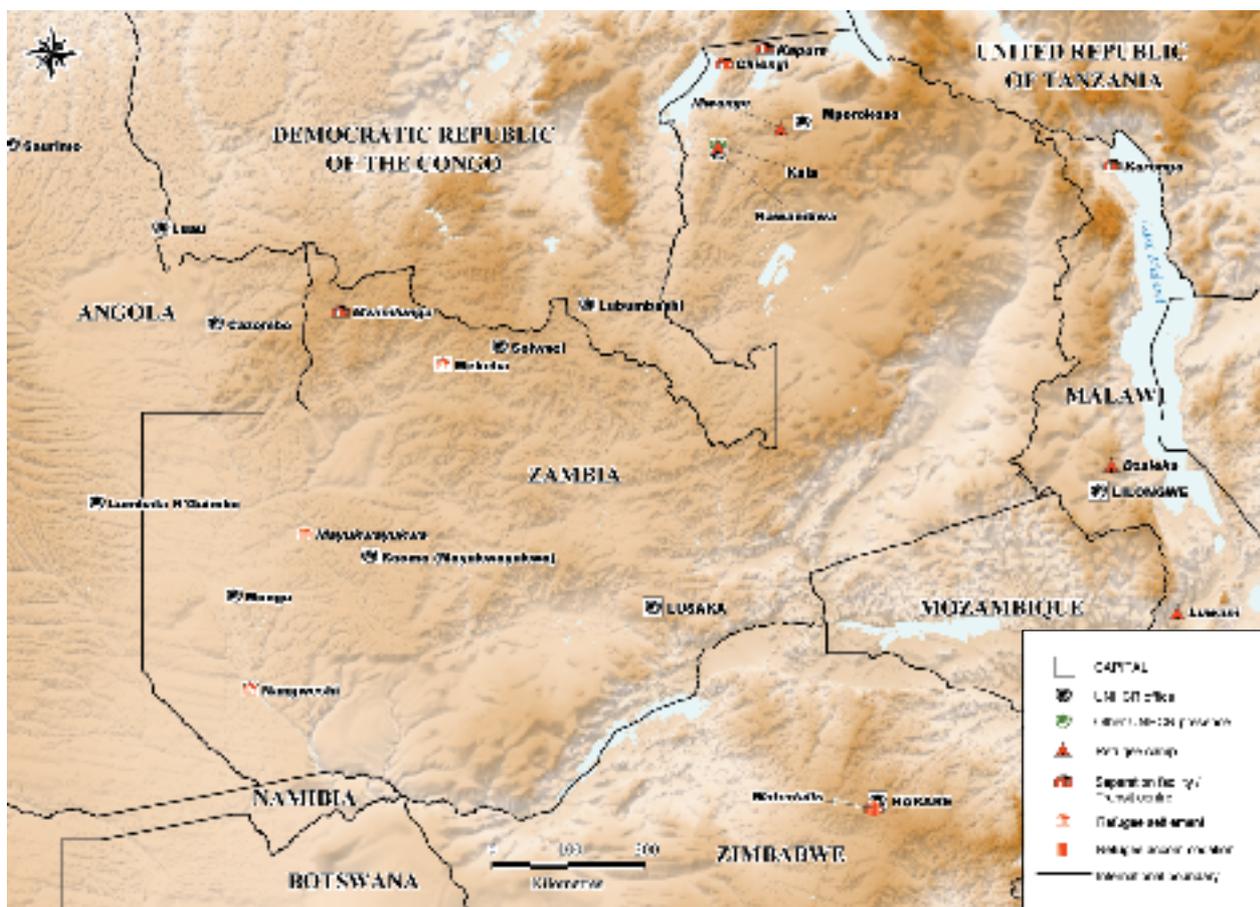


Zambia



Main objectives

UNHCR's main objectives for Zambia were to provide basic assistance and protection; search for and promote durable solutions; develop partnerships with stakeholders to sustain the economic and social empowerment initiatives for refugees and hosting communities; and advocate for the reform of the restrictive refugee legislation to facilitate sustainable local integration.

