

SUSTAINABLE RESPONSES FOR REFUGEES IN SOUTHERN AFRICA

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A refugee displays peanut butter produced at Malawi's Dzaleka refugee camp. ©UNHCR/Tiksa Negeri.

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Foreword

Displacement is increasing across Southern Africa, with an estimated 11.5 million forcibly displaced persons as of May 2025. The rise is driven by a combination of conflict, insecurity, and recurring extreme weather events and natural hazards, such as cyclones, floods, and droughts, that continue to uproot lives within and across borders. To respond and support the people who are most impacted, coordinated and sustained action through whole-of-government and whole-of-society approaches that bring together humanitarian, development, and peace actors is needed.

In this regard, and in line with the Global Compact on Refugees, UNHCR in Southern Africa has embarked on innovative approaches to address these issues.

At regional level, UNHCR is adopting regional approaches in collaboration with the Southern African Development Community, the Common Market for Eastern and Southern Africa and the African Development Bank among others, by developing mechanisms to strengthen regional cooperation around the nexus of forced displacement-fragility-disaster risk-climate through comprehensive and structured frameworks which foster pooling of resources and capacities to undertake interventions at scale for greater impact but also to support countries to build capacities for prevention and long-term resilience.

Nearly all Southern African countries have a long history of hosting refugees spanning decades, reflecting the protracted nature of forced displacement, requiring long-term, holistic approaches. UNHCR works collaboratively and in partnership with Governments to address challenges and harness opportunities to ensure comprehensive solutions.

This report highlights UNHCR's engagement in Southern Africa through the Sustainable Responses Approach, including efforts to support the inclusion of refugees and asylum seekers in national systems. It offers valuable insight into how UNHCR, in collaboration with governments and humanitarian and development actors, supports displaced populations while adapting to an ever-evolving global landscape. For the millions of people in the region and their host communities, it is an approach that deserves to continue to be supported.

Chansa Kapaya
Regional Director for Southern Africa

Introduction

Forced displacement remains a significant development challenge globally. In Southern Africa, the situation is increasingly complex and regional in nature, driven by conflict, insecurity, and extreme weather events such as cyclones, floods, and droughts. These dynamics affect multiple countries across borders, placing pressure on national systems and host communities. As of May 2025, UNHCR data indicates that 11.5 million people in the region are forcibly displaced, a sharp rise from 8.5 million in 2023.

UNHCR's Sustainable Responses approach is anchored in the Global Compact on Refugees (GCR), a framework for more predictable and equitable responsibility-sharing. It recognizes that sustainable solutions to refugee situations cannot be achieved without international cooperation.

It is encouraging that recent trends show more coordinated and combined sustainable responses gaining momentum across diverse displacement contexts through the combined efforts of host governments, development, humanitarian, and peace actors, civil society, the private sector, and displacement-affected communities. These efforts contribute to easing pressure on host countries, while enhancing self-reliance, expanding access to third-country solutions, enabling conditions for return, and driving solutions to internal displacement.

UNHCR is increasingly adopting a regional approach to displacement in Southern Africa, informed by the fact that nearly all Member States host refugees to varying degrees, with many having a long history of doing so. The region receives refugees from across the continent, highlighting the cross-border nature of forced displacement and the need for stronger regional cooperation and more holistic responses.

This report outlines UNHCR's approach to supporting the inclusion¹ of refugees and asylum seekers into national systems across Southern Africa. It highlights progress and ongoing challenges in sectors such as education, health, water and sanitation, development planning, and economic participation. It also examines efforts to ensure refugees and asylum-seekers are included in national censuses and surveys, an essential step toward improving access to services, strengthening policy planning, and ensuring their needs are reflected in national development priorities.

This report draws on data and experiences from across the countries covered by UNHCR's Regional Bureau for Southern Africa: Angola, the Democratic Republic of the Congo, Malawi, Mozambique, the Republic of the Congo, Zambia, and Zimbabwe, as well as the South Africa Multi-Country Office, which oversees Botswana, Comoros, Eswatini, Lesotho, Madagascar, Mauritius, Namibia, Seychelles, and South Africa.

The definition of "inclusion" in the regional context refers to 'the process of smooth transfer from a parallel system of services (facilities and human resources) for refugees and host communities to a system sustainably managed by the Government with support from partners. This process should happen in a phased manner, based on coordinated and integrated planning between humanitarian actors, development actors and host governments.



Chansa Kapaya, UNHCR's Regional Director for Southern Africa and her team meet with SADC Executive Secretary Elias Magosi to strengthen regional responses to displacement. ©UNHCR

REGIONAL APPROACHES

Southern Africa faces overlapping political, socioeconomic, conflict, and climate-related vulnerabilities that, together, trigger forced displacement within the region, across its borders, and into it from other parts of Africa.

In response, UNHCR, working with Regional Economic Communities (RECs) in the region, notably the Common Market for Eastern and Southern Africa (COMESA) and the Southern African Development Community (SADC), is developing mechanisms to strengthen regional cooperation on forced displacement, fragility mitigation, disaster risk, and climate change responses within a structured and coordinated framework through Regional Programmes.

This offers opportunities to enhance and strengthen partnerships around the Humanitarian–Development–Peace (HDP) nexus and strengthen resilience in the region by adopting proactive, preventive approaches.

The focus of the Regional Programmes is, among others, to:

- Adopt a coordinated regional approach to achieve scale and impact by coordinating efforts and enhancing synergies at both the regional and national levels.
- Foster inclusion and mainstreaming of forced displacement into regional and national frameworks, policies, and strategies, including programmes and projects.
- Support countries to build the necessary capacities to domesticate international, domestic, and regional protocols and frameworks into their national policies and strategies to foster alignment and enhance sharing of best practices.

