

Democratic Republic of the Congo

Main objectives

Provide international protection and humanitarian assistance to refugees from Angola, Burundi, the Central African Republic (CAR), the Republic of the Congo (ROC), Rwanda, Sudan and Uganda, and to urban refugees of different nationalities in Kinshasa and Lubumbashi; support the Government in the establishment of the National Eligibility Commission and carry out the registration of refugees to whom UNHCR has access; promote self-reliance activities and reinforce local settlement initiatives for existing refugees, with a gradual phase-out of UNHCR assistance; continue to provide basic humanitarian assistance to new arrivals; organise and facilitate the safe return of refugees from the Democratic Republic of the Congo (DRC), when the situation in the relevant country of origin warrants; promote and facilitate the return and reintegration of DRC Congolese refugees from neighbouring countries, as soon as conditions permit.

Impact

- In January 2002, the number of persons of concern to UNHCR in DRC stood at 368,660, falling to 331,241 by the end of December.
- UNHCR provided direct humanitarian assistance to 161,642 refugees, while international protection benefited all persons of concern to the organisation.
- More than 11,000 Rwandan refugees voluntarily repatriated. Similarly, 19,440 Angolans opted to return home (18,803 repatriated spontaneously and 637 urban refugees were taken home by air, following assurances that they had family support in Luanda). Some 2,100 Burundian refugees repatriated spontaneously.
- A new refugee law establishing a National Eligibility Committee and an Appeals Committee was



- adopted by the Transition Parliament and promulgated by the President in October. The law sets out procedures to be followed by asylum-seekers for individual status determination and establishes the composition and structures of the National Eligibility and Appeals Commissions.
- Water supply was improved in all refugee-hosting areas, and an average of 17 litres was available per refugee per day.
 - With the co-operation of local authorities, and through the services of implementing partners, UNHCR promoted local settlement, with varying degrees of success, for Angolans, Sudanese, and the residual RoC refugee population.

Working environment

The Context

Refugees in DRC, originated mainly from Angola, Burundi, ROC, CAR, Rwanda, Sudan and Uganda. Several political developments in these countries, as well as DRC itself, affected UNHCR operations over the course of the year.

In DRC, the reactivation of the Lusaka Peace accord and the commencement of the Inter-Congolese

Dialogue in Sun City, South Africa, eventually led to the conclusion of an inclusive peace agreement in Pretoria on December 17. However, the volatile situation in eastern DRC and the gross human rights violations perpetrated against the civilian population continued to undermine the peace process, and efforts by the humanitarian community to assist more than 500,000 internally displaced persons concentrated mainly in the Kivu and Ituri regions. It was therefore not possible to start to facilitate the return of DRC refugees from neighbouring countries as anticipated.

Other significant developments were the historic July 30 pact between President Joseph Kabila of DRC and his Rwandan counterpart, President Paul Kagame, to end the war between their two nations. They agreed on the complete withdrawal of the Rwandan army from DRC, and the disarmament and repatriation of ex-FAR fighters and *Interahamwe* whose presence had been advanced by Rwanda as its reason for occupying eastern DRC.

That accord gave renewed impetus to the promotion of the voluntary repatriation of Rwandan refugees. As the Rwandan army started to pull out, DRC secured a similar bilateral agreement with Uganda, the Luanda Accord, which promised the withdrawal of Ugandan troops.

In Angola, the Government and rebel (UNITA) forces signed a cease-fire agreement following the death of Jonas Savimbi. UNHCR consequently reviewed its protection interventions, as well as the care and maintenance programme.

In CAR, the see-saw struggle for power between President Patasse and General Bozize and their various supporters led to sporadic influxes and spontaneous repatriations as the situation swung between one conflict and another. UNHCR provided basic assistance to some returning Congolese fleeing harassment in CAR, as well as CAR citizens seeking refuge in DRC.

