

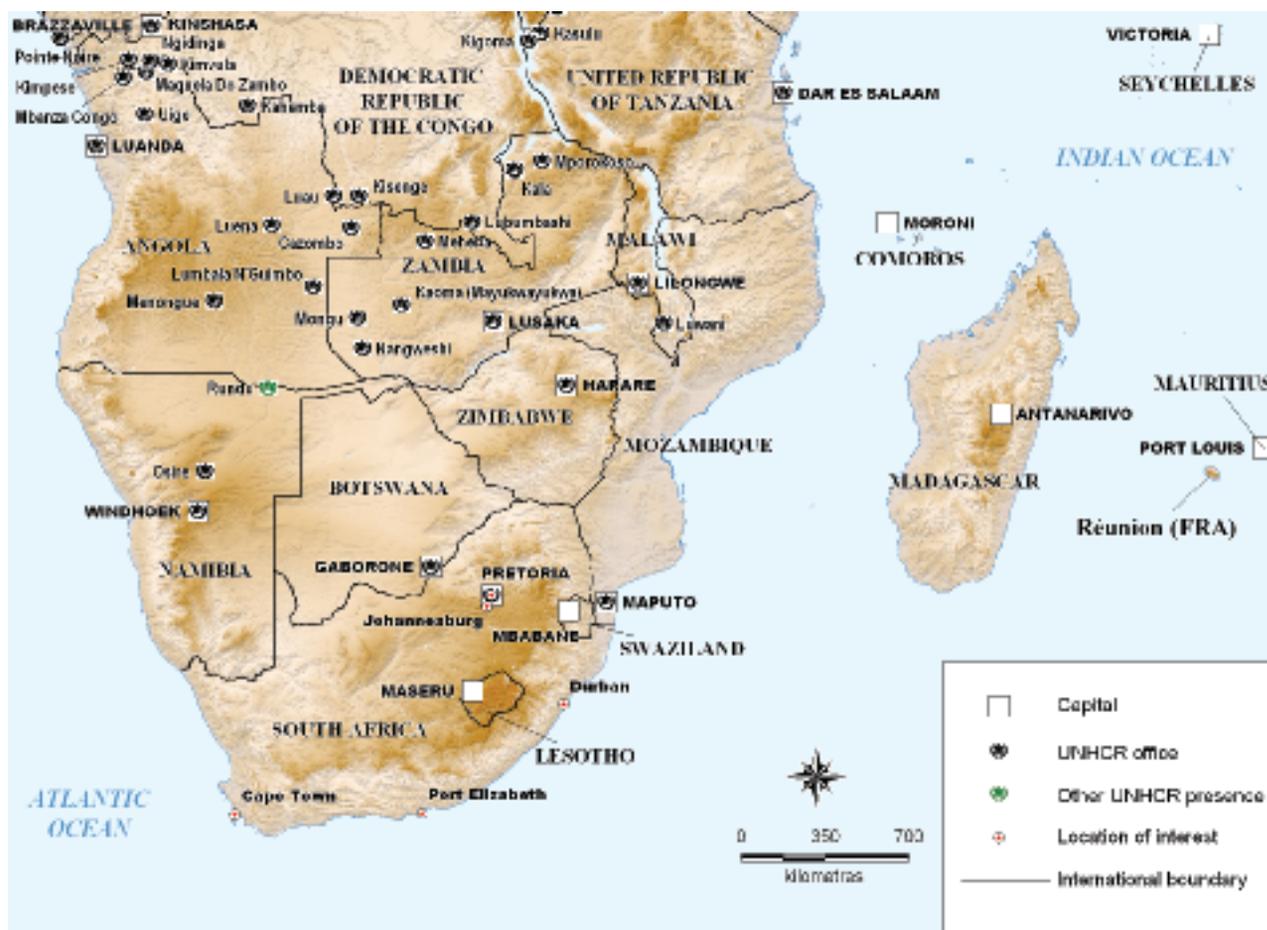
# Southern Africa

## Major developments

UNHCR made steady progress towards achieving sustainable solutions in Southern Africa. The year 2003 was marked by new opportunities for the repatriation of large numbers of refugees. Tangible steps were taken towards local integration through the economic and social empowerment of refugees. The Zambia Initiative (ZI), a project to address the needs of refugee-hosting areas in the west of Zambia, made significant progress in the sectors of water, health and education. Refugees and host communities, especially local women, reaped considerable benefits.