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"In Angola, refugee inclusion is not just a goal, it is a pathway to sustainability. Our work has focused on ensuring that refugees are integrated into national systems, from education to livelihoods, so they can rebuild their lives with dignity while contributing to the development of the communities that host them. True protection lies in inclusion, and sustainable responses are only possible when we work hand in hand with the Government and development partners to ensure no one is left behind."

Emmanuelle Mitte, UNHCR's Representative in Angola

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SADC Regional Programme on Forced Displacement, Fragility Mitigation and Climate Resilience

The SADC Regional Programme on Forced Displacement, Fragility Mitigation and Climate Resilience was launched as a strategic tripartite initiative between SADC, the African Development Bank (AfDB), and UNHCR. It began with a Highlevel Technical Workshop held in October 2023, where SADC Member States engaged on the intersecting challenges of forced displacement, fragility, and climate-related risks.

The workshop resulted in agreement on an Outcome Document and a commitment to develop a Regional Programme grounded in the nexus of forced displacement, fragility mitigation, climate resilience, and disaster risk response. Over the course of 2024, the Outcome Document was reviewed and validated through SADC's decision-making processes, including by three Sectoral Ministerial Committees: Politics, Defence and Security; Disaster Risk Response; and Environment, Natural Resources and Tourism.

The Programme was formally approved at the SADC Joint Ministerial Meeting in June 2025.

This process helped secure high-level political commitment and regional alignment around a shared framework to respond to displacement and fragility risks in a coordinated and sustainable manner.

The Regional Programme provides a structured framework and mechanism for HDP nexus actors, including governments, development, humanitarian, and peace actors, civil society, and the private sector, to pool resources and capacities to undertake bolder and larger interventions at scale, which are likely to have the most significant development outcomes and impact in the Member States. The Programme's focus areas are intended to:

- Mainstream refugees and other displaced persons in national development plans
- Mobilize resources, including climate finance, and enhance private sector participation
- Provide technical assistance, support, and capacity building to SADC member states for the development of policies and strategies and
- Establish a community of practice and move to evidence-based approaches



"In the DRC, refugees are integrated into national development systems and enjoy equal access to essential services such as education, healthcare, and civil registration, at par with Congolese nationals. This inclusive approach not only upholds the dignity of displaced populations but also enhances national development. This way, the DRC is setting a strong example of how sustainable responses can foster resilience and social capacion."

Pierre Atchom, UNHCR's Representative a.i. in the Democratic Republic of Congo

COMESA-UNHCR Collaboration on Inclusion and Mainstreaming Forced Displacement, Governance, Peace and Security in Eastern and Southern Africa

UNHCR-COMESA collaboration is anchored on the Memorandum of Understanding (MoU) concluded in May 2025, which serves as the framework for optimizing assistance towards forcibly displaced persons. It constitutes the basis for further strengthening strategic and operational partnerships between the two institutions to uphold the rights of forcibly displaced and stateless persons and affected communities through partnerships in programmes and activities.

As an integral part of the operationalization of the MoU, COMESA and UNHCR have developed a Joint Action Plan to ensure a focused and results-driven approach to realizing the objectives of the MoU. The JAP outlines specific areas of collaboration anchored on six strategic pillars and focus areas:

- Climate Change, Peace and Security Support climate-responsive initiatives in
 contexts of forced displacement to mitigate
 conflict risks associated with land
 degradation, natural resource scarcity, poor
 natural resource management, and other
 climate-related and environmental hazards,
 through initiatives that enhance sustainable
 energy access, agricultural development,
 infrastructure, and climate-smart agriculture,
 among others.
- Women, Youth Peace and Security and Children Affected by Armed Conflicts -Encourage Member States to ensure that children and families have access to safety and are protected from refoulment.

- Support the Member States and national child protection actors to ensure that refugees and other displaced children have access to quality, sustainable national child protection systems and essential services.
- Advocacy and Legal and Policy Reforms Promote accession to international instruments
 and African continental instruments relating to
 refugees, stateless persons, and internally
 displaced persons; and promote protectionsensitive inclusion of forcibly displaced persons
 in regional freedom of movement frameworks.
- Post-conflict Reconstruction and Development, Inclusion, Livelihoods and Self-reliance - Interventions designed to promote the inclusion of forcibly displaced and stateless persons in PCRD regional and national development frameworks, and national systems, including health and education, pending their durable solutions, subject to the laws of the Member States.
- Conflict Prevention with a focus on Early
 Warning and Early Response Support
 structural conflict prevention and response in
 COMESA Member States, strengthen regional
 cooperation and exchange of information and
 intelligence, and adopt joint response systems.
- Data Management and Knowledge
 Exchange Promote data collection,
 exchange, and analysis; Cooperate in setting
 up a joint monitoring, evaluation and reporting
 system to assess the performance of joint
 advocacy efforts and other partnership
 activities; Collaborate in conducting joint
 studies, research, case studies, and lessons
 learned and establish Communities of Practice
 to share best practices.



"Malawi's inclusion of refugees in health, education, and national surveys has strengthened communities and advanced shared development. But this progress risks stalling as funding dries up. To stay on course, we need renewed investment, stronger partnerships, and policy reforms that protect what's been achieved and push inclusion even further."

Cyr Modeste Kouame, UNHCR's Representative in Malawi

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Former Angolan refugee farming in the Meheba settlement in Zambia. © UNHCR/Charity Nzomo

National Sustainable Responses and Inclusion Interventions

UNHCR's Sustainable Responses are informed, among other things, by lessons and best practices drawn from decades of engagement by UNHCR and other humanitarian actors. These lessons include the understanding that conventional humanitarian responses cannot keep pace with the growing scale, complexity, and protracted nature of forced displacement. Responses to forced displacement and statelessness must do more to empower affected communities to enjoy basic rights, build resilience, and live in peace and dignity.

