

**SURVIVORS LIVELIHOOD AND INTEGRATED SHELTER PROGRAMME  
(SLISP)**

**SURF RWANDA  
Final Report**

**January 2008**

## **Introduction,**

This is the final report of the Survivors Livelihood and Integrated Shelter Programme (SLISP) funded by Comic Relief (CR). The project started up in February 2006 and construction and settlement were successfully completed in December 2007. The report covers this period, focusing on the planning, implementation and monitoring of the low cost shelter project for survivors - outcomes and benefits of the project, lessons learned and the holistic approach of SURF and its partners.

## **Description of the project**

SLISP has worked towards improving access to secure, adequate shelter for poor and in particular vulnerable survivors of the genocide, including those infected with, or affected by HIV and AIDS. By improving shelter, the program sought to reduce poverty and improve the overall livelihoods of the survivors.

This project was conceived by a 'survivors' steering committee' made up of representatives of each partner in the project: IBUKA, AVEGA, Solace Ministries, AOCM and ASRG and SURF Rwanda. This was as a follow up to the commitment made by CR to survivors in February 2005, to provide an additional £1 million to help meet the pressing shelter needs of survivors of genocide.

The project primarily targeted vulnerable orphans, who were the main beneficiaries, as well as widows and widowers who survived the genocide, many who are now living in destitute conditions. A total of **362** households were resettled from the primary target group, providing support for **1,810 direct beneficiaries**. An undetermined number of their family members have benefited indirectly.

This project has been part of the wider strategy to integrate shelter into existing **holistic interventions of SURF** to meeting survivor's diverse needs. To supplement this project other interventions offered to survivors included: psychosocial and medical support; antiretroviral treatment (ARVs) for people living with HIV and AIDS (PLWA); provision of grants / loans for income generating schemes; institutional capacity development; skills and vocational training; managerial training; various support services (e.g. information, technology, networking). For women survivors in particular, additional interventions included action to facilitate their involvement in national development activities; such as: training in basic literacy and mathematics; legal aid; support for those abused during or after the genocide; and legal rights training.

## **Project highlights**

- The construction of houses for, and resettling, 362 households of survivors
- Increasing the quality of lives of 1,810 survivors
- Including beneficiaries in the process of construction of the housing, as well as the follow-up in order to induce a greater sense of responsibility
- Integrating Government, non-governmental organizations (NGOs), provincial, district and sectors' administrative authorities, construction companies and SURF Rwanda, in the process of construction, as well as the identification of beneficiaries

- Highlighting the plight of the survivors of the genocide, and showing that it is possible to overcome seemingly intractable problems
- Stimulating the Government to accelerate house-building in Rwanda, to resettle 20,000 households in the first quarter of this year, using the SLISP model and our project officer for the work
- Integrating the project into the dynamics of decentralization and community living initiated by the Government; and in the process strengthening community based participation
- Enhancing the capacity of LNGOs' to work collectively and to share lessons and learning processes

## **Project background**

SLISP was initiated in 2005, and a grant of £1,050,000 was made by CR to SURF to support an affordable housing programme for survivors of the genocide in Rwanda through a consortium of survivors' organisations: IBUKA, AVEGA, Solace Ministries, AOCM and ASRG and SURF Rwanda.

## **The need for the project**

The genocide in Rwanda aimed to exterminate the Tutsi population of Rwanda, whilst also systematically targeting moderate Hutus as well. It was not only the speed of the killing, a million people killed in just one hundred days, but also the massive destruction of property of the victims, including their houses, livestock and personal belongings that made the genocide so extreme. The genocide also targeted men in particular, leaving more vulnerable women and children as survivors.

## **General environment**

The wider holistic purpose of the project was to link improvement in shelter for survivors with broader development goals such as improved livelihoods, environmental sustainability and empowerment of poor families, as well as reducing vulnerability of the survivor community in general.

Partnerships and advocacy were major factors that contributed to the project's success.

## **Project objectives**

SLISP aimed to provide the most vulnerable survivors with affordable housing, ensuring their personal security and creating a secure environment in which to rebuild their lives. By improving shelter, the programme sought to reduce poverty, improve the overall livelihoods of the survivors, and give them hope for the future. The project targeted vulnerable orphans, widows and widowers who survived genocide and who were living in destitute conditions.

The main objectives were to:

- Provide the most vulnerable survivor families with housing of good quality.
- Increase the active participation of men and women living in poverty and improve the terms of their participation, in improving their living conditions.