Impact

- UNHCR repatriated over 17,600 Angolan refugees and resettled over 400 refugees to third countries.
- Economic and social initiatives were strengthened, such as the Zambia Initiative for Angolan refugees in the Western and North-Western Provinces.
- UNHCR managed asylum applications expeditiously, thereby reducing the backlog for refugee status determination (RSD).
- Reported incidents of sexual and gender-based violence (SGBV) fell by 50 per cent.
- UNHCR expanded the awareness of government authorities on international refugee law and protection instruments, with the result that there were no

cases of *refoulement* or denial of admission to asylum-seekers.

- UNHCR safeguarded the protection, physical safety and security of refugees in camps, settlements and urban areas.
- Refugee HIV/AIDS patients were granted access to the antiretroviral treatment programme.
- The basic assistance provided to refugees was adequate, except for food shortages in January and February 2005.
- The Zambia Initiative improved living standards, and promoted harmonious coexistence between refugees and the local community.

Working environment

The context

In 2005, Zambia hosted some 140,000 refugees, mostly from Angola and the Democratic Republic of the Congo (DRC), and smaller groups from Rwanda and Burundi. In light of the sustained positive changes in Angola, UNHCR assisted the repatriation of over 17,600 Angolan refugees, bringing the number of Angolans repatriated over a three-year period to 63,000.

Signs of progress in some areas of DRC improved prospects for repatriation of Congolese refugees from camps in the Northern Province in Zambia. However, while 3,000 Congolese refugees repatriated spontaneously, organized repatriation did not take place due to prevailing insecurity in places of return in DRC. The current peace deal, which had held firm, the successful referendum on the Constitution in November 2005, and the national elections planned for 2006 are encouraging factors for the consolidation of peace across the country and will hopefully spur on large-scale repatriation of Congolese refugees in 2006.

The number of Rwandan asylum applications dropped drastically in 2005. Only 24 asylum-seekers were registered, of whom only nine were granted refugee status. Nineteen Rwandans opted to repatriate, as the majority expressed concerns about insecurity and difficulty in reclaiming property.

There was no breakthrough in the national legislation to allow refugees to locally integrate through permanent residency or obtaining citizenship.

Constraints

The continued search for durable solutions for refugees in 2005 was challenging. While a significant number of Angolan refugees repatriated voluntarily during the year, the numbers were fewer than expected, a consequence of funding constraints and the reluctance of refugees to journey home of their own accord. Also, very few Rwandan refugees expressed a desire to repatriate despite active and persistent promotion of repatriation.

UNHCR had hoped to make progress in persuading the Government to enact legislation allowing refugees who decide to stay indefinitely in Zambia to integrate locally in a sustainable manner. UNHCR's attempt to amend the current refugee law and substitute it with a less restrictive law were not successful. However, the Government continued to apply flexibly the restrictive refugee legislation enabling refugees to find and obtain employment, thus contributing to possible long-term local integration.

Food shortages in early 2005 threatened the welfare of refugees, but a resumption of adequate food supplies

staved off the risks of malnutrition, especially among younger children.

Funding

Funding shortages had a negative impact on the welfare of refugees and limited UNHCR's ability to achieve more in terms of durable solutions. In January and February 2005, food rations were reduced by 50 per cent as WFP was unable to supply adequate quantities of food to refugees. Repatriating Angolan refugees had to be transported by road from remote camps in western Zambia to the airport in Lusaka (600 kilometres) because funds were not available to repair and use the airfields in the vicinity of the refugee camps. This slowed down repatriation, and discouraged Angolans who had not yet made up their minds whether or not to repatriate.

