

ZAMBIA INITIATIVE

Refugee-Hosting Community Development Programme

Donors Mission Report
(18-28 March 2002)



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ZAMBIA INITIATIVE

Donors Mission Report

I. BACKGROUND

1. The Government of Zambia (GRZ) has been an exemplary host to the refugees, co-operating with international humanitarian organisations and agencies and providing opportunities for the refugees, within their means, to become productive members of the community. The effort of the Zambian Government should be applauded considering the meagre resources at its disposal. It has eased some of the pain of poverty in the Western Province by allocating land plots for agriculture for some refugees. With the arrival of many new refugees, land allocation has not been sufficient to enable the refugees to become self-sufficient in food. On the other hand, if the situation is allowed to continue and with little hope for the near future of either the refugees or hosting communities becoming self-reliant, it could result in discontent and potentially affect the social stability that has existed for many years. Similarly, the living conditions of some of the host communities are poorer than those of the refugees, which might create conditions that would strain the peaceful co-existence of the refugees and their host communities.
2. The GRZ wishes to build on the positive aspect of the refugees, by including them in its attempt to alleviate poverty in the refugee hosting areas in the Western Province. In a holistic manner, the government has embarked on this initiative, called the “Zambia Initiative” (ZI) to address the problems of poverty and to create an improved and conducive situation for refugees to become productive members of their host communities, leading to social integration, peace, security and stability in the region.
3. The Zambia Initiative will also enhance the efforts of UNHCR in meeting its obligations in the protection of refugees, in improving the quality of the asylum regime and creating a conducive situation for durable solutions for a protracted refugee situation.
4. The Zambia Initiative could also be a model for donor coordination in poverty reduction efforts and a forum for harmonization of donor action in a situation that links relief and development.

II. MISSION WORK PLAN

5. Following preparatory work by UNHCR-engaged UNOPS team, the donor Mission for the Zambia Initiative was in Lusaka and the Western Province from 18 to 28 March 2002, and held discussions with the national government, provincial, district, and traditional authorities, and host and refugee communities to assess the situation. The Mission held meetings with the Honourable Minister of Home Affairs, Honourable Minister of Works and Housing, Honourable Deputy Minister of Finance and Planning, and the Honourable Acting Minister of Foreign Affairs in Lusaka. The Mission also held discussions with the Litunga (King) of the Barotse Royal Establishment in the Western Province. The Permanent Secretary of Home Affairs and senior Government Officials

from various ministries and line departments provided necessary documentation and briefings to the Mission, stressing at every level the importance of the Zambia Initiative.

6. The GRZ's Inter-Ministerial Committee (IMC) in Lusaka and sectoral departments in the province presented detailed situation analyses and project proposals to address the current and urgent problems of the province, especially in the refugee hosting districts of Kaoma, Senanga and Shang'ombo. The meetings in Mongu, Senanga, Nangweshi and Mayukwayukwa were also very well attended by civil society, representatives of the traditional leadership, community organizations, local government and political parties. The refugee communities attended the meetings in Nangweshi and Mayukwayukwa. The Mission noted the emphasis on the Zambia Initiative by the authorities from the national to the provincial to the local levels.
7. The statement of the Honourable Minister of Home Affairs (Annex B) reflects the commitment of the GRZ to the initiative and the support and partnership needed to meet the challenges of hosting refugees. In the true spirit of burden sharing, the Government of Zambia wishes to call "donors" on the Mission as "co-operating partners".
8. The Mission was also briefed by the UN agencies under the leadership of the UN Resident Co-ordinator on the current UN programmes in Zambia and activities in the Western Province including the situation of the refugees and hosting communities. The UN Resident Co-ordinator also provided the Mission with relevant documentation on CCA/UNDAF and other country instruments to which the Zambia Initiative could establish linkages with and draw valuable benefits. She also emphasised the fact that the objectives of the Zambia Initiative are part and parcel of the United Nations Development Assistance Framework (UNDAF) objectives.
9. The Mission was also briefed by the Non Governmental Organizations (NGOs) and Community Based Organizations (CBOs) in Lusaka and during the field trips to Mongu, Senanga, Nangweshi and Mayukwayukwa.
10. The Mission de-briefed the Authorities of the Western Province, the Honourable Minister of Home Affairs and the Inter-Ministerial Committee on the findings of the Mission both in Mongu and Lusaka (Please see debriefing notes - Annex C).

III. CURRENT SITUATION IN THE WESTERN PROVINCE

11. The Western Province is characterised by challenging geographic and climatic conditions and has under-utilised natural resources and poor rural infrastructure resulting in a low level of development compared to other provinces. Large areas are covered by forests and range lands. The annual flooding of the floodplains controls the pattern of life for large numbers of people and their cattle, with the largest population concentration being along the edges of the Zambezi [floodplains]. Settlement is determined by the availability of water; both people and their cattle traditionally follow subsistence economy, moving to the plains when the flood recedes and back into the uplands during flooding of the plains.
12. The Zambezi and its tributaries flow through immense alluvial plains, which provide resources for cattle grazing, crop production, (particularly rain-fed rice and irrigated crops during the dry season), and fishing. The potential for livestock production is

relatively high. The Western Province has a great irrigation potential; however it would require major investment, which is mentioned as one of the major reasons for its being relatively less developed than other provinces. The main economic activity is agriculture and most of the rural population earns its living from crop production, livestock, fishing and timber.

13. The health system has been overburdened by lack of resources to provide equity of access to cost effective services. The overburden has been exacerbated by the presence of refugees, which are estimated to number as high as 150,000, including spontaneously settled refugees along the border. Health authorities have had to tackle an outbreak of polio, brought by refugees. Polio had previously been eradicated in Zambia. The main illnesses reported for both Zambian and refugee communities are malaria/fever, respiratory infections, and diarrhoea. The population has limited access to potable water; the sources of water supply are rivers, lakes and unprotected wells. Most of the people in the rural areas do not treat their water before use; thus they are vulnerable to water borne diseases.
14. The attendance at primary school in the Western Province is estimated to be at 64% of school age children - close to the national average of 66%. The attendance at secondary school is 15% compared to the national average of 23%. The number of government schools is limited and is not sufficient to accommodate school age children; and most of the children are attending community schools. The quality of education at the community schools is considered to be lower than government schools due to lack of resources and properly trained teachers. The education authorities are well aware of the problems of access to affordable quality education, but have few means at their disposal in meeting the challenges of education in the Western Province. The attendance in schools in the refugee camps on the other hand, and the access to education is relatively better.
15. The main and inter-related challenges of the province could be summarised as: a) low agricultural production, b) livestock disease (particularly the Contagious Bovine PleuroPneumonia (CBPP) increased by the presence of refugee cattle, c) overburdened health facilities, d) low education coverage, e) HIV/AIDS, f) lack of industry and g) lack of road infrastructure.
16. The potential of the province could be classified as follows:
 - a) The peaceful nature of the Zambian population that has managed to cope in a sea in conflict of neighbouring countries and their own differences within their society. It is one of the few countries in Africa that has not generated refugees.
 - b) The under-utilized natural resources of land, water, forest and fisheries that can provide opportunities to improve the living conditions of the population, both national and refugees.
 - c) The role of the local administration of the province, the traditional system of the Barotse Royal Establishment, and civil society and community-based organizations that have effectively coped with the impact of the refugee presence.

