

URBAN IDP PROFILING AND NEEDS ASSESSMENT IN GOMA, DEMOCRATIC REPUBLIC OF THE CONGO



NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS



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SUMMARY

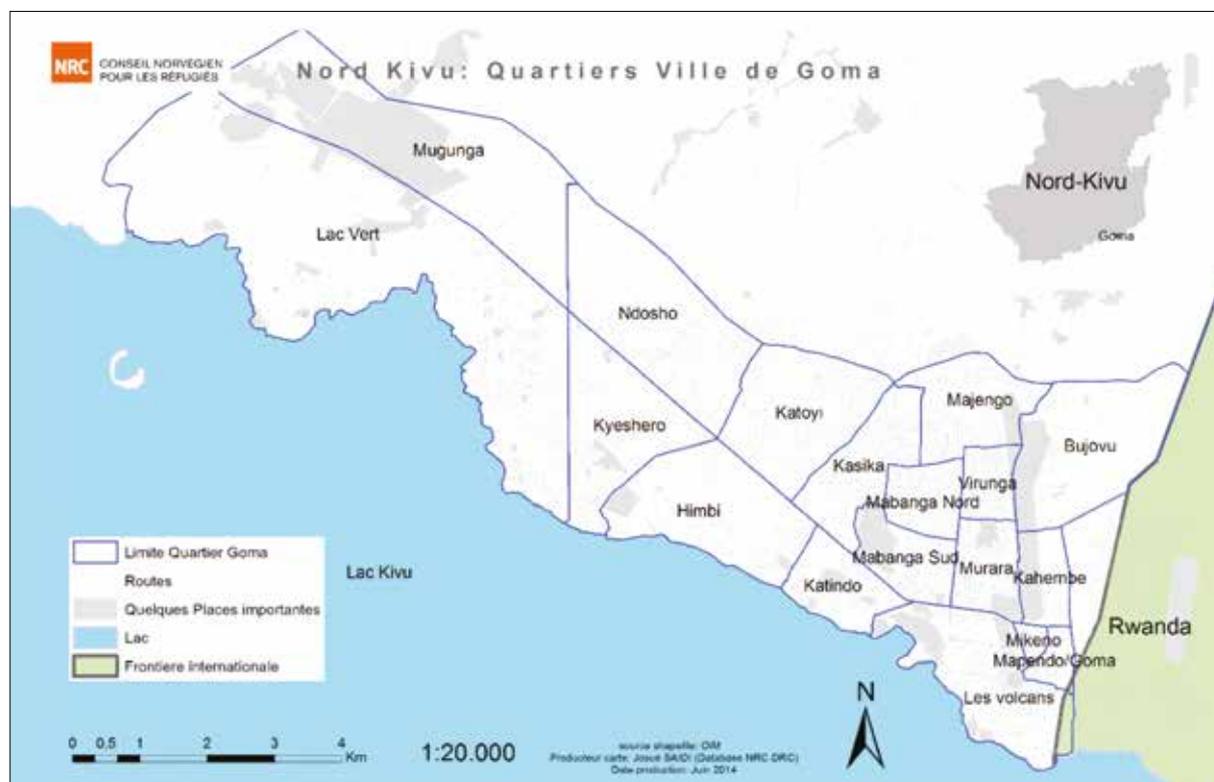
In Goma the NRC team implemented a field assessment of an urban IDP population whose needs are largely unmet and rarely studied, whose size is heavily underestimated, and whose relationship with governance structures is often limited. Specific vulnerabilities are found based on family composition¹ and location in the city, as well as more widespread difficulties in Goma with basic services, quality housing, and economic opportunities. Lack of government engagement is also highlighted as a key weakness in supporting durable solutions for IDPs in the city. This assessment will form the basis for NRC programming to support current and potential future IDPs, host communities, and local government in Goma.

CONTEXT

An estimated 2.6 million people are displaced in the Democratic Republic of Congo (DRC) as of mid-2013,² putting it in the top five displacement crises worldwide. The majority have been displaced due to

conflict in the east of the country, particularly in North and South Kivu with 1.7 million displaced as of August 2013. IDPs in the Kivus are in a situation of protracted and repeated displacement, facing on-going conflict. The saturation of camps and sites around Goma means there is nowhere for newly displaced IDPs to receive assistance. The urban IDP population in Goma is believed to be large, but there are no exact figures and few ways of tracking IDPs outside of camps. Key problems include: food insecurity, poor quality shelter, criminal violence, sexual violence, poor sanitation, ability to return, and lost assets.

