-related strategies. The most common strategies mentioned were: girls engaging in transactional sex to cover their basic needs; taking loans to cover domestic needs instead of investments; theft/robbery; underfeeding and; high risk casual labour (see Protection section).

Nutrition

Data from the Pre-JAM nutritional survey carried out in December 2013 has been analysed and compared to data obtained during previous such assessments in 2012. The following tables reflect estimates of acute malnutrition using two different modalities for measurement: mid-upper arm circumference (MUAC) and weight-for-height Z score (WHZ).

Table 2: Prevalence of Global, Severe, and Moderate Acute Malnutrition 2013 based upon Mid-upper arm circumference (MUAC); comparison with data from May 2012 Nutritional Survey

| Location | Proxy GAM (Global Acute Malnutrition) by MUAC | | Proxy SAM (Severe Acute Malnutrition) by MUAC | | Proxy MAM (Moderate Acute Malnutrition) by MUAC | |
|-----------|---|--------|--|--------|---|--------|
| | May-12 | Dec-13 | May-12 | Dec-13 | May-12 | Dec-13 |
| Gihembe | 5.1% | 0.7% | 1.6% | 0% | 3.5% | 0.7% |
| Kiziba | 5.4% | 3.5% | 1.1% | 0.3% | 4.2% | 3.2% |
| Nyabiheke | 3.0% | 2.9% | 0.9% | 0.3% | 2.1% | 2.6% |
| Kigeme | | 2.9% | | 0.3% | | 2.6% |
| Nkamira | | 4.0% | | 0.5% | | 3.5% |

Sources: Joint nutrition surveys May/August 2012 & pre-JAM nutrition survey December 2013

Table 3: Prevalence of Global, Severe and Moderate Acute Malnutrition 2013 based upon Weight-for-Height Z scores (WHZ); comparison with data from Nutritional Surveys in May and August 2012

| Location | Prevalence of GAM by WHZ (<2 Z scores) | | SAM by WHZ (<3 Z scores) | | MAM by WHZ (<2 Z scores and >3 Z scores) | |
|-----------|---|----------|-----------------------------|----------|--|----------|
| | May/Aug 2012 | Dec 2013 | May/Aug 2012 | Dec 2013 | May/Aug 2012 | Dec 2013 |
| Gihembe | 2.4% | 3.2% | 0.0% | 1.4% | 2.4% | 1.8% |
| Kiziba | 3.2% | 1.6% | 0.4% | 0.3% | 2.8% | 1.3% |
| Nyabiheke | 3.0% | 6.0% | 0.0% | 1.0% | 3.0% | 5.1% |
| Kigeme | 7.3% | 5.0% | 1.5% | 2.2% | 5.8% | 2.8% |
| Nkamira | | 3.4% | | 0.0% | | 3.4% |

Sources: Joint nutrition surveys May/August 2012 & pre-JAM nutrition survey December 2013

The GAM prevalence based upon WHZ suggests a rather stable nutritional situation overall: there was a slight reduction in GAM (as compared to 2012) in Kiziba and Kigeme, and slight increases in Nyabiheke and Gihembe. However, these changes were within the 95% confidence intervals for the given sample size. In Gihembe, there was an increase in severe malnutrition which was previously at 0%. In Nyabiheke and Kigeme, the GAM prevalence is noted to be above the “acceptable” WHO threshold of 5%. The discrepancy between MUAC and WHZ data is not atypical in this setting, and may reflect a preponderance of cases among males and/or older children (among the <5

population). Nonetheless, given the conflicting data, the increase in documented cases of kwashiorkor, and the prevalence of anaemia noted in the 2012 survey, it would be prudent to carry out a comprehensive nutrition survey (SENS) in 2014 (see Recommendations below).

Chronic malnutrition continues to be a concerning issue, as reflected in Table 4 below, though the situation also appears to be stable over the past 2 years. Of note, a stunting prevalence greater than or equal to 30% is considered by WHO to be “serious,” reflecting the poor growth of children.

Table 4: Prevalence of Global, Severe and Moderate Chronic Malnutrition 2013 based upon Height/Length-for-age Z scores; comparison with data from Nutritional Surveys in May and August 2012

| Location | Prevalence of stunting (<2 Z scores) | | Prevalence of severe stunting (<3 Z scores) | | Prevalence of moderate stunting (<2 Z scores and >3 Z scores) | |
|-----------|--------------------------------------|----------|---|----------|---|----------|
| | May/Aug 2012 | Dec 2013 | May/Aug 2012 | Dec 2013 | May/Aug 2012 | Dec 2013 |
| Gihembe | 36.9% | 36.6% | 9.6% | 10.8% | 27.3% | 25.8% |
| Kiziba | 38.4% | 33.5% | 13.3% | 8.4% | 25.1% | 25.1% |
| Nyabiheke | 36.3% | 31.9% | 10.1% | 10.7% | 26.2% | 21.1% |
| Kigeme | 38.6% | 38.0% | 15.1% | 14.2% | 23.5% | 23.8% |
| Nkamira | | 36.0% | | 22.0% | | 14.0% |

In May 2012 there were no reported cases of oedema (kwashiorkor) at any of the 3 surveyed camps (Kiziba, Nyabiheke and Gihembe). The December 2013 survey, however, revealed that there are cases in all locations except Nkamira. Anaemia was also measured during the May 2012 nutritional survey, but not during more recent Pre-JAM assessment due to financial constraints.

Table 5: Prevalence of Oedema/Kwashiorkor

| Camp | Number of identified cases | Prevalence (among children 6-59 months) |
|-----------|----------------------------|---|
| Gihembe | 4 | 1.4% |
| Kigeme | 8 | 2.3% |
| Kiziba | 1 | 0.3% |
| Nkamira | 0 | 0.0% |
| Nyabiheke | 3 | 1.0% |
| TOTAL | 16 | 1.0% |

Sources: pre-JAM nutrition survey December 2013

Table 6: Anaemia Prevalence, May 2012

| Location | Total anaemia prevalence (6-59 months) | Total anaemia prevalence (6-23 months) | Total anaemia prevalence (women 15-49 years) |
|-----------|--|--|--|
| Kiziba | 41.2% | 68.2% | 17.1% |
| Nyabiheke | 43.4% | 61.3% | 17.5% |
| Gihembe | 52.9% | 63.9% | 10.1% |

Sources: Joint nutrition survey May 2012 & pre-JAM nutrition survey December 2013

The nutrition staff in all locations reported an overall impression that the nutritional status of the beneficiary population had improved over the preceding 1-2 years, though this assumption was based merely upon their observation that the enrolment in the SFP/TFP programs had dropped. They all reported some challenges in carrying out community-based screening on a regular basis, but did feel confident in the training and methodological skills of the CHWs entrusted with this task. Focus group participants reported that there are a number of visible signs of malnutrition that can be seen among the refugees including skin diseases, dehydration, anaemia, gastrointestinal diseases, premature aging, wasting and stunting.

Chronically ill refugees (especially PLWHIV not meeting BMI criteria for enrolment into the SFP) and children between the ages of 2 and 6 (having 'graduated' from the blanket feeding program, but not yet benefiting from the school feeding program) were consistently mentioned by the nutrition staff as vulnerable in Kiziba, Nyabiheke and Gihembe. In addition, those identified by the refugees themselves as vulnerable to malnutrition were households with elderly, disabled or pregnant/lactating women (because of the practice of sharing food from the supplementary feeding). Chronically ill people with diseases such as diabetes and tuberculosis are having difficulties acquiring sufficient nutritious food. PLWHIV and elderly stressed their need for nutritional support to tolerate medicines, since they are often having problems to digest maize grains.

Given the vulnerability of children between 2 and 6 years, there are efforts to close this gap, although they have not yet been implemented on a large scale. In Kigeme camp, CSB is also given to mothers' groups to be distributed to children 2-4 years old, but this was seen as only partially effective; in some quarters the program exists, while in other quarters, these groups have not been formed and therefore children are not benefiting and the process is also not well-understood by beneficiaries.