IV. CONSENSUS FINDINGS OF THE MISSION

17. The Mission applauds the efforts of the Government of Zambia and its people in hosting and supporting refugees for a long period, even though the refugee situation has become protracted. This hospitality and open door asylum policy continues despite the fact that Zambia is going through difficult economic times and the government has limited resources to continue to shoulder the burden of the refugees.
18. The Mission supports the "Zambia Initiative" that aims to address poverty of host population, to create an enabling environment and to provide opportunities for refugees to become fully productive members of the community. The refugees likewise emphasized to the Mission their strong desire to be productive members of the community rather than passive recipients of handouts.
19. The Mission notes that the Zambia Initiative is part of the GRZ's efforts at poverty reduction in the Western Province. Also, the Zambia Initiative is a GRZ priority, which is consistent with the Poverty Reduction Strategy Paper (PRSP) and UNDAF instruments. As the Zambia Initiative is explicitly mentioned in the UNDAF, similarly it needs to be reflected as an instrument in the PRSP document.
20. The Mission promotes the linkage of the Zambia Initiative with the UNHCR's strategic objective of finding a durable solution to a protracted refugee situation by empowering refugees and creating conditions for their local integration. GRZ has shown a commitment to work with co-operating partners and UNHCR to tackle these issues. Such an approach will also strengthen peace, security, harmony and stability and tackle the disparity in assistance between the refugee and Zambian communities.
21. The Mission emphasizes that the Zambia Initiative should be part and parcel of the development plan and strategy of the Western Province. Also for purposes of efficient use of resources and effective co-ordination, the Zambia Initiative should build on, and link with, other programmes in the Western Province including those of the GRZ, NGOs, CBOs, UN agencies, World Bank, African Development Bank and multi- and bilateral donors. In this regard co-operating partners would appreciate receiving development plans for the Western Province, inclusive of the Zambia Initiative as soon as possible.
22. The Mission fully recognizes the urgency in addressing the needs of refugee-hosting communities in the Western Province with the purpose of poverty reduction, and enhancing favourable asylum and durable solutions environment.
23. The Mission endorses the rationale for the Zambia Initiative with its objectives of "poverty reduction" and refugee integration, and its cross cutting concerns of governance, gender and HIV/AIDS that would be emphasized in the planned interventions. The Mission also agrees to support the target population, both refugees and hosting communities, in priorities set by the communities and GRZ as listed below.
 - a) Agriculture [including livestock]
 - b) Health
 - c) Education and skills development [including vocational training]
 - d) Infrastructure and natural resource management

V. INDICATIVE AREAS OF INTERVENTION FOR PROJECT ACTIVITIES UNDER THE ZAMBIA INITIATIVE

24. Agriculture:

- i. The main economic activity of the population is agriculture, and to reduce poverty, the intervention will focus on this sector as the main source of income and employment generation. It will include improving animal production by tackling animal health problems initially and then moving to improve quality and quantity, for example, taking advantage of the new breed of cattle brought from Angola. In the area of crop production, measures will be taken to improve production and productivity through extension services and improved farming systems, water control, inputs provision and plant protection. Increased fish production is another area of support as are forest resource management and re-forestation.
- ii. Capacity building of the local government and farmers is an important area of intervention to provide technical and other support to the farmers to improve their skills and knowledge. Marketing of agriculture products is also a potential area of intervention, including promotion of entrepreneurial skills that would ensure fair farm gate prices. Efforts should focus on creation/strengthening CBOs to make them viable, self-sustaining agents of development.

25. Health:

- i. The main challenges in the health system are to provide quality basic health services and to ensure the referral system functions to provide equity of access to cost effective services to both host and refugees communities. The health of the people has to be given priority to improve their living conditions and the health situation needs to be improved to contribute to poverty reduction. The intervention will need to focus on improvement and expansion of essential services, logistical support to the referral system to also cater for increased pressure by the spontaneously settled refugee population, as well as infrastructure, equipment and essential drugs.
- ii. The situation of potable water supply has to be improved since water borne disease is a main health problem.
- iii. The intervention will focus on both the preventive and curative aspects of health.
- iv. The participation of the target communities, hosts and refugees will be essential.

26. Education:

- i. The intervention in education will aim to improve the quality, access, and equity of services of host and refugee communities with the objective of human resources development to improve production and productivity. The investment required consists of improving the infrastructure, education material, teaching aids and training for teachers and providing a conducive environment and incentives for teachers to remain in rural areas.
- ii. The participation of the communities, hosts and refugees, will be the cornerstone of the intervention to have an affordable and sustainable system.
- iii. In this effort, vocational training will be taken into consideration as part of improving the life-sustenance skills of the both hosts and refugee communities.

27. Infrastructure and Natural Resource Management:

- i. The intervention in the area of infrastructure will be in minor irrigation and farm to market feeder roads (rural feeder roads). Construction of main roads or of a bridge across Zambezi River would not be considered as areas of intervention under the Zambia Initiative.
- ii. The sustainable exploitation of the forest potential would also be looked at as one area of intervention with the aim of protecting the environment.

28. Governance, Gender and HIV/AIDS:

- i. These crosscutting components will be addressed in each sectoral intervention. The participation of communities will be a pre-requisite to support the implementation modality of any intervention, including the administration, traditional leaders and civil society.
- ii. Resources will be allocated through a local planning process that will consider the problems of the communities, their priorities and their capacity to manage the resources.
- iii. The proposals will include impact on gender and the intended beneficiaries should be dis-aggregated by gender.
- iv. Advocacy on HIV/AIDS will be part of the proposals in each of the priority areas of intervention, within the GRZ plans and in co-ordination with UN agencies and NGOs. Awareness of the dangers of HIV/AIDS and improved protection will be introduced to enhance and reduce the incidence of the infection.