Population estimates of urban Goma vary significantly. Best estimates place the population at 850,000, of which 11%, or 93,500 people, are officially considered as displaced.³ However, IDPs not in camps or host families are not included in this, and it is believed that the real number is much higher. A 45% increase in the urban population was reported in 2012, significantly higher than other urban centres, suggesting a large influx of IDPs. 34,000 persons, or 4% of the urban population, are recognised as living in host families.



¹ This includes both heads of household and family size

² OCHA, August 2013

³ OCHA, August 2013



Kyeshero district of Goma (peri-urban), NRC-DRC

Access to services is poor in Goma. 72% of the urban population has no access to electricity. Whilst the majority of families have access to multiple water sources, many supplement their water purchases with untreated lake water. The city water supply is treated at source, but is interrupted at many points by illegal connections introducing contaminants, and few treat their water before use. Labour markets are largely informal, with many relying on irregular, low-paid and sometimes high risk daily labour. Transport is available through a large number of ‘motos’ and mini-buses in the city, though these tend to congregate around the main road. Beyond this, many rely on walking. There are a number of markets in the city, however access is difficult and prices are higher in the peripheral districts due to their distance from central markets.

There is a large humanitarian presence in Goma but current attention is focused on rural areas and camps. There are as of yet few formal humanitarian interventions operational in Goma focusing on IDPs and host families, though there is significant interest in developing a response for urban IDPs. Responses to previous waves of displacement into the city have been ad hoc and poorly resourced. Only 7% of respondents in this NRC survey had received

humanitarian assistance in Goma, most often for food or household items.

Despite having recently ratified the *African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa* (the Kampala Convention),⁴ the government remains focused on returning IDPs to their place of origin, thus insufficiently acknowledging the scope to facilitate other durable solutions like local integration or resettlement.

The current lack of engagement by government and many humanitarian actors in urban programming means both a failure to support steps towards durable solutions for those living in protracted displacement, and an inability to respond to new displacement into urban areas.

NRC IN DRC

NRC has been working in the DRC since 2001. It is active in five sectors – food security, shelter, education, WASH, and information, counselling, and legal advice (ICLA) – as well as working in protection and advocacy, and return, rehabilitation, and recovery. The focus is on meeting humanitarian needs, with increasing attention to linking relief, rehabilitation, and development.

⁴iDMC, “The Kampala Convention”, <http://www.internal-displacement.org/sub-saharan-africa/kampala-convention/>

Profiling and Needs Assessment

General objective:

Understand the living conditions of IDPs, host families, and host communities in urban Goma.

Specific objectives:

- Profile urban displacement in Goma
- Determine the socio-demographic characteristics of the IDP population of Goma (age, gender, occupation etc.)
- Evaluate living conditions of IDPs, as well as those of their host families, and residents.
- Identify specific needs in terms of income, food security, shelter, sanitation, protection, health, and education
- Identify perceptions and intentions of return
- Identify actions to improve conditions of vulnerable persons affected by displacement in Goma.
- Develop a non-camp response for future waves of displacement to Goma.

IMPLEMENTATION

NRC began its urban analysis in October 2013. Given the lack of existing information on IDPs and host families in the city, this detailed study was necessary to form the basis for future programming. NRC conducted an IDP profiling and needs assessment exercise in Goma city, looking at IDPs, host families, and residents. In total 1257 households were interviewed, of which 480 were displaced, 308 host families, and 469 residents. The survey was based on the Joint IDP Profiling Service (JIPS) Profiling Tool. Data was collected using smart phones, by interviewers from the Université Libre des Pays du Grand Lacs (ULPGL) over 10 days in December 2013.

The profiling tool was adapted from the JIPS tool to reflect the Goma context and experience of NRC. Given the lack of accurate population data, the survey was conducted across the city using a two-stage sampling methodology. Households were identified purposively, based on their displacement status. Snowball sampling was then used to identify further



Women petty trading vegetables, NRC-DRC



House built of wooden planks and corrugated metal, NRC-DRC

targets households within these groups. 64 houses were targeted per quartier (sub district of Goma).