Experience has shown that catalysing investment in the socio-economic inclusion of forcibly displaced and stateless people can enhance their self-reliance until durable solutions are found. While the pursuit of sustainable responses remains a work in progress, scaling up this approach can help UNHCR and its partners

achieve greater impact and support the transformation of lives and communities.

At the national level, sustainable response interventions aim to create enabling policy environments for enhanced protection and sustainable solutions. They also work to strengthen institutional capacities, supporting Member States to adopt preventive approaches and build long-term resilience. Refugee livelihoods and service provision in camps and settlements are gradually being integrated into local and national systems, particularly in WASH (water, sanitation, and hygiene), health, and education, to promote sustainability and inclusion.

In parallel, efforts are underway to promote refugee self-reliance by reducing dependence on humanitarian aid and expanding opportunities for socio-economic empowerment. The goal is to enable refugees to lead dignified, sustainable lives, contribute to local economies, and live in harmony with host communities.

The following sections outline UNHCR's countrylevel sectoral interventions.



Inclusive national education systems empower refugees with the knowledge and skills to build productive and independent lives. © UNHCR/Lara Bommers

Education

Malawi: UNHCR and the Ministry of Education (MoE) signed a Memorandum of Understanding (MoU) in June 2023 to transform Dzaleka schools into grant-aided institutions managed by the government, significantly improving access and the quality of education for refugees. Since the signing, the MoE has deployed 44 teachers across primary and secondary schools. Discussions are underway with the MoE officials to increase the number to 90 teachers currently supported through the UNHCR programmes. Notably, Dzaleka Secondary School was incorporated into Malawi's Integrated Financial Management Information System and received the first government grant, marking a significant milestone in the refugee education inclusion roadmap. Additionally, an Education Inclusion Task Force, led by the Ministry and supported by UNHCR and the Malawi University of Science and Technology, has conducted a situational analysis to inform national policy discussions and strengthen engagement with the key stakeholders in education to facilitate further refugee inclusion in the national education system.

While there has been a shift from UNHCR-led to government-led education services, UNHCR continues to cover part of the teacher salaries in refugee-hosting schools. The gradual transition has eased some pressure and facilitated reprogramming. However, additional financial support is required for full integration.

Zambia: All schools in refugee hosting sites in Zambia are officially integrated into the national education system, with assigned Examination and Education Management Information System (EMIS) numbers, enabling learners to sit for national exams and receive recognized certification.

The government deploys teachers to these schools, while UNHCR provides some financial incentives to both government and refugee teachers. In 2023, the Ministry of Education introduced a refugee-specific indicator to the EMIS census form, marking a significant step towards inclusive education planning.

A major policy shift in 2023 allowed refugees to apply for student financing through the Higher Education Loans and Scholarships Board, providing an avenue to ease financial barriers to tertiary education. Additionally, the 2023 National Refugee Policy reaffirmed the government's commitment to integrate refugees into the national education system, granting equal access to quality education at all levels, entrenching refugees' right to education in the national law.

Zambia received World Bank support to conduct a refugee education needs assessment and a policy knowledge exchange event in Meheba, Zambia, in 2025. The Inclusion Support Programme for Refugee Education (INSPIRE) initiative aims to build capabilities, accelerate policy dialogues, and support the inclusion of refugee learners in national education systems.

Education has been a key policy reform area under Zambia's Global Refugee Forum (GRF) commitments, with incremental efforts to remove legal barriers to full inclusion at all education levels. With the recent policy shifts, Zambia has taken decisive action towards fulfilling its GRF pledge on refugee education by formalizing all the positive discretionary measures by the MoE to ensure refugees and other displaced learners access certified education. However, it is critical to note that inclusion comes with additional costs, and Zambia will require continued support to implement these progressive policy reforms fully.

Democratic Republic of Congo (DRC):

Inclusion efforts in the DRC were facilitated through an Education Cannot Wait grant, which supported education services for Central African Republic (CAR) refugees in the Ubangi regions.

The grant allowed UNHCR to engage with key partners such as the MoE, World Bank Group, United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Children's Fund (UNICEF), and Fonds Social to construct classrooms, resulting in refugee education being formally included in the provincial education plan. The government has since initiated the process of deploying teachers and formally recognizing refugee-hosting schools as part of the public education system. The government has an official policy that promotes the inclusion of refugees in its education system. However, systemic fragility has hindered its full implementation.

As an INSPIRE country, the DRC is receiving World Bank support to develop an Education in Emergencies Strategy, integrate Mental Health and Psychosocial Support (MHPSS) into national teacher training, and embed lessons from the Ubangi model into early-stage emergency responses. The ECW grant also funded a national component for developing the National Strategy for Education in Emergencies, with UNHCR providing technical guidance throughout the process. The strategy has been formally validated, marking a significant policy milestone for inclusive education in crisis contexts.

South Africa Multi-Country Office²: South Africa serves as a regional model where policy and practice align to facilitate full refugee inclusion. Refugees and asylum seekers have equal access to public education, ensuring that they benefit from the same level of schooling as South African nationals. Similarly, in Namibia, Botswana, Lesotho, and Eswatini, refugees' access to basic education is facilitated through the public education system.

"Mozambique progressed toward stronger inclusion of refugees and asylum seekers into national education and health systems. UNHCR continues to pursue efforts for financial inclusion, including e-banking, supports the government to implement the territorial integration of Mozambique's refugee settlement (Maratane), increasing access to nationality for children born in Mozambique, and supporting the Government in developing inclusive legal and policy frameworks."

Xavier Creach, UNHCR's Representative in Mozambique

²The South Africa Multi-Country Office covers the following operations: Botswana, Eswatini, Lesotho, Namibia, Comoros, Madagascar, Mauritius, Seychelles and South Africa

Mozambique: UNHCR has signed a Memorandum of Understanding (MoU) with the Ministry of Education to implement the Instant Network School programme, turning classrooms into digital learning hubs for over 60,000 refugees and Mozambican learners. The Connected Education programme aligns with national education policies and contributes to the overall government programme of integrating Information and Communication Technology in education.