VI. IMPLEMENTATION ARRANGEMENT AND STRUCTURES

29. The Mission recommends that in terms of implementation arrangements maximum use of existing structures of the GRZ, co-operating partners (donors), UN agencies (CCA/UNDAF), the World Bank and Regional Development Banks, NGOs, CBOs etc. should be made. Any support structure should be lean with minimal administrative costs in order to ensure that maximum benefits reach the target communities. Efforts should also be made to avoid duplication of existing functioning structures. In this regard the existing IMC, the Provincial Development Coordination Committee (PDCC) and District Development Coordination Committees (DDCC) would play the pivotal role of providing a forum for co-ordination at the respective levels. They will assist in information sharing, policy guidance, technical support, project review and planning, and resource mobilization.
30. The Mission recommends that the IMC be supported by a Zambia Initiative Secretariat that would ensure co-ordination amongst GRZ and co-operating partners, UN agencies, NGOs and CBOs and would also ensure that the objectives of the Zambia Initiative are fully achieved. The Zambia Initiative Secretariat would be headed by an expert, preferably with both development and refugee experience, supported by a national assistant and a secretary and would be housed in the Ministry of Home Affairs. The Secretariat would also facilitate the submission of and dissemination of information on project proposals using the portfolio presented to the Mission as a starting point. Each co-operating partner would review proposals in accordance with their respective requirements.
31. The Mission discussed the pros and cons of having an expatriate expert lead the Secretariat as compared to a national. Given the urgency and the need to maintain some continuity, and pending more permanent arrangements, it was agreed that the current UNOPS Consultant and support staff (currently two staff seconded by the Ministry of Home Affairs) would assume the role of Secretariat through June 30, 2002. In the meantime, UNHCR, in consultation with GRZ, will provide the co-operating partners with a draft implementation proposal for follow-on arrangements. The Mission anticipates that UNHCR will ensure the presence of an expert through the end of current year 2002.
32. As there are a number of stakeholders involved in the Zambia Initiative, the Zambia Initiative Secretariat should also draw up suggested terms of reference regarding the roles of the IMC, civil society, community and traditional leaders, including the Barotse Royal Establishment. Similarly, the role of UN agencies, and partnerships including UNHCR, UNDP, UNICEF and FAO also need to be elaborated, taking advantage of existing co-ordinating mechanisms.
33. With regards to financial management, the Mission took note of the fact that each co-operating partner has its own processes, mechanisms and instruments of operation. As this initiative brings together a range of co-operating partners, each will continue to implement specific projects according to its own financial rules and procedures. The earmarked activities supporting the Zambia Initiative would, however, be co-ordinated with the Secretariat in order to have a holistic approach and avoid duplications. The

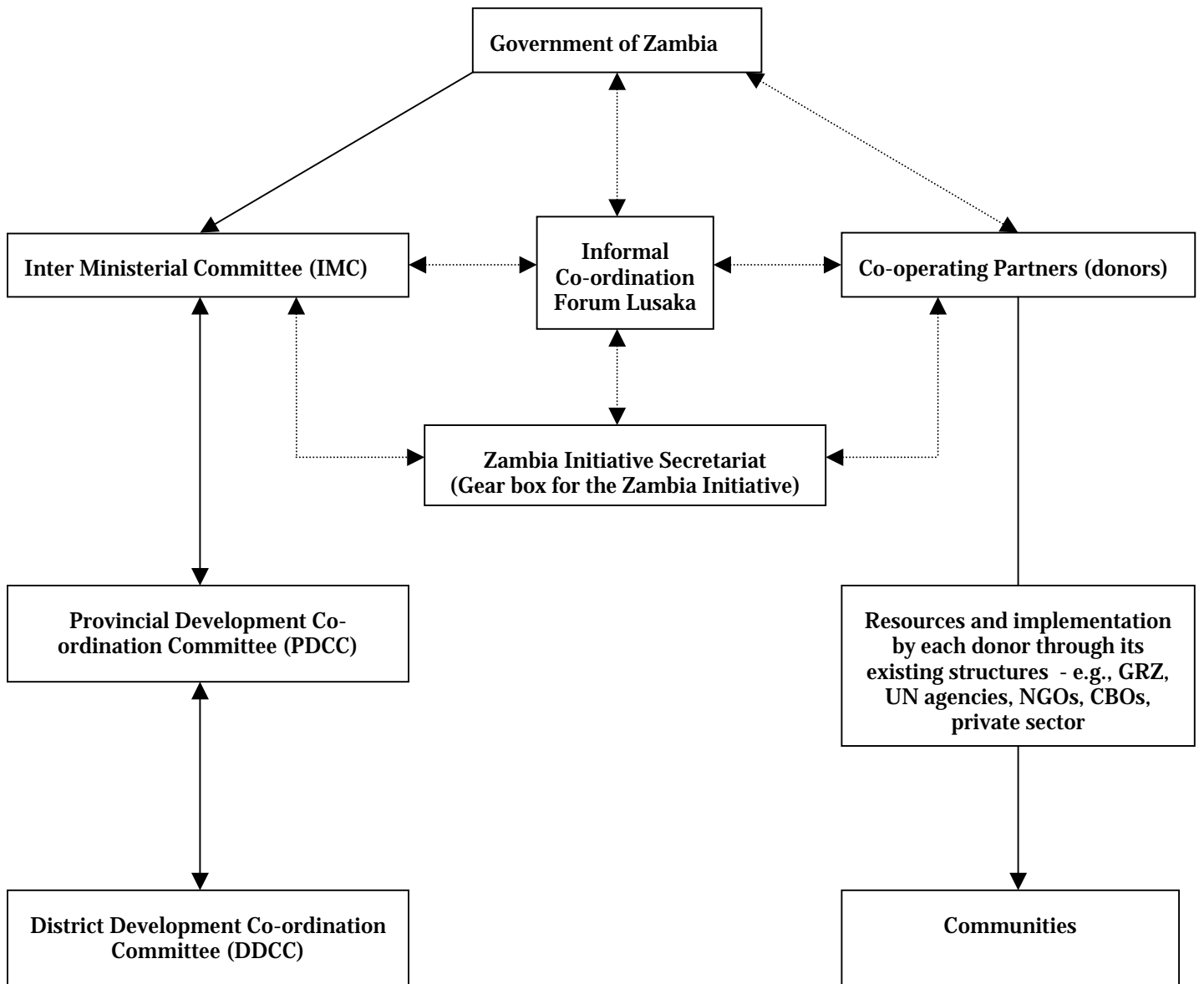
Mission also noted that while most of the members of current core group of co-operating partners that participated in the Mission have existing structures for implementation of their regular activities which will also be used for the Zambia Initiative, there may be some co-operating partners who may wish to join the initiative but who do not have any structure in place. In that case an arrangement for handling funds would be put in place.

