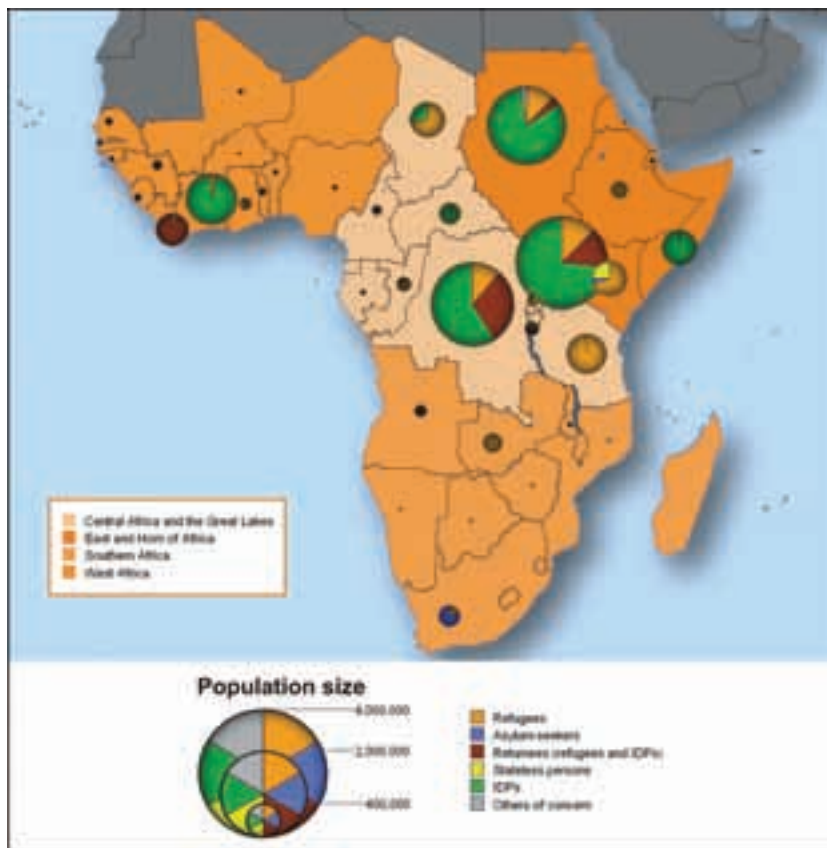# Africa

Africa

Working environment

The year 2007 witnessed the consolidation of peace in several African countries, allowing thousands of refugees to return home. However, massive forced displacement remains a grim reality on the continent. Africa hosts a quarter – 2.4 million – of the refugees under UNHCR's mandate in the world and includes three of the top five refugee-producing countries: Sudan, Somalia and the Democratic Republic of the Congo (DRC). Africa is also the continent most affected by conflict-related internal displacement; it harbours almost half the world's 24.5 million internally displaced persons (IDPs). Moreover, new or intensified crises continue to produce fresh flows of IDPs and refugees, particularly in Somalia, Chad, Sudan's Darfur region and the Central African Republic (CAR).

Population size

Almost three million people are estimated to have been displaced in the Chad-CAR-Darfur area due to worsening insecurity. Humanitarian access has become increasingly difficult in Darfur, where the situation has led to additional internal displacement and refugee flows. Chad and CAR are also experiencing further displacement internally and across borders. The humanitarian situation has taken a sharp turn for the worse in eastern Chad, where attacks on villages along the border with Sudan have uprooted thousands of people. Between September 2006 and September 2007 the number of IDPs in Chad almost tripled to reach 180,000. Some 20,000 people also fled into Darfur in the course of 2007. In northern CAR, the serious deterioration in security, respect for human rights and socio-economic conditions has generated refugee flows into south Darfur, southern Chad and Cameroon. The number of IDPs in CAR has also increased by 30 per cent, reaching 212,000 people.

Against this background of insecurity and complex forced displacement, UNHCR is hopeful that the forthcoming deployment of the multi-dimensional United Nations/European Union presence in eastern Chad and northern CAR, and that of the United Nations/African Union peacekeeping force in Darfur, will bring stability to the region, reduce displacement and improve humanitarian access.

The crisis in south and central Somalia escalated in the first half of 2007. Mogadishu was most affected, with some 400,000 of its residents displaced. By the end of September 2007, a total of 750,000 people were estimated to be displaced in south and central Somalia.