Additionally, partnering with the Nampula District Education Office has facilitated an added layer of quality assurance, ensuring that refugee learners have access to public education services in line with national standards.

Despite Mozambique's reservations to Article 22 of the Refugee Convention, refugees in Nampula have access to public education at par with nationals, signalling a firm commitment to honouring refugees' right to education. While these positive discretionary practices have facilitated access to certified education, there remains a need to formalize them through policy reforms to ensure long-term sustainability.

Angola: The country's constitution guarantees the right to education for all, which is reaffirmed in the refugee law. Additionally, the 2021 administrative circular in Lunda Norte, which hosts the primary refugee settlement, permitted access to primary education for all learners, regardless of their civil registration status.

This policy change has been particularly significant, given the country's long delays in refugee status determination. However, overcrowded public schools, inadequate infrastructure, and administrative obstacles, such as the requirement for Angolan identification documents for secondary school enrolment, continue to hinder meaningful participation post-primary.

Republic of Congo (ROC): The country has a formal inclusion policy that guarantees refugees and asylum seekers the same level of access to education as nationals. However, systemic fragility and the remote locations of refugee populations pose significant barriers to implementation. As an INSPIRE country, the Republic of Congo is working with the World Bank to develop an Education in Emergencies Strategy and integrate refugees into the national Education Information Management System. This initiative is expected to enhance national planning efforts and ensure the appropriate inclusion of refugees in long-term education strategies.

Zimbabwe: The Country continues to make significant strides in integrating refugee learners into the national education system. Refugee children attend public schools alongside their Zimbabwean peers, are taught by government-employed teachers, and participate in national examinations administered by the Zimbabwe School Examinations Council. To support early learning, refugee assistant teachers play a vital role in early childhood development centres, facilitating language transition and strengthening foundational skills in line with national policy.

Investments in infrastructure and school nutrition have further enhanced access and retention. Additional classrooms have been constructed using devolution funds, while school feeding programmes provide daily meals to both refugee and host community learners, contributing to improved attendance, concentration, and overall well-being. While public education in Zimbabwe requires the payment of school fees, UNHCR has stepped in to ensure equitable access by covering costs for all refugee learners at the primary level and for selected students at the secondary level. A major milestone was the awarding of a Presidential Scholarship to one refugee student to study Bachelor of Technology in Computer Science and Engineering at a university in India. To continue guaranteeing the right to education, it is necessary to integrate vulnerable refugee learners into the government's Basic Education Assistance Module to reduce financial barriers.



Full inclusion of refugees into national health systems and plans is the most sustainable and cost-effective way to improve health for both refugees and host communities.

Health

Refugees in Botswana, Eswatini, Lesotho, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe can access primary healthcare, although the level of inclusion varies across countries. In Southern Africa, of the 58 health facilities serving refugee-hosting areas, 14 are fully funded by UNHCR, 12 by national governments, and 32 through joint funding by UNHCR and governments. Angola, DRC, Malawi, Mozambique, and Zambia, have also integrated health workers serving refugee populations into their national civil services, strengthening healthcare accessibility. For example, about 75 per cent of the health workers at the health center in Maratane, Mozambique, are now covered by the Ministry of Health.

Zambia has made significant progress in refugee health inclusion by granting refugees equal access to the national health insurance scheme, ensuring they receive the same healthcare services as nationals. In Malawi, refugees have been integrated into the 6th Malawi National Demographic Health Survey and the District Health Information Software, strengthening health monitoring and planning. In collaboration with UNHCR and the World Health Organization,

Angola has developed a draft transition plan (2024–2026) to transfer UNHCR-managed healthcare facilities to government control. In Zimbabwe, UNHCR is working to integrate refugee settlements into broader national health programmes.

In DRC, the 2002 Refugee Law ensures equal access for refugees and nationals to health services, which are delivered exclusively through government facilities. However, only 17% of these facilities receive full UNHCR funding, underscoring the fragility of current service provision.

Progress has been made in integrating refugees into national health systems. Refugees are now included in national health information management systems, which enables integrated epidemiological surveillance and supports faster local responses to health emergencies. They also have equal access to disease programs such as malaria, tuberculosis, HIV, and vaccination services, including emergency vaccination campaigns supported by the Government and Ministry of Health partners.

Refugees are further incorporated into national and local preparedness and response plans for Mpox, Ebola, measles, cholera, and other outbreaks. In addition, health insurance initiatives are opening some opportunities. In Bukavu and Goma, urban refugees access care through mutual health schemes, while in Kinshasa, microinsurance supported by UNHCR is available.

UNHCR continues to cover part of the costs of medicines and health worker incentives in areas with high refugee populations. The current contributory social protection model leaves many refugees and nationals in informal and agricultural sectors without insurance. Universal Health Coverage reforms are advancing, but medical insurance is still optional, and coverage for urban refugees is limited and largely donor-dependent. Ensuring a successful transition from humanitarian to nationally managed systems will require predictable, long-term financing to protect and expand these achievements.

Despite these advancements in strengthening healthcare inclusion, challenges persist. In the Indian Ocean Islands, for example, legal barriers limit full healthcare inclusion, leading to higher costs. In Madagascar and Mauritius, refugees are classified as foreigners, requiring them to pay additional healthcare fees. In Comoros, newly arrived refugees placed in detention centres are unable to access healthcare services. In South Africa, recognized refugees can access the national health system on equal terms with nationals, but asylum-seekers, except for children under six and pregnant women, must pay private citizen rates, creating access barriers. The Bureau has subsequently developed a Sustainable Response in Public Health Roadmap, outlining the current situation, key milestones, expected outcomes, implementation steps, and regional opportunities and challenges to strengthen healthcare inclusion.



Inclusion in health services allows refugees not only to access care but also to give back as health workers and community supporters, like Leah in the picture above..

