



International Organization for Migration (IOM)

Final Report to USAID

EMERGENCY ASSISTANCE TO THE VICTIMS OF FLOODS AND LANDSLIDES IN RWANDA

Project Data Table

Executing Organization:	International Organization for Migration (IOM)
Project Identification and Contract Numbers:	DP.1482 PIO Grant No. AID-696-IO-00001
Project Management Site and Relevant Regional Office:	Management Site: Kigali, CO, RWANDA Regional Office: Nairobi, RO, KENYA
Project Period:	24 May 2016 to 22 August 2016
Geographical Coverage:	Gakenke District, Northern Province, Rwanda
Project Beneficiaries:	Disaster affected population, Displaced families and community members
Project Partner(s):	Ministry of Disaster Management and Refugee Affairs (MIDIMAR), Ministry of Local Government (MINALOC), other One UN agencies
Reporting Period:	Narrative: 24 May 2016 to 22 August 2016 Financial: 24 May 2016 to 22 August 2016
Date of Submission:	22 September 2016
Total Confirmed Funding:	USD 50,000
Total Funds Received to Date:	USD 50,000
Total Expenditures:	USD 50,000

1. SUMMARY OF KEY ACHIEVEMENTS DURING THE REPORTING PERIOD

Hazards prevailing in Rwanda include droughts, floods, landslides, earthquakes various storms (i.e. windstorms, rainstorms and thunderstorms), forest fire, diseases and epidemics that disrupt people's lives and livelihoods, destroy infrastructure, interrupt economic activities and slow down development. Over the last decade, the frequency, intensity and severity of natural hazards and disasters, particularly floods, landslides and droughts, have significantly increased, raising the toll of human casualties as well as economic and environmental losses.

Following the 7-9 May 2016 disasters caused by floods and landslides which resulted in 49 losses of life and 27 casualties, destroyed over 2,300 houses in the affected districts, the Ministry of Disaster Management and Refugee Affairs (MIDIMAR) called for a meeting with partners to brief on the disaster situation and critical needs of the disaster affected populations on 13 May 2016. A field assessment was conducted in the most affected district, Gakenke, to identify life-saving needs of disaster affected populations on 18 May 2016.

This project aimed to improve the living condition of the displaced populations as well as restoring the livelihoods of disaster affected populations in Gakenke District. The project was focused on the three technical sectors that IOM had identified as critical components which required immediate attention: (a) **Water, Sanitation and Hygiene (WASH)**; (b) **Camp Coordination and Camp Management (CCCM)**; and (c) **Livelihood Support**.

In the dynamic situation and political environment, IOM responded to the changing priorities and needs in a flexible and timely manner and in the best interest of the disaster affected community. Activities were completed as per the revised work plan and outputs achieved however, some of the activities we redesigned due to factors out of IOM's control and funds reprogrammed to meet the critical needs. Stakeholders were involved throughout the project cycle as follows: (a) **WASH**: Provision of mobile showers and latrines at the Internally Displaced Populations (IDP) sites at Minazi (**May 2016**); (b) **CCCM**: Implementation of an assessment by a CCCM expert at three IDP sites in Minazi, Muzo and Gakenke (**June 2016**); and (c) **Livelihood**: Cash-for-work provided job opportunities to 889 persons in four disaster-affected communities in Gakenke, Mataba, Muzo and Minazi Sectors, and supported 204 vulnerable displaced families or 1,020 individuals for their shelter construction. (**July-August 2016**)

2. PROGRESS MADE TOWARDS REALIZING OUTCOMES AND OUTPUTS

The project has been implemented based on Work Plan and Monitoring and Evaluation (M&E) Plan developed by the project team after receiving funds from the United States Agency for International Development (USAID) in May 2016.

In order to achieve the project's objective "*to contribute to the enhancing the living condition of the displaced populations as well as restoring their livelihoods of disaster affected populations in Gakenke District,*" the following outcomes and outputs were set:

Outcome 1: Living conditions at transit sites are improved at the three transit sites

Output 1.1: WASH facilities are available at all the sites

Output 1.2: Camp Coordination and Management Structure are established and functional

Outcome 2: Living condition are improved for disaster affected population and displaced persons

Output 2.1: Disaster-affected population are provided with cash-for-work opportunities

Outcome 1, was not fully achieved due to an external factor. As a result of the closure of transit sites by the Government in mid-June 2016, a necessary condition to achieve this outcome had disappeared. Outcome 2, was fully achieved as the focus was shifted towards the livelihood component after the site closure. The project contributed to achieve objectives through the partial achievement of Outcome 1 and full achievement of Outcome 2.

