

REPORT OF THE ZAIRE RE-ASSESSMENT TEAM
13TH IASC WORKING GROUP MEETING
27 JULY 1994

EXECUTIVE SUMMARY

Society in Zaire is in a state of chronic decline. Social tensions can lead to disturbances at any time and the Government's emergency response capacity is negligible. Whenever a humanitarian crisis occurs, only the UN system and the voluntary sector are able to respond with any degree of effective action. There is therefore a paramount need for the UN to exercise a central leadership and coordination role and to support and encourage the work of NGOs. A mechanism for better coordination, including the establishment of a Humanitarian Coordination Unit and a better exchange of information on sectoral and regional issues, is suggested.

Over the last year, emergency situations involving the internally displaced have perceptibly improved. The numbers of displaced have been reduced considerably and many have either been resettled or have returned to their former homes. Nevertheless, assistance with reintegration is still required, particularly in North Kivu and East Kasai. In the Kasai provinces, a viable and coordinated reintegration strategy is urgently needed, both to assist those who have already returned from Shaba Province and to enable those still in camps in Likasi and elsewhere to be transported to their areas of origin. Support for agriculture is particularly important.

Food and nutrition programmes have achieved a great deal but, in some cases, need closer monitoring and supervision as well as a change in supplementary feeding methods. More systematic nutrition surveys and better advance planning of food needs is required.

It is sometimes difficult to distinguish between chronic social decay and situations requiring an emergency intervention. Nevertheless, health and related conditions in some regions such as Bas-Zaire, Equator and Bandundu have deteriorated to the point where an emergency response is justified. The situation in Kinshasa is getting worse.

Given the limited donor response to the December 1993 Appeal, a new appeal for funds - albeit at a more modest level - will be required. The appeal can be prepared in the field without the necessity for another mission to be sent.

ECONOMIC AND SOCIAL BACKGROUND

The UN Role

1. The UN system should fulfil a central leadership and coordinating role in the provision of humanitarian aid.
2. Both international and local NGOs should be encouraged to participate fully in aid programmes.
3. Cooperative relationships between UN agencies, NGOs and government representatives at provincial and local level should be developed and maintained.

Appeal

1. A new Appeal, based on the report's recommendations, should be launched. It can be prepared in the field without another mission.

REGIONAL REVIEWS

For comprehensive recommendations on food aid and nutrition by region, see under "Food and Agriculture".

North Kivu

1. The internally displaced in North Kivu still need assistance, even though the majority have now returned home. Aid should concentrate on health and nutrition, protected water supply, education, agriculture, livestock and feeder roads. Food aid should not be resumed, except as Food for Work (FFW).
2. Those among the internally displaced who have chosen not to return home should no longer be assisted.
3. While the refugee situation in June was well under control, any major new influx would require a massive emergency response.

South Kivu

1. The 19,000 Zairians forced to return from Burundi need additional help to enable them to leave their camps and reintegrate in local society. Health assistance, seeds, tools and a nutrition survey are required.

Shaba

1. Those displaced persons remaining and receiving assistance in Likasi, Kolwezi and Kamina should be moved to the Kasai provinces and the IOM, or a similar project, revived to cover their transportation.
2. The movement must be coordinated with a viable reintegration strategy in the Kasais.
3. The inhabitants of the "Athenée" camp should be moved first and the camp progressively closed.
4. Closer cooperation between international agencies, international NGOs and local NGOs in Shaba Province should be developed.

Kasai Provinces

1. A coordinated resettlement strategy under the auspices of the United Nations must be put in place. Resettlement will not succeed unless it is done in accordance with a consistent and coherent plan embracing the activities of UN agencies, the Government, the churches and NGOs.
2. The team recommends the appointment of an overall Reintegration Coordinator, a Technical Coordinator and supporting staff. Their duties are described, in the report. Appointments must be made without delay.

Kinshasa

1. UNICEF's request for US\$ 750,000 to cover disease control, essential drugs, water, sanitation and nutrition in Kinshasa is modest and deserves support.
2. Supplementary feeding would be justified for a much larger number of malnourished under-5s in Kinshasa.

Other Areas

1. UNICEF's project proposals for Bas-Zaire, Equator and Bandundu Regions are of an essentially emergency nature and deserve support under a future Appeal.

FOOD AND AGRICULTURE

General

1. The focus of food aid should shift from feeding programmes in relief camps and towns to activities in support of rural integration as soon as a viable project(s) comes on stream.
2. A nutrition intervention plan should be drawn up by WFP, UNICEF, ICRC and the concerned NGOs. It should be updated every six months.
3. UNICEF should assign a full-time nutritionist to Kinshasa to keep the nutrition situation under review. The nutritionist should devise a nutrition surveillance system for Kinshasa, Kasai, Shaba and elsewhere as required.
4. WFP should continue to examine the relative cost of purchasing food in Zaire and other countries in the region, taking the transport costs and delivery time into consideration. The shipment of grain in bulk via Matadi should also be considered. WFP should also consider the feasibility of offering its purchasing and transport services to Donors and NGOs.
5. In view of the seriousness of the nutrition situation and the need to devise the most cost effective nutrition intervention programmes for those at risk, a WFP Nutrition Adviser should assist the WFP Country Office with the implementation of a general nutrition intervention plan and surveillance system (Recommendations 2 and 3 above), with the preparation of a uniform nutrition intervention programme for Kinshasa and with the proposal for repeated nutrition surveys at Bashala camp in East Kasai.