Achievements and impact

Protection and solutions

The primary protection challenge in Zambia was the Zambian Refugee Act which, although applied flexibly by the Government, precludes any prospect of permanent residency or naturalization for refugees who are allowed to live indefinitely in Zambia. UNHCR engaged in consultations with the Zambian Ministry of Home Affairs to accelerate the re-tabling of the revised Refugee Bill, which allows for sustainable local integration. Workshops and training sessions were conducted for government authorities, and public awareness campaigns, which included lectures at the University of Zambia, were conducted to address the question of refugees who chose to remain in Zambia. The consultations concluded that voluntary repatriation remained the best durable solution for refugees; however, it was agreed that the Government and UNHCR would actively work towards finding a solution for the refugees who decide to remain in Zambia indefinitely. Resettlement served as an important tool for durable solutions and the protection of both urban refugees and refugees settled in camps.

A comprehensive programme to combat sexual and gender-based violence was implemented in all refugee camps. This included support for the neighbourhood watch groups, with 50 per cent women representatives.

Persons of concern					
Type of population	Origin	Total in country	Of whom UNHCR assisted	Per cent female	Per cent under 18
Refugees	Angola	75,500	26,400	49	58
	DRC	61,200	44,300	49	56
	Rwanda	5,700	3,600	45	46
	Burundi	2,100	1,000	42	43
	Somalia	1,700	-	42	31
	Various	9,600	100	-	31

This approach reduced reported SGBV prevalence by 50 per cent. The gender, age and diversity mainstreaming project was also piloted in refugee camps and settlements. Assessments confirmed that in the areas of SGBV, girls' education, school retention, refugee child labour and security, interventions needed to be prolonged.

Activities and assistance

Community services: The High Commissioner's Five Commitments to Refugee Women were pursued in all locations. As a result, women's participation in camp management and other decision-making structures increased to 41 per cent in the Western Province. More than half of the food distributors in all camps were women. Women of reproductive age received sanitary materials twice a year. Intensified activities to combat sexual and gender-based violence and support neighbourhood watch groups resulted in a decline in the incidence of SGBV. During repatriation, unaccompanied children were provided with tags for easy identification. Youth-friendly corners were established in clinics and schools in camps to offer information and promote prevention measures against HIV/AIDS.

Crop production: In the Western Province, under the Zambia Initiative, over 1,800 farmers received agricultural inputs (seeds, fertilizers and tools) and 22 local development committees were registered as cooperatives. Proceeds from the sale of maize were put back into the committees to support revolving loans.

Domestic needs and household support: Direct assistance, in the form of non-food items, was provided to vulnerable refugees in camps and settlements. Sanitary wear was distributed to all women refugees of reproductive age. Cash grants were given to refugees who travelled from camps and settlements on medical referrals and for resettlement to third countries.

Education: Enrolment in primary schools in the Western Province reached 100 per cent. In the Northern Province, additional funding raised enrolment from 78 per cent in 2004 to 82 per cent in 2005. There were over 7,500 refugee school children, of whom some 3,900 were boys and 3,600 girls.

Forestry: In general, protection of natural forests surrounding the camps and settlements continued through environmental education and awareness (such as children's and youth eco-clubs), forest patrols and guided firewood collection. In western Zambia, UNHCR focused on post-repatriation interventions, whereas in the Northern Province, mitigation of environmental degradation was given higher priority. In Mayukwayukwa camp, activities were delayed by the prolonged lack of an

environmental officer, while in Meheba, the environmental action plan was partly implemented. Post-repatriation environmental rehabilitation activities, such as filling excavated holes, abandoned latrines and refuse pits, and planting and caring for newly-planted trees in deforested camp sites, were initiated in Nangweshi and Meheba in the Western Province. Environmental task forces collaborated well with such partners as the Forestry and Health Departments and WFP in Kala and Mwange camps in northern Zambia.