- Improve the environmental sustainability of low-income housing.
- Reduce the policy, legal and institutional constraints and bureaucracy that survivors face in seeking access to shelter.
- Strengthen and empower partnerships and alliances to enact change to programmes and policies on shelter for the poor.

## **Project plan**

Originally a one year project was envisaged for the construction of 475 houses. However, this number was later revised to 365 due to rising building costs. The construction actually commenced towards the end of March 2006. To date 362 homes have been built in different areas of Rwanda (see *Schedule 1*).

## **Project progress**

The homes were built in phases (see *Schedule 1*) over a period of 16 months. Initially an open tender was issued, and the best candidates picked for the job. Three out of ten contractors that responded were retained initially to undertake the work. To maximise the benefits of the project, one (technical) programme officer was appointed, with officers from IBUKA and SURF Rwanda providing administrative support. The administrative structure included all constituent LNGOs, at the national and administrative levels, headed by IBUKA who oversaw the day-to-day administration of the construction and settlement process of the project. See *Schedule 3: Administrative Structure* detailed in the Memorandum of Understanding (MOU).

## **Costs**

Unfortunately, due to economic fluctuations, there were discrepancies between the costs quoted in the original project proposal and those at the time of the start of the construction through to the end of the project. The cost of cement, nails, wood and labour all rose considerably over the course of the duration of the project, due to the building boom in Rwanda. Therefore, the budget was constantly revised and several adjustments to the structural plans had to be made, e.g. plans for guttering on all houses were abandoned, and houses were built to a semi-detached design rather than detached.

For the second phase, there was no open tender. Instead, a process of selective tendering was adopted on the basis of those that had tendered for phase one, to eliminate costs and time involved in the process. Any new tenders would have included these higher costs, but the relationship with, and engagement of, the incumbent contractors in the process and their understanding of the needs of survivors ensured that this delivered the most cost effective outcome. This ensured that the maximum number of houses could be constructed with the available funds and that all the parties concerned were involved to provide service. See *Schedule 1* for costs of construction.

## **Quality of houses**

Contractors undertook a professional and dignified job for survivors; in some cases houses were finished with brick or stone, or painted with at no extra cost. The model of housing developed by SURF is now being used by the Government as a model of low cost housing. Authorities are sending contractors to these sites to see the work that can, and has, been delivered even with a modest budget.

Homes are made from stabilized soil blocks, a viable alternative to more expensive building materials such as bricks, stones or trees which are less environmentally unfriendly. Blocks are made by mixing a small amount of cement with local soil. This mix is then poured in a simple mechanical pressing machine and compacted into blocks. These blocks are laid in lines, covered with polythene and left to 'cure' for a week. They are then ready to be used in construction. The technique is user-friendly enabling women to get involved in construction. This is a positive development as many women prior to genocide would not have been involved in construction because of prejudice at work.

Each of the housing units follows Umudugudu standards, measuring 6 by 8 metres, and including three bedrooms, a living room and an annex. The annex has a kitchen, a shower room and a pit latrine. The floors are concreted, metal windows and doors have been used (for improved security), and walls are plastered with a concrete mix.

Rwanda is geographically hilly and sometimes houses have to cut into steep topography. While the construction is taking place, beneficiaries often laid terraces and planted trenches and plants to reduce soil erosion.

As the community develops at the site, hedges are now in place and erosion is well contained on most of the sites. Currently some houses (especially in Phase 2) are well developed with small plots of vegetable patches. Phase 3 is also underway, with a few houses planting plantations, papaws and high hedges. Within months when all plants are grown around each house, there will be no more erosion, families will have settled in and communities well established

## **Beneficiary selection**

Beneficiary selection was undertaken by local committees comprising of all survivors' organisations with IBUKA coordinating the meetings at the district level. Each partner submitted a list of the most vulnerable survivors in order of priority of need for shelter. From there associations and the committee, together, selected a shortlist of those deserving priority in order of vulnerability. Those selected were then visited. The criteria for selection priority included: number of children in the household; disability; ill health (HIV/AIDS); whether a child heads the household. (See *Schedule 3*; the selection criterion and process).

In general the entire selection process went well and in some cases beneficiaries were directly involved in choosing the final beneficiaries or giving the selection committee vital information to make decisions etc.

This ideal composition of the new settlement was determined by the beneficiaries; a mix of child-headed households<sup>1</sup> (CHH) with some older and more mature adults, i.e. widow-headed households. As a result of this most of the villages include households headed by orphans and widows of the genocide.