In Angola, the peace agreement between the Government of Angola and UNITA (National Union for the Total Independence of Angola) held firm. The Government incorporated the reintegration of returnees into its national reconstruction plans. Appreciative of the significance of this policy, many Angolans expressed a strong desire to repatriate immediately but were prevented from doing so because of a number of problems in their areas of return. The major constraints were: the presence of landmines, scarcity of potable water, lack of or poor roads/bridges and other infrastructure, weak local

Angola  
Botswana  
Comoros  
Lesotho  
Madagascar  
Malawi  
Mauritius  
Mozambique  
Namibia  
Seychelles  
South Africa  
Swaziland  
Zambia  
Zimbabwe



administration in remote areas, inadequate social, health and educational services, and the depressed local economy. Nevertheless, some organized repatriation of refugees did start in June 2003 and continued until the onset of the rains in November 2003.

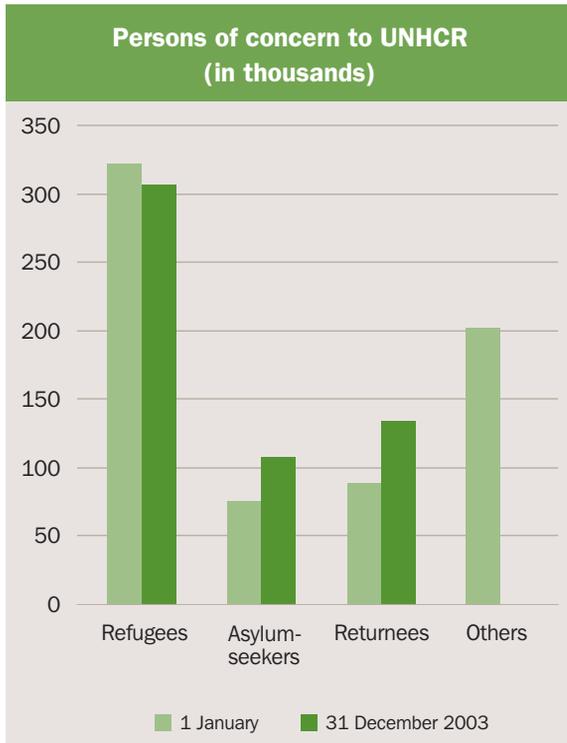
To establish the legal framework for the repatriation of Rwandan refugees, UNHCR concluded tripartite agreements and set up tripartite commissions for UNHCR, Rwanda and the Governments of countries hosting Rwandans in Southern Africa.

The influx of refugees from the Great Lakes region to Malawi, Mozambique, South Africa, and Zimbabwe led to a significant increase in the number of asylum seekers and exacerbated the backlog currently being encountered in the refugee status determination (RSD) processes. Measures put in place to support host governments to deal more speedily with asylum applications did not bear much fruit. In 2003, UNHCR remained concerned about the possible humanitarian consequences of the highly unpredictable political and economic challenges facing Zimbabwe.

Most countries in the subregion have acceded to the international refugee conventions and adopted national refugee legislation that supports the

principles, rights and obligations enshrined in the international instruments. In general, States in Southern Africa fulfilled their obligation to grant asylum; however there were still some isolated incidents of refugees being expelled.

Combating HIV/AIDS was a priority, and considerable emphasis was placed on ensuring the inclusion of care for refugees within the health programmes of host governments. Following the framework outlined in the HIV/AIDS and Refugees Strategic Plan for 2002-04, a Regional Coordinator, based in Pretoria, began work in January. The Coordinator undertook assessment missions to Angola, Namibia, within South Africa and to Zambia. Repatriation packages were developed – including HIV/AIDS education messages – for refugees returning to Angola. A mobile exhibition travelled through Angola, Namibia and South Africa, with the aim of reducing stigmatization and discrimination, and encouraging a positive approach to living with HIV/AIDS. The lessons learned resulted in a regional HIV/AIDS and Refugees Workshop, which considered and documented differences among HIV/AIDS programmes in refugee camps, and differences between camp programmes and national programmes in developing countries. Systems were developed to standardize



programmes and country action plans were drawn up for 2004 .