In eastern DRC, fresh violence has resulted in new displacement. Some 300,000 people have been displaced in North Kivu alone since early 2007. The fear of an escalation of violence is also casting a shadow over the prospects for refugee returns to the DRC.

UNHCR has prepared and updated contingency plans for several situations where conflict or tensions have escalated. These include Guinea, eastern DRC, Somalia and Zimbabwe. The contingency plan for Côte d'Ivoire has also been update, although the peace process has reinvigorated hopes for reconciliation and stability and the sustainable return of IDPs and refugees.

Indeed, while some African countries struggle with unrest and conflict, others are progressing towards peace. UNHCR is pursuing voluntary repatriation for refugees from Angola, Burundi, the DRC, Liberia, Rwanda, "Somaliland", Sudan and Togo. With the completion of two repatriation operations and the launching of two others, the "map" of voluntary repatriation in Africa has changed.

The repatriation operations to Angola and Liberia were officially completed in March and June, respectively. Meanwhile, UNHCR has embarked on the organized repatriation of Togolese refugees from Benin and Ghana, with a view to completing returns during 2008. Organized return movements from Senegal and Mali to Mauritania are expected to start before the end of 2007, ending a situation of exile which has lasted up to 18 years for some refugees.

Some 84,000 refugees returned home in the Central Africa and Great Lakes region between January and September 2007. This number includes 20,000 Burundians and 42,000 Congolese (DRC). Though the pace of return to Burundi picked up with the introduction of a cash grant scheme, it slowed later due to signs of fragility in the political situation in the country. On the other hand, Congolese refugees continued to return home, despite the volatile security situation in other parts of the eastern DRC. During the same period, the Southern Sudan repatriation operation made considerable strides: more than 56,000 refugees returned home from the region, the majority with some assistance from UNHCR.

Should the political and security environment in countries of origin improve in the next two years, it is anticipated that some 210,000 refugees will return in 2008 and 183,000 in 2009. A key factor will be the capacity of stakeholders, including humanitarian and development actors, governments and the donor community, to boost reintegration and livelihood opportunities in returnee areas.

For the refugees who remain in countries of asylum, mainly in West and Southern Africa, UNHCR is seeking opportunities for meaningful implementation of the 2005 Executive Committee Conclusion that reaffirmed the value of local integration. In West Africa, the promotion of local integration of up to 53,000 Liberian and Sierra Leonean refugees has taken on an inter-agency and sub-regional character, with the active support of the Economic Community of West African States (ECOWAS). In Angola, UNHCR and the Government are focusing on the legal aspects of local integration. In Mozambique and Namibia, UNHCR is working with the respective Governments to develop a local integration strategy, buttressed by self-reliance programmes. In the United Republic of Tanzania, the Government is currently considering local integration for Burundian refugees who fled their country in 1972 and have been living in settlements since then.

Throughout 2007, resettlement has played a significant role in UNHCR's efforts to achieve durable solutions. In the first half of 2007, some 11,000 individuals were referred for resettlement, particularly Burundian refugees from Tanzania, Somalis from Kenya, and Congolese from various countries. It is estimated that some 27,000 refugees will need resettlement in 2008.

UNHCR/ H. Caux

Djabal, Eastern Chad. Education is a right and a protection tool for refugee children.

For those refugees for whom a durable solution has not yet been identified, UNHCR is working to improve protection and assistance, with particular attention to the specific needs of women and girls. Women have been registered and given individual documentation in the majority of refugee camps, enhancing their protection and access to basic services. Efforts continue to ensure that all women of reproductive age receive their full complement of sanitary materials; indeed, financial allocations for this purpose have been given priority in the 2008 budget. Standard operating procedures for the prevention of, and the response to, sexual and gender-based violence have been adopted or are nearing finalisation in 90 per cent of UNHCR's operations in Africa.

By the end of 2007, the roll-out of UNHCR's registration software, *proGres*, is expected to be completed in all countries where the Office is in charge of registration, except for Somalia. In the coming years UNHCR will focus on the training of government counterparts to build their registration capacity.

UNHCR has made a special effort to improve standards in the critical areas of health, nutrition, sexual and gender-based violence, water and sanitation in operations where conditions are most acute. Some improvement can already be seen: in Kenya, malnutrition rates dropped from 22 per cent to 14 per cent. UNHCR continues to focus on the prevention of HIV and AIDS and the inclusion of refugees in national programmes to counter HIV and AIDS. In all these sectors, more efforts will be required in the future.