Outcome 1: Living conditions at IDP camps are improved at the three sites

Three IDP camps hosting about 300 homeless families were established by MIDIMAR immediately after the disaster happened in May 2016 to provide the displaced with protection and assistance. However, in mid-June 2016, all camps were closed by the local governments owing to a change in IDP policy by the government. As a result of the closure of transit sites by the Government, a necessary condition to fully achieve this outcome was not feasible. The displaced families from the three sectors strongest hit by the disaster, were involved in the construction of their new shelter back at their place of origin in the framework of a project funded by CERF.

Output 1.1: WASH facilities are available at all sites

Prior to the IDP sites closure, a field visit was conducted on 26 May 2016 to the IDP site in Muzo and Minazi sectors to determine the WASH facilities to be provided to IDP camps, and a site assessment with an engineer from an identified supplier, ROTO Ltd., was conducted on 1 June 2016 in all three sites (Minazi, Muzo and Gakenke). The works started immediately after the site assessment in the Minazi site, employing ten unskilled labourers from the community to dig holes for mobile toilets and showers. Gender segregated mobile toilets and showers were established and operational by 10 June 2016.



Meanwhile, discussions between MIDIMAR and the district on the operation of IDP camps were divisive. While MIDIMAR wanted those who lost their houses to be in a transit site in order to be able to easily identify the IDPs and their needs, the district believed that living in IDP camps would create an aid-dependency syndrome. Also, with regards to the IDP camp at Gakenke Sector, the local authority did not allow people to stay in the IDP site which was set up by MIDIMAR in May due to the fact that there were no basic facilities, including WASH facilities, no kitchen, no water point, and above all it was located in a wetland area near a river.

Facing the dynamic situation and discussions about the IDP sites, MIDIMAR requested IOM to postpone the construction of WASH facilities in the other two IDP camps of Muzo and Gakenke. Funds towards this component, were re-programmed to cover one year of health insurance for an estimated 20% of all beneficiaries or about 180 families or 900 persons.

Output 1.2: Camp coordination and management structure are established and functional

While WASH facilities were provided in one site, IOM with its CCCM Cluster Lead in a natural disaster context, intended to support MIDIMAR in the sector by introducing global standard and tools to ensure sound coordination and management that would ensure that the displaced were provided with protection and appropriate assistance.

An IOM CCCM expert was deployed to Rwanda for eight days and visited the three IDP camps in Gakenke District on 6 June in order to get an overall picture of the situation. There were 58 households (over 10 female-headed households, more than 5 child-headed households) or 172 persons (36 men, 58 women, 78 children, 38 children under 5) in Muzo site, 0 person in Gakenke site and 225 persons (100 men, 125 women, 95 children) in Minazi site. Some of the findings were the following:

- **Leadership and Coordination:** MIDIMAR has an overall responsibility of setting up and running IDP camp and they recruited three camp managers who were always at site and in charge of stock control for NFIs. In meanwhile, the local authorities demonstrated to be decision makers of IDP camp operation on the ground. It was noted that local authorities seemed to be against the idea of IDP camp setup.
- **Capacity and Resources:** There is no capacity building plan for the site management and humanitarian coordination. Also, camp management and humanitarian coordination for IDPs, humanitarian actors, local and national authorities were found to be weak, and therefore, identified a need for training for government officials who are directly involved in IDP site management.
- **Leadership among IDPs:** There was weak IDP leadership structures with some representatives nominated on the sites, no IDPs committee democratically elected, very little participative strategy of IDPs on their management.
- **NFI Distribution:** Likely overlap humanitarian response between humanitarian and Government, especially regarding NFIs. The national authorities received assistance of NFI stocks from the humanitarian community, then distributed to IDPs. No clear plan of distribution was known by IDPs.
- **Shelter:** Communal hangars donated by UNICEF were used to accommodate IDP households. However, the condition of living is recommended for only for a very short time from a protection point of view (privacy and safety) and was incompatible to the local culture (men were separated of their wives).
- **Gaps in different sectors:** Meeting the IDPs' needs in various sectors (food, health, education, WASH, environmental protection etc.) seemed a challenge, among which the lack of WASH facilities was highlighted as it promoted open defecation, which could lead to environmental contamination and health hazard.



For the future similar disaster incidents, IOM recommends the following: (a) to have a clear role and responsibility, harmonized approach between the national Government (MIDIMAR) and the local Government (District); (b) to make a distinction between emergency response and post emergency/resilience situation; (c) to promote the principle of partnership and participation in emergency situation; and (d) to involve IDPs in all activities taking place in the IDP site taking into consideration durable solutions.