Kinshasa

1. WFP/MSF-B and CRS nutrition intervention programmes should be extended through 31 December 1994. However, the monthly distribution of the 50 kilo sack of maize meal which is part of the WFP/MSF-B programme should be discontinued.
2. MSF-B six-monthly nutrition surveys of the under-5s should continue.

3. WFP, UNICEF, MSF-B and CRS should meet to devise a uniform nutrition intervention programme for Kinshasa. As a supplementary food for malnourished under 5s, the provision of a blended food such as CSB should be considered as it is much less likely to be eaten by adult male members of the family.
4. WFP and MSF-B should tighten up monitoring and programme management to minimise multi-registration at nutrition centres and ensure that centres do not run out of stocks of food.

Shaba

1. ICRC/MSF-B should discontinue the monthly distribution of the 50 kilo sack of maize meal.

West Kasai

1. As OXFAM's emergency programme is over, no further food aid should be supplied until a viable rural integration project(s) comes on stream.

East Kasai

1. WVI should continue feeding at "Bashala" camp, Mbuji-Mayi, through 31 December 1994 but at a progressively reduced rate.
2. MSF-F should carry out a nutrition survey at "Bashala" camp at least once every three months to monitor the result of the WVI ration reduction and alert WVI of the need to increase rations if a significant deterioration in nutrition levels is noted.
3. WFP should ensure prompt delivery of the remaining commodities committed under existing Emergency Operation (Emop 5356) and see that its operating partners abide by the provisions of the Letter of Understanding. WFP should substantially increase its monitoring of the distribution and end-use of commodities.
4. WFP should programme additional maize for distribution to an average of 170,000 internally displaced persons through 31 December 1994.
5. As a rural integration project comes on stream, donors should be encouraged to contribute to FFW activities identified and/or to general rations to new settlers until they

obtain their second crop. Donors should be asked to permit monetization of part of food aid to finance essential non-food items.

North Kivu

1. For the Rwanda/Burundi regional emergency, WFP should examine the cost effectiveness of extending the current supply-line from Kampala to Goma across Lake Kivu by barge to Bukavu as well as to Cyangugu and Kibuye and other lakeside villages in southwestern Rwanda.
2. As OXFAM's emergency programme for internally displaced persons was largely completed by April 1994, no further food aid is required.

South Kivu

1. WFP and UNHCR should examine the feasibility of transporting food from Kigoma (Tanzania) across Lake Tanganika to refugee camps in and south of Baraka (Zaire).
2. UNICEF should conduct a nutrition survey of the Zairians who have been forced to return from Burundi.

COORDINATION

Within the UN System

1. A meeting of Heads of UN Agencies should be convened every week to discuss policy, security and major administrative issues. As required, UN Disaster Management Team functions should apply.
2. A Humanitarian Coordination Unit should be established to assist the Resident Coordinator, UN Agencies, NGOs and donors in the overall coordination of humanitarian assistance to Zaire. The Unit should be represented in the Shaba Provinces by a Reintegration Coordinator and supporting staff.

Outside the UN System

1. The monthly coordination meeting should be maintained but structured to link with substantive coordination mechanisms at the provincial and sectoral levels.

Subcommittees should be established to review and discuss sectoral programmes and issues.

Sectoral/Thematic Coordination

1. Specific sectoral sub-committees should be established to discuss issues and plan the use of resources as follows :

	Convening Agency(ies)
FOOD AID AND LOGISTICS	WFP
REINTEGRATION PROGRAMME	UNDP/FAO/ILO
HEALTH AND NUTRITION	UNICEF/WHO
WATER AND SANITATION	UNICEF/WHO
EDUCATION & CHILDREN IN DIFFICULT CIRCUMSTANCES	UNICEF

2. For the Health sector, coordinating efforts should be made within the CCAS framework to avoid duplication.

Regional Level

Kivu

1. UNICEF should strengthen the operational capacity of the Bukavu Sub-Office by speeding up the recruitment of the international Programme Officer/Head of Sub-Office and equipping at least two of the 3 land cruisers with HF radios.
2. The two UNHCR Sub-Offices in Goma and Bukavu, which report directly to UNHCR Headquarters in Geneva, should continue to keep the UNHCR office in Kinshasa and the Resident Coordinator fully informed of the situation in their areas.

Shaba

1. A better coordination mechanism between the UN agencies and international local NGOs is needed. A general coordination meeting should take place once a week. Specific coordination meetings between UNICEF, ICRC and MSF-B should deal with the

nutrition programme and local NGOs which operate nutrition programmes should also be involved.

Kasai

1. A reintegration programme should be designed as soon as possible and an overall Reintegration Coordinator appointed to manage the programme and to interact between the NGOs and the local authorities. Specialised agency staff will be responsible to him for the technical aspects of reintegration.