

ZAMBIA: REFUGEES FROM THE DEMOCRATIC REPUBLIC OF CONGO

21 March, 2001

appeal no. 11/99
situation report no. 2 (Final)
period covered: May - December, 1999

Summary

Despite efforts to enforce the Lusaka peace accords (signed on 10 July, 1999), the sporadic nature of the conflict in the DRC continued, limiting the prospects for spontaneous or voluntary (organized) repatriation and provoking continued refugee arrivals in Zambia. Following a difficult start to the effective delivery of shelter and basic assistance, the ZRCS improved its management capacity and achieved a remarkably successful refugee operation. Despite the achievements, funding of the operation has been an ongoing constraint. The appeal was closed at the end of December, 1999, with the ongoing activities carried out under the Federation's 2000 annual regional appeal for Southern Africa. The remaining balance of CHF 235,143 was transferred to the 2000 operation.

The Context

On 4 March, 1999 an initial wave of some 4,000 Congolese refugees escaping the conflict in the Democratic Republic of Congo (DRC) crossed the border into Zambia's Northern Province. A month later, an estimated total of 25,000 refugees had arrived. Some 12,000 refugees were accommodated in temporary shelter in Mporokoso-Mwange, while another 7,000-9,000 settled into the local community. Months of living in the bush and sustained travel under conditions of duress had seriously affected the health of the refugees. The situation was aggravated by prolonged rains, affecting both the refugee camp sites and logistics (roads and communications) needed to deliver assistance.

To provide initial services for the refugees, a transit facility was established in the village of Kaputa, northern Zambia, and the government of Zambia enacted contingency plans, including the allocation of land adjacent to the town of Mporokoso where a more permanent camp was established to accommodate a maximum of 25,000 refugees.

To respond to the humanitarian situation and to support the Zambia Red Cross Society (ZRCS) in delivering urgently needed assistance, the Federation, in collaboration with UNHCR as lead UN agency for refugees, launched an appeal on 4 May, 1999 for CHF 1,707,000 to provide assistance to refugees for 6 months. The Federation and the ZRCS

subsequently signed an implementing partner agreement with UNHCR in mid-year, taking on the added responsibilities of the health, water, and sanitation sectors.

The refugee assistance operation initially encountered several operational constraints in the start-up process, but effective discussions between the Zambia Red Cross Society (ZRCS), the Federation, and UNHCR (the lead UN agency for refugees) resulted in increased collaboration and co-operation, and improved service delivery particularly in the areas of camp management and sectoral assistance. The Federation's support to the ZRCS and this operation has proved key in assessing the areas which needed improvements, and undertaking the measures necessary to increasing the capacity of the ZRCS. The revised programme length is from March 1999 - March 2000 (12 months).

Objectives, Achievements and Constraints

Programme Objectives

The overall objective of the Red Cross was to improve the quality, health and productivity of the refugees from the DRC within the Luapula and Northern Regional operating area (inclusive of Mwangi - Mporokoso, Mpulungu and Kaputa and Nsumbu), thereby alleviating through the delivery of basic assistance in the form of adequate quantity and quality of potable water, acceptable sanitation facilities, and an adequate level of health services in addition to other community and social services. This assistance was planned working in close co-ordination with the refugee community, UNHCR and WFP, Government authorities, CARE, and other agencies involved in the provision of protection and humanitarian relief assistance.

The ZRCS, with support and assistance from the International Federation, has been integrally involved in the following elements of the operation:

- The provision of community and social services to the refugees in the camp in the form of receiving and registering new arrivals, assisting refugees to find and re-unite with relatives outside the camp and in Zambia, health care (preventive and curative including ambulance) services, food and non-food item distribution, and burial services to the refugees.
- Provision of potable water, and adequate sanitation to the beneficiaries.
- Providing a link between ZRCS headquarters with other agencies at the programme level, while promoting co-ordination and collaboration.

Main Sectoral Activities

Infrastructure •

With the consent of the Ministry of Health, the process of upgrading the Mwangi camp clinic to a full fledged Rural Health Center was started, including two structures for maternity and pediatrics in patient wards (with a labor ward) constructed of permanent materials.