©UNHCR/Antoine Tardy



When refugees are included in national WASH systems, services become more efficient, coordinated, and sustainable for both displaced and host communities ©Fannel Ivabikoze

WASH

In Zambia, refugees and asylum seekers are fully included in government Water, Sanitation, and Hygiene (WASH) services. In all three settlements, the Commissioner for Refugees (COR) leads WASH implementation, with technical support from the Department of Water. Refugees also work as pump attendants and plumbers, contributing to service delivery. This transition follows capacity-building efforts led by UNICEF between 2018 and 2023, supported by KfW Development Bank, strengthening the Department of Water's ability to provide WASH services nationwide. In 2023, UNHCR resumed its role in WASH service provision, with a smooth exit plan for UNICEF, allowing for a more sustainable government-led approach.

Water supply in the settlements primarily relies on boreholes with handpumps, integrating refugees into the same community-based management system used in host communities across Zambia. Under this system, households are asked to contribute user fees, which are set aside for repairs and spare parts when handpumps break down. WASH Committees have been established for all handpumps to varying degrees in both the host communities and settlements, to oversee fee collection and coordinate repairs through trained pump mechanics within the committees.

Family latrine construction is also facilitated by COR through the distribution of concrete or plastic squat slabs, which households use to then construct their own household latrines with their own funds.

This generates a high level of ownership by the household and further contributes to higher levels of hygiene and less social conflict than when family latrines are shared. Latrines have been constructed for some vulnerable households when funds are available.

Solid Waste Management is carried out at the household level, and no formal systems exist to collect and dispose of waste, which aligns with what happens among host communities.

With the transition of WASH services from UNICEF/UNHCR to government management, refugees now receive the same level of service as host communities, ensuring equal access without preferential treatment. This alignment means that service quality, whether high or low, is experienced equally by both groups. With refugees also now contributing to handpump user fees, we have begun to foster a community-based management system that, when effectively implemented, ensures continual maintenance, achieving inclusion in the national system of sustainable service provision.

However, in cases where refugees face greater vulnerability, particularly among specific households, a cash-based intervention component could be considered to support the payment of user fees and enhance accessibility.



Including forcibly displaced people in national statistics means better policies, smarter planning, and more inclusive development. © UNHCR/Hélène Caux

Ensuring Refugees Count

A regional MoU with the United Nations
Population Fund (UNFPA) has been signed to
enhance the inclusion of refugees and asylum
seekers in national censuses and surveys across
Southern Africa. Several countries, including
Botswana, the Republic of the Congo, South
Africa, Zambia, and Zimbabwe, have integrated
proxy questions to identify displaced persons in
at least one government-led survey or census. In
Angola, UNHCR and UNFPA are collaborating on
a Data Analytics Framework to track refugees
and asylum seekers in the 2025 census.

Expanding legal identity documentation and civil registration remains critical for securing rights and legal recognition. By November 2024, eight countries, Angola, Botswana, Eswatini, Lesotho, Namibia, South Africa, Zambia, and Zimbabwe, had incorporated refugees and asylum-seekers into their national registration systems. Identity documents issued to refugees in Zimbabwe are the same as those given to nationals.

However, only 24 per cent of refugees and asylumseekers in the region possess valid identity documents, and birth registration remains low at 35 per cent for children under five, limiting access to protection and essential services. Increased inclusion of displaced people in national statistical systems, supported by the World Bank-UNHCR Joint Data Centre (JDC), is strengthening datadriven policymaking.

With support from the JDC, countries are increasingly including displaced populations in official statistics. In Zimbabwe, the Tongogara Refugee Settlement has for the first time been integrated into the Multiple Indicator Cluster Survey, capturing data on health, education, and socio-economic conditions. In Malawi, refugees are being included in both the Demographic Health Survey and the Integrated Household Survey. Mozambique is preparing to include IDPs in the 2025 Household Budget Survey. In the DRC, a sample of 1,800 refugees and IDPs are part of the Household Living Conditions Survey, while returnees in the Kasai region are being surveyed to inform recovery and reintegration efforts.



Electricity access for refugees at Maratane settlement in Mozambique helps small businesses thrive. © UNHCR/Hélène Caux

Development that leaves no one behind

Through UNHCR's advocacy, refugees and asylum-seekers are increasingly recognized as part of national development efforts across the region. Several countries have explicitly included them in their National Development Strategies, such as Angola (National Development Plan 2023–2027), Malawi (Vision 2063 and Malawi Implementation Plan-1, 2021–2030), Namibia (Vision 2030), and Zimbabwe (National Development Strategy 1, 2021–2025). In Botswana, the Transitional National Development Plan (April 2023 – March 2025) prioritizes infrastructure upgrades at the Dukwi Refugee Camp.

In the DRC refugees are included in the National Strategic Development Plan (2024–2029) and referenced in key sectoral frameworks, including the Social Protection Strategy and the Education in Emergencies Strategy.

At the provincial level, refugees have been included in development plans in North Kivu, South Kivu, Ituri, and North Ubangi through a partnership with UNDP. At the local level, development plans incorporating displaced persons have been implemented with UNHCR support—for example, in Uvira and Baraka (South Kivu) and in Bwito, Masisi, Beni, and Lubero (North Kivu).

Similarly, Lesotho's National Strategic
Development Plan II underscores the importance
of effective migration management, advocating for
legal frameworks that could benefit refugees.
Having fully acceded to the 1951 UN Refugee
Convention without reservations, South Africa
indirectly includes refugees in its National
Development Plan 2030.



Priscilla, a private sector practitioner, displays fresh produce sourced from refugee farmers in Zambia — a result of inclusive policies that strengthen sustainable food systems. ©UNHCR/Charity Nzomo

While refugees are not included in Mozambique's National Development Strategy, they are reflected in Nampula's Provincial Territorial Strategy. UNHCR and UNDP are also supporting the inclusion of forcibly displaced persons in development plans for Cabo Delgado and Nampula, and in the Leave No One Behind analysis led by the Ministry of Economy and Finance.