Nutrition education was perceived as having incomplete coverage and a questionable impact given the prevailing food insecurity. It was also mentioned that the knowledge was not used given the shortage of food. It was reported by several focus groups that the food from supplementary feeding (received by pregnant or lactating woman and children below 2 years) is shared within the household, increasing the risk of inadequate nutrition for the intended recipient of the supplementary feeding. Furthermore, as described above in the "Household Food Consumption" section, it is difficult to imagine adequate nutritional intake when children may be only eating one meal/day.

Income, Self-reliance, Vocational Training and Education

Income Generation and Self-Reliance

Over the last seventeen years, recent as well as long-standing Congolese refugees in Rwanda have not had the opportunity to significantly expand their livelihoods and sources of income. Dependence on humanitarian assistance remains high despite efforts to strengthen the educational level, technical knowledge and skills of the refugees, which would allow them to be more competitive in the labour market.

The Post-Distribution Monitoring (PDM) from November 2013 shows that the majority of refugee families in all camps earn a monthly income less than RWF 10,000, and 9% do not have any income at all. The average income was highest in Gihembe and Nyabiheke, averaging RWF 14,500 and 12,900, respectively. The local economy surrounding these camps is more diversified and the demand for skilled workers is comparatively higher than in Kigeme (average income RWF 9,600 monthly per household) and Kiziba (RWF 7,800) camps, which are located in mountainous settings amid poor local communities.

Overall, refugees rely on five main income sources:

1. **Sale of part of the food ration** to diversify the households' diet and to buy non-food items was the main income mentioned in the focus group discussions and the most common income in the PDM. On average, 60% of households' income is derived from sale of food, with peaks in Kiziba (72%) and Kigeme (71%)⁷.
2. **Casual labour inside the camp**, mostly conducted by young and adult men dealing with construction, hygiene (cleaning), loading and off-loading trucks and transportation of goods. Casual workers mainly rely on jobs generated by organizations working in the camps.
3. **Casual labour outside the camp**, such as adult men cultivating local landowners' parcels or doing construction work in nearby urban centres. Women usually work as house-keepers, waitresses and cooks for hotels and restaurants in towns and villages close to the camps.
4. **Petty trade and small businesses**, usually conducted by adult women inside the camps.
5. **Short term contracts**, such as primary to lower secondary teachers inside the camp.

The lowest monthly incomes are observed in Kigeme and Kiziba, where the dependence on sale of food ration is higher. This confirms how the local poverty and

⁷ WFP PDM, Nov 2013

undiversified economy in Kigeme and Kiziba limit opportunities for refugees to improve their economic conditions.

Table 7: Households' sources of income

| | Kiziba | Gihembe | Nyabiheke | Kigeme | Average |
|---------------------------------------|-------------|-------------|-------------|-------------|-------------|
| Selling WFP food assistance | 72% | 36% | 56% | 71% | 60% |
| Non-farm casual labour | 9% | 30% | 11% | 18% | 17% |
| Casual farm labour | 1% | 2% | 25% | 1% | 7% |
| Formal employment | 6% | 11% | 2% | 3% | 5% |
| Gifts (including remittances) | 4% | 10% | 1% | 6% | 5% |
| Petty trade | 7% | 9% | 4% | 1% | 5% |
| Beer brewing | 0% | 2% | 1% | 1% | 1% |
| Sale of charcoal/firewood | 1% | 0% | 0% | 0% | 0% |
| Sale of own crop/livestock production | 0% | 1% | 0% | 0% | 0% |
| Total | 100% | 100% | 100% | 100% | 100% |

Source: WFP, post-distribution monitoring survey 2013

Individuals registered as refugees are permitted to work in Rwanda, although casual labour opportunities inside and outside the camps are very limited. This is mainly due to the very limited access to land, poor access to credit, refugees' poor skills compared with those of the host community and a generally poor economic context within local communities. On average, only 24% of households' income is derived from casual labour⁸. Poor access to land limits farm casual labour (only 7% of families' incomes depend on it compared with 17% from non-farm casual labour⁹). Agricultural casual labour is particularly low in mountainous contexts with infertile land, such as in Kiziba and Kigeme, where only 1% of refugees depend on income from farming. In Nyabiheke, 25% of income is derived from farming activities, mainly due to higher land availability compared with other camps. That most refugees have a farming background yet little access to land exacerbates the problem of income generation. In one of the focus groups it was mentioned that in the DRC, men were in charge of farming, but now they have nothing to do. Per focus group participants, the search for daily/casual labour outside

⁸ WFP PDM, Nov 2013

⁹ Ibid.

the camps is inhibited by unequal treatment from local entrepreneurs who tend to privilege Rwandans. For many refugees, the lack of ID cards represents an additional limiting factor in the job search. The wages for casual labour inside and outside the camps are fairly low, ranging from RWF 200/day for livestock-keeping and house-keeping to RWF 600/day for farming or casual labour inside the camp, to RWF 1,500/day for masonry and carpentry. Refugees believe that these wages are lower than those granted to Rwandans for similar jobs.

Remittances account on average for only 5%¹⁰ of refugees' income. This may be due to limited access to financial institutes around the camps and to limited connection of refugees with resettled and repatriated relatives.

One source of income not captured in the PDM but mentioned in more or less all focus group interviews is transactional sex. This was mentioned as a common practice among girls and women in the camps (see Protection section).

Challenges

The main challenges refugees are facing to diversify their livelihoods and income sources are comprised in the two following main groups of constraints:

1. Structural limiting factors:

- Limited access to land outside the camp due to high demographic pressure resulting in land scarcity and high fees for renting/buying land.
- Poverty of local communities resulting in a poorly diversified rural economy mainly based on subsistence farming, offering limited job opportunities for both locals and refugees.
- Lack of an effective integration policy of refugees into socio-economic local context. The low proportion of refugees owning IDs is an additional constraint to work outside camps.
- Poor infrastructure, such as roads, often boosting transportation costs and resulting in high prices of food and NFIs, further weakening the purchasing power and saving capacity of refugees.

2. Specific limiting factors:

- In all camps, refugees identified the lack of a start-up capital as a challenge inhibiting their investments. Some efforts in this regard have been done by main implementing actors such as ARC, ADRA and AHA. However, the limited number of projects and beneficiaries did not provide a robust input to the local economy inside the camps.

¹⁰ Ibid.

- Poor availability of Income Generating Projects inside the camps due to financial constraints of organizations implementing these projects
- Vicious circle of indebtedness of refugees, mainly due to: food shortage, resulting from the sale of food ration to cover basic needs and; high interest rates on both personal loans (40% to 100% interest rate monthly) and VSL schemes (around 10% interest rate monthly)
- Limited knowledge and skills of refugees to be able to compete with Rwandans on the labour market.
- Lower salaries and daily wages for refugees outside the camp compared to nationals.
- Poor financial education and low awareness of available micro-credit opportunities (e.g. Umurenge SACCOs and Banque Populaire du Rwanda).
- Lack of collaterals to access credit.
- In Nkamira transit centre, where refugees have been living since November 2012, unclear communication about the date of relocation and significant delays in the process are the main constraints to casual and long-term jobs outside the camp. As a result, many adult male refugees return to work to DRC, facing high risks of insecurity, for short periods in order support their families.

In many camps, the first step towards diversifying household's income sources materialize when men working as casual labourers within the camp or outside supply women with funds, allowing them to start their own businesses. Often these women start petty trade businesses. Alternatively, adult women and girls leave the camp in search of work in urban centres, mainly as housekeepers.

Availability and Use of Loans and Credit

In all camps, refugees rely on a few unstable income sources and in many cases, the income is not enough to cover the needs throughout the month. When the available budget is insufficient, refugees have to take loans from traders and other refugees. This reduces their capacity to save money and invest in income generating activities.

These loans often have high interest rates increasing the risk for people to be subject to exploitative practices (interest and debt recovery) and tend to create a vicious cycle of indebtedness (see Protection section for detail). However, there are other opportunities available inside and outside the camps that allow the refugees to start saving and taking loans on a small scale. Three types of loans/credit are generally available in the camps: (1) Tontines, short-term revolving funds within groups of refugees; (2) personal money lending and; (3) banks and micro-credit institutes.