The construction of both the centralized distribution and reception centers had been sub contracted to CARE International and have been completed. These structures are providing not only comfort to the beneficiary refugees but also safety against adverse weather conditions.

Fifteen bore holes were constructed in Kaputa transit centre (two) and Mwangi camp (14), as well as in four (4) local communities surrounding the Mwangi refugee camp. This has effectively reduced refugees' dependence on the piped or reticulated water system.

The construction by the refugees themselves of family pit latrines, with Red Cross support, went smoothly, with coverage at the end of the year of over 80%.

Specific Sector Objectives

The following specific objectives guided the programme implementation:

- Receive and register all newly arrived refugees;
- Allocate plots to the new arrivals;
- Provide resources and services in food and non-food distribution;
- Provide social support, coffins, cloth and transport during funerals and burial of deceased persons to the community;
- Provide curative and preventive services, especially, reproductive health (maternity, ante and post-natal), under five children’s immunization and growth monitoring, nutrition rehabilitation, ambulance services, community based first aid, and health education and promotion: all in order to improve the health condition of refugees and local (adjacent) communities;
- Provide adequate (quantity) and safe (quality) potable water supplies to all the people;
- Ensure that community and environmental sanitation is assured by the construction of socially and culturally acceptable pit latrines but avoiding contamination of the ground water aquifers and other surface sources (one stream and two perennial springs); and
- Provide community and social support to the refugee community.

Food and Non-Food Distribution •

From April to December 1999, a total of 1,533,600 kg of mealie meal, 16,850 kg of peas, 448,544 kg of beans, 40,290 kg of salt, and 53,510 kg of maize grain was distributed to 17,141 beneficiaries; 78,062 litres of cooking oil was distributed to a cumulative total of 215,469 beneficiaries. These food rations provided an average total of over 2,000 kilo calories per person per day.

Breakdown of Food Commodities Distributed in 1999

MONTH	COMMODITY	QUANTITY DISTRIBUTED	BENEFICIARIES
APRIL			
	mealie meal	15 ,601.8kg	4,990
	cooking oil	585lts	4,990
	peas	4,007.5kg	4,990
	salt	429.2kg	4,990
MAY			
	mealie meal	142,215.75kg	11,063
	cooking oil	6,985lts	11,063
	peas	12,842.5kg	11,063
	salt	6,985kg	11,063
JUNE			
	mealie meal	168,741.8kg	11,400
	cooking oil	10,095.28lts	11,400
	beans	113,892.28kg	11,400
	salt	5,425.4kg	11,400
JULY			
	mealie meal	184,959.77kg	28,204
	cooking oil	8,583.2 lts	28,204
	Salt	4,067.82kg	28,204
	Beans	48,535kg	28,204
AUGUST			

mealie meal	199,847kg	29,679
cooking oil	9,736.64lts	29,679
bean	54,131.13kg	29,679
salt	4,383.05kg	29,679
SEPTEMBER		
mealie meal	203,986kg	30,322
cooking oil	9,943.96lts	30,322
bean	55,433kg	30,322
salt	4,472.88kg	30,322
OCTOBER		
mealie meal	215,497.25kg	31,684
cooking oil	10,376.356lts	31,684
beans	56,259.24kg	31,684
salt	4,612.57kg	31,684
NOVEMBER		
mealie meal	224,887.5kg	33,466
beans	59,088.1kg	33,466
cooking oil	10,877.28lts	33,466
salt	4,906.7kg	33,466
DECEMBER		
mealie meal	177,863.65kg	34,661
beans	61,205.68kg	34,661
Cooking oil	10,879,4 lts	34,661
Maize grain	53,510kg	17,141
Salt	5,008.25kg	34,661

The following non-food items were distributed from April to 31 December 1999:

- Blankets 14,601 pieces.
- Kitchen sets 4,775 sets.
- Plastic sheets (tents) 8,701 pieces.
- Soap 162,482 tablets.
- Jerry Cans 5,758 pieces.
- Second hand clothes *Distribution figures unavailable*

Health •

From the time that the camp clinic was opened through the time the Red Cross took over the management of health services from MSF - Holland on 15 August 1999 there had been no disease outbreaks in the Mwanje and Kaputa transit refugee camps even though they are located in cholera prone areas. The morbidity pattern has remained the same with malaria and respiratory tract infections (RTI) - especially pneumonia, intestinal worm infestation, watery diarrhoea, and bloody diarrhoea being the major causes. A total of 16,441 cases were recorded as having attended the RHC for curative services. Between July to the middle of December 1999, a total of 449 cases were referred to the Mporokoso District Hospital with 266 patients admitted for further management and surgical interventions.