Health and nutrition: Adequate health and medical facilities in all camps and settlements in western Zambia, except in Meheba, reduced mortality rates among the various age groups. Corrective measures were taken to employ a medical doctor for Meheba to provide acceptable levels of health care to refugees. Under-five mortality remained low.

Income generation: Skilled and enterprising refugees, and single-parent families were given access to microcredit schemes to obtain work permits and engage in small-scale businesses such as carpentry, handicraft making and poultry rearing.

Legal assistance: Timely financial support was provided to individual refugees to enable them to travel from the refugee camps to the capital to meet their legal and administrative requirements. The mobile courts speedily dealt with refugees on remand. Workshops were conducted for senior government officials on the long-term benefits of an amended refugee law allowing sustainable reintegration of refugees in Zambia. Physical security in and around the refugee camps improved through the continued setting up of neighbourhood watch groups. Dissemination of information among law enforcement agencies on the protection and rights of refugees resulted in improved treatment of refugees. Visits to refugee camps by members of *Amani* – a forum of Pan-African parliamentarians – increased awareness of the plight of refugees among African legislators.

Livestock: A large-scale animal vaccination campaign, launched by the Zambia Initiative programme, led to a significant drop in animal mortality and boosted the income of refugees and host communities in the Western and North-Western Provinces of Zambia. About 400,000 animals were vaccinated against contagious bovine pleuropneumonia; 1,000 heads of cattle were inoculated against trypanosomiasis and 75,000 inoculated against anthrax. In addition, seven veterinary camp houses were renovated and laboratory chemicals were procured for outreach programmes aimed at combating tsetse-borne diseases.

Operational support (to agencies): Financial support and assets were extended to implementing partners.



Members of a local development cooperative in the Mayukwayukwa refugee camp stack maize produced thanks to an agricultural loan scheme under the Zambia Initiative. *UNHCR / S. Numata*

Sanitation: Eighty-seven per cent of refugee households had access to private family latrines. The 100 per cent target was not achieved due to a funding shortage.

Shelter and infrastructure: UNHCR upgraded and maintained a total of 20 kilometres of feeder roads in Mwanze, Northern Province. In an effort to provide assistance to the host community, UNHCR, together with the Government and an implementing partner, financed the rehabilitation of the Mporokoso-Kalungwishi road and repaired about 18 kilometres. The improved roads facilitated communication and stimulated trading activity between refugees and the Zambian host communities.

Transport and logistics: UNHCR assisted the repatriation by air and land of over 17,600 Angolan refugees.

Water/Sanitation: Refugees in western Zambia were supplied with a minimum of 40 litres of water per person per day, whereas refugees in northern Zambia received an average of 18 litres of water per person per day.

Organization and implementation

Management

The UNHCR Regional Office in Lusaka managed the operation in Zambia and the local integration initiatives through a network of two sub-offices and three field offices located close to refugee camps and settlements in the Western and Northern Provinces. The Regional Office also supervised and provided administrative, protection, and programme support to the UNHCR mission in Zimbabwe. Two regional officers based in Lusaka extended technical assistance to UNHCR operations in the Southern Africa region.

The operation was supported by 101 staff members, 24 international and 77 national. As an integral part of the Regional Office's management strategy, staff members participated in training events in Zambia and abroad. In 2005, an audit of the operation identified irregularities with one partner for which corrective measures were taken.

Working with others

UNHCR maintained an effective working relationship with the Government of Zambia, which contributed not only to the effective protection and delivery of assistance to refugees but also to durable solutions by accelerating the repatriation of Angolan refugees. The Government also played a pivotal role in the Zambia Initiative and engaged in a constructive dialogue on reforming the current Zambia Refugee Act to find a solution for refugees who wanted to remain in Zambia indefinitely.