A steering committee consisting of the relevant government officials, ULPGL, UNHCR, IOM, and other interested NGO parties, was created. The committee was consulted on requirements for profiling, the design of the survey, and took part in discussions following the results presentations. ULPGL played a strong role in supporting methodological design, provided trained interviewers for data collection, and managed the data collection teams. IOM provided assistance in visual mapping of vulnerability.

The survey focused on 10 areas: displacement history, family composition, shelter, WASH, livelihoods, hosting relationships, education, health, food security, and protection.

Key findings:

IDPs are more vulnerable than other residents of Goma across all districts of the city.

A third of IDPs intend to stay in Goma, and of those who plan to return few have concrete plans. Main reasons to return include land and property ownership,

and family. The main obstacle to return is peace and stability, though access to land and property is a frequent concern.

When asked to identify primary needs, IDPs noted food and rent. For residents, main concerns were food and property ownership.

Living conditions are poor, particularly in the inner city and the extreme peripheries. Main problems are **unsafe, overcrowded accommodation; low tenure security; and poor construction and hygiene of latrines**. Houses tend to be small, and constructed from wooden planks. In 29% of both IDP and host families at least one family member sleeps outside 6 – 7 nights per week due to a lack of space. Only 10% of IDPs own property, compared to a 36% average. For those that are renting, many don't have a written contract, and those that do are often of short or unknown duration. 80% of households have latrines in their compound or within 5 minutes' walk, however more than 65% of respondents say their latrines are unhygienic or poorly built. Female-headed households have greater security concerns related to using latrines. They are also less likely to have a place to wash in their house.

Economic stability and asset ownership.

Key concerns are high food insecurity; debt; unemployment; insecure, unpredictable informal sector employment; and few assets. On average, 65% of respondents have undertaken some remunerated work in the last month, but this falls to 55% among IDPs and female-headed households. IDPs are more likely to undertake daily labour than other forms of work, though this is unpredictable, low-paid, and often dangerous. Female-headed households also rely heavily on casual labour, in addition to petty trade. Female-headed households are also more likely to rely on family support, with 44% relying on help from family to make ends meet. Common coping strategies are: borrowing money, reducing the quantity of food consumed, and scavenging or “making do”. IDPs are more likely to rely on begging than other groups, but the total proportion remains low. 52% of IDPs have some level of debt, compared to 36.5% on average. Average debt among IDPs is \$43, and has been used to purchase food, pay rent, and to pay medical fees. Monthly expenditure for IDPs is 15% lower than that of residents. Whilst IDPs dispense the greatest proportion of their income on food (37%, or \$41), this is less than two-thirds of established food basket costs (\$62). 59% of IDP households have problems meeting their food needs multiple times each month (compared with 36% of residents) and 45% of IDP households have

only 1 meal a day (compared with 26% of residents). Displaced families and female-headed households are much more likely to have only 1 meal a day, and displaced families are much more likely than residents to have a poor food consumption score (35% IDPs, 15% residents). 38% of all households say meeting food needs is their greatest need.

Service availability (electricity and unclean water).

Access to electricity is a concern for the majority of respondents, with 72% never having access. Whilst most households say they have access to a tap there is a strong reliance on water from the lake, which contains a high level of pathogens. 80% of households do not treat their water before use.

Significant security concerns, particularly around violent crime, sexual violence, and fear of recruitment; and use of police and other state services.

Housing security is poor: 74% of IDPs are unable to close their doors and 82% are unable to close windows. Men and boys are particularly concerned by criminal violence, in particular armed robbery and muggings. Many respondents noted the role of armed street gangs (*enfants de rue, maibobo*) in armed violence. 10% of boys also feared recruitment into armed groups, and whilst this was higher among IDPs, it was found across all groups. 15% of women and 21% of girls report rape and sexual violence as



Young boys selling shoes in Goma, NRC

PERSONAL STORIES CLARISSE

Clarisse, a resident of Goma, took in an 18 year old girl who fled from a nearby IDP camp in November 2012. "I had pity when I saw her for the first time in our compound asking for a place to stay or a job. She was very dirty, very tired and hungry. I allowed her to stay at my house and not reveal her identity to other people," states Clarisse. "But I am afraid of her future if she is found out to be an IDP, as she will be thought of that way. I do not want anyone to think of her like that. I consider her as my younger sister".



the greatest threat facing them. An additional 6% of women and 8% of girls said they did not feel safe due to their gender. Female IDPs were more likely to report feeling discriminated against than other groups. Whilst half of all respondents said they feel the authorities take good care of them, primary methods of protection in the community are restricting movement after dark, and alerting neighbours. Police or state authorities are unlikely to be turned to for help following harm or crime, with people instead going to their family or a religious group.