## **Project Management Structure**

This was the first project on such a scale of its kind. Enthusiasm among survivors in implementing this project was high. The management structure worked well for Phase 1, and thus was retained for the subsequent phases of the project. Ownership shared by the survivor groups significantly contributed to the success of the project, making this a model of best practice. The implementation of the project was carried out through a tripartite partnership:

1. The National Steering Committee, comprising of members from AVEGA, AOCM, Solace Ministries, and ASRG, chaired by IBUKA.

The Steering Committee was charged with responsibility for visiting the building sites, then meeting twice a month. Its other responsibility included endorsing the beneficiaries list forwarded by the provincial steering committee. Beneficiary selection and negotiation with local authorities was delegated to the Provincial Committees by the Steering Committee.

2. Reporting to the Steering Committee was the Executive Board, comprising IBUKA and SURF Rwanda.

The Executive Board was kept 'lean' to facilitate rapid and responsive decision-making. It was responsible for providing quarterly reports to CR and had overall financial responsibility for the project.

3. The Executive Board oversaw the Project Management Unit (PMU).

The PMU comprised the Project Coordinator and part-time accountancy support provided by SURF and IBUKA. The PMU was responsible for the operational management of the project.

## **Challenges and lessons**

The housing project has created a network in these newly established communities. The strength of the community lies with the common understanding and conditions that they all face. From the start, efforts have been made to integrate the new "communities" into the existing "Umudugudu" and then encourage them to form discussion groups that eventually develop into associations. These associations become lobbying group, since the main aim of forming the association is "to become a discussion forum for them to understand the challenges they face and how to solve them.

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<sup>1</sup> *The orphans (now often young adults themselves) said that "they liked to have the guidance, advice and even discipline that the presence of older adults provided."*

Kinyinya village came together as an Association and submitted a proposal to World Food Programme to provide them with short term food allocations, while at the same time asking the Government to allocate a swamp nearby where now the community is cultivating food supplies for consumption and sale. They have made contacts with the *Unit Club* (started as a group of wives for Government ministers but expanded to include other women) and have been given projects to manage including mushroom farming and a bakery.

Most important has been the social and peer support that the orphans have received from living together. They have formed groups and structures in which they sit together and share problems, advice and support; they encourage one another to go to school; and when one is sick they help provide help out of the meager resources available to them as one big family. Other benefits include:

- Having a permanent residence<sup>2</sup>, siblings are able to live together, often for the first time for years; creates a ‘family network’
- Supporting each other within their newly formed community, particularly important during the process of giving evidence during *gacaca*
- Dealing collectively with the trauma that is invoked by *gacaca*, as well as the insecurity resulting from the release of prisoners
- Inducing a ‘peace of mind’ resulting from owning a house, due to the sense of belonging and stability knowing their children will have somewhere to live for the future.

The Steering Committee is now looking to give enough consideration to strengthening the interrelationship between the various components and skills existing in the community to make the project truly integrated. However, developing these relationships is difficult, as it raises expectation that funds are available to help create income-generating facilities in the region.

Another difficulty is that this is a relatively new project covering a large scale settlement spreading across Rwanda. Managing and implementing income generating initiatives requires resources and time to make meaningful changes. In areas where SURF partners have no presence, any planned changes include skill training and extra management and monitoring.

In Kamonyi where 10 houses are already occupied, local authorities have allocated land for a farm. SURF has supported beneficiaries with farm animals comprising 7 cows, 50 goats and 30 ducks. Nearby, the local government has also allocated plots of swampy land that is being used to plant food crops.

A series of meetings and workshops between community groups and local authorities have been facilitated to better identify roles and responsibilities and direction for the partnership.

Looking ahead, partners are setting up a variety of enterprises including producing stabilized soil blocks, bee harvesting; baking, juice making, and community based small scale business. The project has assisted the groups in identifying and accessing markets for their products or services, and in facilitating access to

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<sup>2</sup> **Quote from the statement of Uwamahoro Concesa, a beneficiary of SLISP in Ntarama:** “As soon as I found my 3 siblings (two sisters, and a brother), which was four years after genocide, I realised that we needed to stay together as a family. But this has just not been possible, and my two sisters had to find shelter through work as home help. This made me very uncomfortable to imagine what could happen to them. I always thought that living together was going to be forever a dream, until 4 years ago when I decided to bring them to what I called home. But shortly after I could not meet the rent payments and we were evicted and separated again. I almost went mad. Uyisenga consoled me, but it was not till I was allocated a house in this village that our situation improved. Then even if we had nothing, we at least had each other. Now I can finally sleep easier, knowing my siblings are with me.

credit. For instance in Butare, SURF is working with PACFA to help women who are HIV positive access medical help to improve their health and immunity and to develop income generating projects to improve self-esteem and self-sufficiency.