At an average, the crude death or mortality rate (CDR/CMR) in the camp was 0.28 per 10,000 people per day with the under five mortality rate (UMR) being 0.73 per 10,000 children per day during the period between July and December 1999.

Health services have been expanded to include maternal deliveries, routine immunizations, family planning, post natal and other reproductive health activities (including STD/HIV/AIDS and adolescent sexual health).

A medical laboratory was opened to assist clinicians with diagnostic services, in particular urine, stool, sputum for AAFB, blood slide for malaria parasites and an estimation of heamoglobin levels.

With the improved services at the camp clinic, referrals to the District Hospital were reduced by fifty percent (50%). Currently, infrastructure is being constructed for the in-patient department (IPD), maternity, pediatrics and isolation wards.

Mortality Pattern at Mwange RHC

Month	Number of deaths	Crude mortality rate	Under 5 mortality rate
July			
August	13	0,28/per10000 per day	0,66/per 10000 per day
September	18	0,4 / per10000 per day	0.7 / per 10000 per day
October	9	0,18/per 10000 per day	0,30/per 10000 per day
November	7	0,14 / per 10000 per day	0,4 / per 10000 per day
December	7	0,13/per 10000 per day	0,36 / per 10000 per day
Total	54	0,22 / per 10000 per day	0,48 / per 10000 per day

Immunizations (July to December 1999)

Month	BCG	DPT	Polio	Measles	TT
August	E.P.I.	not	jet	in	place
September	277	474	90	799	191
October	256	299	198	87	227
November	0	695	808	77	266
December (½)	0	117	267	66	288
Total	533	1,585	1,363	1,029	972

Water and Sanitation •

The ZRCS and Federation worked with OXFAM personnel from August 1999, and in September, 1999 took over the operation and maintenance of a completed system servicing 15,000 people at a rate of 20 litres per person per day. For the sake of coherence and to avoid piecemeal sub-sectoral arrangements, the Red Cross assumed management responsibility for the water and sanitation programme on September 30. At the time there were a number of uncompleted projects, targets and schedules. Coverage of family latrines was less than 10% at the time but was soon built to slightly over 80%. Similarly, refuse pit coverage was a meager 6% (posing a very high risk of a cholera outbreak in the rain season), but was soon at more than 34%.

The ZRCS and Federation have increased the number of bore holes for water supply from the nine (fitted with India Mark II left by Irish AID and OXFAM), to 24 which are all fitted with Afridev hand pumps (though two are dry and non-yielding). Also, the construction of tap stands with aprons was increased to 34 points. For better community management and ownership by the refugees, twenty-five (25) WatSan committees have been formed and are in the process of being trained.

The Federation also supported the sector by providing PVC pipes, T95 water tank and its liner and other materials adequate to enable an expansion of the reticulated water supply system to cater for a higher population of about thirty thousand in the Mwange camp.

Summary of Progress of the Water Supply and Sanitation Activities:

ACTIVITY	Baseline	Target	Achieved	Balance	% Covered	Remarks
Completion of OXFAM outstanding activities						
↳ pressure regulation to low yielding tap stands	07	19	19	-	100	Outstanding for new connections
↳ construction of tap stands	12	17	17	-	100	
↳ construction of aprons	04	17	17	-	100	
↳ construction of man holes	00	27	20	7	74	
↳ reinforcement of tank basements	00	03	03	-	100	
Average percentage coverage					94.8	
Increasing the number of bore holes						
↳ Bore hole siting , drilling and pump installation	09	24	22	02	91.67	Two were dry holes
↳ Bore hole apron construction	09	24	15	09	62.5	
Average percentage coverage					77.09	
Increase of the water storage capacity						
↳ construction of new tank basements	03	05	03	02	66.67	
↳ installation of water tanks	03	05	03	02	66.67	
↳ extension of the supply and distribution pipe network	4,000m	7,000m	4,000m	3,000m	75	
↳ construction of 10 tap stands and aprons	19	29	19	10	52.6	
Average percentage coverage					65.24	
Promotion of controlled human/ solid waste disposal						
↳ San plat production	542	2,500	1,600	900	64	
↳ Supply of latrine roofing sheets	104	2,500	2,002	498	80.08	
↳ Completed latrine in use	104	2,500	2,002	498	80.08	
↳ household g of refuse pits	48	2,000	860	1140	43	
Average percentage coverage					66.79	
Refugee management of WatSan facilities						
↳ formation of committees	00	25	25	00	100	Training to be conducted jointly with the D-WASHE
↳ training of committees	00	25	00	25	00	
Average percentage coverage					50	
Community vector control						
↳ training of vector control team	00	02	01	01	50	
↳ equipment supply	05	10	10	00	100	
Average percentage coverage					75	

Tracing activities were concentrated in tracing mainly unaccompanied minors. About 1,150 Red Cross Messages (RCMs) were sent out to other refugee camps through the regional delegation in Harare. Some of the refugees were reunited with relatives from the DRC, while others went to Lubambashi and other towns.

Logistics •

The logistics sector encompasses transport management and warehousing of non-food items. There were a total of thirteen vehicles in the ZRCS fleet for Mwanze and Kaputa. The operation center maintained two trucks (one from UNHCR and another from the ZRCS), one single cab Hilux, three land cruiser-type ambulances (UNHCR), and three hard top and one station wagon, two land cruiser-type pick ups (UNHCR at Kaputa), and one Federation pick up. The Red Cross used a grain store as a warehouse facility for the storage of non food items to distribute to the refugees at Mwanze.

Capacity Building of the National Society •

During 1999, a number of volunteers took up challenging staff position in the management, reception, logistics and distribution sectors. Positions filled by these volunteers included distribution assistants, loading clerk, stores clerk, office assistant and radio operator, reception clerk, and drivers. Staff were also upgraded from lower ranks to such positions as project co-ordinators, project assistant, logistics officer, and distribution supervisor. Well above fifty (50%) percent of the volunteers and 100% of the refugee health and hygiene promoters workers received training in various disciplines i.e. health (reproductive, cholera preparedness and control, STD/HIV/AIDS, growth monitoring) vector control techniques. A new cadre of traditional birth attendants (TBA) was trained and engaged on voluntary service to support reproductive health especially with deliveries.

More ZRCS staff with the right background, qualifications, skills and experience were recruited into the project in the sectors of health, and water supply and sanitation. This enabled the Red Cross to gain confidence in itself and its work and further provide better quality services to the refugee community. Staff and Federation Delegates were able to build capacity in the mid-level junior management staff and volunteers and refugee workers in their respective areas of operation.

The Disaster Preparedness training in November 1999 of inter sectoral regional government and non-government agency personnel in the Northern and Luapula Regions at Mporokoso and Kaputa centers had a positive impact and improved the understanding of how Red Cross works by the more than eighty (80) participants and further enhanced co-operation and intersectoral collaboration.

Some senior and junior staff and volunteers at the Mporokoso center attended other agencies' workshops and training sessions in Mwanze camp and Mporokoso township. Some workshops were organized by international and external staff and were aimed to enhance understanding of relief assistance phases: emergency and maintenance (e.g. SPHERE minimum standards to employ in the refugee camps) and how to best react to situations in different socio-cultural environments. UNHCR conducted a protection of refugees and programming workshop.

Achievements •

Despite the lack of proper organizational response mechanisms, the ZRCS managed to provide all the required services to the refugees using local resources. The National Society collaborated well with other aid agencies involved in providing basic health care, water supply and sanitation facilities at both Kaputa transit and Mwanze camps.

From June onwards the ZRCS and Federation embarked on restructuring of the operation, streamlining of sectors and overall project management which paved the way for the establishment of well defined sectors with clear roles and responsibilities to deal with reception and registration, food and non-food distribution, and warehousing of non-food items. Towards the end of the year weighing scales of twenty-five and one hundred kilogrammes (six of each) were procured for the distribution sector and four bathroom scales for the health sector.