Important strides were made in helping a number of Governments fully assume their protection responsibilities, notably in establishing legal frameworks for refugee protection. Kenya and Sierra Leone adopted new national asylum laws. In Mozambique, the Government has now taken complete responsibility for refugee status determination (RSD) and registration.

There is growing awareness of statelessness in Africa. As a first step to tackling the problem, UNHCR has been identifying stateless populations as well as situations which could lead to statelessness. In Niger, the Office has monitored developments linked to the nationality of the Mahamid nomads, who might be at risk of becoming stateless. UNHCR has also been supporting African Governments in addressing the statelessness problem. For instance, in Côte d'Ivoire the Office has worked with national authorities, United Nations agencies and civil society to design information campaigns on the *audiences foraines*—which are mobile administrative hearings that conduct late birth registration and issue certificates that serve as identity papers. The aim is to guarantee that as many people as possible are aware of their rights and nationality status.

Building partnerships has remained a priority throughout 2007. UNHCR's relationship with ECOWAS is a prime example of fruitful collaboration, which has notably been successful in maximizing the use of regional agreements to promote local integration in the West Africa region. UNHCR has also helped build ECOWAS's emergency response capacity. Efforts to strengthen alliances with African regional and sub-regional organizations will be expanded and pursued further in 2008. UNHCR will also foster cooperation with NGOs and international organizations and tap into opportunities created by UN reforms, particularly the "Delivering as One" initiative, the Peace Building Commission and the inter-agency cluster approach.

UNHCR is consolidating its role in operations where the cluster approach has been introduced to coordinate inter-agency responses to internal displacement. In 2007 the cluster approach was adopted in the CAR, Chad and Ethiopia. UNHCR is carrying out cluster lead responsibilities in eight countries: the CAR, Chad, Côte d'Ivoire, the DRC, Ethiopia, Liberia, Somalia and Uganda.

Progress towards durable solutions has allowed UNHCR to readjust its operational structures and budgets in the Field and at Headquarters. Measures include the closure of offices and the discontinuation of posts. UNHCR is also preparing to expand its regional office for West Africa, based in Dakar, with effect from January 2008. This, coupled with the regionalization of operations in Southern Africa which began in January 2007, represents a significant step towards greater efficiency.

Strategic objectives

UNHCR has established the following objectives for Africa for the period 2008 - 2009 at field level:

- Ensuring effective protection by:
  - Enhancing the protection of refugees and others of concern against sexual and gender-based violence, abuse and exploitation.
  - Building effective, adequate and sustainable capacity among governments to conduct RSD and registration.
- Ensuring the social and economic well-being of persons of concern by:
  - Improving living standards and reducing major risks to health, notably malnutrition, malaria, HIV and AIDS and inadequate health services.
  - Applying age, gender and diversity analysis to all operational activities.
- Attaining durable solutions by:
  - Promoting durable solutions, with particular attention to protracted refugee situations.
- Responding effectively to emergency situations by:
  - Maintaining some regional emergency response capacity.

- Promoting the safety of staff, populations of concern and organizational assets.
- In pursuit of the above objectives, the following strategies and management priorities will be given particular importance by:
  - Developing dynamic partnerships.
  - Enhancing results-based management, including efficient utilization of human, material and financial resources.