Outcome 2: Living conditions are improved for disaster affected population

This outcome was achieved through support in shelter construction and the cash-for-work initiative that was targeting the vulnerable displaced families in the four most affected sectors (Muzo, Mataba,

Minazi and Gakenke). 204 displaced families in target sectors were supported with shelter reconstruction where the structure was completed and covered with iron-sheets. Having their own shelter significantly improved their living condition compared to their previous living condition where they lived in a kitchen or one of the rooms of their host families in a congested manner and with no privacy.

The shelter construction process was through a cash-for-work initiative. June to July is the harvest season; with the destruction of the crops while still in the field, the local community lacked any income generating opportunity. The cash-for-work initiative directly benefited 889 individuals including both skilled and unskilled. This enabled 40 families to access basic needs like food and health insurance (which is paramount for nationals in Rwanda) with each labourer earning between 18,000 Rwf to 36,000 Rwf from the shelter construction process.

Output 2.1: Disaster affected populations are provided with Cash for Work opportunities

During a meeting with Gakenke District on 8 July 2016, it was suggested that support of shelter construction process is done using the cash-for-work system. IOM together with the administration officials in Gakenke District carried out a feasibility study in Mataba and Minazi Sectors, which concluded that the proposed idea was feasible. Gakenke District provided the approved list of skilled and unskilled labourers from local communities of the four sectors, and the construction work started on 25 July 2016.

The beneficiary selection for shelter support was done at community level, the village leaders together with the community members identified the most vulnerable according to the selection criteria provided. With regards to the unskilled labourer selection, the sector authority considered those who are extremely vulnerable with priority to those who could not afford to purchase the community one-year health insurance. Many skilled labourers were men due to the engineering nature of the work that required construction experience, while for the unskilled labourers consideration was given to the vulnerable women. According to the sector officials, a significant number of unskilled labourers acquired health insurance (2,500 Rwf per person) as a result of the cash for work opportunity.

During the 18 days of shelter construction, IOM staff together with the sector leaders monitored the activities to ensure the presence of the labourers and that the shelters were constructed according to specifications.



Partnership and Collaboration

During the entire project implementation period, IOM worked closely with Gakenke District as most of the feasibility studies and field visits were conducted with the Vice Mayor or the Director of the Social Protection Department. In addition, a joint field visit to the project site USAID Senior Officer, M&E (Monitoring and Evaluation) Officer and Peace Corps volunteer was conducted. In partnership with I&M Bank, IOM made payment to all the cash-for-work beneficiaries. I&M Bank offered their service to deliver the cash to the sectors and distributed money to each person according to the beneficiaries list provided. IOM staff and sector officers were present to witness the process and

respond to any issues that came up especially related to the personal identification documents. I&M Bank participated in this project as their Corporate Social Responsibility (CSR) activity, and therefore offered its service in-kind.

Table 2.1: Progress Achieved Compared to Indicators in the Results Matrix

	<i>Indicators</i>	<i>Baseline</i>	<i>Target</i>	<i>Achieved</i>	<i>Remarks</i>
Outcome 1: Living conditions at transit sites are improved at all the transit sites	% of IDPs living in camp expressing their satisfaction with the improved WASH condition at transit sites	TDB	80%	N/A	External factor (IDP camp closure in mid-June 2016) forced us to stop planned work at IDP camp
	# of complaints reported to Committee of displaced people / local leaders	0	30	N/A	Same as above
	% of complaints solved / addressed property	0	100%	N/A	Same as above
Output 1.1: WASH facilities are available at all sites	Number of transit sites with basic WASH facilities	0	3	1	8 shower (4 female, 4 male), 8 toilets (4 female, 4 male) constructed at Minazi IDP camp. Fund used to cover one year of health insurance for about 20% of all beneficiaries and 500 families were provided with basic hygienic items.
Activities 1.1:					
<ul style="list-style-type: none"> • Identify necessary WASH facilities at the three sites with MIDIMAR and local government • Procure selected WASH facilities / equipment • Deliver the WASH facilities / equipment to the site • Ensure cleaning and maintenance by displaced population / local authorities at the all sites 					
Output 1.2: Camp coordination and management structure are established and functional	# of local leaders / displaced community trained on CCCM	0	30	N/A	External factor (IDP camp closure in mid-June 2016) forced us to stop all the work relating to CCCM