VII. FOLLOW UP MEASURES/ACTIONS

34. Members of the Mission composed of the representatives of Japan, European Union, South Africa, Denmark, Sweden, United States of America and the African Development Bank (see Annex D - list of participants), realizing the sense of urgency in assisting and supporting the refugees and their hosts, reached an agreement on the following immediate measures.
- i. The Mission members will recommend to their respective Headquarters a quick response from such resources as may be immediately available to jump-start the Zambia Initiative in partnership with the GRZ. The objective of the initial response would be to address some immediate needs, providing a bridge until longer-term projects are negotiated between co-operating partners and the GRZ.
 - ii. The GRZ will also allocate resources to support the Zambia Initiative to demonstrate ownership and leadership of the initiative.
 - iii. GRZ and UNHCR will constitute an informal forum in Lusaka composed of the GRZ, core co-operating partners and UNHCR for information sharing and co-ordination. The forum will at least meet quarterly to review progress. The forum will disseminate information to other interested parties and will issue a quarterly report for the Zambia Initiative. UNHCR will provide secretarial services for the forum.
 - iv. The Mission agreed to issue the first quarterly review report by 30 June 2002 by which time the co-operating partners will revert with indications, interests commitments or pledges for the Zambia Initiative. Contributions however, should be made earlier if feasible to start some of the priority activities.
 - v. Given that the second draft of the PRSP was being discussed at the time of the Mission, it recommended to the GRZ that the Zambia Initiative be included in the list of instruments of PRSP for poverty reduction. In this regard co-operating partners would appreciate receiving confirmation.
 - vi. The Mission requested that the GRZ reiterate its commitment to the Zambia Initiative in writing to co-operating partners pending possible inclusion of the Zambia Initiative in the PRSP.
 - vii. As noted above, the Mission agreed that the UNHCR-engaged UNOPS Consultant should, in co-operation with the GRZ, assure the establishment of Zambia Initiative Secretariat and recommend terms of reference for the IMC et.al.

35. **The Mission recognized the role of UNHCR in facilitating the process and recommends that this should continue both at Lusaka and Geneva through structured support to the Zambia Initiative in order to build on the momentum gathered in preparation of and during the Mission. UNHCR will convene co-operating partners in Geneva for a briefing on the Mission's findings and recommendations. UNHCR will also organize the first meeting of the Lusaka forum. Both will be done as soon as possible to maintain the momentum gathered during the Mission.**

Implementation Arrangement Flowchart



ANNEXES

List of Acronyms

CBOs	Community Based Organizations
CBPP	Contagious Bovine PleuroPneumonia
DDCC	District Development Coordination Committees
GRZ	Government of Zambia
IMC	Inter-Ministerial Committee
NGOs	Non Governmental Organizations
PDCC	Provincial Development Coordination Committee
PRSP	Poverty Reduction Strategy Paper
UNDAF	United Nations Development Assistance Framework
ZI	Zambia Initiative

Statement of the Ministry of Home Affairs

**STATEMENT BY HONOURABLE LACKSON M. MAPUSHI,
MP, MINISTER OF HOME AFFAIRS ON THE
OCCASION OF THE VISIT TO ZAMBIA OF THE
DONOR LED MISSION - TUESDAY, 19TH MARCH,
2002**

Your Excellencies, Members of the visiting Delegation, Your Excellencies Representative of

UNHCR in Zambia, Mr. Ahmed Gubartalla,
Staff of UNHCR and other UN Agencies,

Members of the Press,

Ladies and Gentlemen,

On behalf of the government of the Republic of Zambia, and indeed on my own behalf, I wish to welcome you to Zambia.

Your visit to Zambia is most appreciated as this country despite its failing economy has played host to thousands of refugees for a long time. This meeting affords my Government an opportunity to express our concerns in relation to the refugee problem particularly in view of the protracted nature of conflicts in countries such as Angola and the Democratic Republic of Congo, which have evidently resulted in a protracted refugee problem in this country. Ultimately, this situation has rendered repatriation not a viable option at this stage or indeed in the near future.

Your Excellencies,
Zambia has been and continues to be committed to fulfilling its international obligations on the protection of refugees. This is evidenced by our continued maintenance of an open door asylum policy to victims of persecution and generalised violence caused by civil conflicts and wars, as well as in our committed effort to develop a legal framework for the protection of refugees - which has included accession to the 1951 UN Convention relating to the status of refugees and its 1967 Protocol; Ratification of the 1969 OAU Convention governing specific aspects of refugee problems in Africa as well as the enactment at national level of the Refugees Control Act No. 40 of 1970. This Law is in the process of being repealed, and it shall be replaced with one that will reflect our international obligations towards refugees.

These Instruments together with the relevant Human Rights Instruments have played a major role in the protection of refugees in the country.

Current Situation

At present Zambia plays host to over 280,000 refugees who are settled in six (6) designated refugee sites, others are spontaneously settled along the border areas of Western, north-western, Northern and Luapula Provinces of the country and living ordinary with the local population. A smaller proportion is self-reliant and is ordinarily resident in urban areas.

Your Excellencies,

Hosting refugees is a huge responsibility, my Government would not have managed this enormous task alone without the help of the international community as a whole. In this regard we appreciate in particular the critical role that UNHCR and the donor community have played in enabling us to meet our obligations towards refugees, through the provision of financial and material resources. However, despite your committed and continued provision of this humanitarian assistance, the refugee problem in this country has remained without an effective durable solution. Instead, my Government and the international community continue to be confronted with increased demands for humanitarian assistance from the ever increasing refugee population, which demands are increasingly proving difficult to meet in view of the financial, material and logistical constraints facing not only my Government, but the entire international community thereby affecting the quality of protection rendered. This situation, in no doubt calls for new approaches to dealing with it.

In addition, my Government at national level is grappling with the problem of the economic decline, which is exacerbated by the poor state of the existing infrastructure. In terms of human development indicators, refugee impacted areas, particularly those in the Western province are the least developed compared to the rest of the country. A majority of this population is living on subsistence farming with an average income of US\$10 per month.