The project found that in the three settlements where the project worked there were already existing and organized groups, particularly of women. Many of the groups were already involved informally in maintaining or improving areas in the settlement or providing support to community members. These groups formed the main elements of contact with the communities in assessing needs, assets and the planning and implementation of improvement activities. This was particularly true in Butare – Rango site with the ABASA group, Niboyi Gicyukiro with the “Niboyi Peace Village” and in Gikongoro where the orphans have a piggery developed out of the Gitarama Demonstration Farm.

In some new areas, like Ntarama, where a village was built a needs assessment was conducted and the need for formal education and skill development was identified. Currently SURF, with the help of the Tinsley Trust, is developing through AVEGA Eastern Region a Community Development Centre where such skills and education can be acquired. As well, it will also provide a clinic for the neighborhood, since the nearest medical centre is an hour’s journey on foot.



**Schedule 1: Costs, sites and phases of SLISP**

Site No.	Name of contractor	Site	Cost of tender	Cost of Phase 1	Cost of Phase 2a	Cost of Phase 2b	Cost of Phase 3	Province	No. of Houses
1	MEGANEWTON	Kinyinya	5,193,130	5,193,130				Kigali City	22
2	MEGANEWTON	Niboye	5,193,130	5,193,130				Kigali City	10
3	MEGANEWTON	Ntarama	5,193,130		5,193,130			Kigali Rural	38
4	MEGANEWTON	Shyorongi	5,127,670			5,127,670		Kigali Rural	12
5	MEGANEWTON	Rwamagana	5,127,670			5,127,670		Kibungo	20
6	ESCODI	Mbazi	5,495,035	5,495,035				Butare	10
7	ESCODI	Rango 1	5,495,035		5,495,035			Butare	8
8	ESCODI	Nyanza	5,495,035		5,495,035			Butare	10
9	ESCODI	Mpungwe	5,495,035		5,495,035			Butare	10
10	ESCODI	Rango 2	5,495,035		5,495,035			Butare	18
11	ESCODI	Cyanika	5,300,000			5,300,000		Gikongoro	18
12	ESCODI	Ngoma	5,300,000			5,300,000		Butare	2
13	Top Const	Kinyinya	4,898,437		4,898,437			Kigali Rural	2
14	Top Const	Kamonyi 1	4,631,721		4,631,721			Gitarama	10
15	Top Const	Kamonyi 2	4,898,437			4,898,437		Gitarama	10
16	MEGANEWTON	Akumunigo	4,916,430				4,916,430	Kigali City	10
17	MEGANEWTON	kiramuruzi	4,916,430				4,916,430	Rwamagana	20
18	MEGANEWTON	Muko	4,916,430				4,916,430	Gikongoro	20
19	Escodi	Muhanga	4,984,400				4,984,400	Gitarama	12
20	Escodi	Munini	4,984,400				4,984,400	Gikongoro	20
21	Escodi	Rubengera	4,984,400				4,984,400	Kibuye	22
22	Escodi	Ninzi	4,984,400				4,984,400	Cyangugu	18
23	Top Const		4,798,340				4,798,340	Gisenyi	20
24	Top Const		4,798,340				4,798,340	Ruhenjeri	20
	<b>Average Cost</b>		<b>4,709,391</b>					<b>Total Houses</b>	<b>362</b>

## Schedule 2

### Identification and selection of beneficiaries

The general criteria for selection of the beneficiaries were set out after discussion with all parties involved in the National Steering Committee.

Priority will usually be given to orphan-headed households followed by widows. Other factors considered in the selection are indicated in the project memorandum. In summary it is as follows:

- I. Being an orphan or widow with a disability
- II. Being in dire need of shelter
- III. Being unable to fend for yourself even after reallocation to a new site
- IV. Being infected or affected by HIV/AIDS
- V. Students without homes at all
- VI. Those approved by local committees among others

The project was also designed so that the Project Coordinator and the Steering Committee had overall responsibility. They ultimately ensured that the criteria above were used to evaluate each candidate. The Steering Committee had the responsibilities to ensure that their representatives on the ground properly understood the selection methods and agreed on the process of identifying and selecting beneficiaries.