UNHCR rallied the support of major interlocutors such as the Government, embassies of donor countries, missions of regional organizations, academic institutions, the media, UN agencies and NGOs, and created a network of supportive partnerships. Joint UNHCR and WFP appeals, endorsed by missions of major donors in Lusaka, led to increased food donations, thereby averting serious food crises in early 2005. Concerted advocacy and lobbying with WHO and UNAIDS resulted in refugees being granted access by the Government to the free antiretroviral programme.

As part of the UN country team, UNHCR promoted the Millennium Development Goals and participated, in particular, in the formulation of the National Development Plan of Zambia and the UN Development Assistance Framework. Refugee issues, including the Zambia Initiative, were incorporated in these key development documents. UNHCR was an active member of the UN Theme Group on HIV/AIDS.

Overall assessment

UNHCR delivered adequate material assistance and protection to refugees and asylum-seekers despite funding shortfalls. The concerns of female refugees were addressed through targeted interventions which reduced SGBV and increased the participation of refugee women in the leadership and management of refugee affairs in refugee camps and settlements.

UNHCR repatriated those Angolan, Congolese and Rwandan refugees who expressed a will to return. The Office also resettled refugees to meet their special protection needs. UNHCR succeeded in gaining free access to the antiretroviral treatment available to Zambian nationals for refugees. The economic and social empowerment objective of the Zambia Initiative – the creation of an environment conducive to sustainable local integration of refugees – was realized, pending the enactment of permissive legislation.

In preparation for an exit strategy, UNHCR started scaling down programmes for Angolan refugees as the organized repatriation of Angolan refugees progressed. UNHCR engaged with the district level line ministries to hand over to them the management and movable and immovable assets of the repatriation programmes. UNHCR aims to reduce its presence in the Western Province by December 2006.

Offices

Lusaka

Kala
Kaoma
Kawambwa
Mongu
Mporokoso
Solwezi

Partners

Government agencies

Commissioner for Refugees (Ministry of Home Affairs)
Department of Water Affairs (North-Western Province)
District Health Office (Ministry of Health)

NGOs

African Humanitarian Action
Aktion Afrika Hilfe
Christian Outreach for Relief and Development
FORGE
HODI
International Federation of Red Cross and Red Crescent Societies
Jesuit Refugee Services
Lutheran World Federation
Right to Play
World Vision International
Zambia Red Cross

Others

IOM
UNAIDS
WFP
WHO

Budget, income and expenditure (USD)
Annual programme budget

Final budget	Income from contributions ¹	Other funds available ²	Total funds available	Total expenditure
13,640,384	5,986,922	7,196,968	13,183,890	13,183,890

¹ Includes income from contributions earmarked at the country level.

² Includes allocations by UNHCR from unearmarked or broadly earmarked contributions, opening balance and adjustments.

Financial Report (USD)

Expenditure breakdown	Current year's projects	Prior years' projects
	Annual programme budget	Annual and supplementary programme budgets
Protection, monitoring and coordination	4,105,150	0
Community services	208,139	167,161
Crop production	71,640	643,918
Domestic needs and household support	151,715	0
Education	387,924	453,286
Forestry	53,447	69,879
Health and nutrition	687,201	735,777
Income generation	18,239	(4,315)
Legal assistance	461,583	(53,670)
Livestock	5,484	23,350
Operational support (to agencies)	2,133,370	986,718
Sanitation	32,158	27,369
Shelter and infrastructure	141,962	357,990
Transport and logistics	996,209	457,622
Water	134,144	194,941
Instalments with implementing partners	947,470	(4,060,026)
Sub-total operational activities	10,535,835	0
Programme support	2,648,055	0
Total expenditure	13,183,890	0
Cancellation on prior years' expenditure		(324,562)
Instalments with implementing partners		
Payments made	4,835,909	
Reporting received	(3,888,439)	
Balance	947,470	
Prior years' report		
Instalments with implementing partners		
Outstanding 1st January		5,031,021
Reporting received		(4,060,026)
Refunded to UNHCR		(73,759)
Adjustments		(98,926)
Balance		798,310