Your Excellencies,

Although, host populations have been living side by side with the refugees peacefully, over the years, we have observed xenophobic attitudes slowly increasing against the refugees on account of their continued influx and presence, competing with their hosts over the same limited resources. These negative attitudes can further be attributed to the huge disparity in the attention perceived to be paid to the refugees as opposed to the poverty stricken local population.

This is compounded by the fact that UNHCR is not mandated to offer assistance to the locals.

Your Excellencies,

My Government is also concerned about the poor state of and/or the lack of the road infrastructure leading to refugee settlements and camps, and within the designated sites. The situation raises particular concern during the rainy season when camps and settlements simply become inaccessible thereby affecting the delivery of humanitarian assistance to the intended beneficiaries.

Without seeming to over-emphasise our concerns, my Government acknowledges the positive contributions which refugee can render to the development of this nation especially through their production of sufficient crops not only for local supply, but also for export to neighbouring countries thus earning the much needed foreign exchange for Zambia.

ZAMBIA'S INITIATIVE FOR REFUGEE IMPACTED AREAS DEVELOPMENT PROJECT

Your Excellencies,

The Zambian Government through my Ministry has on numerous occasions, through statements delivered during Sessions of the Executive Committee, visits of high level delegations from UNHCR Headquarters and the donor community and the representative of UNHCR in Zambia, raised the issue of the negative impact on the economic and social sectors in areas hosting refugees. In an effort to address this concern in a suitable way, government has proposed the initiative of linking development to relief assistance, using a holistic and integrated approach that would address the needs of both the refugees and the host population in Zambia and hence, combat poverty in the long term.

I further wish to state that Government agrees with the idea that these area based development projects which are envisaged to bring development to the refugee hosting areas will first be piloted in Western Province of Zambia, which has the longest history of hosting refugees and has the largest concentration of refugees spontaneously settled and those in designated areas. Thereafter, it will be important that the same are implemented in other refugee-impacted areas depending on their viability.

Your Excellencies,

My Government has, requested that UNHCR and UNOPS play catalytic role of resource mobilisation and encourage donors and development agencies to contribute to this initiative. I wish to assure you that these resources will be managed at the local level with the utmost transparency and accountability through the already existing mechanisms.

My Government also wishes to build on positive aspects of refugees by way of prioritising on the National Development Agenda, the areas where they are hosted thereby reallocating some existing resources in these areas but the resources have proved to be inadequate.

The existing framework of my government's development programme which includes this initiative is the resuscitation of projects in the sectors of Agriculture, Health, Education, Water and Sanitation including the Road Infrastructure, as well as the resuscitation of rural market system and the promotion of small and medium enterprises.

In a holistic manner, my Government aims at addressing conflict prevention between refugees and their hosts, poverty reduction of nationals, and empowerment of refugees, and receiving communities through this initiative.

The initiative will also ensure a secure and enabling environment for refugees living in the camps and spontaneously settled along the border and facilitate self-reliance and local integration of refugees pending a durable solution to their plight.

I, therefore, wish to inform you that to this effect my Government has formed an Inter-Ministerial Committee on Refugees (IMC), drawing members from different line Ministries to co-ordinate the entire program and ensure that it remains within the framework of the National Development Plan.

Your Excellencies,

It is my Government's earnest appeal to you. To strongly consider funding this Refugee Impacted Areas Development Program in Zambia with regard to improved agriculture production, road rehabilitation, the construction or extension of medical or educational facilities to meet the needs of the increased population of refugee hosting areas living in severe deprivation. There is also need to improve the capital base of these areas so as to make refugee self-reliant.

The initiative, I want to assure you, falls within the objective of the poverty reduction strategy of Zambia and within its development priorities as was highlighted in this year's budget that development should first be taken to rural area especially in the sector of agriculture and road rehabilitation to ensure reduction in the levels of poverty and hunger in general, which has severely hit our rural population.

The initiative, therefore, will adopt a participatory approach with full involvement of the locals and the refugees to create peace and harmony between them. The refugees through this initiative and their integration with the host communities will become vehicles of development in these areas, and shall not viewed only as passive recipients of relief aid.

Your Excellencies,

It is my belief that this initiative is not only an effective way of burden sharing, but also an effective exit strategy by the international community from the perpetual aid handouts to refugees in Africa, as it is aimed at equipping refugees to be productive and ensure the enhancement of the socio-economic situation in refugee hosting areas thereby combating poverty, as well as improving the integration between refugees and host population as a way of addressing the protracted nature of our refugee problem.

Your Excellencies,

Allow me to welcome you once more to this beautiful country. As you proceed with your visit to the refugee hosting areas, settlements and camps in Western province, I appeal to you to focus on the existing challenges of developing these area from which we all stand to benefit; - the refugees, the host population and country as a whole, and the international community including UNHCR as we shall have found a durable solution for the refugees.

Finally, I wish you fruitful consultations and discussions with all the parties concerned with this initiative, and a memorable and enjoyable visit to our country.

Thank you

Mission Debriefing Note

Mission (18 to 28 March 2002)

Meetings in Lusaka, Mongu, Senanga, Nangweshi and Mayukayukawa with Administration, Line Departments, NGOs, CBOs, traditional leadership, refugees and their hosts. Meetings were also held with the Royal Establishment.

Mission visited Nangweshi camp and Mayukwayukwa settlement and a local village and had the opportunity to talk to some of the hosts including traditional leaders and refugees.

GRZ Ownership of the Zambia Initiative and Leadership

It was indeed very encouraging to see the importance given by the Government of Zambia to this initiative. The Mission was led by the PS Home Affairs and supported by PS Western Province.

Rationale of Zambia Initiative

Government of Zambia wishes to build on positive aspects of refugees by including them as a higher priority on its development agenda by reallocating some existing resources to refugee hosting areas and also seeking additional resources. In a holistic manner, GRZ aims at addressing poverty reduction of nationals, and empowerment of refugees, and receiving communities, through community based development programme of refugee hosting areas. Such an initiative will also prevent conflict between refugees and their hosts, ensure a secure and enabling environment for refugees living in the camps and spontaneously settled along the border, and facilitate self-reliance of refugees pending durable solution to their plight.

Summary of Mission Findings

- ❑ The underdevelopment of the Western Province; and addressing poverty in an area which is also hosting refugees. In this context the Mission foresees 2 pillars of ZI which are poverty reduction and empowerment of refugees and integration pending durable solutions to their plight.
- ❑ The Mission noted with much appreciation the level of ownership of the Zambia Initiative and the interest it has generated at various levels of GRZ. There is need now to create facts on the ground that reflects integration of hosts and refugee programmes and also to ensure that this course of action continues to create conducive environment.