UNHCR engaged in intensive local fund raising initiatives, and forged partnerships with other UN agencies, JICA and NGOs, which yielded encouraging results, especially in Botswana, South Africa, Mozambique, Zambia and Malawi. These initiatives proved very effective in addressing gaps in the provision of humanitarian assistance.

## Challenges and concerns

Several countries were characterized by restrictive refugee legislation, irregular movements of refugees and asylum-seekers, and a backlog of asylum applications. Even though many host governments showed flexibility in their application of refugee legislation, they did not repeal the restrictions they or their predecessors had attached to international instruments. This legal environment hampered plans to embark on full-scale preparation for the local integration of refugees who opt to stay indefinitely in asylum countries. There was a drastic increase in numbers of asylum-seekers and refugees moving irregularly within the region. This aggravated bottlenecks within the RSD process, and tended to frustrate initiatives to design sustainable local integration projects.

The limited capacity of the country to receive and reintegrate Angolans in their areas of return remained a serious challenge. Although UNHCR cooperated closely and effectively with the Government in 2003, fewer Angolan refugees repatriated than was expected. Very few Rwandan refugees repatriated, despite the return to normalcy in their homeland and active promotion of their return. On the contrary, Rwandans constituted the majority of irregular movers within Southern Africa.

The HIV/AIDS pandemic continued to represent a serious threat for refugees. Host governments were reluctant to give refugees access to benefits enjoyed by their own citizens.

## Progress towards solutions

In 2003, much of UNHCR's work focused on promoting durable solutions. A total of 76,674 Angolans were repatriated from countries of asylum. Resettlement was also pursued as a durable solution and a protection tool. A total of 435 refugees were resettled from Zambia, Malawi, the Republic of South Africa and Zimbabwe.

The Government of Botswana granted citizenship to some 150 Angolan refugees who have been residing in the country for several years. In addition, the Government granted land to some 380 refugees from Angola to support them in their local integration efforts.

In Malawi a new camp site, with more land for refugees, was opened. The Government of Malawi and the local community allowed refugees to engage in agricultural activities. Involvement of refugees in farming could lead to the local integration of any who opt to stay in Malawi indefinitely.

In Mozambique, steady progress was made in the consolidation of the Marratane camp designated by the Government for the local integration of refugees. Projects aimed at assisting refugees to attain some degree of self-sufficiency were initiated in the areas of crop production and small business ventures. Most of the refugees benefited from small business loans and crop yields from the agricultural sector.

In Swaziland, with the strong support of UNHCR, the majority of refugees attained a degree of

self-reliance and moved out of the camps into local communities. Plans were put in place to assist some 80 persons who remained to also attain a reasonable degree of self-reliance. The aim was to phase out material assistance and close the refugee camp in 2004. Distribution of food and non-food items was discontinued as of October 2003, leaving the refugees with basic assistance mainly in the health and education sectors implemented by CARITAS.

The Zambia Initiative, aimed at benefiting some 456,000 persons of which 150,000 are refugees from Angola, continued with the identification of communal projects in the western province of the country.

Achievements made during the reporting period were modest but it is hoped that much progress will be made in 2004.

## Operations

In **Angola**, over 76, 000 refugees repatriated with assistance. Some 43,000 were transported by UNHCR convoys and 33,000 received assistance upon arrival in the country. A number of repatriation routes were opened and schools, health posts, municipal hospitals, water points and latrines were constructed. However, due to poor infrastructure and landmines, approximately 40 per cent of the key areas initially marked for return were still lacking in the minimum conditions for repatriation.

In **Botswana**, some 3,500 refugees were assisted. An accurate database was established following re-registration and verification exercises.