As a result of the measures instituted and implemented in the field, the ZRCS fully regained its damaged credibility and confidence within itself and among its partners in the field, both at the national and at international levels. The reception and registration of new arrivals (refugees) now takes a shorter time than in the previous months (only a day) regardless of the number. The warehousing and distribution sector has been transformed into two separate sectors, with the logistics sector to oversee non-food item storage, transport and local procurement; and distribution to deal with the distribution of food and non-food items to refugees.

The dramatic improvements in the management of the sectoral activities within the operation was achieved mainly by acquiring skilled expertise in emergency, relief, and general project management. This, coupled with a strong presence of the International Federation at both ZRCS headquarters and field levels led to the ZRCS assuming greater responsibility in providing the following services: basic health care, hygiene promotion, food and non-food items, and reception and registration of refugees. The arrival of the international UNHCR field staff and co-ordinator to Mporokoso tremendously improved interagency collaboration and co-ordination, to the benefit of the beneficiaries. The operational atmosphere thus tremendously changed and enabled the Red Cross to function with zeal and increased energy. In order to improve on the delivery of health services, the ZRCS and Federation introduced new services critical to the welfare of the refugee community, including family planning, ante- and post- natal care, outreach health services and growth monitoring. Training in health for health staff and home visitors continued and intensified. Focusing of the home visitors' activities has been another thrust in improving good health delivery. In addition, the ZRCS and Federation had since August 1999 to October 1999 been working with OXFAM -GB in water supply and sanitation sector. Furthermore, vector control through the promotion of environmental hygiene improved with several training sessions undertaken in the camp for interagency and refugee participants. The acquisition of a larger office block in a quieter environment also had a positive effect on the work culture and output of the staff and volunteers.

Constraints •

Red Cross has been constrained by inadequate logistics and supplies for good quality service delivery. The distribution sector, for example, had no weighing scales, perforators, and standard scoops or measures for food stuffs, and the health sector also had inadequate cold chain and patient examination facilities. This was mostly due to low funding in the initial stages of the operation. The inadequacy of suitable transport vehicles was a constant problem for all sectors in the organization which constrained all staff working in the Mwange camp, increasing the costs on hired trucks used for the distribution of food, and impeding the smooth implementation of planned activities by each sector.

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INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES					
				Interim report	
				Annual report	
				Final report	X
Zambia refugees					
Appeal No: 11/99					
Period: May 1999 to December 1999					
Currency: CHF					
I - CONSOLIDATED RESPONSE TO APPEAL					
FUNDING	CASH		KIND & SERVICES		TOTAL
	Contributions	Reallocations	Goods/Services	Personnel	INCOME
Appeal budget	1,631,000				
less					
Cash brought forward	12,655				
TOTAL ASSISTANCE SOUGHT	1,618,345				
Contributions from Donors					
American Government	419,663				419,663
American Red Cross	38,575				38,575
British Red Cross	219,816				219,816
Danish Red Cross	43,116				43,116
Finnish Red Cross	80,555				80,555
Finnish Red Cross	80,730				80,730
Finnish Red Cross	(80,555)				(80,555)
Finnish Red Cross	80,555				80,555
Icelandic Red Cross	4,166				4,166
Monaco Red Cross	9,784				9,784
Monaco Red Cross	9,756				9,756
Monaco Red Cross	(9,784)				(9,784)
Norwegian Govt. via RC	95,388				95,388
Norwegian Red Cross	19,301				19,301
Swedish Govt. via RC	87,500				87,500
UNHCR	94,407				94,407
UNHCR	97,047				97,047
UNHCR	47,117				47,117
UNHCR	224,647				224,647
DREF		200,000			200,000
Norwegian Red Cross		(6,346)			(6,346)
Sweden				39,753	39,753
Switzerland				19,877	19,877
Sweden				14,949	14,949
Switzerland				20,534	20,534
TOTAL	1,561,784	193,654		95,113	1,850,551
Coverage	97%	12.0%		5.9%	114.3%
II - Balance of funds					
		Opening balance		12,655	
		CASH INCOME Rcv'd		1,755,438	
		CASH EXPENDITURE		(1,532,950)	