Persons of Concern				
Main Origin / Type of Population	Total In Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Angola (Refugees)	184,200	108,700	50	59
Sudan (Refugees)	75,800	43,300	47	58
Uganda (Refugees)	23,000	4,030	56	56
Rwanda (Refugees)	20,500	110	55	48
Burundi (Refugees)	19,400	600	44	51
Returnees (from Rwanda)	9,000	-	-	-
DRC (IDPs)	9,000	-	59	-
ROC (Refugees)	7,210	1,770	46	51
CAR (Refugees)	2,860	2,860	50	61
Returnees (from CAR)	1,300	1,300	-	-
Asylum-seekers	400	10	38	21

Income and Expenditure (USD) Annual Programme Budget					
	Revised Budget	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
AB	28,735,972	12,673,080	14,579,148	27,252,228	27,048,301
SB	841,688	-	-	-	-
Total	29,577,660	12, 673,080	14,579,148	27,252,228	27,048,301

¹ Includes income from contributions restricted at the country level.

² Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments. The above figures do not include costs at Headquarters.

In ROC, clashes between government forces and Ninja rebels created instability in the country and led to some significant inflows of refugees from the Pool region of RoC into the Bas-Congo region of DRC. However, by December, most of the refugees had either returned home, or settled with relatives in Bas-Congo.

Constraints

The eruption of the Nyiragongo volcano in North Kivu in January 2002, sent thousands fleeing and destroyed the socio-economic infrastructure of Goma. The disaster hampered UNHCR's efforts to integrate urban refugees into the local economy. Furthermore, the already poor security situation deteriorated in the last three months of the year. The withdrawal of Rwandan troops created a vacuum and RCD-Goma rebel troops struggled to hold the towns against attacks from the Mayi-Mayi who largely control the rural areas. This affected repatriation operations, limiting UNHCR's sensitisation efforts, access to assembly areas and the use of certain repatriation routes. Refugees were reluctant to come forward for repatriation. With violence and instability dogging many provinces, frequent changes in interlocutors complicated negotiations and limited the ability to conclude, let alone enforce, agreements. In rebel-held areas there was little respect for the rule of law, including refugee rights. Refugees, as well as UNHCR and implementing partners' staff faced regular harassment, and project assets were looted during fighting, for example in Dungu, where assistance to Sudanese refugees had to be suspended for several months.

The general lack of infrastructure and the limited (frequently non-existent) basic services throughout DRC further hindered access to the refugees and efforts to meet their basic needs. The majority of UNHCR's field offices in DRC, as well as some refugee locations in the east, could only be accessed by air. Poor road conditions constituted a major constraint in delivering relief assistance to refugee populations. The logistics of assistance operations are therefore complex and extremely expensive.

Some positive political developments in 2002, enabled UNHCR to reach persons of concern to whom the Office had not had prior access. Consequently, UNHCR had to expand its presence to assist these new beneficiaries. However, chronic

high staff turnover undermined a more sustained response to their needs. The staffing review mission scheduled to take place in 2002, to address this issue could not take place before the end of the year and was re-scheduled for March 2003.

Funding

The budget cuts affected direct assistance to the refugees (reduction of wood supply, cancellation of building of sanitation structures, postponement of water and road infrastructure maintenance). Funding shortages also led to the reduction or suspension of some logistics activities, such as the procurement of urgently needed vehicles, and communications and computer equipment. Road and airfield rehabilitation also had to be postponed. International and in-country missions were reduced to a strict minimum.

Achievements and impact

Protection and solutions

Protection and capacity-building activities during 2002 concentrated on training and sensitisation of Government and local authorities as well as implementing partners, for a better understanding and management of refugee affairs. Specific activities included material assistance to government counterparts in the form of computers and office equipment, assistance to the Government in the drafting of the new refugee law and the re-launching of refugee registration in some parts of the country. In February 2003, the President will officially launch the new refugee law that forms the basis for the National Eligibility Committee and a National Appeal Committee.

The protection needs of the different populations varied according to their origin and the part of the country in which they were based. For populations residing in government-controlled areas, these persons did not face specific protection problems. UNHCR's protection activities focused on supporting the authorities in providing security to refugees, ensuring that new arrivals benefited from asylum and assistance, and addressing isolated incidents. For Sudanese and Ugandan refugees, issues of gender-based violence and children's rights featured prominently. A strategy of sensitisation (awareness rais-

Domestic needs/household support: Basic domestic items (plastic sheets, blankets, mats, jerry cans, kitchen sets) were purchased and distributed to new refugees. Although stocks of non-food items were sufficient to cover the needs of new arrivals, the renewal of some items for long-standing refugees was held up by delays in the supply and transportation chain. UNHCR also distributed consumables such as soap and wood on a monthly basis. However, some sites in Bas-Congo experienced a five-month shortage of soap due to late procurement. Nonetheless, 80 per cent of refugees' needs were met. Female participation in the distribution of non-food items varied from 60 to 80 per cent.