The Government of Zimbabwe is transitioning Tongogara Camp toward a sustainable settlement model, backed by African Development Bank funding and UNHCR technical support. Refugees and asylum seekers have also been integrated into the Chipinge District Master Plan and the district's disaster risk reduction strategy.

Although refugees are not explicitly mentioned in the 8th National Development Plan in Zambia, they are included in district-level development plans for the three refugee-hosting regions. Additionally, refugee representatives hold seats on ward-level development committees, ensuring their participation in local decision-making processes that impact their communities.

The inclusion of refugees, asylum-seekers, and stateless persons is reflected in the Common Country Analyses (CCAs) and informed the UN Sustainable Development Cooperation Frameworks (UNSDCF) in Angola, DRC, Lesotho, Malawi, Mozambique, South Africa, Zimbabwe, and Zambia. They are also included in the Republic of the Congo United Nations Development Assistance Framework (UNDAF 2023-2026). In these countries, refugees are identified as part of the most vulnerable groups, not to be left behind in development efforts.

"In the Republic of the Congo, refugees are now included in the national social register, giving them access to the Programme National de Filets Sociaux, the government's primary social protection programme that provides basic support and helps vulnerable households improve their livelihoods, on equal terms with Congolese citizens."

Colince Ngatsi, UNHCR's Head of National Office, Republic of the Congo



Financial inclusion is essential for building resilient communities. Refugees receive cash assistance directly through mobile money or bank accounts © UNHCR/Gloria Ekuyoa

Enabling Economic Opportunities and Access to Financial Services for Refugees

Refugees and asylum seekers across the region face a range of barriers to self-reliance, including limited legal rights to work or establish businesses, poverty, and exposure to climate-related risks. In many countries, certain restrictions remain in place, and even where policies are more inclusive, such as in the Democratic Republic of the Congo and the Republic of the Congo, operational environments remain complex due to infrastructure gaps and security conditions.

Between 2021 and 2024, UNHCR invested an average of US\$15 million annually in livelihood and economic inclusion programmes across the region, with the largest share allocated to the DRC and Mozambique in response to the high number of displaced people and the complexity of ongoing emergencies.

This funding supported over 50,000 refugees and asylum seekers, approximately three per cent of

households in need, mainly through agriculture, entrepreneurship, and skills development initiatives. Encouraging progress has been made on policy fronts. Zambia and Zimbabwe now include refugees and host communities in national agricultural input support programmes.

Five countries (South Africa, Zambia, Mozambique, Eswatini, and Malawi) have incorporated refugees into national financial inclusion strategies. All governments in the region, except South Africa and the island states, have allocated land for agricultural use, strengthening refugees' access to food and income sources. Notably, in Zimbabwe an irrigation scheme expanded from 25 hectares in 2020 to 175 hectares, benefiting 600 households through government, African Development Bank, and UNHCR support. Building on such progress requires broader collaboration to strengthen value chains, improve market access, and boost refugee and host community self-reliance.

Surveys show that over 70 per cent of working-age refugees engage in some form of livelihood activity, though most remain subsistence. Studies in the DRC, Zimbabwe, Zambia, and Malawi indicate that just 13 per cent of refugee households have the capacity to meet their essential needs.

Legal and regulatory reforms have improved access to financial services in several countries. In Zambia, refugee ID cards and asylum seeker certificates are now accepted for mobile wallets, bank accounts, and cooperative membership, thanks to coordinated efforts involving the Bank of Zambia, the Zambia Information and Communication Technology Authority, UNHCR, and the UN Capital Development Fund (UNCDF). Mobile money penetration among refugees stands at 59 per cent, although formal banking access remains lower at 14 per cent.

In Malawi, a 2018 legal provision enabled refugee ID cards to be used for banking, improving access to financial services. Centenary Bank, which opened a branch inside the refugee camp in 2019, has played a key role in this progress. Thanks to a near 100 percent repayment rate among refugee borrowers, the bank has steadily expanded its loan portfolio. Still, with only a third of refugee households holding bank or mobile money accounts, considerable room remains to expand access to financial services.

In the DRC, the Central Bank has directed financial institutions to accept refugee ID cards, and Act 7-2019 led to the creation of a business facilitation agency that supports refugee access to formal financial services. As a result, 13 per cent of refugees now have bank or mobile money accounts.

In the Republic of the Congo, national policies also enable refugees to open bank accounts, improving financial access. Refugees in Eswatini, Mozambique, South Africa, and Zimbabwe generally face few barriers to accessing savings and money transfer services.

In Zimbabwe, financial inclusion is particularly advanced, with 80 per cent of refugees holding a bank or mobile money account, although access to credit remains limited. In Botswana, banking access typically requires formal identification and additional documentation such as support letters, while mobile money services are not yet available to refugees. In Angola, delays in the issuance of official identification have limited refugee access to both banking and mobile financial platforms.

Looking ahead, scaling up investment in sustainable livelihoods through collaboration with UN agencies and development partners such as the German Agency for International Cooperation, the African Development Bank, and the World Bank is essential to expanding economic inclusion. These efforts will be most effective when combined with supportive legal frameworks, stronger private sector engagement, improved access to wage employment, and better data for programme design and advocacy. The Global Compact on Refugees provides a vital platform to mobilize commitments and partnerships to support this work.



Refugee sells tomatoes from her garden in Dzaleka Refugee Camp. © UNHCR/Tiksa Negeri

"South Africa's G20 Presidency, grounded in the spirit of Ubuntu, highlighted refugee inclusion as a key component of sustainable development. Through the joint efforts of UNHCR, UN agencies, and participating countries, we have observed strong political will to include refugees in national health, education, and economic systems, not only in South Africa, but also in Botswana, Namibia, Eswatini, and Lesotho. However, resource constraints remain a significant barrier. Addressing these gaps is essential to building resilient and inclusive communities, where the well-being of every individual contributes to a stronger and more united African future."

