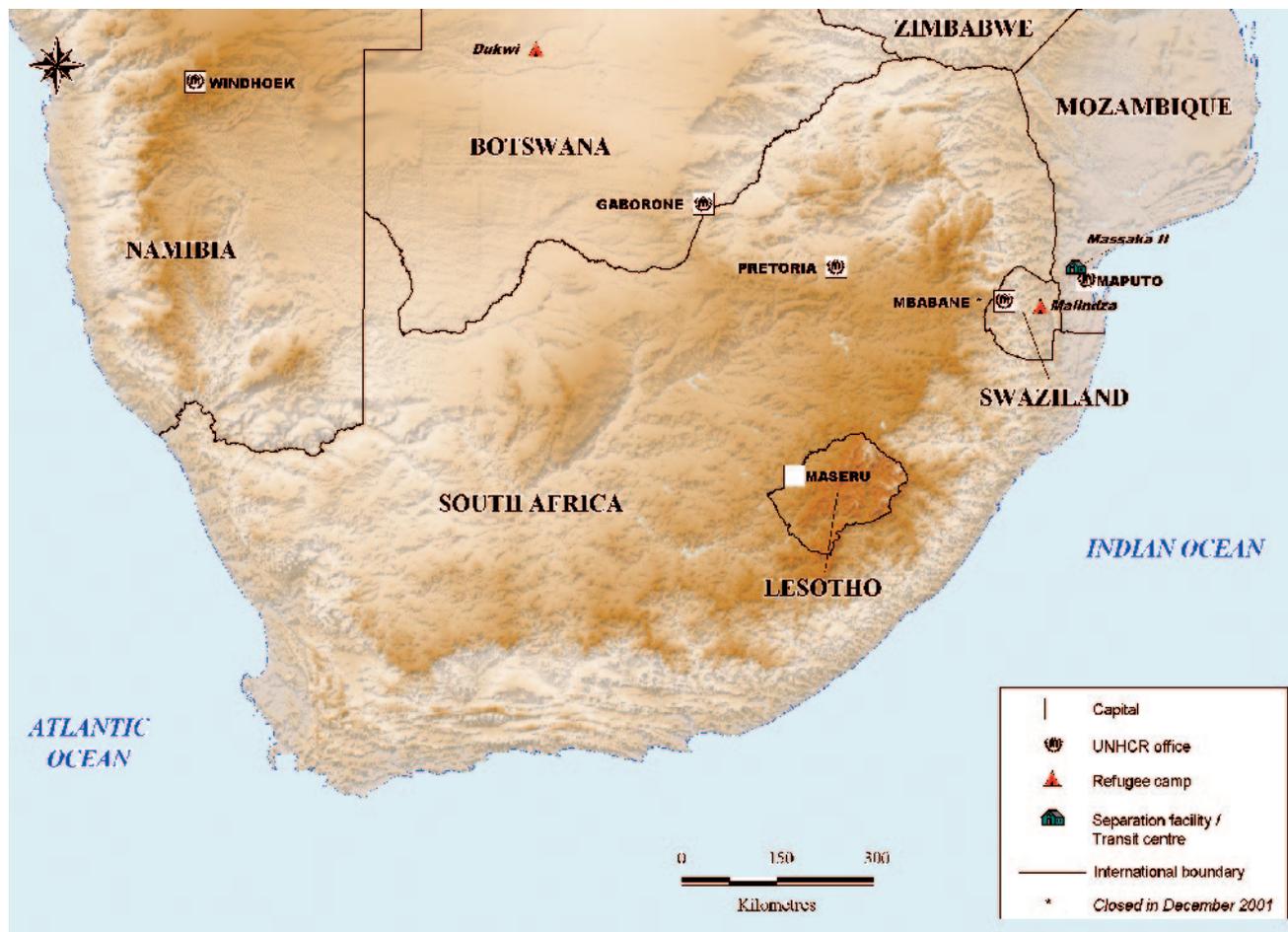


South Africa



Main Objectives

Promote lasting solutions for urban refugees and asylum-seekers through local integration, repatriation and resettlement; develop additional legal and institutional capacity within the Government and civil society through the implementation of national legislation, support for institution building and training; advance the local integration of refugees by helping them achieve economic independence through various projects geared towards self-sufficiency; counter increasing intolerance towards refugees and asylum-seekers by creating greater public awareness through media campaigns; strengthen preparedness for emergencies through contingency planning.