<p>Activities 1.2: Conduct rapid assessment on the needs and gaps in terms of CCCM at the existing transit sites Develop ToR and select CCCM trainer Identify trainees (local leaders and representatives of displaced people’s Committee) per site Conduct CCCM training for all sites</p>					
<p>Outcome 2: Living conditions are improved for disaster affected population and community</p>	<p># of IDPs supported their shelter construction through cash-for-work</p>	0	200 hh	204 hh	Gakenke (29), Muzo (65), Minazi (65) and Mataba (45)
	<p>% of beneficiaries able to pay community health insurance in 4 target sectors</p>	TBD	10% increase	15-20%	Data only partially available. Minazi sector from 35% to 60%
<p>Output 2.1: Disaster affected populations are provided with cash-for-Work opportunities</p>	<p># of skilled labour received cash</p>	0	300	327	Skilled labour 3,000 Rwf / day. The majority worked for 18 days
	<p># of unskilled labour received cash</p>	0	400	562	Unskilled labour 1,000 Rwf / day. The majority worked for 18 days
<p>Activities 2.1:</p> <ul style="list-style-type: none"> Identify, select livelihood activities needed in disaster affected area (with MIDIMAR and Local Government) Conduct selected livelihood activities (cash-for-work) in selected area Facilitate payment according to the worked days for all the participants in this scheme. 					

3. CHALLENGES ENCOUNTERED AND ACTIONS TAKEN

Challenges	Actions Taken
Different policies and ideas between MIDIMAR and Gakenke District; dealing with this dynamic situation was a challenge.	At first coordination only took place at national level (MIDIMAR), but as the project evolved, it was necessary to coordinate more at local level (District) which had accurate information and a clear roadmap for this disaster response / recovery.
The change of the government policy on IDP camp; the closure of IDP camps, forced the project to change its priority and focus.	A meeting with USAID was held and shared information on the changing situation on the ground that were beyond IOM's control. The agreement was that the project's focus to slightly shift towards the livelihood support component for the remaining project period.
The newly established WASH facilities at Minazi IDP camp did not serve the original purpose (improving IDPs hygiene condition / access to WASH facilities) due to camp closure; instead they are currently being used by cell officers and the local community.	The WASH facilities will be relocated to the four different sites where the IDPs' shelter had been constructed. Minazi Sector is committed to this while IOM will facilitate this activity under a new project which covers the provision of shelter in ten sectors including Minazi Sector.
With regards to the cash-for-work intervention, one of the target sectors (Gakenke Sector) delayed their work for one week due to the fact that the sector did not believe that the payment was committed.	The Vice Mayor visited the sector and instructed the Executive Secretary to organize the labourers and start with the project implementation. IOM requested Gakenke Sector to increase the number of labourers in order to catch up with the one week loss.
Due to the short-time project period, conducting a rapid impact assessment on livelihood was not possible. We have not yet conducted an internal evaluation on this.	IOM has a new project funded by the UN Central Emergency Relief Fund (CERF) which covers the ten sectors including all four sectors which were covered by USAID. We will continue to follow up and conduct random interviews to collect information on the use of cash provided and its impact at sector level.

4. CONCLUSIONS

The three month project aimed “to contribute to the enhancing the living condition of the displaced populations as well as restoring their livelihoods of disaster affected populations in Gakenke District.”

Despite the dynamic situation and political environment, IOM responded to the changing priorities and needs in a flexible and timely manner and in the best interest of the disaster affected community. All activities were implemented through a community-based approach involving all relevant stakeholders. The project provided ten mobile showers and latrines at the Minazi IDP site under the WASH component prior to the sites closure; conducted an assessment on CCCM at the three IDP sites

Minazi, Muzo and Gakenke that provided an insight for similar future crisis ; benefitted 204 vulnerable displaced families (approximately 1,020 individuals) with shelter and 889 individuals through livelihood programme (cash-for-work).

Despite the short timeframe, the project went smoothly and built a strong partnership with MIDIMAR, the Local Government (Gakenke District) and sector authorities who have been monitoring closely the progress of work (shelter construction for IDPs) and private sector (I&M Bank). In addition, IOM also highly appreciated the flexibility of the donor to redesign the project activities and their availability of USAID staff for the update meetings, joint field visit and all the advice and support.

The grant was critically important for IOM since it was the only available funds to enable IOM to immediately respond to the disaster-hit area, more so, lifesaving enabled IOM to expand its activities through a new funding opportunity from CERF (Central Emergency Relief Fund).

5. EXPENDITURES AND RESOURCE UTILIZATION

Financial report will be submitted as per ***PIO Grant No. AID-696-IO-16-0001; Emergency Assistance to the victims of Floods and Landslides in Rwanda*** (Final financial report - 90 days after the completion of the project).

6. ANNEXES

Annex 1: Workplan

Annex 2: Field Report on CCCM assessment findings (6 June 2016)

Annex 3: Photos on IDP camps and initial response phase (June 2016)

Annex 4: Photos on Livelihood Support / Shelter Progress (4-5 August 2016)

Annex 5: Photos on Joint Visit with USAID (11-12 August 2016)

END