Education: Over 19,000 Angolan and some 3,000 Sudanese children attended primary schools on a regular basis. The enrolment rates for Angolans ranged from 78 to 85 per cent at year's end, and the enrolment of Sudanese children increased from 31 per cent in 2001 to 41 per cent in 2002. Campaigns and incentives to encourage girls to go to school resulted in 43 per cent of Angolan and 44 per cent of Sudanese girl pupils being enrolled. Girls generally constituted about 50 per cent of enrolment in first grade, but their number diminished significantly in higher grades. On average 75 per cent of the children passed their exams, girls doing slightly better than boys. Dropout rates stood at 10 per cent over the course of the year. UNHCR completed the construction of a school of six classrooms for Sudanese refugee children and provided over 1,000 adolescents with scholarships to attend secondary school (870 at schools following the academic curriculum, and 221 at vocational schools). 102 urban-based refugee students benefited from scholarships for tertiary education. The Congolese curriculum was followed and peace education included in the syllabuses of some of the schools. Education was only available to the Rwandan and Burundian refugees living in urban areas (the vast majority of Rwandans and Burundians are living widely-scattered in the forests in the Kivus and Maniema provinces).

Food: WFP supplied food rations for refugees on a monthly basis. UNHCR transported food items from the main warehouses and extended delivery points to refugee sites. Losses during storage and transport were minimal. The Sudanese refugees did not receive food assistance, most of them having attained self-sufficiency in food production.

Forestry: Environmental preservation was promoted through sensitisation campaigns and the distribution of firewood in sensitive sites, such as Kahemba, Kilueka and Nkondo. Refugees made and used fuel-saving stoves, but their number was limited due to the shortage and/or poor quality of clay. Reforestation activities were organised in all sites. 80,000 trees were planted in Bas-Congo in and around the camps and 10,400 in Kahemba. In Kisenge, 500 fruit trees were planted in the sites while in Aru, over 1,500 fruit seedlings were distributed to refugees, and planted. A palm tree nursery was also established, which produced more than 800 seedlings.

Health/nutrition: UNHCR made curative and preventive health services available in every refugee location, including consultation rooms, a maternity room, a pharmacy and an observation room. Larger sites have their own laboratory. During 2002, malnutrition was addressed through the distribution of special dry food rations. In addition, UNHCR organised training on HIV/AIDS in all sites and put in place a programme of voluntary testing and counselling, including the provision of testing kits. Services in health centres were complemented by sensitisation campaigns organised through community health workers. Seven health committees were established among the Sudanese refugee population. The main health problems included malaria, respiratory infections, worms, skin diseases, anaemia and diarrhoeal diseases.

Income generation: About 2,000 refugees, half of them women, worked to develop income generating activities and received reimbursable grants of USD 100-400 to carry out individual and group projects. Projects included carpentry, tailoring, bakery, fish drying, vegetable growing and stockbreeding. In some cases, individual grants were also given to families to start a micro-project. The most successful groups were those involved in food production.

Legal assistance: After two years of discussions and negotiation with government authorities, UNHCR managed to launch the registration and documentation operation. The exercise was carried out in Kimaza camp for refugees from ROC, in Lubumbashi for the Burundian and Rwandan refugees and in Zongo for refugees from CAR. In addition to providing accurate figures for planning and implementing assistance activities, the delivery

of identity cards will enhance protection and respect of the refugees' rights.

The Office developed the legal framework for the repatriation of Angolan refugees. The Tripartite Agreement between UNHCR and the Governments of DRC and Angola was signed on 9 December.

Livestock: Refugees involved in livestock-breeding and fishery were provided with expert advice. 32 new fish ponds were established in 2002. A total of 4,712 families were given technical advice.