Voluntary Savings and Lending schemes (VSL) or 'tontines', is a system of short-term revolving funds mainly adopted by groups of adult women. The available Tontine schemes are based on oil ("mafuta" tontines, usually with no interest to be covered), food (usually maize flour, no interest), or money (usually with no less than 10% interest).

The PDM from Nov 2013 confirms that mafuta tontines are the most popular system of VSL, with over 8% of oil put aside from the food ration on average every month for the revolving fund. In Nyabiheke, where the local economy surrounding the camp is more dynamic and diversified, the proportion of oil put aside for sale reaches 12%¹¹. This practice may have a negative impact on the nutritional status of the refugees. According to last PDM, oil is consumed on average 4.3 days per week. Both men and women participate in tontines, although women represent the larger proportion of beneficiaries reinvesting in businesses, mainly in petty trade. Unfortunately, rather than an investment tool tontines are often used as a means to repay debts or to cover basic household expenditures. Although tontines provide an opportunity to invest, there are also challenges related to them. Mistrust is common among members of tontine groups due to problems connected to repayment, and this mistrust is furthered by anecdotal stories of tontine administrators fleeing with the money. The slow and low rates of repayments of these schemes reflect the cycle of debt many households are trapped in to cover basic expenses.

There are instances when micro-finance and micro-credit schemes have been created for groups of beneficiaries, and they have been supported with trainings, kits, and start-up capital. This type of comprehensive scheme is successfully applied, for instance, by ARC in Kiziba and is explored by other agencies such as PAJER in Kigeme. However, as per today, these interventions reach a fairly low number of beneficiaries due to financial constraints.

Personal money lending is frequent in the camps. Small loans (up to RWF 10,000) carry interest rates from 40 to 100% per month. In most cases, refugees receive loans in cash from other refugees or an advance on the purchase of food or non-food items from traders. Borrowing of food and oil is also frequent among refugees, with a monthly interest applied of up to 50%.

Micro-credit institutes such as Umurenge SACCO and Banque Populaire du Rwanda have branches in all urban sites and villages close to the refugee camps. These institutes provide saving account services and loans. In Nyabiheke camp, over 800 refugees have opened an account and regularly benefit from small loans (up to RWF 50,000). A World Bank funded project (Landsides and Water Harvesting) was implemented in 2011-2013 in Nyabiheke and selected 500 beneficiaries among refugees for food for work. The payment scheme involved opening accounts at Umurenge SACCO. The project helped refugees to overcome their scepticism of local micro-credit public institutions. An increasing number of refugees in Nyabiheke access SACCO to submit loan proposals. Refugees are granted loans for a maximum amount of RWF 500,000, with interest rates of 1.8% monthly decreasing on the outstanding amount. For such amounts, refugees do not need to commit collaterals provided that they receive a letter from the Camp Management Committee. Similar conditions are granted in SACCOs close to all the other

¹¹ WFP PDM, Nov 2013

camps for emergency loans up to RWF 100,000. Refugees are generally not aware of external micro-finance opportunities offered by SACCOs and BPR, with the only exception of Nyabiheke. In particular, refugees do not know that they can easily access small loans at fairly low interest rates (e.g. 1.8% monthly, compared to 40-100% personal loans inside the camps) reducing risks of incurring significant debt. The number of refugees opening accounts and accessing micro-finance institutes, with exception of Nyabiheke camp, is low. Alongside low awareness of micro-credit opportunities, other factors inhibiting access to SACCOs and BPR are poor economic and infrastructural contexts translating into limited investment options, and the relative inflexibility of micro-finance institutes' policy on guarantees and collateral. Furthermore, many refugees are sceptical about depositing savings into Rwandan institutes of credit, fearing that they will not be allowed to withdraw their savings when necessary. Opening a savings account is often a pre-requisite for submitting loan proposals. Finally, investment opportunities are limited by refugees' relative financial illiteracy, as evidenced by their poor capacity to produce proposals and sound business plans.

Vocational Training

Vocational training is an important instrument to strengthen refugees' capacity and competitiveness in the labour market within local communities. With the only exception of Nkamira transit centre, all camps are provided with a Vocational Training Centre (VTC), or a Youth Centre suitable for hosting such trainings. However, none of the VTCs is currently functional and most trainings are organized either outside the camp (mixed with local communities) or in other premises inside the camps.

The Adventist Development and Relief Agency (ADRA), the American Refugee Committee (ARC), Rwanda Youth Parliament (PAJER), Vision Jeunesse Nouvelle (VJN) and World Vision are currently involved in the organization of vocational trainings. World Vision is active in Kiziba, Kigeme and Nyabiheke (outside the camps), whereas Vision Jeunesse Nouvelle only in Nkamira transit centre. PAJER is launching a comprehensive programme based on VTs and micro-finance in Kigeme, whereas ARC is active in Gihembe and Nyabiheke.

Women and young persons are the main beneficiaries of trainings organized by cooperating partners in all camps. The most common vocational trainings organized in all camps are: hair-dressing, tailoring, mechanics, carpentry, driving, information and communication technologies (ICT) and cooking/catering. A broader package of skills is already available within refugee communities, reaching other sectors such as soap-making, welding, cheese-making, farming, masonry. In this regard, skilled refugees could train unskilled and young refugees for future trainings. Similarly, associations of trained refugees could be contracted to produce equipment and materials to be distributed to refugees, such as soap and school uniforms. A good example of this was found in Kiziba, where an association of 130 tailors is contracted each year by ADRA to produce uniforms for primary and lower secondary schools students.

Although vocational training in general is seen as something positive, the trainings do not always lead to jobs or creation of new income generating activities. Many trained refugees are still without jobs because of limited opportunities inside and in the areas around the camps. This was mentioned as a discouraging factor for the refugees to participate in future vocational trainings. One of the challenges for trained refugees is that they do not have the means to start businesses even if they have the skills. They are lacking material and have no financial resources to invest in new businesses. Other issues raised were that the trainings are not tailored to the refugees' needs and requests. Most training programs have ended and have not been resumed. At the moment, the number of trainings and trainees is very small.

Over the last two years, a large number of trainings were interrupted. For instance, ARC and AHA stopped providing trainings in Kiziba, AVSI and JRS in Gihembe and Nyabiheke, and AHA in Kigeme camp. Financial constraint was the main reason for the interruption.

The lack of start-up kits and training materials for trainers was also highlighted by refugees as one of the major challenges. Such materials would allow refugees to start an activity right after completion of the training. In all camps, refugees were very positive about vocational trainings, but also displayed discouragement over high unemployment rates, even among trainees. The lack of post-training opportunities is a major challenge needing to be addressed.

In some cases, refugees estimate that the duration of courses is too short and not making the refugees competitive on the labour market. In Nyabiheke, refugees complained that the six-month trainings received are not adequate when compared to the usual 12- to 24-month trainings organized outside the camps or in other camps. Furthermore, refugees expressed that the policy of certificate release is unclear, and cited cases in which certificates had not been released, limiting opportunities in the job search outside the camp. The critiques raised by refugees confirm the relevance of trainings and training certificates in the quest for jobs outside the camps.

Finally, vocational trainings often do not match the requests and specific needs of refugees, and do not tend to respond to the specific demands of the local markets. Refugees in all camps affirmed that the decisions on topics to be covered by vocational trainings are never agreed upon in their presence and with a participatory approach. If refugees are trained in an area where there is no demand, it will be difficult for them to create a well-functioning business. For example, one focus group interview mentioned the case of refugees halting their production of soap for lack of local demand.

Education

All refugees aged 6-14 years have access to primary and lower secondary education, normally inside the camps. In other cases, refugee students attend Rwandan public schools in the nearest village or centre, where they share their classrooms with Rwandan pupils from grade P1 to S3. The enrolment rate of pupils in primary school is high, ranging between 94 and 99%. The percentage of 14-17 years old enrolled in

secondary school is lower, especially in Kigeme where only 18% in this age group are enrolled.