		CASH BALANCE		235,143	

Zambia refugees						
Appeal No: 11/99						
Period: May 1999 to December 1999						
Currency: CHF						
III - Budget analysis / Breakdown of expenditures						
Description	Appeal Budget	CASH Expenditures	KIND & SERVICES		TOTAL	Variance
			Goods/services	Personnel	Expenditures	
SUPPLIES						
Shelter & Construction	113,000	110,047			110,047	2,953
Clothing & Textiles	197,000	166,480			166,480	30,520
Food/Seeds	120,000					120,000
Water		199,091			199,091	(199,091)
Medical & First Aid	140,000	60,404			60,404	79,596
Teaching materials						
Utensils & Tools	9,000	33,353			33,353	(24,353)
Other relief supplies	5,000	15,770			15,770	(10,770)
Sub-Total	584,000	585,145			585,145	(1,145)
CAPITAL EXPENSES						
Land & Buildings						
Vehicles	40,000	20,495			20,495	19,505
Computers & Telecom equip.	76,000	42,740			42,740	33,260
Medical equipment						
Other capital expenditures	23,500	16,496			16,496	7,004
Sub-Total	139,500	79,731			79,731	59,769
TRANSPORT & STORAGE	293,500	265,911			265,911	27,589
Sub-Total	293,500	265,911			265,911	27,589
PERSONNEL						
Personnel (delegates)	209,000	181,387		95,113	276,500	(67,500)
Personnel (local staff)	193,000	166,284			166,284	26,716
Training						
Sub-Total	402,000	347,671		95,113	442,784	(40,784)
GENERAL & ADMINISTRATION						
Assessment/Monitoring/experts		33,482			33,482	(33,482)
Travel & related expenses	60,000	48,307			48,307	11,693
Information expenses	55,000	2,079			2,079	52,921
Administrative expenses		86,533			86,533	(86,533)
External workshops & Seminars						
Sub-Total	115,000	170,402			170,402	(55,402)
PROGRAMME SUPPORT	97,000					97,000
OPERATIONAL PROVISIONS		84,091			84,091	(84,091)
Transfer to National Societies						
TOTAL BUDGET	1,631,000	1,532,950		95,113	1,628,063	2,937
Consumption rate:	Expenditures versus income		88%			
	Expenditures versus budget		100%			

ZAMBIA, REFUGEES						ANNEX 1
APPEAL No. 11/99		PLEDGES RECEIVED			03/21/01	
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
CASH						
REQUESTED IN APPEAL----->				1,631,000	01/01/99	140.91%
DANISH - RC		200,000	DKK	43,020	06/30/99	
BRITISH - RC				219,816	10/06/99	
FINNISH - RC		50,457	EUR	80,465	06/22/99	
FINNISH - RC		50,456	EUR	80,931	08/01/99	ASSISTANCE FOR REFUGEES
ICELANDIC - RC		200,000	SEK	4,066	05/31/99	
MONACO - RC		40,000	FRF	9,748	07/07/99	
NORWEGIAN - RC		100,000	NOK	18,767	05/12/99	
NORWEGIAN - GOVT		485,422	NOK	95,415	01/11/99	REFUGEE INFLUX
NETHERLANDS - RC				50,100	12/01/99	REFUGEE INFLUX
SWEDISH - RC/GOVT		500,000	SEK	90,000	05/17/99	
AMERICAN RC		25,000	USD	36,613	05/25/99	
UNHCR				567,409	08/23/99	DIRECT TO DELEGATION (Other Relief Suppl.)
US GOVT. (PRM)		285,000	USD	434,625	09/29/99	
US GOVT. (PRM)		300,000	USD	472,200	03/15/00	
SUB/TOTAL RECEIVED IN CASH				2,203,175	CHF	135.08%
KIND AND SERVICES (INCL. PERSONNEL)						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
Sw eden	Delegate(s)			39,753		
Sw itzerland	Delegate(s)			19,877		
Sw eden	Delegate(s)			14,949	06/15/00	Year 2000
Sw itzerland	Delegate(s)			20,534	06/15/00	Year 2000
SUB/TOTAL RECEIVED IN KIND/SERVICES				95,113	CHF	5.83%
NOT REQUESTED IN APPEAL						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	