Problems arose with the implementation of activities for refugees by the Botswana Council for Refugees (BCR). As a result, the continued implementation of UNHCR programmes proved difficult to identify an alternative implementing partner. UNHCR was then obliged to implement assistance operations directly. Unfortunately, the poor health of refugees in Dukwi camp was aggravated by inadequate shelter, with large numbers living in squalid tents.

During 2003, the Government of Botswana made a radical change to its traditional policy of friendly reception of asylum-seekers. All new asylum-seekers were detained at the Centre for Illegal Immigrants in

Francistown. No new arrivals were allowed to stay in Dukwi refugee camp, as was the case from previous years.

In 2003, **Malawi** hosted 12,000 refugees, the majority from Rwanda, Burundi and the Democratic Republic of the Congo (DRC). A headcount carried out in June showed a decrease in the number of refugees by about 4,500 persons from previous years.

The Luwani camp in Mwanza district was set up to relieve the congested situation in Dzaleka refugee camp. In 2003, UNHCR relocated 1,000 refugees from Dzaleka to Luwani. In collaboration with national and international NGOs, UNHCR provided basic assistance in water, sanitation, health, education and community services' sectors to refugees in Dzaleka and Luwani Camps.

Measures were taken to empower women through a number of targeted income-generating activities. Other measures ensured fair access for female refugees to basic services. Adolescent refugees were encouraged to involve themselves in various community-based programmes. Targeted approaches proved extremely effective in increasing awareness on HIV/AIDS issues.

Slow progress was made in the RSD process because the Government had limited capacity to cope with the steady increase in the number of asylum-seekers and refugees. UNHCR is considering various ways of supporting the Government in its efforts to accelerate RSD.

A series of public relations activities were initiated to raise public awareness of the plight of refugees and to counter mounting xenophobia.

In Malawi, UNHCR repatriated 14 refugees and resettled 53 other individuals. Refugees in Luwani were supplied with land and agricultural inputs in an effort to prepare for possible local integration. Recognizing the growing number of refugees in Malawi and the likelihood of their continued dependence on the international community for the foreseeable future, WFP converted the refugee feeding operation into a Protected Relief and Rehabilitation Operation (PRRO). Despite efforts by UNHCR, the Government has not lifted the reservations it attached to the 1951 Refugee Convention. The current refugee legislation runs counter to sustainable local integration of refugees.

A tripartite agreement was reached by UNHCR and the Governments of Malawi and Rwanda for the enhanced repatriation of Rwandan refugees. A number of activities were undertaken, including dissemination of information on the current situation in Rwanda, to encourage Rwandan refugees to make informed decisions on whether or not to repatriate.

In 2003, **Mozambique** hosted more than 9,500 refugees and asylum-seekers, including 4,500 refugees resident in Marratane camp in the Nampula province. The majority of the refugees and asylum-seekers were from the DRC, Rwanda and Burundi. Basic assistance and services were provided to refugees and asylum-seekers in the areas of food, water, sanitation, health, education, and community services.

The prospect of local integration remained a major challenge because of the slow pace of eligibility procedures, the lack of identity cards, increasing xenophobia, the difficult job market and the lack of opportunities for higher education. Despite some progress made in convening sessions of the Eligibility Committee for the processing of asylum applications, there was no breakthrough in terms of increasing the number of cases processed. All the remaining refugees in Boboli camp in Maputo were relocated to Marratane camp in 2003. As of February 2003, the Government restricted the area where refugees could claim assistance to Marratane camp. All new arrivals are now only allowed to report and claim asylum in Nampula province.

A tripartite agreement was concluded between UNHCR and the Governments of Mozambique and Rwanda for the enhanced repatriation of Rwandan refugees.



Angola: Returning to their homes is the ultimate goal for most refugees but it is both a euphoric and frightening experience. Amongst preparing for a return trip are these DRC Congolese with all their belongings. *UNHCR/S. Hopper*

The search for durable solutions was the main priority for the Office in Mozambique. Some 10 refugees were assisted to repatriate to the Great Lakes region and 31 refugees were resettled in Australia and Belgium.