The norm was to have the leaders of the constituent NGOs to first agree the names of the proposed candidates and collate them together on one list. This activity was chaired by the IBUKA local leader under the supervision of the provincial Chairman of IBUKA, in the presence of a local government leader. It was assumed that since they were from the same locality they would know the candidates well enough to clarify or question, then confirm the selection. It was therefore not uncommon to have lists changed by the local committees before the beneficiaries were informed.

Even with such narrow criteria, the selection of beneficiaries sometimes became very complicated. The numbers of those that actually met the criteria was far greater than the homes to be built. To resolve the issue, in most cases a *gacaca* system of settlement<sup>3</sup> was used. All the shortlisted candidates were invited<sup>4</sup> and asked to choose among themselves the most deserving candidate for support. In some cases they made it clear that it was a house that was needed, in other cases an assessment was undertaken. In all cases the most deserving candidate was identified and mutually agreed.

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<sup>3</sup> Beneficiaries were requested to decide among themselves who should get a house.

<sup>4</sup> For example, Mukamulza Daprose of Mpanga (in Nyanza) commented on the system: “*even if I did not get a house like Mulango did, I was able to support the decision. Despite his incredible difficulties, I was then able to see that in just a few months how the house helped him; that system really did work. As such, no one can say that anyone was cheated.*”

## Schedule 3

### Memorandum of Understanding

This document defines the role and responsibility of all team players in relation to a Project Management Unit (PMU).

#### 1. ROLES & RESPONSIBILITIES OF THE STEERING COMMITTEE (SC)

The CR funded programs reflect national ownership and respect country-led formulation and implementation processes that build on, complement and coordinate with existing regional and national programs in support of national policies, priorities and partnerships.

##### Role of the steering committee

To provide strategic advice to the executive committee (board) to ensure the best quality, efficiency, and implementation methods for the construction of the houses.

In addition it will act as a source of technical assistance (TA) to the project management unit, both in terms of its own membership and as a body for making recommendations for alternative sources of technical assistance.

Beneficiaries' selection: These shall be the prerogative of the SC but implemented at the operational level. The criteria for selection shall be guided but not limited to the following: survivor of genocide, number of children in the household, person with disability, proximity to the new site, presence of copying mechanism of the reallocated person, guarantee of occupancy.

##### Responsibilities

- The steering committee will approve the executive committee annual work plan.
- The steering committee shall meet at least every three months, in conjunction with the executive committee, to approve association work plans.
- The steering committee will commission and approve three months reports by the executive committee and the PMU detailing the work of the project.

The report will be submitted to CR and the Government of Rwanda and its ministries to show both project progress, and to ensure that the needs of survivors and their families remain a consideration in the development of services.

- The steering committees will respond to requests from the PMU for technical assistance.

These requests should be assessed by the executive committee before being passed to the steering committee.

- The steering committee will nominate members of its committee to conduct quality assurance visits to sites at least every two month.
- The steering committee is ultimately responsible for nominating the beneficiaries of the project, locating land; negotiate with the local authorities to achieve the objectives of the project. However this roll shall be delegate to the regional steering committees on the ground. These shall be loss committees set up in areas of operation headed by IBUKA at that level. These committees shall function but be responsible and report to the national steering committee through the PMU.

## **Membership**

Membership in the SC shall be full representation of all stakeholders, each representing an active constituency with an interest in both at national and on the ground level, thus increasing the probability of achieving measurable impact of the project.

The role and function of each player within the partnership of the SC will be agreed upon by the mechanism, safeguarding equity and transparency among partners.

## **Establishing an operational procedure**

The SC shall develop tools and procedures for overseeing project implementation in collaboration with the executive committee and to be implemented by the PMU. The consultancy team advises these should include, but need not be limited to:

1. The establishment and implementation Criteria for the nomination of the members of the executive committee as principal recipient(s), and the four survivor association NGOs as sub-recipient(s), with regard to this or any future grant(s) and collaboration;
2. The recording of all key SC oversight actions, including the nomination of principal recipient(s), the development of SC feedback arising from implementation monitoring visits, and the approval of decisions made on implementation status, such as requests for reprogramming;
3. The development of a communication strategy for the dissemination of SC decisions, and for regular sharing of information on grant implementation status with all SC members and relevant stakeholders, in keeping with CR principles of transparency;
4. The development of a SC oversight work plan, coordinated with the principal recipients, which could include: periodic SC site visits and the regular submission and review of principal recipients, periodic reports; facilitation by the SC of technical assistance through different partners and other stake holders – to the SC for the strengthening of its functions and to the principal recipients/sub-recipients to address implementation issues; and systems analysis and strategic planning review to ensure coordinated implementation, monitoring and evaluation.
5. The development of a mechanism to ensure that follow-up action, as needed, will be taken where the SC review of periodic progress reports indicate discrepancies with observed programs results.