Table 8: School enrolment and teachers

| | Gihembe | Nyabiheke | Kiziba | Kigeme | Nkamira |
|---|---------|-----------|--------|--------|---------|
| % of children aged 3-5 years enrolled in early childhood education | 0% | 0% | 54% | n/a | n/a |
| % of persons of concern aged 14-17 years enrolled in secondary education | 60% | 41% | 80% | 18% | 45% |
| % of persons of concern aged 6-13 years enrolled in primary education | 98% | 99% | 95% | 94% | 95% |
| % of teachers who are female | 29% | 29% | 30% | 51% | 52% |
| % of teachers who are qualified | 56% | 22% | 97% | n/a | n/a |

Source: UNHCR Rwanda, Indicator Achievement Report

The education for P1-S3 students is provided for free, including one uniform each, school feeding and necessary school materials. In the focus group discussions, the refugees expressed an appreciation for the assistance provided by humanitarian actors that allows young refugees to access basic education services. Despite a number of challenges faced on a daily basis, students judge the quality of education as adequate, including teachers' knowledge and communication skills. Primary school teachers inside the camps are usually former teachers from DRC. The language used in primary school is French. English is used in secondary school, whereas Kinyarwanda is used in both primary and secondary school. Because of the language barrier, refugee teachers are not allowed to teach in secondary schools inside or outside the camps. A 2-month orientation programme is provided by ADRA to young students in Nkamira transit centre. The language barrier is sometimes a challenge for the students since the vast majority of young primary education students speak Kinyarwanda, poor French and no English. In fact, English is only taught after the primary cycle. Despite the Orientation programme in English and Kinyarwanda, many students face tremendous challenges when joining secondary schools.

Through Early Child Development (ECD) services, UNICEF and CARE support children from 6 to 24 months in Gihembe, Nkamira and Kigeme. In Nkamira, ECD is extended to children up to 6 years given the absence of pre-primary schools. ECD usually provides nutritional support to children by supplying high energy biscuits or porridge, alongside health monitoring, socialization opportunities, and protection. Together with the supplementary feeding provided by WFP, ECD is thought to be one of the drivers for the downward trend of malnutrition and admissions of young refugees to health and nutrition centres registered over the last 24 months. In addition, ECD allows the parents to work and generate income.

Pre-primary schools (usually for 3 to 6 year old pupils) are also available in all camps (only exception is Nyabiheke) and are run on a voluntary basis. However, given the absence of space within the camps, these are usually organized outdoors or in other available buildings such as churches (e.g. Kiziba).

The Rwandan Education Board refers refugee students who pass P6 and S3 exams with high marks to excellence schools, often located long distances from the camps. However, given the lack of external support, all costs connected to their education must be covered by their families. As a result, these students are either diverted to some lower level school close to the camp, or simply dropout of school.

Reasons for School Drop-Out

Refugee students and their relatives face a number of challenges with regards to the education services provided. The main constraint reported by all groups of refugees in all camps is the absence of upper secondary schools within the camps. The support available to students after senior 3 levels is very limited and students' families are obliged to cover all costs, including transport, boarding fees, school materials and uniforms. This was mentioned as the main reason for drop-out from school. However, in many cases, students abandon school even before completion of the lower secondary cycle given the negative prospects and the discouragement of high unemployment for students above senior three degree. Their level of knowledge at this stage does not allow them to be competitive in the local labour market.

Girls are relatively at higher risk of dropping out of school. Reasons include the high rates of early pregnancies and the need to support household economy. Young women and girls often leave the camp to work as house-keepers or hair-dressers in the towns, commonly in Kigali or in the closest urban centre. Other causes for dropping out that were mentioned in the focus group interviews are delinquency, drug abuse and, in some cases, carelessness or disinterest of parents who do not encourage their children to continue their education. In many cases, boys and girls are forced to abandon school to find casual labour, which allows them to generate an income and support their household's economies. Unaccompanied minors who have to look after siblings are also at high risk of dropping out.

Crowding in classrooms was mentioned as another major cause of dropping out. The focus groups revealed that children who fail P6 and S3 exams are obliged to share the classroom with younger students. They often feel less legitimate compared with the rest of the class and are therefore tempted to drop out from school. Despite the efforts by humanitarian actors to build new schools (e.g. new primary schools in Kigeme and Nyabiheke), classrooms remain overcrowded in all camps, with an average of 52 (Kiziba) to 70 (Nyabiheke) students per room. Furthermore, school buildings are often in poor structural condition, raising concerns about the safety of the learning environment. Finally, the number of toilets available is largely inadequate. In Kiziba, only one toilet is available for secondary and primary schools. Often, toilets are not separated by gender, and have neither doors nor running water. The lack of privacy often forces girls to go

home when they need to use the toilet and to change sanitary pads, causing interruptions in school attendance.

In Nyabiheke camp, some children must endure a two-hour walk from the camp in order to attend school. Focus group participants also mentioned that violence and delinquency increase when children drop out of school, as there are no job opportunities. Due to inoccupation, boys engage in delinquency and abuse drugs, increasing their own risk of violence and abuse.

School Feeding

Young students and their parents or relatives expressed appreciation for the School Feeding Programme and for its impact in reducing drop-outs and increasing attendance and completion rates, notably among girls. Under the School Feeding Programme, one serving of warm porridge is offered to each refugee student from P1 to S3 in all schools where refugees are enrolled, both inside and outside the camps. Overall, the quality, quantity and punctuality of ration distribution are considered adequate by direct beneficiaries and their families. The distribution usually takes place at 9am or 10am for primary students and at 2pm for secondary students. School Feeding rations are in most cases the first meal of the day. Students of secondary schools affirm that food distribution timing is inadequate, as they attend classes until 2pm on an empty stomach, which inhibits their level of attention and performance.

In Kiziba, Nyabiheke and Kigeme, refugee students' families need to pay a monthly 'voluntary' contribution to community workers dealing with school feeding to cover daily preparation and distribution of rations and cleaning of tools. This constitutes a monthly fee of RWF 100 per pupil in primary schools and RWF 200 in secondary schools. The contribution weighs on already limited household budgets, and is particularly difficult for large families. In Gihembe, a purely voluntary system is in place. However, the lack of incentives results in limited and discontinuous availability of volunteers, and in long shifts, with some extreme cases of uninterrupted service from 3am to 7pm.

The only specific recurrent problem encountered with regards to school feeding is attributed to chronic shortage of water in Gihembe camp. As a consequence, delays in the distribution of porridge are relatively frequent, and refugees have the impression that they receive inadequate portions because the porridge is of high concentration/low volume.

Health, Water & Sanitation, Shelter and Environment

Health

Health and food security are closely linked as health status can be both a cause and an outcome of the present food security situation. The most common diseases in the camps are upper respiratory tract infections, watery diarrhoea and intestinal worms, with the addition of malaria in Nyabiheke camp. The living conditions in the camps, many people

in one room and families living close to each other, in combination with few preventive efforts, such as hand washing stations outside the latrines, make for easy spread of communicable diseases. Mosquito nets to prevent malaria had been distributed in most camps (not in Nkamira), but refugees found the size and shape of the nets difficult to use in their shelters.

A participant in one of the focus groups said that HIV was unknown to refugees before arriving in Rwanda. It was not discussed in DRC, while in the camps HIV is a topic of conversation. There are about 511 known cases of HIV-infected refugees across all camps, with a prevalence of approximately 0.7%. Refugees requested medical male circumcision campaigns as a way to prevent HIV-STIs. Another preventive measure that was mentioned as inadequate was community-based health education (mentioned in Nkamira).

Basic health services are available in all camps. However, focus groups revealed that quality of care is sometimes poor, especially the customer care. For example, in Nyabiheke, refugees mentioned that there is a limitation on number of consultations per day. The refugees reported delays in getting medical referrals and appointments as well as shortages of essential medicines and delays in the supply of special drugs from tertiary hospitals as especially problematic. In Nkamira, there is a lack of basic laboratory testing and the health facilities are not big enough to accommodate all the necessary services, including immunization and ART. There are also services from which refugees may not benefit due to inadequate dissemination of information, such as humanitarian surgical missions (e.g. Operation Smile).