Impact

- Under the “Backlog Project” aimed at clearing long-pending asylum applications, some 23,000 first instance applications were reviewed, of which 8,530 were approved, 10,200 were rejected, and 4,000 were cancelled/closed. There were 5,500 appeal cases pending. 4,678 asylum appeals were heard and 2,532 decisions were taken by the Refugee Appeal Board (408 granted, 1,813 rejected, 311 cancelled).
- UNHCR’s network of refugee legal counsellors continued to provide counselling and representation to over 2,400 individual refugees and/or asylum seekers on issues such as resolution of labour disputes, denial of access to services, asylum appeals, release from unlawful deten-

tion and renewal of asylum permits. Following intense lobbying refugee children were included as a vulnerable group in the new draft "Child Care Act." A workshop on the needs of unaccompanied minors was held for relevant government departments and other organisations working with children.

- Direct assistance (including legal counselling and support) was provided to more than 23,000 refugees and asylum-seekers at five major locations (Pretoria, Johannesburg, Cape Town, Durban and Port Elizabeth), representing 75 per cent of the population of concern.
- Emergency assistance (food, shelter, medical care and domestic items) was provided to 8,450 persons, the majority of whom were women and children.
- A total of 2,128 refugee students benefited from UNHCR's assistance that enabled them to attend schools ranging from pre-primary to university levels. In addition, support was given to 30 refugee children in the Indian Ocean States to attend primary schools.
- The "Roll Back Xenophobia" campaign made significant progress in developing a collaborative relationship with the media, which resulted

in a more systematic coverage of specific incidents of hostility and intolerance, previously unreported. The media covered refugee issues in a more balanced manner than in the past.

- Some 300 young refugees (75 per cent female) participated in 12 workshops on such topics as physical and emotional development, family planning and sexually-transmitted diseases, including HIV/AIDS.
- The Office did not engage in active promotion of repatriation due to the ongoing civil conflict in the countries of origin of most refugees. Nevertheless, upon the requests received by the Office, a total of 41 cases (76 individuals) who submitted requests to the Office were assisted to return home.

Working Environment

The Context

Refugees and asylum-seekers enjoy most of the same basic rights as South African citizens. However, exercising these rights is not always easy in light of the limited services available and the attitude of service providers towards

refugees. An unemployment rate of up to 40 per cent in some urban areas seriously hampered refugees' efforts to find employment, and many of them had to approach UNHCR and its implementing partners in search of basic assistance. The Government of South Africa does not provide material support to refugees or asylum-seekers, who have to compete with needy locals for the limited food and shelter offered by charities. The increasing protection and assistance needs of refugee arrivals constituted an unrelenting challenge in the country. Integration depends on an understanding of refugees' plight and, at the very least, an acceptance of their presence. Neither is common in South Africa despite efforts such as the "Roll back Xenophobia" campaign,

Persons of Concern				
Main Origin/ Type of Population	Total in Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Angola (Refugees)	4,800	2,600	35	34
Burundi (Refugees)	1,400	1,400	24	23
Republic of the Congo (Refugees)	810	240	20	28
DRC (Refugees)	5,000	5,000	34	19
Ethiopia (Asylum-seekers)	850	730	24	15
India (Asylum-seekers)	730	-	-	-
Nigeria (Asylum-seekers)	720	10	12	25
Pakistan (Asylum-seekers)	1,100	30	4	7
Rwanda (Refugees)	820	820	52	40
Senegal (Asylum-seekers)	950	20	-	-
Somalia (Refugees)	5,300	950	34	34

Income and Expenditure (USD) Annual Programme Budget and Trust Funds					
	Revised Budget	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
AB & TF	4,917,347	830,000	3,783,958	4,613,958	4,613,958

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.

The above figures include budget and costs related to the Regional Office in Pretoria, as well as a project of External Relations Activities, (for details, please refer to the Regional Overview).

launched in 1998 to combat the country's prevailing atmosphere of hostility towards foreigners.