The proposed guidelines can be adapted and implemented in a phased manner to meet the specific needs and contextual situation of the SC.

### **Administrative support to the SC**

Since we cannot depend on partner support for the SC it was recommended that the administrative grant provided under the CR funds be used to support the SC provided that funding is limited to the life of the project and meets the following terms conditions:

1. Eligible costs shall be limited to the following items:
  - Salary of staff (number of staff to be supported will be determined by the SC);
  - Office administrative costs (telephone, fax, postage, stationary, photocopy);
  - SC meeting costs, including travel costs for SC for non-governmental members (up to 6 meetings per year);
  - Communication and information dissemination costs for sharing key information (e.g. periodic reports of implementation status, minutes of meetings) which may include the costs of establishing and updating different information or newsletter;
  - Facilitation costs associated with constituency consultation and processes to promote stakeholder participation; and
  - Translations of key information to promote participation by all stakeholders.
2. Funded costs must be consistent with Rwanda's national salary scales and local operating costs.
3. The funding request should show co-finance or in-kind support from partners.
4. Disbursement and activity reports of SC support funding must be provided to CR on an agreed periodic basis. These reports will be subject to review and verification, eventually by a neutral entity.

## **2. ROLES & RESPONSIBILITIES OF THE EXECUTIVE COMMITTEE**

### **Introduction**

The executive committee offers an opportunity for strong strategic management of the project management unit to ensure that the grant monies are used to best effect.

The needs of survivor associations, clients in need of houses differ from the needs of the general Rwandan population that lack houses. The monies available from CR project needs to be disbursed urgently.

Therefore, clarity over accountability for decision making is critical. Clear delineation of responsibilities will only be achieved by establishing a 'lean' management structure that can react quickly and that has the ability to be advised by relevant ministries but is also capable of responding quickly to the demands.

Therefore, an executive committee is set up, it should comprise of the designated officers of SURF and IBUKA.

There are discrete and complementary responsibilities between the two organizations.

Finally, the advantage of such a small and dedicated committee is that the decision making process should be quick and effective leading to effective and rapid disbursement of funds.

### **Role of the executive committee**

The role of the executive committee is to act as the strategic management unit of the project. It will commission a range of services from different individuals on a regular basis which will be managed by the PMU.

### **Responsibilities**

The executive committee will be responsible for:

- The management and performance of the project management unit.

This will include agreeing the annual work plan of the PMU and the day to day management of the PMU in its initial phase.

- The planning & commissioning of services from construction companies

Specific details of the tool are included in the roles and responsibilities of the PMU document, but the executive committee will be expected to have overall oversight of the range of services that it is commissioning with CR funds.

The executive committee will have overall responsibility for managing the process of any services that are tendered by the PMU including the appointment of appropriate external assessors to evaluate those processes.

- Disbursement of CR funds.

The regular annual and quarterly financial disbursement of CR funds will be a key responsibility of the executive committee. This activity will be initially be determined by the executive in its strategic plan and approved by the advisory committee.

- Monitoring & evaluation

The performance monitoring of the four survivor association NGOs needs to be kept within the context of overall service delivery.

- Financial performance

The executive committee will be expected to report to CR at regular (three month) intervals on the allocation and deployment of funds both in aggregate format and the level of project

implementation. In addition, they will be expected to report to the advisory committee on financial disbursement and reconciliation on a six monthly cycle.

- Risk assessment

The executive committee will be responsible for assessing financial risks in the allocation of resources. This will include the potential for survivor association NGOs to meet their service level targets and also the potential inclusion of any new survivor organizations that may be established, or the resignation of any existing members.

- Technical assistance (additional)

The executive committee will make recommendations and draft terms of reference with assistance from the PMU for any additional technical assistance that cannot reasonably be provided by the PMU. Where such technical assistance requires financial recompense, the executive committee will be responsible for costing and if necessary, tendering for such assistance.

- Service integration

The executive committee will act as a focal point to ensure that there are links between government departments and their policies, and the work of survivor association NGOs.