Water and Sanitation

Water, sanitation and hygiene are crucial components in the prevention of water- and sanitation-related diseases. As mentioned above communicable diseases, especially diarrhoea, occur frequently in the camps and threaten the health and nutrition status of children in particular.



Shortages of water and poor hygienic conditions were mentioned as important constraints in the focus groups interviews. The recommended minimum amount of water per day is 20 litres per person. Kiziba is the only camp which reaches that level and in the other camps, refugees only receive half of that amount on average. The key informants interviewed as well

as the focus group participants gave several reasons to the lack of water including low ground water levels in the camps and pumps and taps that are not working.

Table 9: Water and sanitation facilities

| Camp | Water supply (litres/person/day) | Latrines (pers./drop hole) |
|------------------|---|---------------------------------------|
| Gihembe | 9.5 | 27 |
| Nyabiheke | 15.3 | 37 |
| Kiziba | 34 | 26 |
| Kigeme | 13 | 40 |
| Nkamira | 10 | - |

Source: UNHCR Indicator report 2013 & key informant interviews

In Nyabiheke, in addition to the water that is provided in the camp, refugees fetch unclean water in the valley to cover their needs. Due to insufficient availability of firewood this water is not always boiled before being consumed. It was also mentioned that refugees sometimes buy water for RWF 50-100/20L. In addition, the water storage capacity of the households is poor due to the reportedly poor quality of jerry cans distributed. Thus, given the lack of income-generation in all camp locations, the relationship between food security and access to clean water becomes clear: when clean water is not provided in sufficient quantities, the food ration is further reduced (through sale) in order to purchase clean water or firewood to boil unclean water. The alternative is for beneficiaries to consume unclean water, increasing their exposure to water-borne diseases which may in turn compromise food utilization.

The two main latrine issues are insufficient number and poor hygienic conditions, largely related to the shortage of water and lack of incentives for cleaners. Another issue raised is too few latrines are adapted for people with disabilities.

The distribution of soap was seen as irregular and insufficient, causing several hygiene related issues. Hand washing stations and soap are rarely found outside the community latrines, with the exception of Nkamira transit centre.

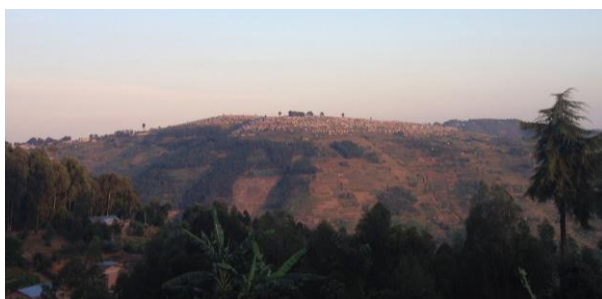
The number and functionality of garbage pits vary between the camps, but a common perception was that they were inadequately distributed and the emptying is not adequately frequent.

Shelter

The main issue with regards to the shelters mentioned by the refugees was inadequate sizes. The shelters are small and most refugees in the camps do not have enough space

for storage of their food. This is a problem especially in Nkamira Transit Centre, where the refugees are living in communal buildings. In addition, houses are often lacking doors and windows which make theft of food a risk. With the lack of cupboards, shelves and pallets, it was mentioned that food deteriorates faster due to humidity, improper packaging, and rats. Shelter inadequacy also reportedly results in significant protection risks, as discussed further in the Protection section.

Environmental Conditions in the Camps



Gihembe refugee camp

The refugee camps in Rwanda are situated on hilly terrain with insufficient drainage facilities and little vegetation. These factors, in combination with heavy rains, lead to rainwater runoffs, soil erosion and increased risk of gully and ravine

formation. The situation in Gihembe refugee camp is of particular concern: loss of vegetation cover, loss of soil

and land degradation has caused landslides and severe flooding in low areas, resulting in loss of lives and destruction of infrastructure.¹² Refugees mentioned that there are no existing systems for rainwater collection, leading both to destruction of shelters and to conflicts between neighbours. An environmental issue in Kiziba is that reportedly insufficient provision of firewood has led to deforestation of neighbouring areas, although in this case there is also a clear program of tree planting in response to the deforestation.

According to the refugees interviewed, environmental committees in most camps are not operational, or inefficient. The exception is the committee of Kiziba camp, which appears to be working well.

Use of firewood and Cooking Practices

Even though firewood is provided in the camps, the refugees mention that they often have to spend both time and money to secure enough fuel (firewood or charcoal) to cook. Firewood is one of the main expenditures for households in the refugee camps and many people sell a significant amount of their food ration to secure cooking fuel (see Protection section for detail). Another problem mentioned related to firewood was that refugees do not know when the next distribution will take place. This makes it difficult to plan the amount to be used and refugees may use too much in the beginning

¹² One of the main findings of the Technical Study for controlling the stream water of Gihembe refugee's camp by the Rwanda Defence Forces (RDF) through its Engineering Regiment in 2011 (as presented in the WFP/UNHCR flagship report)

or even sell a portion of it. One effort to reduce the amount of firewood needed includes the use of fuel-efficient stoves. Improved stoves were distributed to all households in Kigeme camp. However, many of these stoves were sold on the local market for RWF 25,000-30,000. One reason for this unpopularity in Kigeme was the spread of information that the use of charcoal in these stoves may cause cancer.

Protection

The most food insecure people are frequently the most vulnerable to abuse and exploitation, including gender-based violence.¹³ Some of the protection risks related to food security found in the JAM were: limited access to food related to registration/documentation; negative coping mechanisms, particularly pertaining to exploitation and GBV; the cycle of debt; and relations with the host community. The issue of food access for vulnerable groups has been discussed in the Food Security and Nutrition section, under “Groups with Limited Food Access.”

Registration

For the refugees to access food assistance they must be registered as refugees in the camp where they are residing. Focus group interviews revealed that refugees generally have a good understanding of the registration process and subsequent right to food. It was mentioned, however, that there are cases of inactive and unregistered individuals who may warrant refugee status. These individuals do not have access to food and thus rely on their relatives to share their rations. Those without relatives are acutely vulnerable. Refugees expressed concern that many individuals who are legitimate refugees (children/spouses of registered refugees) do not access food because they arrived at a later date and did not declare themselves as refugees at the border. Refugees understand the continuous registration mechanism in place to review the status of inactive refugees; however they expressed uncertainty as to the modalities of the process. They also asked how to address unregistered cases.

There are different reasons why some residing in the camps remain as inactive/unregistered refugees. It was mentioned that some people missed the verification exercise; some had been in Rwanda previously, returned to DRC, later travelled back to Rwanda, and remained “inactive” refugees. Others came to join their families without passing through Nkamira transit centre to be registered. There are also children of refugees born outside the camps.

¹³ JAM technical guidance sheet no.3 - Protection

Coping mechanisms, exploitation and GBV

The use of negative coping strategies are directly increasing the risk for exploitation and sexual and gender based violence among refugees. These strategies are often attempts for women and girls to generate an extra income: seeking work in local towns and cities as domestic workers; knowingly and purposefully engaging in transactional sex; high risk casual labour or; walking long distances to reach markets. These refugees are often girls that have dropped out of school and must find a way to support themselves and their families. It was mentioned among focus groups that this is not a good practice, but is necessary for lack of alternatives. The girls involved were described as poor, unable to continue their studies, and prepared to do whatever was asked of them to earn a little extra income. A young woman in one focus group questioned: “How to refuse such a proposal when there are so many needs?”