- ❑ The concept/rationale of ZI though well understood at senior management level, there is need to continue to stress at the working level on the importance of interface between refugees and development programmes for a coherent and complementary approach.
- ❑ The Mission appreciated on-going interaction on a number of issues and coexistence between refugees and hosts. This spirit should be fostered and nurtured to continue to create enabling and conducive environment for peaceful coexistence between hosts and refugees ensuring peace stability and security in the region.
- ❑ The Mission took note of on-going and past initiatives in the Western Province. There is need therefore, to draw lessons from successes and failures in the planning, design and implementation of Zambia Initiative.
- ❑ The Mission confirmed that ZI should not be developed in isolation but should form part of the development planning and strategy of the Western Province. The need of Zambia Initiative to build on and link with other programmes in the Western Province of GRZ, NGOs, CBOs, UN agencies and bilateral donors was therefore stressed at every forum.
- ❑ The Mission took note of the fact that there are a number of stakeholders involved in the Zambia Initiative, the role of IMC, civil society, community and traditional leaders including the Royal Establishment would need to be carefully worked out. Similarly the role of UN agencies, and partnerships including UNHCR, UNDP, UNICEF and FAO need also be formulated.
- ❑ The Mission also took note of the fact that each donor has its own process, mechanism and instruments of operation. As this initiative brings together a range of donors [USA/BPRM, Japan, EU/ECHO, AfDB, Sweden, Denmark, and South Africa] from relief and development, a Co-ordination Forum will need be put in place that will include GRZ and UNHCR. The Mission discussed modalities of such a forum and drew up framework that would be elaborated further by the UNOPS Consultant.
- ❑ The Mission sees Zambia Initiative as a process and not limited in time.
- ❑ The Mission endorsed the rationale of the Zambia Initiative, with its objective of “poverty reduction”, and cross cutting issues of governance, gender and HIV/AIDS. The Mission also endorsed the proposed priorities [listed below in order of priority] set by the communities for the Zambia Initiative.
 - a) Agriculture [including livestock]
 - b) Health
 - c) Education and skills development [including vocational training]
 - d) Infrastructure and natural resource management
- ❑ The Mission also confirmed that the development/reconstruction of main roads and construction of a bridge across Zambezi river will not be part of the Zambia Initiative as such a development project goes beyond the scope of such an initiative.
- ❑ The Mission highlighted that sector specific activities should be undertaken within agreed upon priorities and policies of the Government of Zambia’s development plans with a holistic approach. The Mission suggested the following approach in the formulation of the projects:

- a) Community involvement in coming up with priorities and agreeing on priority areas
 - b) Collectively agreeing with target goals to improve the situation
 - c) Linkage between each project and overall goal
- The Mission strongly recommended that resources allocated for the Zambia Initiative should be directed to the communities. Where necessary the administrative overhead costs should be kept to a minimum.
 - The Mission took note of the fact that PRSP is in the process of evolution. The second draft was being discussed at the time of the mission. The Mission recommended to GRZ to include ZI in the list of instruments of PRSP for poverty reduction.
 - The Mission also noted that ZI is already part of the UNDAF.
 - The Mission recognised the urgency of ZI to address some of the immediate needs. It also confirmed the fact that development funding takes time to mature. The Mission members will therefore, recommend to their respective Headquarters to quickly avail small grants to jump-start the Zambia Initiative pending appraisal of development funding.
 - The Mission recommended that the momentum for ZI gathered over the last few weeks should be maintained. In this regard some “sense of urgency” should be maintained amongst the donors, GRZ and UNHCR. It is also important in this regard to address some of urgent expectations of the host communities.

The Mission agreed to review progress every quarter. The first quarterly review would be carried out by 30 June 2002 by which time the donors will revert with indications, interests, commitments or pledges for the Zambia Initiative. Contributions however, could be made earlier if feasible to start some of the priority activities.

List of Participants of the Mission

PARTICIPANTS	SECTION	NAME	TITLE	E-mail
(1) USA	State Department, Bureau for Population, Refugees, and Migration (PRM)	Ms Margaret Mckelvey	Director, African Refugee Assistance	m.mckelvey@state.gov
(2) JAPAN	Embassy JICA, Global Issues Division JICA, Lusaka	Ms. Taeko Inagaki Ms. Yuko Dohi Ms. Masako Takada	Special Assistant Associate Specialist Project Formulation Advisor	Taeko-inagaki@hotmail.com Dohi.yuko@jica.go.jp Jica@zamnet.zm
(3) DENMARK	Embassy	Mr. Lars Thostrup	First Secretary	Lartho@um.dk
(4) SWEDEN	Embassy	Ms. Anna-Carin Kandimaa	First Secretary Social Development/ Snr Programme Officer-Health	anna-carin.kandimaa@sida.se
(5) SOUTH AFRICA	EMBASSY	Mr. Rudi C. Appel Mr. Xolisile Duda	Counsellor Second Secretary/Political	Sahc@zamnet.zm
(6) EU	ECHO	Mr. Paul Koulen Mr. Adrian Sullivan	Principal Administrator Brussels Regional Correspondent - Dar es Salam	paul.koulen@cec.eu.int
(7) AFDB	Agricultural and Rural Development Department, East and South Africa	Mr. W.S. Hara	Principal Agricultural Economist	W.Hara@afdb.org

(8) GOVT OF ZAMBIA	MOHA	Mr Peter Mumba Mr. Jacob Mphepo Mr. E.B. Sivile Mr Brian Maimba	Permanent Secretary Commissioner for Refugees Assistant Secretary Refugee Officer	imphepo@zamnet.zm
(9) UNHCR	Reintegration and Local Settlement Section, Geneva	Mr. Sajjad Malik Mr. Satoru Kurosawa	Snr Rural Settlement Officer Snr Development Advisor	Malik@unhcr.org Kurosawa@unhcr.org
(10) UNHCR	UNHCR Zambia	Mr. Ahmed Gubartalla Mr. Martin Bucumi Mr. Machiel Salomons Mr. Antonio Jose Canhandula Mr. Zephania Amuiri Mr. Tesfaye Maru Mr. M.N. Elferjani Mr. Kelvin Shimo Mr. Stanley Miseleni, Mr. Terrence Pike Mr. Oyejola Titilola, Mr. Hussein Muhammed	Representative Deputy Representative Senior Protection Officer Senior Programme Officer Project Controller UNOPS Consultant UNOPS Consultant Public Information Assistant Head of Sub Office, Mongu Protection Officer, Mongu Programme Officer, Mongu Field Officer, Kaoma	Gubartal@unhcr.org Bucumi@unhcr.org Salomons@unhcr.org Canhadul@unhcr.org Amuiriz@unhcr.org Tesfayem@unops.org Elferjan@unhcr.org Mohamedef@unopsmail.org Shimo@unhcr.org Miselens@unhcr.org Piket@unhcr.org Oyejolat@unhcr.org Husseinm@unhcr.org