Challenges

Political stability and security: Some parts of Africa are expected to remain unstable. This could lead to further displacements and/or prevent the voluntary return of tens of thousands of persons. In addition to risks to the lives of beneficiaries and humanitarian workers, insecurity restricts humanitarian access and hinders the provision of protection and assistance.
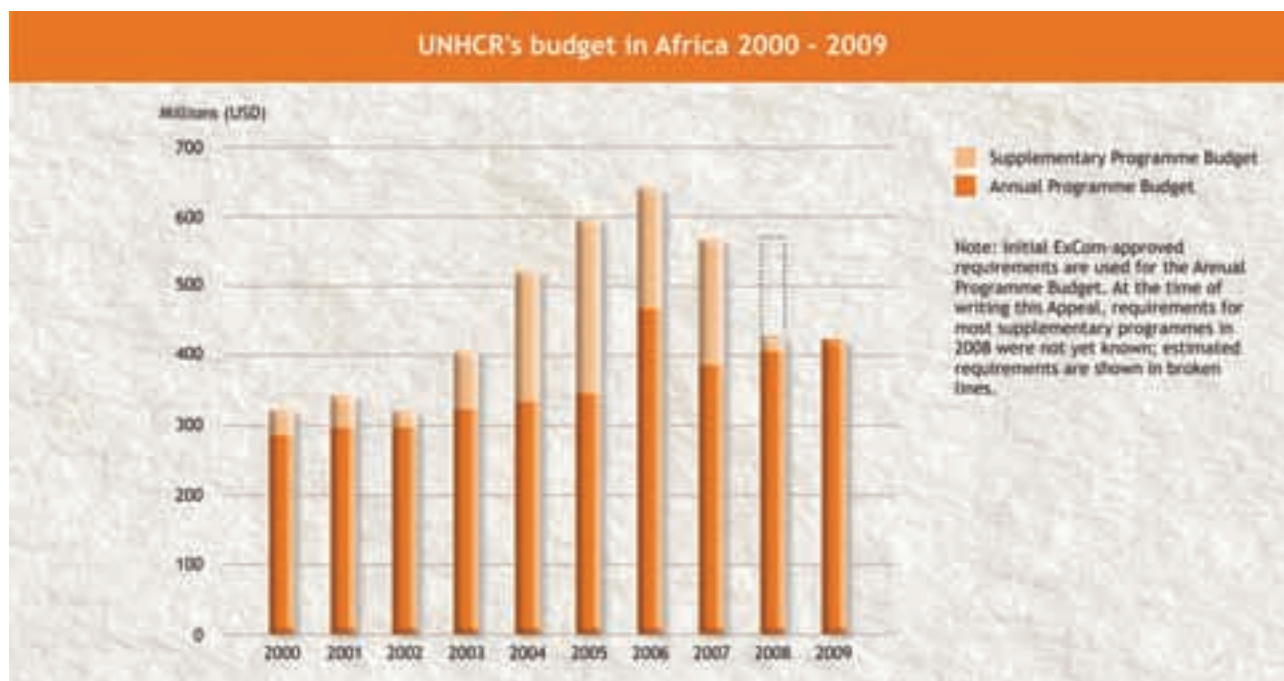
Logistics and environmental constraints: Bad roads, sometimes made impassable by heavy rains, will

continue to be a challenge for UNHCR, especially in voluntary repatriation operations. Extreme weather, such as the floods and droughts faced in 2007, complicates the delivery of assistance and increases the humanitarian needs of people of concern.

Natural resources: The scarcity of natural resources could heighten tensions between displaced populations and their host communities if measures are not taken to mitigate the environmental impact.

Livelihood and reintegration activities: The lack of economic opportunities in countries of asylum decreases prospects for self-reliance among refugees and reduces possibilities for their durable local integration. Similarly, the lack of reintegration activities and livelihood prospects in countries of origin hampers the sustainability of returns.

Predictability of funding: Predictable and adequate funding is necessary for UNHCR to identify durable solutions and help people of concern enjoy basic rights.