In almost all focus groups it was mentioned that girls/women in the camps engage in transactional sex to cover their needs, usually as of 15 years of age. Some of the consequences of this are gender-based violence, STIs and unwanted pregnancies, which sometimes lead to family abandonment. In some houses, girls who return home pregnant are not tolerated, and suffer harassment from their parents. In Gihembe, teen mothers and their new-borns have occasionally had to seek protracted lodging at the health centre, having been chased out of their family’s homes. Pregnancy and HIV tests are available in the camps, but the uptake of preventive services was reported to be inconsistent and inadequate, as a result of both knowledge gaps and fear of stigmatisation. It was mentioned in all focus groups that the risk of GBV was directly related to the lack of access to upper secondary education among girls.

Because of inadequate shelter size, older children are sometimes obliged to leave their homes and stay with other families. This is increasing the risk of these children to be exploited, as the child has to pay a fee in money or sex. The consequences of such payments may be unwanted pregnancies, HIV or other STIs, as well as an increased risk of sexual and gender based violence for young refugees. Additional considerations mentioned by the focus group members were the importance of the location and construction of the showers to give enough privacy. Child-headed households are at even higher risk of sexual exploitation and abuse. In one of the focus groups it was mentioned that for girls alone in their houses, almost every night there is someone who knocks on the doors of these houses and puts these girls in insecure situations.

Cycle of Debt

As mentioned previously in the report, one common coping strategy used by the refugees when they have difficulties covering their needs, is getting loans (money and/or in-kind). The loans often have high interest rates increasing the risk for people to be subject to exploitative practices (interest and debt recovery) and tend to create a vicious cycle of indebtedness. Sometimes families are forced to take new loans before they have paid back their first ones in order to feed their children. These cycles of indebtedness can cause social and family conflict as well as loss of cohesion and dignity. It was

mentioned in the focus groups that sometimes refugees had to flee the camps because of debt default, resulting in loss of access to food ration and worsening food security. Often these refugees returned to DRC, despite risks to their personal security.

In Nyabiheke camp it was mentioned by several focus groups that creditors sometimes accompany the debtors to food distributions. It was even mentioned that the staff at the distribution center were sometimes asked to take out part of the debtor's food. In each camp there is an executive committees that seek to solve conflicts that arise, like those related to loans. However, in Nyabiheke and Kigeme it was mentioned that the refugees have to pay a fee of RWF 1000 to be able to access their services and get assistance with their issues. This payment to the refugee Executive Committee is contrary to the rules and regulations of camp management and may also be perceived as a form of corruption which is penalized in Rwanda.

Relations with Host Community

The refugees perceived their relations with the host community as generally good. It was mentioned, however, that tensions can occur when refugees go out of the camp to collect firewood or fetch water, putting women and girls in particular, at risk of violence and SGBV. Since this firewood collection is illegal, female refugees often leave the camp alone and/or in darkness in order to be discreet; this increases their risk of violence and abuse. They can also have problems with the owners of the land on which they search. Loans provided by the host community can also cause tension. In Nyabiheke, it was also mentioned that alcohol and drug abuse among refugee adolescents occasionally leads to altercations and conflicts with the surrounding host community.

Logistics and Distribution

Distribution of Food and Non-Food Items – Process and Timeliness

Food aid is generally delivered and distributed on time according to the refugees (one exception is Kiziba camp, where it was mentioned that timeliness was a big problem for all groups and delays were common). However, the refugees stressed the importance of being notified and informed about any change in the schedule for distribution. The quantity of food distributed was perceived to be insufficient, but the quality was seen as acceptable (besides the case of the low-quality beans, as mentioned in the Food Security section).



Occasional delays in the distribution of NFIs were cited by focus groups, and the refugees reported poor awareness of the schedule and the distribution standards

of food and NFIs. The refugees expressed a concern over the quality and quantity of NFIs, including soap, kitchen sets, firewood, jerry cans, and female sanitary pads. There seems to be a particular problem with the collapsible jerry cans, which are reported to be of poor quality and are not serving their purpose. Soap distributed is inadequate for all hygiene needs (washing, shower and cleaning utensils), lasting for a maximum of 2 weeks. Sanitary pads are not regularly supplied, and when supplied, sizes may not be suitable for different requirements and no underwear is provided with which to use them. The problems are not only related to delays in distribution or poor quality, but also to distribution standards, period and items' lifespans. Refugees are not aware of their entitlements and distribution cycle.

Dignity, Safety and Security at the Distribution Sites

The distribution process was seen as fair and equitable and the refugees perceived that they were treated with dignity and respect during the distributions. With regards to safety at the distribution sites, the main concern was crowding around the distribution centre due to long queues. There were also incidents of theft reported in the surroundings of the distribution centres. Another concern was that there is no clear support for vulnerable persons during the distributions.

Some of the distribution centres and warehouses are not fenced off and some containers were not in a good condition. Another issue brought up was that the distribution centre in Kigeme is not covered and is not large enough to accommodate the refugees to be served.

Communication and Participation in Distribution Process

The refugees participate in the delivery process through distribution committees; nevertheless, there remains a communication gap between the refugee communities and the partners. The food committees were seen as ineffective and the process did not appear to be participatory or inclusive. Refugees mentioned that there is no clear feedback and complaints mechanism in place in the camps. When communication channels do exist, feedback to refugees takes time. In Nyabiheke camp, refugees mentioned problems with reporting and getting feedback at the quarter level.

Food Assistance Modalities

Refugees were also asked more specifically about their thoughts of cash/vouchers compared with in-kind food. When the JAM was carried out, cash transfers instead of in-kind food had just been launched in Gihembe. In the other camps, food was still distributed. Considering the very recent change from in-kind to cash in Gihembe, the findings there as well as in the other camps are based on perceptions of the refugees rather than experience. Generally, refugees support the idea of cash and voucher, particularly because it will allow freedom and opportunity to choose and diversify their food options and diets. Two important positive aspect of the change from in-kind food to cash were increased dignity and improved quality of the food. When discussing

dignity, one focus group member attested that “If the heart is happy, you feel that you can go on.”

The views differed slightly across the camps:

- Gihembe: Generally very positive feedback, but with need for certain adjustments or clarifications. For example, how the refugees can avoid the transaction fees when they withdraw money to buy vegetables.
- Kiziba/Kigeme: Positive feedback and interest, but with concerns regarding the market distance and availability of local produce in Kigeme in particular. For Kiziba, road conditions between Kibuye town and the refugee camp are very poor.
- Nyabiheke: Interest, though guarded
- Nkamira: Preoccupied with relocation at this point

Among the potential challenges with regards to cash/voucher, the refugees were primarily concerned about the amount to be distributed. They feared the transfer amount would be insufficient for covering their needs, because their needs went beyond food. Milling fees, ongoing basic needs such as clothes and shoes, and funds to pay off debts were also necessary. However, it was clarified that the proposed cash transfer will be meant for purchase of food items only.

In Gihembe camp, where cash transfers had just been introduced, there were some issues regarding transaction fees, confusion regarding from which traders refugees could buy, the diversity of the products available, and the capacity of the agents in charge of the transactions.

Other concerns had to do with the functionality of the markets, such as access to markets, food availability in the local markets and inflation. Focus group participants mentioned that the agricultural production in Nyamagabe is very poor (this may also be the case in other communities) which could limit the market availability in the area around Kigeme camp. Market access is of concern especially for vulnerable groups, such as elderly and disabled, who have limited possibilities of moving long distances to buy their food. In Gihembe camp focus group interviews found that for the vulnerable, the distance to Byumba town is too far, and lower prices cannot make up for the transportation costs in reaching Byumba town.

At the household level, refugees worried about misuse of funds and that other needs would be prioritized before food. This could potentially cause disagreements and tensions within the households.

Conclusions and Recommendations

The conclusions from the findings of this JAM are mainly centred on refugees’ dependence upon humanitarian assistance and the importance of income generating activities as a step towards decreasing this dependence. Self-reliance and income generation continue to be major challenges to refugee food security and well-being.