Governance, particularly with regards to government accountability and access to government services including registration, documentation, and representation. IDPs were less likely to say they feel that authorities take good care of them, and this is reflected in their higher use of alternative sources of assistance such as family or religious leaders following a crime. In addition, only 20% of IDPs ever use community complaint mechanisms in case of a concern or threat within the community, relying instead on maintaining good relationships, and the support of neighbours.

The host community capacity to absorb IDPs is strained, due to the repeated and protracted nature of urban displacement. Half of host families have been hosting for less than 6 months, but for most it is not the first time they have hosted a displaced family. There are some tensions between hosts and IDPs: 67% have problems hosting due to a lack of resources and inability to feed both families, and 58% note overcrowding. Household hygiene, conflict between

women, and fighting between children are other concerns.

A majority of IDPs have fled due to conflict and conflict-related activities including fear of recruitment, disappearance of family members, and destruction of property. Most came to Goma because of existing family and friendship networks, and for security.

The average family size is 7, though this is higher for host households, who on average are accommodating 4 IDPs, from multiple families. The dependency ratio is approximately 2:3, with 2 adults supporting 3 other family members. Displaced households are more likely to be led by someone under 25 (7% of IDP households, compared to 5% average), but there are very few instances of households being led by someone under 18.

24% of IDP households are currently led by a woman (21% average), and of these, 52% are widows. Female-headed households are more vulnerable, particularly in regards to livelihoods and protection, and are less likely to want to return to their place of origin (39% plan to stay in Goma).

Returnees to Goma were also vulnerable. This is most likely linked to the looting of their goods and property during flight, and difficulty recovering these assets on their return. They tend, however, to have higher social capital than IDPs, having more trust in the authorities and more stable employment.

There are significant differences in forms of vulnerability between the inner city and peripheral districts, particularly with regards to shelter and livelihoods. Inner city districts face greater problems



Example of a latrine in Goma, NRC

with overcrowding, but are more likely to have secure houses and greater access to alternative livelihood sources, whereas peripheral districts have lower access to services, including water and electricity, but are more likely to have access to agricultural land. The following maps show differences in vulnerability across the city, on average and for IDPs. As can be seen, IDPs are more vulnerable in every district.

IDPs and returnees are more vulnerable than host families or residents. Female-headed households are also highly vulnerable, particularly if they have been displaced, or if they are widows. IDPs, returnees, and female-headed households are more likely to experience:

- Inability to feed their family, and low food consumption
- Problems paying rent
- Housing that is poor quality and insecure
- Limited access to clean water
- Low-paid insecure work
- Fear of criminal violence
- Fear of sexual violence
- Lower access and use of government services

Host families are more vulnerable than residents in terms of shelter, with a key concern being overcrowding due to the larger household size.

Households led by someone under 20 are more likely to be vulnerable, but low rates of youth headed households were reported in Goma.

LESSONS LEARNED

Overall, the process has been seen to be successful in meeting the objectives. However, there is space for some improvement for future assessments in Goma and elsewhere.