Operational support (to agencies): In an effort to strengthen the capacity of its implementing partners to effectively carry out the programme, UNHCR paid their salaries and overheads such as office rental, furniture, supplies and training costs. Special attention was given to strengthening the capacity of national implementing partners.

Sanitation: In most sites, sanitation activities focused on supervising and supporting the refugee sanitation committee. The latter's responsibility was to sensitise their peers on constructing and/or maintaining family latrines, depositing their garbage in pits, ensuring the general cleanliness of the camp and promoting personal hygiene. The sanitation committees were also responsible for cleaning community sanitation infrastructure such as latrines, showers, clearing drains, burning garbage and ensuring that there was no standing water or mud. In eastern DRC, UNHCR constructed nine blocks of latrines in transit centres used in the repatriation of Rwandans. Two incinerators and two blocks of latrines were constructed around health centres for Sudanese refugees. In all the camps, there was one latrine pit for every 20 to 25 persons, and the vast majority of families had their own latrine, except in Kahemba, where the construction of family latrines was hindered by the sandy soil, and unco-operative refugee attitudes. Sites were generally clean and vectors controlled.

Shelter/other infrastructure: Camp feeder roads were regularly maintained or rehabilitated (using local labour) to ensure access for humanitarian assistance. UNHCR rehabilitated and repaired 384 kms of roads, several bridges and a ferry. Five shelters were constructed in transit centres in eastern DRC to benefit the Rwandan repatriation operation.

Transport/logistics: Non-food items were dispatched from two main warehouses located in Kisenge, Katanga Province, and in Kinshasa. Most non-food items for Kisenge arrive by boat from South Africa and are brought by road to Lubumbashi, from where they are sent to Kisenge and onwards to the camps. Supplies for western DRC mainly arrive by boat to Matadi and are then sent by road to Kinshasa warehouse, and from there onwards to the two regional warehouses in Bandundu Province and Bas-Congo, from where they are distributed to the warehouses in the camps. The poor roads tend to completely wear out a vehicle after two or three years, despite regular maintenance and repair. Due to limited local capacity in terms of vehicle maintenance, workshops have been established in Kisenge and Kahemba.

Water: All refugees had access to 17 to 20 litres per day of potable water, with the exception of Sadi/Zulu, where potable water was at times limited to 2.2 litres per person per day due to reduced water output from the springs. UNHCR strove to increase the quantity of potable water available to refugees by increasing the number of water points accessible to them in all camps, reducing the walking distance to water points and improving the delivery system in camps. In Kisenge, six new water retaining points were installed and 22 wells constructed. In the Kulindji site in Kahemba, where the existing spring is at the bottom of a steep hill, a hydraulic system was constructed to pump water up the hill. In the Aru area, twelve water points were constructed, and by the end of 2002, 75 per cent of the refugee population had access to clean water from springs and wells (as compared to 60 per cent in 2001). In Doruma, water remains a major problem during the dry season. Analysis of the water quality showed that 26 per cent was contaminated and remedial action was taken to treat it and prevent further pollution.

Organisation and implementation

Management

UNHCR maintained its branch office in Kinshasa, supported by eleven offices in field locations. The number of posts was insufficient considering the size and complexity of UNHCR's operation in DRC. At the year's end, there were 110 regular posts (28

international professional posts, 2 national officer posts, 78 national general service staff), and 112 staff on temporary assistance. A human resources review mission was to have addressed this issue in 2002, but it had to be rescheduled for March 2003. This situation has had a negative impact on operations, as it has limited UNHCR's ability to attract qualified staff, causing administrative problems, and demonstrably lowering staff morale.

Working with others

The UNHCR office in DRC worked with eleven implementing partners: six national and five international NGOs. It worked closely with UNHCR offices in Angola, Rwanda, CAR and Burundi on protection and repatriation issues. Offices in Lubumbashi, Zongo and Bukavu also received operational support from UNHCR offices in neighbouring countries.