Despite the fact that a significant proportion of the camp-based population has been here for over 15 years, it is evident that very little progress has been made in terms of self-reliance. Today, the refugees are dependent on food assistance, not only to cover their caloric needs, but also as a source of income to cover other basic needs. Not enough income, and as a result, not enough food force the refugees to engage in negative coping strategies putting them at risk for exploitation as well as malnutrition. Among the most concerning of these coping strategies are the widespread reports of transactional sex, and the vicious cycle of indebtedness resulting from high interest loans within and outside the camps. The enforcement of loan repayment under duress only worsens refugees' chronic food insecurity, while transactional sex results in serious consequences for individuals, families and society. The diets of the refugees have a low diversity and few have acceptable food consumption. While the supplementary and therapeutic feeding programs appear to be effective in treating identified cases of acute malnutrition, the nutritional survey data suggests the need for further investigation. Moreover, the prevalence of anaemia (from the May 2012 nutritional survey) and reports of reduced meal frequency (as a common coping strategy) are concerning for the lack of dietary diversity and adequate caloric intake. Finally, of great concern is the water and sanitation situation, with sub-standard water provision and latrine coverage threatening a further compromise in refugees' food security and nutrition status.

Broadly, the recommendations from this JAM are as follows (detailed recommendations are presented in Annex I):

| | |
|--|--|
| Develop a strategy to increase income-generation | Including analysis of economic environment, survey of marketable skills among beneficiaries, and integration of vocational training efforts for refugees and host community. |
| Continue provision of food and non-food assistance | In the lack of current opportunities for income generation, continued assistance for food and non-food items is necessary. |
| Set up a mechanism to prioritize persons with special needs at the food distribution | In particular elderly, persons with disabilities, unaccompanied children, child-headed households and pregnant women. |
| Investigate possibilities to expand cash transfers as an alternative to food distribution | Expansion of cash transfers to promote autonomy and to allow refugees to diversify their diets in accordance with their own wants and needs. |
| Increase water provision and number of latrines per person to SPHERE standards | Adequate water and latrine availability must be combined with community based measures for preventive health and hygiene. |

| | |
|--|---|
| Continue providing supplementary feeding | Consider expansion of the supplementary feeding to include children between 2 and 6, elderly persons, and the chronically ill, thereby increasing their utilization of food support |
| Continue integration of refugee learners into national education system | Provision of upper secondary education and safe learning environment will mitigate protection risks |

Annexes

- I. Detailed recommendations
- II. Status of JAM 2011 recommendations
- III. List of participants

Annex I Detailed findings and recommendations

| | FINDINGS | RECOMMENDATIONS | STAKEHOLDERS |
|------------------------------------|--|---|---------------------|
| FOOD SECURITY AND NUTRITION | | | |
| 1. | Refugees report their original staples in the eastern DRC included a variety of cereals, and that they rarely ate maize grain but rather maize flour. | Provide support to refugees to cover milling cost. | WFP, UNHCR |
| 2. | Kitchen gardens have been successful in many camps as a way to increase consumption of vegetables, but are only serving a small part of the population. | Develop/extend kitchen gardens in camps, employing creative/space-saving techniques (e.g. basin and sack gardens) | UNHCR, FAO |
| 3. | In Gihembe: Cash transfer (CBI) seen as a good way to improve diet diversity but mVISA-designated traders do not typically sell vegetables and refugees report paying transaction fees related to multiple cash withdrawals. | In order to promote autonomy and to allow refugees to diversify their diets in accordance with their own wants and needs, barriers to cash withdrawal and utilization (e.g. transaction fees) should be eliminated. | WFP, UNHCR, MIDIMAR |
| 4. | Certain groups (elderly, children aged 2-6, and chronically ill) are particularly vulnerable to malnutrition given their difficulties digesting maize grain. | Expand supplementary feeding to include children between 2 and 6, elderly persons, and the chronically ill, thereby increasing their utilization of food support. | WFP |
| 5. | Refugees have reported occasional delivery of poor quality beans/maize, resulting in prolonged cooking time and increased consumption of firewood | Maintain optimal quality maize and beans for the general food distribution. | WFP |
| 6. | The results from the pre-JAM 2013 reflect complex nutritional data, and lack information regarding prevalence of anaemia | UNHCR should carry out methodologically sound nutritional surveys in each camp on an annual basis – namely, the Standardized Expanded Nutrition Survey (SENS), implemented in coordination | UNHCR, WFP |

| | | | |
|--|---|---|---------------------------|
| | | with MoH, WFP, and if required, UNICEF | |
| HEALTH, WASH, ENVIRONMENT AND SHELTER | | | |
| 7. | Recurrent diarrhoea and upper respiratory illnesses compromising nutrition status | Reinforce community based measures for preventive health and hygiene | AHA, ARC |
| 8. | Water supply below the standards in all camps except Kiziba refugee camp and Nkamira transit centre | Increase the quantity of water supplied to SPHERE standard (20L/pers/day) from 11lts/pers/day in Gihembe and Nyabiheke, and 16lts in Kigeme. | UNHCR,ARC,PAJER |
| 9. | Inadequate latrine coverage in all camps, and lack of adaptations for disabled refugees | Increase latrine coverage to SPHERE standard (20 pers/drop hole), preferably via dischargeable latrines, and explore options for disabled refugees' accessibility | ARC,PAJER |
| 10. | Environment not well managed/protected | Establish and train environment committees in all camps, to promote environmental responsibility among refugees. | UNHCR, MIDIMAR, ARC,PAJER |
| 11. | The camps are situated on hilly terrains with little vegetation which increases the risk of landslides and creation of gullies and ravines. | Develop adequate drainage systems and environmental protection program for refugee camps and the surrounding areas | UNHCR, MIDIMAR, ARC,PAJER |
| 12. | Eco-friendly cook-stoves are not available in other refugee camps such as Gihembe, Nyabiheke and Nkamira | Distribution of saving cook-stoves where they are not available. | |
| 13. | Limited use of and improper perception of Eco-friendly cook-stoves in Kigeme, | Increase sensitization and education regarding cook-stoves in Kigeme | UNHCR, ARC, PAJER |
| 14. | Shelters are small compared to some large families, and rehabilitation/reallocation procedures are unclear (esp. Gihembe/Nyabiheke) | Provide houses based on the family size, and improve transparency and communication regarding rehab/reallocation procedures. | MIDIMAR, UNHCR, ARC |
| PROTECTION/SGBV/COMMUNITY SERVICES | | | |

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| 15. | There are some cases of inactive and unregistered individuals who, as a consequence this, do not have access to food. | Facilitate access to refugee status determination (RSD) procedures and review modalities of continuous registration (e.g. additional sessions) | NRC, MIDIMAR, Immigration, UNHCR |
| 16. | There is no prioritization system at the food distributions for persons with special needs, in particular elderly, persons with disabilities, unaccompanied children, child-headed households and pregnant women. | Set up a food distribution mechanism that prioritizes persons with special needs and facilitate their access to food | WFP, UNHCR, Cooperating partners, refugees |
| 17. | Many refugees get loans to cover their needs and, as a consequence, fall in a vicious circle of debt and become subject to exploitative practices (this is a particular issue of concern for unaccompanied children and child-headed households). | Advocate for the end of the practice of forced repayment by the executive committee in all camps. Conduct regular monitoring of the food distribution mechanism to ensure exploitative practices come to an end. | MIDIMAR, UNHCR, IPs |
| 18 | Women and girls working as domestics outside the camp or engaged in transactional sex are at risk of SGBV. | Prioritize women and girls in all vocational training and income generating activities as well as girls for educational support beyond secondary 3. Advocate for all adolescent girls to seek medical assistance (reproductive health services) as many are/may be engaging in transactional sex and are not seeking out medical assistance | UNHCR, IPs |
| 19. | Women and girls that are at risk of SRH/HIV or victims or SGBV are not aware/not using the services that are available | Carry out a sensitization/screening on SRH/HIV issues as well as create and facilitate support groups and safe spaces for women and girls | |
| 20 | Lack of refugee ID cards results in barriers to employment | Provide refugees with ID cards as soon as possible | NIDA, MIDIMAR, Immigration, UNHCR |