Donors Mission Itinerary

Monday, 18th March

- Arrival of the mission members at Lusaka International Airport
- 17h00: First meeting of the mission members to review the timetable and the mission organisation at UNHCR Branch Office

Tuesday, 19th March

- 9h 30: Briefing meeting with the UNHCR-Rep and the UNHCR/UNOPS mission at UNHCR, Lusaka
- 11h 00: Courtesy call on the Honourable Minister of Home Affairs, the Permanent Secretary and the Commissioner for Refugees
- 11h 30: Meeting with the Honourable Minister of Home Affairs and Ministers from other line ministries (Finance and National Planning, Agriculture, Works and Supply)
- 13h 00 Lunch
- 16h 00: Meeting with the UN Resident Co-ordinator and UN Country Team

Wednesday, 20th March

- (09:00 hrs) Courtesy call on the honourable Minister of Foreign Affairs
- 10h 00-12h 00: Meeting with the Inter-Ministerial Committee of the Zambia Initiative
- 12h 30-13h:30: Meeting with the European Union Delegation Leader (Dr. Jochen Krebbs)
- 13h 30 to 15h 00: Lunch
- 17h 00: Meeting with NGOs including implementing partners of UNHCR

Thursday, 21st March

- 8h 00: Travel to the Western Province-Mongu
- 17h 00: Arrival in Mongu
- 17h 30: Briefing at UNHCR Sub Office
- Check-in at Hotel and dinner

Friday, 22nd March

- 9h 00: Meeting with the Deputy Minister for the western province, the Permanent Secretary and the Deputy Permanent Secretary
- 11h 00: Meeting with the “Litton “ the King of the Barotse Royal Establishment
- 13h 00: Departure for Senanga
- 14h 00: Arrival in Senanga/Lunch
- 13h 30 to 15h 00: Lunch at Senanga
- 15h 30: Meeting with the Senanga District Administrator, the Development Council and the Local Leaders
- Overnight at Senanga

Saturday, 23rd March

- 7h 00: Travel to Nangweshi Refugees Camp
- 10h 00: arrival at Nangweshi and open discussions with the local communities & Refugees Leaders in a joint meeting
- 13h 00: Lunch
- 15h 00: Return to Mongu & overnight there

Sunday, 24th March

- 7h 30: Travel to Mayukwayukwa
- 10h 00: Arrival in Mayukwayukwa and Meeting with the Kaoma District Administrator, the Development Council and the Local leaders in the camp
- 13h 00: Lunch
- 14h 30: Joint meeting and open discussions with the local communities and Refugees Leaders
- 16h 30: Return to Mongu

Monday, 25th March

- 8h 00: Debriefing meeting with the Deputy minister for W.P and the Permanent Secretary
- 9h 00: Travel to Lusaka
- 18h 00: arrival in Lusaka

Tuesday, 26th March

- 10h 00: Internal meeting of the mission members with the UNHCR/UNOPS team for review and preparation of mission report (Pamodzi Hotel, Club Lounge)
- 15h 00: Debriefing/Donor mission and Inter-Ministerial Committee
- 19h 00: Welcome reception for the donor mission hosted by the Honourable Minister of Home Affairs, Mr. Lackson Mapushi, MP