Igor Ciobanu, UNHCR's Representative a.i., South Africa Multi-Country Office (Covering: Botswana, Eswatini, Lesotho, Namibia, Comoros, Madagascar, Mauritius, Seychelles and South Africa)

Table 1: Enabling Economic Inclusion - Host Governments' Global Refugee Forum (GRF) Pledges in Southern Africa

Country		Pledges				
1	Angola	Local integration of refugees who opt to stay in Angola Issuance of ID (and resumption of registration) Implement social protection mechanisms				
2	Botswana	Review of the Refugee Act to align with international standards Inclusion in the national development agenda Local integration of protracted cases				
3	Democratic Rep of Congo	 Make refugee return areas viable Issue biometric travel documents Inclusion in national services Issue long-stay visas Reform the civil registration system, accelerate digital ID 				
4	Eswatini	Provide arable land in the Ndzevane farm for refugee livelihoods Adopt regulations to implement the Refugee Act aligned with international standards				
5	Lesotho	Create income opportunities, e.g., in agriculture and construction Sub-lease 3 acres of agricultural land				
6	Malawi	Inclusion in the national development agenda Legal and policy reform Registration and documentation Enhance self-reliance				
7	Mozambique	Increase durable solutions and resilience, promote self-reliance People-centred approach to climate resilience				

"Zambia is advancing a sustainable response to forced displacement by promoting local private sector solutions and the extension of development into refugee-hosting areas to build self-reliance and create economic hubs. While policy alignment with national legal frameworks remains a work in progress, there is a recognition of its importance to effectively integrate forcibly displaced people into national systems in line with Zambia's pledges on the Global Compact on Refugees."

Preeta Law, UNHCR's Representative in Zambia

Country		Pledges			
8	Namibia	Allocate 70 hectares to strengthen self-reliance and agricultural activities. Local integration of former Angolan refugees			
9	Rep. of Congo	Adopt a national strategy for refugees Include in national development			
10	South Africa	Improve civil registration and documentation (and Refugee Status Determination)			
11	Zambia	Enhanced Local Integration and Documentation Empowering Refugees Through Diversified Livelihoods Inclusion in Farmer Input Support Programme Inclusion in Education, including TVET and university			
12	Zimbabwe	Legal and policy reform Enhance self-reliance for refugees, including provision of additional agricultural land, and enhancing access to financial services and employment			
13	UN Country Teams in Angola, Botswana, DRC, Lesotho, Mozambique, Namibia, RoC, South Africa, and Zambia	 Include refugees and FDPs in relevant UN programming, policies, analysis, and plans. Work with governments to implement their pledges and to advance the inclusion of refugees in national systems and services. 			

"The Tongogara We Want!" A collaborative effort by the Government of Zimbabwe, UNHCR, and the refugee community to transform Tongogara Refugee Camp into a vibrant, sustainable settlement, fully integrated into national development plans. This initiative aims to empower refugees in Zimbabwe to actively engage in the local economy, launch businesses, cultivate farms, and contribute meaningfully to community growth.

Boubacar Bamba, UNHCR's Representative in Zimbabwe

Shaping the way forward

Southern Africa is a region with political momentum, established technical frameworks, and promising models for including displaced persons in national systems, particularly in education, health, WASH, economic inclusion, and national development planning. The region also has replicable approaches for engaging regional economic communities and development partners to advance sustainable responses for forcibly displaced persons. However, the sustainability of these efforts remains constrained by legal and policy barriers, systemic fragility, and funding constraints.

Education inclusion has improved, with countries like the DRC, Malawi, Mozambique, and Zambia increasingly integrating refugees into public education systems through MoUs, policy shifts, and development partner support. However, sustaining these efforts requires external support, as education infrastructure in refugee-hosting areas is already overstretched, and governments face difficulties in covering additional costs. Strengthening inclusion efforts is particularly critical in countries with policy reservations or systemic fragility, where additional support is needed to address legal and structural barriers.

Ensuring refugee inclusion in national education systems also requires sustained engagement at the appropriate levels, as demonstrated in the DRC, Malawi, Mozambique, and Zambia, where strategic discussions have facilitated policy advancements. To promote long-term sustainability, UNHCR and its partners must continue mobilizing resources and advocating for the formalization of the ongoing favorable discretionary policies that guarantee equitable access to education for both refugees and host communities.

Progress is evident in health, WASH, and statistical systems, with refugees gaining access to primary healthcare, national health insurance (as in Zambia), and national census inclusion.

However, fragile healthcare systems, particularly in conflict-affected areas, limited UNHCR technical presence at central levels to support

coordination with key stakeholders, and limited legal identity documentation remain barriers to full integration.

Economic inclusion remains a significant challenge, with refugees facing work, business ownership, and land access restrictions in some countries. While some countries, including Zambia, Zimbabwe, and Malawi, have integrated refugees into national agricultural programmes and financial services, others, such as Angola and Botswana, impose strict limitations. There have been positive developments towards refugee-inclusive National Financial Inclusion Strategies and in banking access; however, exclusion from credit services continues to hinder self-reliance.

The inclusion of refugees in national and district development plans across countries like Angola, DRC, Malawi, Namibia, Zimbabwe, and Zambia reflects a growing recognition of their role in national development. However, translating these commitments into action requires stronger institutional frameworks, legal reforms, and increased funding.

Scaling up investments in refugee inclusion, leveraging Global Refugee Forum pledges, and strengthening partnerships with UN agencies, development actors, the private sector, and financial institutions will be crucial. Strengthening regional cooperation and collaboration by building on ongoing programmes with SADC and COMESA, leveraging funding from multilateral and bilateral sources for strengthened area-based development and increased economic opportunities for employment and entrepreneurship, and fostering results-driven partnerships that blend humanitarian and development finance approaches will further enhance the scale and impact of efforts to address forced displacement.