In 2003, **Namibia** continued to host refugees mainly from Angola and the Great Lakes region, namely the DRC, Rwanda and Burundi. At the beginning of 2003, there were an estimated 19,445 refugees in the camps. After subsequent registration and verification exercises, the population was revealed to be only 17,431. By the end of 2003, 13,800 refugees (of whom 1,780 were new arrivals)

remained in the camps. UNHCR provided protection and basic assistance services to refugees in the sectors of health, sanitation, water, education, logistics, social services, and forestry.

The repatriation of Angolans was actively promoted. A total of 4,687 refugees were assisted to repatriate to six communes in Cuando Kubango Province. Smaller numbers of refugees from the Great Lakes region were also assisted to repatriate to the DRC, Rwanda and Burundi.

Refugee women were involved in the management of food and other items. Refugee women were also included as heads of households on ration cards, to enable them have access to food in the absence of the principal head (in the case of married couples). Children's enrolment in school was encouraged. Women and youth were targeted in the implementation of training activities in the areas of health, education and counselling on HIV/AIDS, sexually-transmitted diseases, and SGBV.

Namibia has not acceded to the 1967 Protocol relating to the Status of Refugees nor the 1969 OAU Convention Governing Specific Aspects of Refugee Problems in Africa. The Government continued to restrict the freedom of movement of refugees (in accordance with Namibia's reservations to the 1951 Refugee Convention). Prospects for local integration of refugees have not improved, although the Government issued work permits to some skilled refugees. Resettlement was also pursued as a solution, though for fewer refugees than in 2002.

In 2003, **Zimbabwe** hosted a total of 13,277 refugees, of whom 1,845 resided in Tongogara refugee camp. UNHCR provided protection and basic assistance in the areas of food, water, sanitation, health, community services, and education. The tense political situation in Zimbabwe persisted in 2003, but no outflows of Zimbabwean refugees were recorded.

A tripartite agreement for the repatriation of Rwandan refugees was concluded between UNHCR and the Governments of Zimbabwe and Rwanda. Information on the conditions in Rwanda was also shared with Rwandan refugees in Zimbabwe. However, very few refugees expressed a desire to repatriate voluntarily.

Xenophobia was on the rise, in particular towards Liberians, because these refugees were perceived to

represent a potential security threat. Increasing numbers of refugees and asylum-seekers were forced to relocate to Tongogara by a combination of economic hardship and the Government's encampment policy. This resulted in acute shortages of shelter, and problems with sanitation and the provision of health care. The overall shortage of basic commodities, particularly food and fuel, had a negative effect on the refugee programme.

No progress was made in repatriating refugees; however, 55 refugees were resettled. Unlike that of many other countries in the region, Zimbabwe's legislation provides for local integration and naturalization of refugees. Despite this flexible legal environment, very few refugees have locally integrated. However, UNHCR supplied agricultural inputs for the economic empowerment of refugees in Tongogara camp.

## Funding

Contributions earmarked at country level or below represented 43 per cent of the total revised requirements of the Annual programme budget. Meanwhile, UNHCR received earmarked contributions representing 90 per cent of the requirements for the Supplementary programme for the Angola Operation.

UNHCR participated in the UN inter-agency consolidated appeals process for Angola and also presented its requirements in the Angola CAP.

Limited budgets forced UNHCR to concentrate on priority sectors and areas of intervention. Some gaps were addressed by UNHCR's partners, i.e. local discretionary donations from embassies, partnership with UN agencies and contributions from NGOs. For Angola, funding was forthcoming but slow. Consequently, preparations for repatriation started late – in countries of asylum and in Angola – the actual movement of refugees was delayed until late June 2003.