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| 21 | Refugees report that seeking firewood outside the camp leads to repeated episodes of harassment and physical/sexual assaults. | Ensure timely delivery and sufficient quantity provision of firewood as well as clear communication of the quantity and how long it is supposed to last | MIDIMAR, UNHCR |
| SELF-RELIANCE, VOCATIONAL TRAINING AND EDUCATION | | | |
| 22 | Opportunities for income generation are scarce and resulting in the sale of food and NFIs. | Elaborate an Income-Generation strategy: analysis of economic environment, survey of marketable skills among beneficiaries, and integration of vocational training efforts for refugees and host community | UNHCR, MIDIMAR, Partners |
| 23. | The number of refugees currently involved in income generating projects is low, because of lack of start-up capital, physical infrastructure, and limited knowledge of financial management | To provide start-up capital and start-up kits for individuals and cooperatives/association, provide physical space (e.g. markets) for business activities, and conduct financial education training specific to small business management | AHA, ADRA, ARC, World Vision |
| 24. | Different opportunities for saving and credits are available within and outside of the camps, but awareness among beneficiaries is low | Provide guidance (where necessary) for 'Tontines', Voluntary Savings and Lending schemes, and sensitization regarding external micro-credit schemes and projects (e.g. Umurenge SACCO) | AHA, ARC, ADRA, WV |
| 25. | Refugees perceived their salaries as lower compared with Rwandans. | To increase and (if necessary) harmonize salaries in the camp for refugees and national | AHA, ADRA, ARC, World Vision |
| 26. | Many students drop out of school after lower secondary level because of the lack of support | To explore the opportunity to support students after lower secondary level | ADRA, UNHCR |
| LOGISTICS AND DISTRIBUTION | | | |
| 27. | Cash and vouchers: There are concerns about commodity price fluctuation and availability/proximity of local | Ensure planned survey and assessments of markets and cash transfer pilot are carried out as scheduled | WFP and UNHCR |

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| | markets. | | |
| 28. | Other concerns raised by the refugees include the amount distributed, the transfer value and charges incurred | Continue awareness sessions for refugees regarding cash transfers with accompanying financial management education. | WFP, UNHCR |
| 29. | Beneficiaries in all locations reported generally positive impressions of CBI, as a way to increase dietary diversity and autonomy | Consider expansion of CBI in locations beyond Gihembe, and consider CBI for NFIs | UNHCR, WFP |
| 30. | Refugees report dissatisfaction with the quality and capacity of collapsible jerry cans. | For the immediate need, collapsible 10l jerry cans are deemed suitable. However for the longer term, more durable jerry cans of at least 20 litres capacity should be considered. | UNHCR |
| 31. | Inadequate quantity and quality of sanitary pads. | The quantity and quality of sanitary pads needs to be improved. | UNHCR |
| 32. | Inadequate quantity of soap for certain groups such as students, mothers. | The quantity of soap should be reviewed, taking into account the needs for specific groups such students, mothers. | UNHCR |
| 33. | The security around the distribution areas and warehouses are not appropriate. | Reinforce security measures for both distribution areas and warehouses particularly fencing. | MIDIMAR, WFP and UNHCR |
| 34. | Although distribution committees are in place there is a communication gap between the refugee communities and the partners. The food committees were seen as ineffective and the process did not appear to be participatory or inclusive. | Invite refugee participation in all aspects of the process. Invite refugees in all locations to bring their concerns and complaints to monthly coordination meetings. | |
| 35 | Concerns about delays and no clear schedule in the distribution of NFIs. | The amount and schedule for distribution of NFIs needs to be communicated clearly, and channels for feedback to be reinforced on a regular basis | UNHCR, MIDIMAR, Partners |

Annex II: Joint Assessment Mission 2011: Status Update Aug 2014**A: Recommendations partially implemented**

| No: | Recommendations | Implementation status |
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| 3 | Assist the camp in acquiring better milling facilities / equipment; ARC to conduct feasibility study | <ul style="list-style-type: none"> • Not implemented to date |
| 6 | Ensure that all refugees are aware of exactly what their rations should be (to install signboards of the ration sizes - quarter level, flipchart at stands); | <ul style="list-style-type: none"> • Implemented |
| 10 | 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. | <ul style="list-style-type: none"> • Implemented in Nyabiheke and Kigeme; Kiziba in progress |

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| 22 | Provide essential facilities for people with specific needs (i.e. crutches and wheelchairs) | <ul style="list-style-type: none"> • Not implemented to date |
| 23 | Increase environmental awareness through trainings and school extracurricular activities (terraces, re-forestation - one tree per household) | <ul style="list-style-type: none"> • Partially implemented, ongoing |
| 30 | Utilize land recently given by the GoR for residence/public infrastructure (Nyabiheke camp) | <ul style="list-style-type: none"> • Implemented |
| 36 | Education service providers should take in consideration the exceptional cases including children born outside the camp; | <ul style="list-style-type: none"> • Implemented |
| 37 | To review the form of disciplinary measures particularly regarding exclusion for long period, corporal punishment in class, insulting language and deduction of marks; | <ul style="list-style-type: none"> • Implemented |
| 39 | Educational partners to begin negotiations with the Government to facilitate integration of second cycle senior students in schools and vocational institutions. | <ul style="list-style-type: none"> • Partially implemented (complete in Nyabiheke and Kigeme, in process for Gihembe and Kiziba) |
| 40 | Introduce school meals program in refugee camp school; | <ul style="list-style-type: none"> • Implemented |
| 41 | To review modalities for awarding scholarships to girls and boys considering full payment of fees requirement due to the inability to fund; | <ul style="list-style-type: none"> • Partially implemented |

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| 43 | Hire qualified teachers and provide on-the-job training to the already existing teachers | <ul style="list-style-type: none"> Partially implemented |
| 44 | Ensure all expenses of primary education students attending government schools are covered. | <ul style="list-style-type: none"> Partially implemented |
| 45 | Provide additional uniform for school-going children | <ul style="list-style-type: none"> Not implemented to date (only 1 uniform provided) |
| 46 | Provide mobility aids for children with disabilities | <ul style="list-style-type: none"> Not implemented to date |
| 47 | Advocate for the provision of more scholarships for secondary and tertiary education | <ul style="list-style-type: none"> Partially implemented |
| 59 | Strengthen existing IGP (Income Generating Projects) to include a vast majority of refugees (men, women and youth) | <ul style="list-style-type: none"> Partially implemented |
| 67 | UNHCR, in collaboration with partners, to look into the potential of re-establishing and maintaining the existing vocational training centres within the camp. | <ul style="list-style-type: none"> Not implemented to date: in-line with global and country-level UNHCR strategy, efforts are shifting to augmenting existing gov't vocational training facilities, and integrating refugees into these centres |

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| 70 | Livestock: arrange possibilities with local authorities to rear livestock outside the camps, technical assistance in rearing small livestock (rabbits, chicken etc.) | <ul style="list-style-type: none"> Partially implemented: small livestock rearing within the camps Livestock rearing outside of the camps is not feasible |
| 75 | Pilot study for cash/voucher transfer | <ul style="list-style-type: none"> Implemented: pilot ongoing in Gihembe |

B: Recommendations not implemented

| No: | Recommendations | Implementation status |
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| 51 | a. Provide information on refugee country of origin and possibility of repatriation b. Share conclusions from tripartite meetings between GoDRC, GoR, UNHCR with refugees | <ul style="list-style-type: none"> Partially implemented (Kigeme) following tripartite meetings in 2013 |
| 52 | Advocate for DRC officials to visit Nyabiheke camp. | <ul style="list-style-type: none"> Not implemented |
| 58 | Strengthen functional adult literacy programmes (education). | <ul style="list-style-type: none"> Not implemented to date |
| 68 | 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) | <ul style="list-style-type: none"> Implemented |

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| 71 | Implement a joint self-reliance monitoring in the camps in order to track the capacity of refugees to cover the gap on food and NFIs. | <ul style="list-style-type: none">• Not implemented to date |
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Annex III: List of Participants

(This list is not exhaustive, but is limited to those who comprised the “core team” for primary data collection and others who were sole representatives of their organizations)

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