- Liaison with other development partners

The executive committee will act as a link between this project and other development partner initiatives that seek to support survivor association NGO activities in an effort to harmonize activities and reduce potential duplication.

### **3. ROLES & RESPONSIBILITIES OF THE PROJECT MANAGEMENT UNIT (PMU)**

#### **Introduction**

The project management unit (PMU) will be the implementing and support agency for the disbursement of project funds. It will be the key interface between the commissioning structures (steering committee and executive committee) and the recipient organizations (survivor association NGOs)

Given the pivotal role of the PMU linking all four survivor association NGOs and the executive committee, the PMU staff shall be appointed at the earliest possible opportunity. This will ensure the timely implementation of the project.

#### **Role of the project management unit**

The project management will be responsible for the operational management of the project and will be accountable to a) the executive committee for its day to day activities and b) the steering committee for its performance in managing the overall implementation of the project.

Although its remit only extends to the four survivor association NGOs, as implementing partners, the PMU will be responsible for ensuring that the project complies with government policies and protocols where this is appropriate. This particularly applies to building norms and principles for building “umudugudu”.

## **Staffing**

The only staffing established for the PMU has been suggested as a project coordinator/technical officer, finance officers seconded from IBUKA and SURF and one support staff.

## **Responsibilities**

- Assistance in planning & reporting

In an effort to bring together the efficiencies and harmonies variations in the capacity of the survivor association NGOs to plan in a prioritized and sequential fashion and reporting against those planned outcomes. This process will further common planning systems, protocols and work plans that would assist the steering committee and the PMU in both determining performance against targets and in identifying areas for technical assistance and support.

Project planning and finance cycles will be harmonized with Rwandan financial year. The current ad hoc system of memorandum of understanding funding based on requests for funding will also be regularized to ensure that systems run to a common timeframe, thereby easing the administrative burden on the PMU.

- Financial control

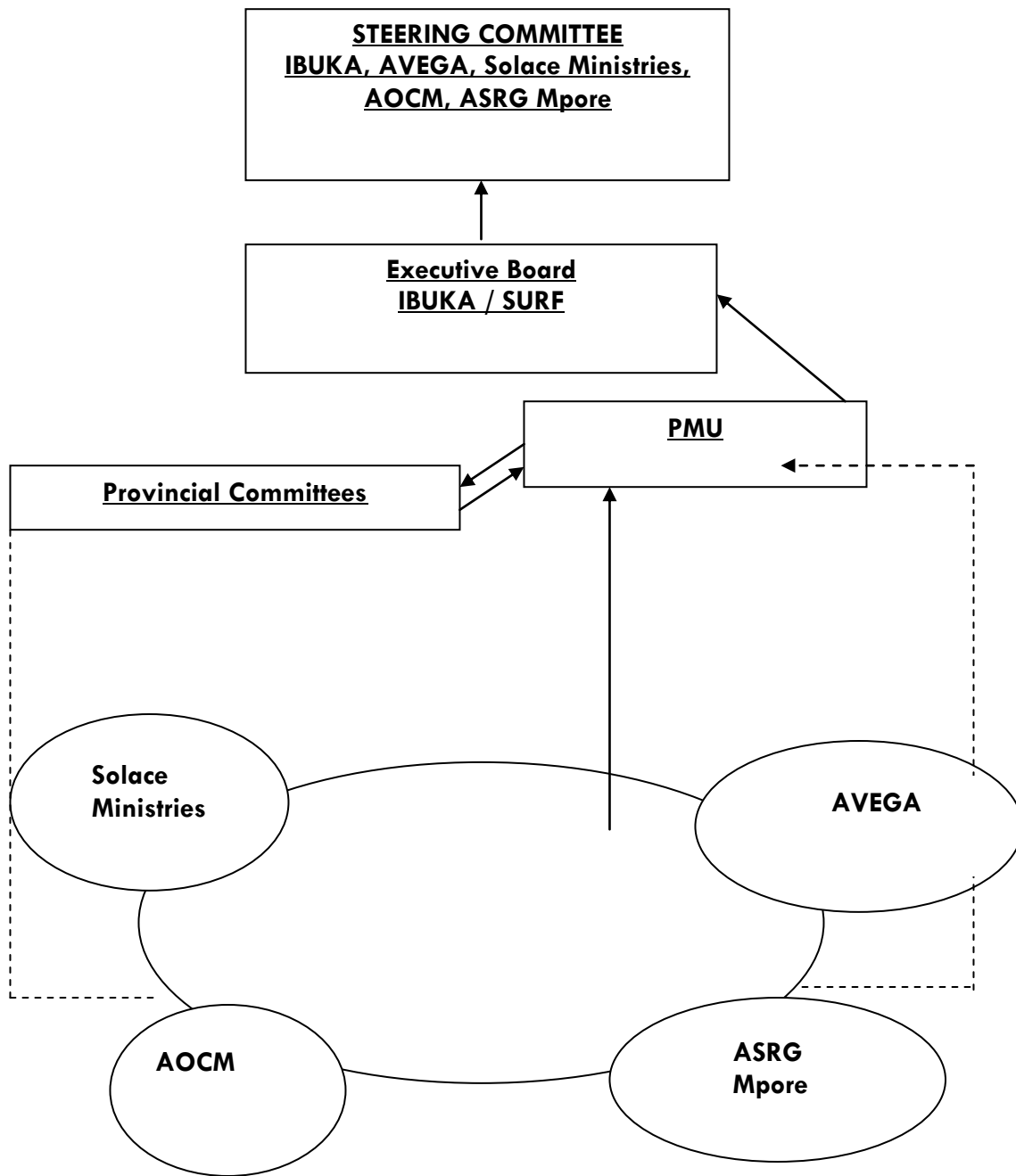
The PMU will have a dedicated finance officer, responsible for the financial performance, monitoring and evaluation, risk assessment, budgeting, and financial reporting, but additionally will be expected to transfer financial management skills to the four survivor association NGOs.