## Voluntary contributions - Restricted / Earmarked (USD)

Earmarking <sup>1</sup>	Donor	Annual programme budget		Supplementary programme budget	
		Income	Contribution	Income	Contribution
<b>Angola</b>					
	Botswana	0	0	188,806	188,806
	Canada	0	0	1,362,815	1,362,815
	Denmark	0	0	1,230,769	1,230,769
	<i>Deutsche Stiftung</i> (GFR)	0	0	53,821	53,821
	European Commission	0	0	2,303,394	2,303,394
	Germany	0	0	1,766,784	1,766,784
	Ireland	0	0	1,187,648	1,187,648
	Italy	0	0	588,928	588,928
	Japan	1,500,000	1,500,000	3,472,222	3,472,222
	Japan Association for UNHCR (JPN)	0	0	41,250	41,250
	Norway	0	0	551,724	551,724
	Private donors Italy	0	0	104,836	104,836
	Private donors Japan	0	0	68,376	68,376
	Spain	0	0	363,580	1,304,822
	STATOIL (NOR)	0	0	88,472	88,472
	Sweden	0	0	358,039	358,039
	Switzerland	0	0	740,741	740,741
	United States of America	600,000	600,000	0	0
	Zakat House (KUW)	0	0	29,995	0
<b>Botswana</b>					
	United States of America	100,000	100,000	0	0
<b>Malawi</b>					
	Germany	28,504	28,504	0	0
<b>Namibia</b>					
	<i>Deutsche Stiftung</i> (GFR)	26,409	26,409	0	0
	United States of America	900,000	900,000	0	0
<b>South Africa</b>					
	Norway	105,600	105,600	0	0
<b>Southern Africa</b>					
	Denmark	1,594,896	1,594,896	0	0
	Finland	1,711,922	1,711,922	0	0
	Japan	2,000,000	2,000,000	0	0

Earmarking <sup>1</sup>	Donor	Annual programme budget		Supplementary programme budget	
		Income	Contribution	Income	Contribution
	Japan Association for UNHCR (JPN)	0	0	40,265	40,265
	Netherlands	0	0	500,000	500,000
	Portugal	0	0	50,000	50,000
	Private donors Italy	0	0	345,762	345,762
	Private donors Netherlands	114	114	0	0
	South Africa	0	0	116,934	116,934
	Sweden	1,368,301	1,368,301	1,164,144	1,164,144
	United States of America	207,500	207,500	8,100,000	8,100,000
<b>Zambia</b>					
	European Commission	1,091,758	1,091,772	679,928	708,229
	Italy	570,125	570,125	0	0
	Japan	2,000,000	2,000,000	0	0
	United States of America	2,500,000	2,500,000	0	0
<b>Total</b>		<b>16,305,129</b>	<b>16,305,143</b>	<b>25,499,233</b>	<b>26,438,781</b>

<sup>1</sup> For more information on the various earmarkings, please refer to the donor profiles.

### Budget and expenditure (USD)

Country	Revised budget			Expenditure		
	Annual programme budget	Supplementary programme budget	Total	Annual programme budget	Supplementary programme budget	Total
Angola	4,216,574	22,125,183	26,341,757	4,137,617	19,192,592	23,330,209
Botswana	1,862,389	0	1,862,389	1,835,132	0	1,835,132
Malawi	1,865,856	0	1,865,856	1,742,502	0	1,742,502
Mozambique	1,996,323	0	1,996,323	1,911,511	0	1,911,511
Namibia	5,152,913	495,591	5,648,504	5,041,625	433,208	5,474,833
South Africa	4,656,182	332,359	4,988,541	4,363,675	330,981	4,694,656
Swaziland	245,453	0	245,453	195,291	0	195,291
Zambia	15,144,276	3,469,699	18,613,975	13,845,902	2,262,749	16,108,651
Zimbabwe	1,855,198	0	1,855,198	1,669,107	0	1,669,107
Regional projects <sup>1</sup>	788,220	0	788,220	558,295	0	558,295
<b>Total</b>	<b>37,783,384</b>	<b>26,422,832</b>	<b>64,206,216</b>	<b>35,300,657</b>	<b>22,219,530</b>	<b>57,520,187</b>

<sup>1</sup> Includes scholarships for refugee students, external relation activities and emergency response capacity in the subregion.

Note: The Supplementary programme budgets do not include a 7 per cent charge (support costs) that is recovered from contributions to meet indirect costs for UNHCR.