UNHCR's budget in Africa 2000 - 2009

Budget (USD)							
	2007			2008			2009
Activities and services	Annual Programme Budget	Supp. Programme Budget	Total	Annual Programme Budget	Supp. Programme Budget	Total	Annual Programme Budget
Burundi	23,792,407	0	23,792,407	21,833,225	0	21,833,225	19,647,769
Cameroon	2,036,177	0	2,036,177	3,150,673	0	3,150,673	3,180,673
Central African Republic	2,013,589	2,860,533	4,874,122	2,133,674	0	2,133,674	2,974,607
Chad	69,368,365	9,221,809	78,590,174	73,766,150	0	73,766,150	74,824,136
Congo, Republic of the	4,947,726	2,082,350	7,030,076	5,970,813	0	5,970,813	4,307,344
Democratic Republic of the Congo	11,520,750	48,776,502	60,297,252	40,922,027	0	40,922,027	64,161,295
Gabon	2,274,905	0	2,274,905	1,994,337	0	1,994,337	1,569,494
Rwanda	4,927,870	0	4,927,870	5,450,315	0	5,450,315	5,271,839
United Republic of Tanzania	24,357,957	4,046,593	28,404,550	24,671,621	0	24,671,621	20,996,629
Regional activities [1]	8,775,000	2,715,000	11,490,000	8,415,000	0	8,415,000	12,000,000
Sub-total Central Africa and the Great Lakes	154,014,746	69,702,787	223,717,533	188,307,835	0	188,307,835	208,933,786
Djibouti	2,565,751	350,000	2,915,751	3,141,379	375,000	3,516,379	3,270,011
Eritrea	4,357,237	0	4,357,237	3,952,118	0	3,952,118	3,198,861
Ethiopia	14,835,859	6,389,549	21,225,408	18,393,089	7,463,710	25,856,799	18,523,406
Kenya [2]	32,338,766	5,960,554	38,299,320	41,480,297	3,516,500	44,996,797	49,153,958
Somalia	6,103,812	10,934,895	17,038,707	6,948,071	10,293,331	17,241,402	9,448,071
Sudan	13,676,273	60,205,082	73,881,355	18,618,769	0	18,618,769	19,094,919
Uganda	17,949,014	13,519,962	31,468,976	16,851,084	0	16,851,084	16,147,083
Regional activities [3]	6,008,000	0	6,008,000	2,350,000	0	2,350,000	12,400,000
Sub-total East and Horn of Africa	97,834,712	97,360,042	195,194,754	111,734,807	21,648,541	133,383,348	131,236,309
Benin	1,991,092	0	1,991,092	1,452,423	0	1,452,423	838,010
Côte d'Ivoire	7,013,640	2,349,737	9,363,377	7,241,611	0	7,241,611	5,891,612
Gambia	0	0	0	71,237	0	71,237	71,237
Ghana	9,642,754	0	9,642,754	6,137,528	0	6,137,528	5,032,326
Guinea	9,559,914	0	9,559,914	7,009,896	0	7,009,896	4,690,268
Liberia	32,265,201	11,023,119	43,288,320	20,627,460	0	20,627,460	5,415,452
Mali	0	0	0	96,253	0	96,253	96,253
Nigeria	2,983,129	0	2,983,129	2,866,236	0	2,866,236	2,466,235
Senegal [4]	2,007,213	384,807	2,392,020	6,504,729	1,075,123	7,579,852	6,190,646
Sierra Leone	11,971,696	0	11,971,696	6,575,657	0	6,575,657	4,000,742
Togo	252,774	0	252,774	461,138	0	461,138	461,138
Regional activities [5]	6,253,013	0	6,253,013	6,452,060	0	6,452,060	13,197,248
Sub-total West Africa	83,940,426	13,757,663	97,698,089	65,496,228	1,075,123	66,571,351	48,351,167
Angola	14,836,616	0	14,836,616	4,632,000	0	4,632,000	3,778,583
Botswana	2,396,276	0	2,396,276	2,469,909	0	2,469,909	1,309,967
Malawi	2,557,089	0	2,557,089	2,693,492	0	2,693,492	2,233,659
Mozambique	2,589,488	0	2,589,488	2,521,686	0	2,521,686	1,991,318
Namibia	2,364,818	0	2,364,818	2,556,195	0	2,556,195	1,896,783
South Africa	6,725,028	0	6,725,028	7,127,158	0	7,127,158	7,256,462
Zambia	9,794,885	1,100,000	10,894,885	8,835,503	0	8,835,503	5,434,198
Zimbabwe	2,120,621	0	2,120,621	2,109,371	0	2,109,371	2,109,371
Regional activities [6]	2,000,000	0	2,000,000	2,000,000	0	2,000,000	4,300,000
Sub-total Southern Africa	45,384,821	1,100,000	46,484,821	34,945,314	0	34,945,314	30,310,341
Total Africa	381,174,705	181,920,492	563,095,197	400,484,184	22,723,664	423,207,848	418,831,603

[1] Includes assistance to refugees in the Central Africa and the Great Lakes region, such as resettlement, repatriation and care and maintenance, as well as support costs for UNVs and consultants, and light aircraft charters costs.

[2] Includes the Regional Support Hub in Nairobi.

[3] Includes activities for individual voluntary repatriation, malnutrition and malaria.

[4] 2008 and 2009 includes costs for regional support functions in West and Central Africa, which were previously reported under the Regional Support Hub in Ghana.

[5] Includes care and maintenance, voluntary repatriation, local integration and resettlement assistance for urban refugees in Benin and Senegal.

[6] Includes strengthening of registration, documentation and refuge status determination systems in Southern Africa, repatriation of individual refugees, resettlement of refugees, and external relation activities.

Note: The Supplementary Programme Budget excludes a 7 per cent support cost that is recovered from contributions to meet indirect costs for UNHCR.