A desirable skill would be the practical ability to draft financial work plans, particularly long term budgets and to draft standing financial instructions for the PMU, executive committee and the steering committee. If this post holder can also train people from survivor association NGOs in this process this should be an added bonus.

It is further agreed that the PMU will adopt and use the procedure manual for IBUKA in regards to all aspects of the work.



**IMPLEMENTATION ARRANGEMENTS FOR IBUKA / SURF RWANDA FOR SLISP**



Signed this 12<sup>th</sup> day of March 2006

Benoit KABOYI  
On behalf of IBUKA

Gabo Wilson  
On Behalf of SURF RWANDA

### **Addendum to the SURF/ CR Housing Project Management - SLISP**

After the Evaluation of the first and second phase it was observed that the roles and responsibilities of the **Provincial Committees** were not specifically identified, yet the committees played an important role in the implementation of the project.

The **Provincial Committees** have been the cornerstones of this project, in that without the involvement of the grassroots management structures of the partners NGOs the project would have lost identity and beneficiaries would not have taken part in the supervision (follow up) of the sites during construction, since the coordinator could not possibly have been at all the sites all of the time. These committees also managed the major role of selecting the beneficiaries, explaining the project and following the project as it unfolds in their areas of operation. The TOR have been amended to include the follow-up and mentoring of the new settlements so that they can integrate into the mainstream society.

### **Composition of the Provincial Committees**

The provincial committees are composed of the representatives of the partner NGO in the target areas. They are formed by individuals appointed among the partner organizations - i.e. AVEGA, AOCM, ASRG Mpore and Solace Ministries - resident in the area. They are coordinated by IBUKA. In the event that one of the organizations is not present on the ground the present organization shall form the Provincial Committee under the guidance of IBUKA and can invite, at their own discretion, a representative of the missing organization from the Executive Committee.

For every sitting of the committee a member of the local Government in the area shall always be invited, in writing, and minutes of the meeting shall be recorded by one the committee members and kept for record. A copy of the minutes shall be sent to the Executive Board, though the Coordinator of the Project Management Unit. All minutes shall include the following information:

1. Venue, date and time of the meeting
2. Signed list of member present for the meeting
3. Any other invited guests to the meeting
4. Agenda for the Meeting
5. Process of the meeting
6. Deliberation and actions
7. Names and signatures of the Secretary and Chairman

The duties of the Provincial Committees are as follows:

1. To liaise with the local authorities; explaining the project and advocate for the beneficiaries in the area
2. Work with the local authorities to identify suitable land for settlement that meets the desired goals
3. Identify project beneficiaries
4. Preparation for the project beneficiaries to move to a new environment
5. Ensure that the most appropriate candidates, that meet the criteria, are the ones selected
6. Ensure that they do not move a person who is unable to fend for themselves away from the mechanisms that were taking care of them
7. Follow up on the day-to-day performance of the contractor, without interrupting the works
8. Any other duties that they may be delegated in the interest of the project like negotiations with the local government, settlement of disputes etc.