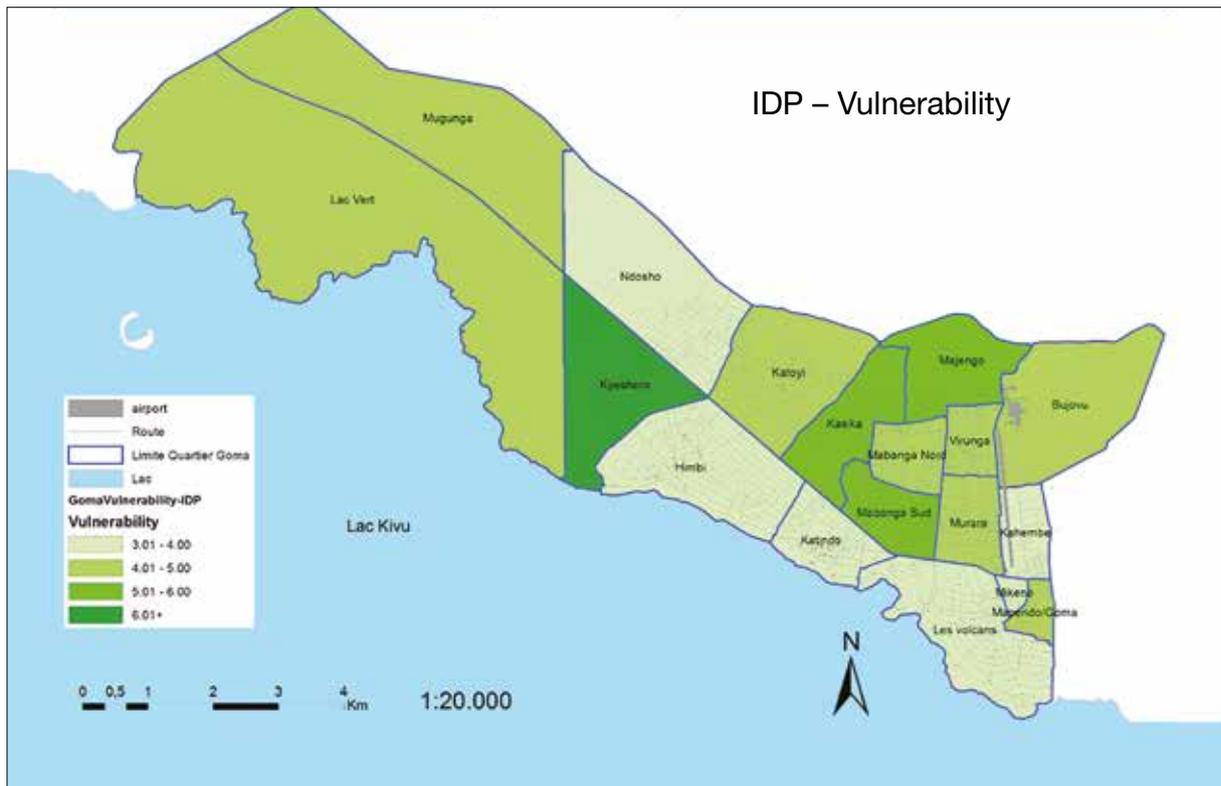
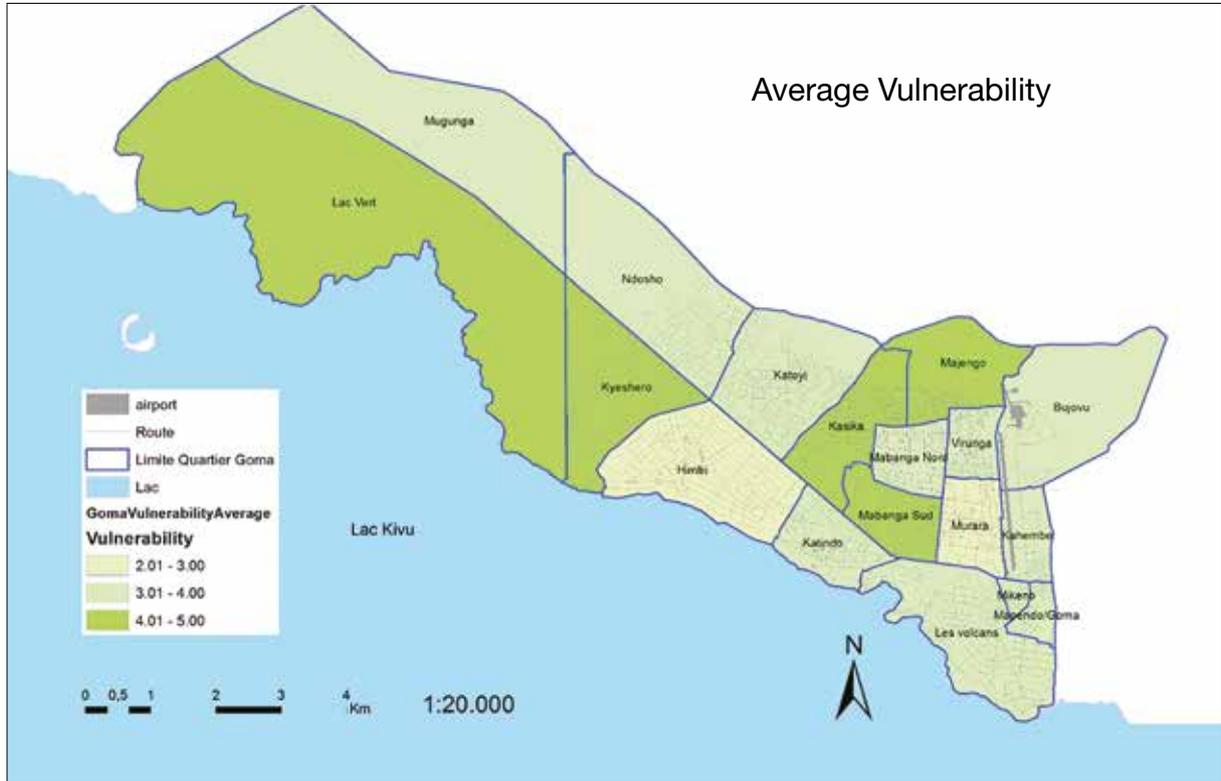
Tool adaptation and development: Adaptation of the survey tool was a lengthy process, which impacted on the time available for other activities. However, the inclusive nature of the process resulted in a tool which provided valuable information for all sector responses. Further refinement has been undertaken following data analysis. The adaptation process must take into account the local context and knowledge gaps of partners in country.