Ensuring long-term sustainability will require continued advocacy, more substantial financial commitments, and advancements on policies and legal frameworks that guarantee equitable access to national systems, rights, and opportunities, as well as improved social cohesion and resilience for both refugees and host communities.

Annex

Summary of the Right to Work, Freedom of Movement and Access to Land for refugees and asylum seekers in Southern Africa

Country	Context	Freedom of movement	Right to work	Right to land for agriculture	Right to property for business	Right to register/ operate business	Right to open a bank account	Right to mobile money account	Reservations
Angola	Urban, Camp	No. Has reservation on article 26 (freedom of movement) of the 1951 Convention. Encampment policy enforced but some refugees are residing in urban areas.	Yes, with restrictions The national law on Refugee Status, refugees and asylum-seekers allows engagement in paid work but in practice, few refugees enjoy this right as the vast majority of employers do not accept refugee cards as a legal identity document	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions No		Art 7, 13, 15, 18, 24 - Art 17 para 1&2
Botswana	Camp	No. Has reservation on article 26 (Freedom of movement) of the 1951 Convention	No. Has reservation on article 17 (right to work) of the 1951 Convention.	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Art ,17,26, 31,32,34, Art 12 para 1
Republic of Congo	Urban, out of camp/ rural	Yes, without significant restrictions. The Law on the Right of Asylum and Refugee Status is pending at the Parliament. Meanwhile, refugees and asylum seekers are mostly governed by laws pertaining to foreigners in general.	Yes, without significant restrictions. The draftLaw on the Right of Asylum and Refugee Status in the Republic of Congo is pending at the Parliament. Meanwhile, refugees and asylum seekers are mostly governed by laws pertaining to foreigners in general.	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, without any significant restrictions	Art 7 (1), 8, 9, 17
Democratic Republic	Urban, Out-of- camp rural, Camp	Yes, without significant restrictions. The law grants freedom of movement.	Yes, without significant restrictions. The law grants right to work.	Yes, without anysignificant restrictions		Yes, without anysignificant restrictions	Yes, with restrictions	Yes, with restrictions	
Eswatini	Urban, Refugee Reception Centre	Yes, without significant restrictions. The law grants freedom of movement	Yes, without significant restrictions. The law grants right to work	Yes, without any significant restrictions	Yes, with restrictions	Yes, with restrictions	Yes, without any significant restrictions	Yes, with restrictions	Art 8,9,17 (2), 24 (para 1-2), 25 (para 1- 2)
Lesotho		Yes, without significant restrictions. The law grants freedom of movement	Yes, without significant restrictions. The law grants right to work	Yes, with restrictions	No	Yes, with restrictions	Yes, without any significant restrictions	Yes, with restrictions	No reservations
Malawi	Camp, Urban	No. Has reservation on article 26 (freedom of movement) of the 1951 Convention. But some refugees reside in urban areas.	No. Reservation on article 17 (right to work) of the 1951 Convention.	No	No	Yes, with restrictions	Yes, without any significant restrictions	Yes, without significant restrictions	Art 7,13,15, 19,22,24
Mozambique	Camp, Urban	Maintains reservation on article 26 but not strictly implemented.	Maintains reservation on article 26 but not strictly implemented.	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, with restrictions	Yes, without significant restrictions	Art13,22,17, 19,15,26,34
Namibia	Camp, Urban	No. Has reservation on article 26 (freedom of movement) of the 1951 Convention. Encampment policy enforced but some refugees are residing in urban areas.	With restrictions. The Refugees Act provides that every recognized refugee and every protected person in Namibia-(a) shall be entitled to the rights conferred, and be subject to the duties imposed, by- (i) the provisions of the UN Convention on Refugees, 1951, which are set out in Part I of the Schedule to this Act; and (ii) the provisions of the OAU Convention on Refugees,	Yes, with restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Art 26
South Africa	Urban	Yes, without significant restrictions. The law grants freedom of movement	Yes, without significant restrictions. The law grants right to work	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	No reservations
Zambia	Urban, Settlements	No. Encampment policy is enforced but a number of refugees reside in neighboring towns and urban areas.	With restrictions. A recognized refugee lawfully living in Zambia may, upon producing an identity card issued maybe issued with a work permit or study permit.	Yes, without significant restrictions	Yes, with restrictions	Yes, with restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Art 17,22, 26,28,42
Zimbabwe	Camp, Urban	No. Has reservation on article 26 (freedom of movement) of the 1951 Convention. But some refugees reside in urban areas.	Has reservation on article 17 (right to work) of the 1951 Convention. But some refugees granted permits to work in selected sectors, e.g., health.	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Yes, without significant restrictions	Art 17, 22 (1), 23,24,26
Seychelles	No refugees	No asylum law	No asylum law						Art 8,9,17 (2), 24 (para 1-2)
Comoros	Less than 30 refugees and asylum	Not party to the 1951 Convention	Not party to the 1951 Convention	No	No	No	No	Yes, with restrictions	Art 7(1) and 17 Not ratified
Mauritius	Less than 15 refugees and asylum seekers			No	No	No	Yes, with restrictions	Yes, with restrictions	Not ratified

SUSTAINABLE RESPONSES FOR REFUGEES IN SOUTHERN AFRICA

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Effective 01 October 2025, Angola, Malawi, Mozambique, the South Africa Multi-Country Office, Zambia and Zimbabwe will be covered by UNHCR's Regional Bureau for the East and the Horn of Africa and the Great Lakes (email: kenrbext@unhcr.org), while the DRC and the Republic of the Congo will be covered by UNHCR's Regional Bureau for West and Central Africa (email: senrbmedia@unhcr.org).