New regulations issued in April 2000 prohibited refugees from working whilst their status was being determined. This resulted in a substantial increase in demand for basic assistance. More positively, the revamped eligibility procedure enabled the processing of 6,560 asylum applications of a total backlog of 11,400 cases. This can be considered a major achievement. At the same time, a substantial increase in the number of new asylum applicants was recorded: 4,294 in 2001 compared with 2,728 during the previous year. The 39 refugees in Lesotho are long settled in the country and economically self-sufficient.

UNHCR protection also extended to the Indian Ocean Island States of **Madagascar, Comoros, Mauritius** and **Seychelles**. In the absence of any refugee status procedures, the Office continued to promote resettlement to a third country as the only viable durable solution for mandate refugees in these States. Pending resettlement, care and maintenance programmes were carried out through local UNDP offices.

In the Indian Ocean Island States, the number of mandate refugees remained unchanged (61 persons). A total of 52 new applications were received during the year of which 31 were recognized as mandate refugees. The same number (31) were resettled during the year. At the end of December 2001, the total refugee figures were: Madagascar (34), Comoros (13) and Mauritius (14).

Constraints

Funding restrictions and occasional lack of government commitment led to a continuing backlog of asylum applications and other refugee-related issues. There were continuing delays in the issuance of identity cards to recognised refugees and a lack of accurate statistics, both of which affected the planning capacity of UNHCR. Refugees continued to be victims of public xenophobia and UNHCR's limited staff faced serious difficulties in monitoring this. Budget cuts in the wake of Action 2 also had an impact on the programmes in Botswana, Mozambique, Swaziland, Mauritius, Seychelles, Comoros and Madagascar.

Funding

As a result of funding shortfalls, UNHCR budgets in South Africa were cut by some 25 per cent of the original EXCOM approved amounts. As a result, many planned activities had to be scaled down and others were cancelled outright. The budget for direct assistance for vulnerable refugees was the hardest hit, with many needy refugees and asylum-seekers being left with no support. Equally hit by funding reduction was the support for the Refugee Act. With the exception of an earmarked contribution of USD 62,500 in 2001, fund-raising efforts for the Roll Back Xenophobia campaign have yet to bear significant fruit. This remains a challenge for the campaign, which is tasked with combating a widespread, pervasive phenomenon with a limited budget.

Achievements and Impact

Protection and Solutions

UNHCR provided technical assistance and legal expertise to the Department of Home Affairs (DHA) for the second phase of the "Backlog Project". At the end of the project, over 25,000 applications had been processed, however, the impact of the project was diminished since many decisions were not communicated to the applicants, and negative decisions created a backlog at the appeal stage. The Government began issuing identity cards to refugees in May 2001, although the slow pace and the small number issued remains a concern.

Together with human rights NGOs, guidelines were formulated for the protection of refugee children and women. Magistrates were trained on status determination of unaccompanied minors. Prevention activities around sexual and gender-based violence (SGBV) included training on sexual and reproductive rights provided to male and female refugees; trauma counseling and support for victims of SGBV. Gender-based claims were supported by the network of legal counselors and resettlement was actively promoted for women at risk.

The "Roll Back Xenophobia" campaign helped create awareness about refugee issues at both

government and grassroots levels. Refugees have been encouraged to participate actively giving a human face to the campaign and as a result, refugees have been incorporated into the “vulnerable” category - a group that requires support and assistance.

Activities and Assistance

In 2001, UNHCR implemented local settlement projects in South Africa, Lesotho and the Indian Ocean Island States. Four regional projects in Botswana, Mozambique Namibia and South Africa were also implemented they were: resettlement, repatriation, the DAFI University Scholarship programme, and the Ted Turner/ UNF reproductive health project.

Community Services: In 2001, implementing partners were encouraged to employ professional social workers in order to provide a higher standard of service to refugees and asylum seekers. As a result, local programmes and services in the areas of child-care, shelter for unaccompanied minors, trauma counseling, drug abuse, and support for the disabled were successfully delivered. Burial funds were also made available to families in need. The Office contributed US\$ 7,000 to a refugee women’s shelter in Cape Town, which also provides language and skills training to residents. 45 women with 73 children were accommodated at this shelter monthly. The Cape Town Refugee Centre (CTRC) worked toward empowering female refugees through workshops on gender (184 participants, including 12 males), violence (37 participants) and skills training (64 participants, 50 per cent of whom are now employed). A new refugee women’s support group with 40 members has been also formed in Cape Town with the support of CTRC. Unaccompanied minors were a special focus of assistance throughout the year. A total of 135 received assistance with housing, education, counseling and family tracing by NGO social and legal counselors.