Quantitative data is improved by qualitative explanations: The survey provided a rich source of data across all NRC core competencies. However, this data raised some questions that required further explanation. For the exploration of these key questions, qualitative data is invaluable, and further focus group discussions are required.

Working with local interviewers: Input from ULPGL and the students involved in the study was invaluable and added much to the design process. In addition, working with a local partner helped facilitate access to otherwise hard-to-reach populations. However, greater time for training of interviewers and pre-testing of the survey would have improved the results.

Using smart phones: Conducting the survey with smart phones was very helpful in reducing data entry errors and reducing the time necessary for coding each survey. However, careful consideration is needed in the design stage and sufficient time for testing must be incorporated in planning. The use of internet reliant tools needs to be considered in locations with limited connectivity.

Comparison of multi-factor vulnerability scores for the general population (top) and for IDPs (bottom) across the districts of Goma. Darker shades indicate greater vulnerability.



PERSONAL STORIES LORAINE

Loraine is 30 years old, and fled with her husband and children (she now has six) to Goma after repeated displacements from her village. They live in a shack on a plot of land without a contract and without a latrine. *“If I can have work today, I may go work and come back to the hospital when I finish. I do not need one week of recovery, I have to get food for my children and get money to pay this hospital,” she says, “My husband is a carpenter but because he is a displaced person, he is not given work. People prefer to give work with well-known carpenters”.*



IMPACT: FROM ASSESSMENT TO PROGRAM DESIGN

The benefits of the Goma urban profiling and needs assessment are:

- Improved knowledge of situation of urban IDPs and host families in Goma
- Identification and prioritisation of primary needs and areas for intervention
- Interest of humanitarian actors and donors, and the data to justify a response
- Involvement and buy-in from government and local institutions
- Urban profiling and needs assessment tool development
- Development of an integrated programme and advocacy response

Following the assessment in 2013, an urban pilot programme response was designed and implemented. Three areas were identified as entry points to provide an integrated response to the vulnerability of persons affected by displacement in Goma, in order to address their needs and concerns throughout the displacement cycle:

1. Capacity to meet basic needs throughout the displacement cycle. NRC provided cash transfers through Airtel (mobile phone provider) to enable urban IDPs and host families in all phases of displacement economic access to basic services. This intervention targeted 600 IDP families in two targeted urban localities (1200 total). In addition, NRC is working with persons affected by displacement to identify service gaps and barriers which prevent IDPs accessing high

quality social services, and where necessary has responded with direct service provision (although we take care not to create parallel structures).