UNHCR contributed to the UNDAF process in DRC and maintained a close relationship with other UN agencies, in particular OCHA, WFP and the UN Observer Mission to DRC (MONUC). The operations also received support from UNICEF (vaccines, baby kits etc.), UNFPA (reproductive health supplies and health kits), FAO (seeds) and UNOPS (road rehabilitation programme). The Office also made limited donations of non-food items for the displaced and, through close co-operation with MONUC, supported the Disarmament, Demobilisation, Reintegration, Repatriation and Resettlement (DDRRR) process for foreign combatants in DRC. It has, however, not been possible to implement integrated programmes with UN development agencies due to the general situation prevailing in the country.

Overall assessment

The effectiveness and efficiency of the programme were greatly impaired by the lack of easy access to persons in need of international protection and assistance, and the emergence of new humanitarian situations. Efforts aimed at securing proper staffing further complicated the picture. Given the political changes in 2002, the stabilisation of the staffing situation is of paramount importance. Proper and timely staffing could help the office to overcome the chronic high turnover of staff members. In this regard, UNHCR intends to fill all vacant posts, regularise

staff members on temporary contracts and prioritise functions that are key to the effective and efficient delivery of assistance and protection in DRC.

The reactivation of the implementation of the peace process in 2002 and the subsequent signing of the Pretoria and Luanda agreements have been significant developments that UNHCR Kinshasa continued to monitor closely for any warning signs of a possible future refugee emergency. The post-conflict peace process being implemented in DRC will affect UNHCR operations and may create conditions conducive to the voluntary return of DRC refugees. If that happens, the promotion of voluntary repatriation of both Angolan and Rwandan refugees may be complemented by a massive return of DRC refugees. UNHCR would then be required to expand its presence to include returnee areas.

Offices

Kinshasa
Mbuji-Mayi
Aru
Bukavu
Goma
Kahemba
Kimpese
Kisenge
Lubumbashi
Mbanza-Ngungu (Kimaza)
Ngidinga
Zongo

Partners

Government Agencies

Gouvernorat du Nord-Kivu

NGOS

Actions et interventions pour le développement et l'encadrement social

Association pour le développement social et la sauvegarde de l'environnement

ATLAS Logistique

Caritas/Katanga (RDC)

Catholic Relief Service (CRS)

International Rescue Committee

OXFAM (Québec)

Vision mondiale (Canada)

Financial Report (USD)

Expenditure Breakdown	Annual Programme Budget			
	Current Year's Projects	notes	Prior Years' Projects	notes
Protection, Monitoring and Co-ordination	6,896,875		148,960	
Community Services	559,982		341,880	
Crop Production	642,294		51,572	
Domestic Needs/Household Support	410,358		19,661	
Education	1,024,329		314,173	
Fisheries	1,481		0	
Food	2,196		(17,019)	
Forestry	66,773		18,335	
Health/Nutrition	1,159,295		264,688	
Income Generation	39,596		20,192	
Legal Assistance	619,387		34,100	
Livestock	3,114		0	
Operational Support (to Agencies)	1,491,345		543,415	
Sanitation	107,171		61,380	
Shelter/Other Infrastructure	393,300		226,843	
Transport/Logistics	3,596,368		1,295,682	
Water	273,202		235,276	
Instalments with Implementing Partners	3,951,686		(2,241,816)	
Sub-total Operational	21,238,752		1,317,323	
Programme Support	4,519,579		28,074	
Sub-total Disbursements/Deliveries	25,758,331	(3)	1,345,397	(5)
Unliquidated Obligations	1,289,970	(3)	0	
Total	27,048,301	(1) (3)	1,345,397	
Instalments with Implementing Partners				
Payments Made	11,282,472		2,841,442	
Reporting Received	7,330,786		5,083,257	
Balance	3,951,686		(2,241,816)	
Outstanding 1st January	0		2,574,130	
Refunded to UNHCR	0		253,899	
Currency Adjustment	0		0	
Outstanding 31 December	3,951,686		78,415	
Unliquidated Obligations				
Outstanding 1st January	0		1,847,710	(5)
New Obligations	27,048,301	(1)	0	
Disbursements	25,758,331	(3)	1,345,397	(5)
Cancellations	0		231,401	(5)
Outstanding 31 December	1,289,970	(3)	270,911	

Figures which cross-reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(5) Schedule 5