Public Information: Five workshops were held with local journalists on the nature and causes of conflicts in some of the countries that are producing refugee movements. This led to a more open dialogue with the media on refugee plight and to a more balanced, regular reporting of refugee issues.

In addition, the campaign specifically targeted police, education and health sectors in 2001, showing slow progress in all three areas. The educational theatre performance entitled, ‘You’re not Alone’, developed in 2000, was performed as part of the activity surrounding the World Conference Against Racism in Durban. The play, which was seen by some 350 refugees and South African school children concentrated on three main messages: combatting the atmosphere of xenophobia in South Africa; dispelling the myth that refugees are responsible for the HIV/AIDS epidemic, and providing information on HIV/AIDS.

Domestic Needs/Household Support: Basic needs of refugees and asylum seekers (food, shelter, household supplies, medical care) were provided to only 6,309 of the most vulnerable refugees and asylum seekers in South Africa (20 per cent of the population of concern). New arrivals received advice and counseling, but little in the way of material assistance. A total of 41 refugees in Comoros and Madagascar were provided with monthly subsistence allowances and medical coverage pending a durable solution such as voluntary repatriation or resettlement.

Education: UNHCR developed and maintained relationships with various educational institutions in South Africa in order to ensure equal access and, in some cases, reduced fees for refugee children. A total of 2,128 refugees and asylum-seekers benefited from educational assistance, of which 155 children (50 per cent female) attended pre-school, 634 (49 per cent female) primary school, 204 youngsters (38 per cent female) attended secondary level, 287 (20 per cent female) participated in vocational training workshops and 13 refugees (46 per cent female) received DAFI scholarships to undertake university studies. Of these, 10 university students were promoted to the next level, two graduated and one dropped out. Another 102 beneficiaries secured employment upon completion of their vocational training and 80 per cent of young refugees either trained under the Ted Turner programme, linking self-reliance with safe reproductive health practices, found employment or started their own business enterprise. In addition, 30 refugees received support to attend primary schools in the Indian Ocean Island States.

Health/Nutrition: UNHCR supported 2,230 refugees unable to pay additional costs for medicine or nominal hospital administration fees. In order to increase refugee access to local services, three information workshops for policy makers and eight workshops for key health care service providers were conducted in three provinces. As a result smoother referrals and more openness on the part of local service providers towards refugee clients were reported. Through the Ted Turner/ UNF

Income generation: Due to implementation difficulties, a limited small business programme was implemented under the Ted Turner/ UNF programme for young refugees. This programme used a mentor employed at a local micro-finance institution to help refugees to develop appropriate business plans and to provide support to loan recipients for the initial start up period. A total of 16 refugee women were trained under this programme, 10 of whom qualified for small business loans in late 2001.



The project to clear the backlog of asylum applications has been making steady progress. UNHCR / L. Gubb

Legal Assistance: Five NGO legal counselors were employed in the areas where Refugee Reception Offices had been established by Home Affairs. Over 2,400 refugees and asylum-seekers were advised and assisted by the counselors. A local NGO was contracted to produce draft refugee policies for the Departments of Health and Social Development. A total of 76 individuals were repatriated under the voluntary repatriation programme. Resettlement was facilitated for a total of 163 individuals (132 from South Africa and 31 from several Indian Ocean Island States) who were in need of protection, many of them were women at risk. Legal coun-

sultors participated in a UNHCR training workshop on the identification of deserving resettlement cases.

project, over 40 refugee educators were employed in three provinces to conduct reproductive health (RH) workshops for young refugee men and women. In all, 225 refugees and asylum seekers attended. 19 women attended the "Women's Wellness" programmes, 23 adolescents, including unaccompanied minors, participated in RH/ Life Skills workshops; and 15 refugee men were targeted through Planned Parenthood's "Men as Partners" programme. Most of the programmes included refugee and South African participants to enhance interaction and to promote understanding between the two groups. In addition, informational materials on reproductive health were translated from English into French, Portuguese, Swahili and Somali and were distributed in the refugee communities. The Centre for the Study of Violence and Reconciliation conducted 19 focus groups (six to eight participants per group; 11 female only groups) on domestic violence, rape and child abuse.