2. Accessibility and accountability of government actors and state services. NRC is working alongside the government and community authorities to further develop their awareness of roles and responsibilities towards urban IDPs, to enable improved identification and documentation procedures; as well as providing mentorship and support in improving institutional capacity to respond to the needs of those affected by displacement. They are also working with community based organisations (CBOs) to ensure the inclusion and empowerment of IDPs, develop leadership and representation, and develop joint collaborative forums with authorities to enable concerns to be raised and appropriately addressed. Participation of the government in the NRC assessment and subsequently has been a positive indication of their willingness to engage with these issues.

3. Preparedness of urban centres to manage and provide assistance to newly displaced persons. NRC is engaged in assessing current hosting capacity of the community and the ability of service providers (both public and private) to scale up. We have negotiated agreements with service providers to facilitate contingency planning and rapid response capacity of basic services following new displacement. We also act to enable community capacity to absorb urban IDPs by working with community structures to design and implement micro-projects (for example,

repairs or expansion of community structures). In addition, NRC works with community focal points to create a referral system for persons affected by displacement, and we have developed and disseminated information materials on where and how to access services in all phases of displacement.

NRC has also carried out several cross-cutting activities. A mapping of relevant state power structures and community/traditional structures in targeted urban zones is being carried out to allow future programme activities to work effectively with these structures to increase impact and sustainability. A detailed high level advocacy plan is being developed and implemented to raise awareness of urban displacement and increase engagement in programming. A market analysis, using the EMMA tool, focusing on access to water; housing rental markets; and informal loans will also give NRC the ability to support IDPs and host communities simultaneously by working through existing markets. The objective is to model the resulting approach to urban IDPs in Goma to the state, UN, other agencies and donors.

The first 6 months of the pilot programme will be reviewed in Dec 2014 and this learning will be used to adapt the second phase of the urban response in 2015.

DONORS

The Norwegian Ministry for Foreign Affairs (NMFA) provided 400,000 NOK (66,000USD) to fund the profiling and needs assessment exercise, and 4,000,000 NOK (660,000 USD) for the pilot project as part of a broader objective to inform, influence and respond to urban displacement.

ACRONYMS

CBO

Community based organization

DRC

Democratic Republic of the Congo

IDP

Internally Displaced Person

JIPS

Joint IDP Profiling Service

UNHCR

United Nations High Commission for Refugees

IOM

International Organisation for Migration

NRC

Norwegian Refugee Council

ULPGL

Université Libre des Pays du Grand Lacs

NMFA

Norwegian Ministry of Foreign Affairs

ICLA

Information, Counselling and Legal Assistance

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NRC'S MISSION STATEMENT

NRC works to protect the rights of displaced and vulnerable persons during crisis. Through our programmes we provide assistance to meet immediate humanitarian needs, prevent further displacement and contribute to durable solutions. Through our advocacy we strive for rights to be upheld and for lasting solutions to be achieved. Through our stand-by rosters we provide expertise as a strategic partner to the UN, as well as to national and international actors.

We take action during situations of armed conflict, and engage in other contexts where our competencies will add value. We are a rights based organisation and are committed to the principles of humanity, neutrality, independence, and impartiality.

NRC'S FOCUS ON URBAN DISPLACEMENT

These case studies form part of a series on NRC programmes focusing on displacement in urban areas. In 2013 NRC began a sustained effort to become one of the leading agencies for urban displacement through our six core competencies: information, counselling and legal assistance (ICLA), shelter; education; food security; water, sanitation and hygiene (WaSH) and camp management.

By sharing these case studies NRC aims to illustrate a variety of models of good practice, learning and innovation by its country programmes, as well as highlight some of the important challenges they continue to face in providing assistance to displaced persons in urban areas.

In order to address the layered challenges of urban displacement, NRC has strengthened its capacity by developing a multi-sectoral assessment app and initiating thematic partnerships with JIPS, UNHCR, and IRC focusing on needs assessment, profiling, targeting, shared learning and advocacy. Moving forward NRC is actively focusing on programme learning through evaluations, action learning and assessments of existing programmes.

The majority of over 5000 NRC staff members are national employees in NRC's projects in around 25 countries worldwide. All our projects are supervised by the NRC Head Office in Oslo.

NRC was established in 1946 under the name Aid to Europe, to assist refugees in Europe after World War II. Today NRC is organised as an independent, private foundation. We cooperate closely with the UN and other humanitarian organisations, around the world as well as in Norway.



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