Operational Support (to Agencies): Administrative costs of implementing partners were covered by UNHCR in order to ensure timely and efficient service delivery to beneficiaries.

Shelter/Other Infrastructure: Some 6,309 of the most vulnerable among the refugees and asylum seekers were provided with shelter and other household supplies. Owing to limited available funds, this support could only be given to about 20 per cent of the refugee population.

Transport/Logistics: Under the voluntary repatriation programme, 76 individuals were provided with transit accommodation and flights home. The costs of all related logistic arrangements were borne by the Office.

Organisation and Implementation

Management

The UNHCR office in Swaziland was closed as of 30 September 2001 and all operations have been covered by UNHCR in South Africa. The Office had nine international staff members, (reduced from 10 due to Action 2), 19 National officers (reduced from 22).

Working with Others

UNHCR worked with one government agency, nine NGOs and three other implementing partners in South Africa. UNHCR also received support from WHO, UNFPA and UNAIDS on the “Young Refugees and Reproductive Health” project funded by Ted Turner/UNF. UNDP Offices provided support to refugees (domestic needs, education, health, and protection) in Comoros, Madagascar and Mauritius where UNHCR has no presence.

Overall Assessment

Since no other viable solution exists for the increasing refugee population of South Africa, the overriding objective of UNHCR was, and remains, the facilitating of local integration. It was anticipated that this would become easier with the issuance of refugee identity documents; however, the low implementation of this activity precluded any measurable impact. Amongst external challenges, the absence of a central body mandated to deal with refugee issues in a holistic manner has impaired the Office’s advocacy and lobbying efforts on behalf of refugees. Consequently, it has been difficult to devise an exit strategy for UNHCR in South Africa, since there is no entity capable of sustaining current activities. Nevertheless, UNHCR will continue to advocate the opening up of local services, both governmental and non-governmental, to refugees.

Offices

Pretoria

Partners

Government Agencies

Department of Home Affairs

NGOs

Cape Town Refugee Forum

Centre for the Study of Violence and Reconciliation

Durban Refugee Forum

Jesuit Refugee Services

Lawyers for Human Rights

Mennonite Central Committee

Margaret Sanger Centre International

National Consortium for Refugee Affairs

Planned Parenthood Association of South Africa

Others

South African Human Rights Commission

University of Cape Town

University of Witwatersrand

UNDP

IOM

Financial Report (USD)				
Annual Programme Budget and Trust Funds				
Expenditure Breakdown	Current Year's Projects	notes	Prior Years' Projects	notes
Protection, Monitoring and Co-ordination	487,032		1,120	
Community Services	76,646		92,363	
Domestic Needs / Household Support	73,418		37,050	
Education	252,981		1,254,033	
Food	0		45,325	
Health / Nutrition	64,735		111,444	
Income Generation	7,050		133,918	
Legal Assistance	49,558		79,407	
Operational Support (to Agencies)	180,719		418,396	
Shelter / Other Infrastructure	0		85,313	
Transport / Logistics	68,971		74,545	
Instalments with Implementing Partners	461,520		(2,232,445)	
Sub-total Operational	1,722,630		100,469	
Programme Support	2,614,961		23,511	
Sub-total Disbursements / Deliveries	4,337,591	(3)	123,980	(5)
Unliquidated Obligations	276,367	(3)	0	
TOTAL	4,613,958	(1) (3)	123,980	

Instalments with Implementing Partners

Payments Made	1,110,443		355,309	
Reporting Received	648,924		2,587,754	
Balance	461,519		(2,232,445)	
Outstanding 1st January	0		2,447,728	
Refunded to UNHCR	0		160,182	
Currency Adjustment	0		(57,854)	
Outstanding 31 December	461,519		(2,753)	

Unliquidated Obligations

Outstanding 1st January	0		235,939	(5)
New Obligations	4,613,958	(1)	0	
Disbursements	4,337,591	(3)	123,980	(5)
Cancellations	0		111,959	(5)
Outstanding 31 December	276,367	(3)	0	(5)

Figures which cross reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(5) Schedule 5

Includes costs related to the Regional Office in Pretoria (USD 1,661,027) and a Regional Project related to External Relations Activities in Southern Africa (USD 77,780).