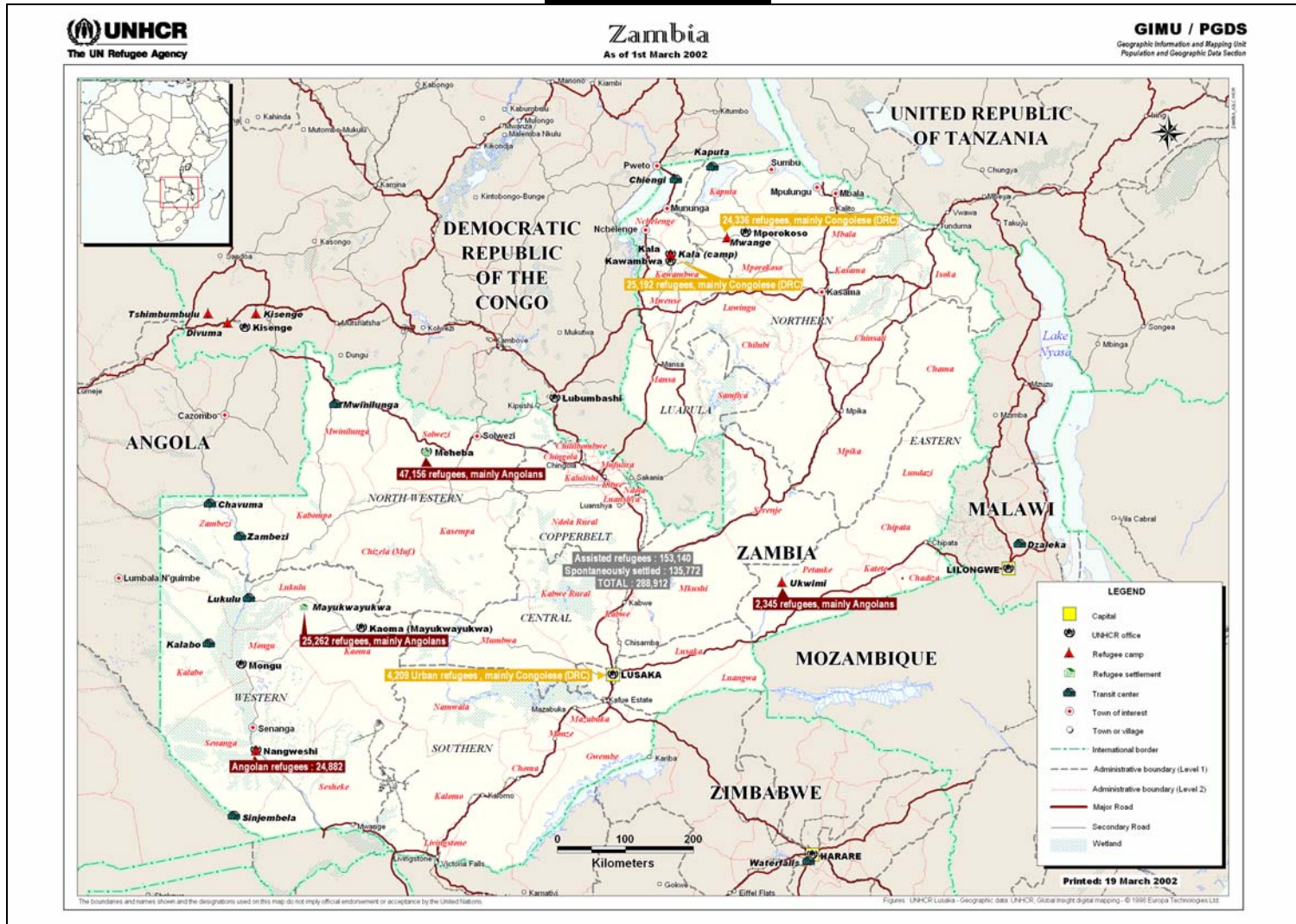
Wednesday, 27th March

- 09:00 hrs Debriefing with Minister of Home Affairs and his officials
- 09h 00 to 13h 00: Finalisation of mission report
- 13h 00 to 14h 30: Lunch
- 16h 20 to 17h 30: Debriefing meeting with the UNHCR Representative and the UNOPS Consultants in Lusaka
- 20h 30: Dinner and farewell "Au revoir" ceremony organised by the UNHCR Branch Office in Zambia, Lusaka

Thursday, 28th March

- Departure of the mission members as planned by each member

Map of Zambia



Terms of Reference

Joint Government/Donors/UNOPS/UNHCR Mission to Zambia

I. Background

Zambia is host to some 300,000 refugees, and its neighbouring countries DRC, Angola and now Zimbabwe, remain on the list of potential refugee producing countries. The continuing presence of large numbers of refugees – and of increased arrivals in recent months – has clearly stretched to the limit the already precarious infrastructures in and around refugee camp sites in Zambia.

During the last mission of the Assistant High Commissioner to Zambia in January 2001, the Government of Zambia (GRZ) raised the issue of the need to bring support to local communities. Specifically, GRZ requested UNHCR to play its role in encouraging donors and development agencies to contribute to the development of the road infrastructure in refugee-hosting Western Province.

Government of Zambia also wishes to build on positive aspects of refugees by including them as a higher priority on its development agenda by reallocating some existing resources to refugee hosting areas and also seeking additional resources. In a holistic manner, GRZ aims at addressing conflict prevention between refugees and their hosts, poverty reduction of nationals, and empowerment of refugees, and receiving communities, through community based area development programme of refugee hosting areas. Such an initiative will also ensure a secure and enabling environment for refugees living in the camps and spontaneously settled along the border, and facilitate self-reliance of refugees pending solution to their plight.

As a follow-up to the mission of the Assistant High Commissioner to Zambia, a joint UNHCR/UNOPS pre-feasibility mission was fielded to map out the development activities in the country; and, to explore the possibilities of building on and/or plugging into existing development activities in the Western Province in addressing some of the needs of the host population. The pre-feasibility mission was a first concrete step in responding to the Government's request to UNHCR to catalyse support for refugee hosting areas in the Western Province, which would benefit the wider community, of which the refugee camps were one component.

The pre-feasibility mission, after detailed and extensive discussions with major donors, UN agencies, NGOs, World Bank and Government ministries and departments, recognised that the poor social and economic conditions in Western Province are exacerbated by poor road infrastructure, which limits the prospects for economic or social development.

Based on its findings, the pre-feasibility mission determined that the development of roads infrastructure - while an immediate concern - should be linked to livelihood and social development programmes of other donors/ agencies/ GRZ. Similarly, though roads would improve access to the area and create good will, roads alone in the long run may not be sufficient to address security concerns. This view was widely supported by the Government Ministries & Departments, donors, NGOs and UN. The mission therefore recommended a holistic approach, which could address the issues of infrastructure (roads & bridges), social (education, health etc.) and economic development of refugee hosting areas, in an integrated

manner. UNHCR could play its advocacy and promotion role in bringing potential partners and programmes together. Such an approach would be more likely to contribute to an enabling environment and security for refugees in the camps and spontaneously settled along the boarder in the long term.

In the process the pre-feasibility mission also identified some major on-going programmes to which UNHCR could link up to or build on, including sectoral strategies such as Education, Health and cross cutting issues, HIV/AIDS and environment.

Following the pre-feasibility mission an informal meeting was held with the donors on 3 October 2001 in the margins of UNHCR Executive Committee (EXCOM) in Geneva, during which major donors and Zambian delegation participated. The meeting concluded with the agreement that this proposed initiative should be an integral part of the national development plan and that the Ministry of Home Affairs will take charge to bring all the line ministries together.

Similar meetings were held with donors in Lusaka during which the donors showed keen interest and support for the initiative.

II. Preparation for Joint Government/Donors/UNOPS/ UNHCR Mission

Inter-agency collaboration between UNHCR and UNOPS in this regard was opportune. UNOPS's technical expertise and experience in the development of infrastructure projects complementing UNHCR's presence, information, and assessment of the situation in Western Zambia. UNOPS fielded an Expert Mission to Zambia from 2 October 2001(on-going) to provide much needed technical support to the Government of Zambia for the preparation of donor mission.

Following preliminary assessments and surveys, the findings of the UNOPS Expert were presented to the donors in a meeting at Lusaka on 29 November 2001. The donors showed continued support for the initiative and agreed on a participatory way forward.

Zambia National Elections

Following the national elections on 27th December 01 and the new Government, the mission which was originally foreseen in January 2002, the Government of Zambia is now ready to host the mission from 20 March 2002.

Terms of Reference

Based on the analysis prepared by the Government of Zambia with the technical support of UNOPS Expert this proposed mission with the Government of Zambia will facilitate the process of identification and formulation of concrete project proposals, which will be presented by the GRZ to donors for bilateral funding.

In specific the **mission objective** will be to try to reach an understanding with GRZ on:

- i. potential project proposals;
- ii. timetable for project preparation by GRZ if necessary;
- iii. potential for co-financing;
- iv. ensure that this initiative is viewed not as a separate project, but as part of the overall government strategy to improve the living conditions of the refugee hosting population and implement sound and sustainable sector policies.

This mission will emphasise on joint analysis that would identify:

- i. possible project areas and scope of intervention;
- ii. participatory mechanisms for planning and executing projects;
- iii. executing/implementing mechanisms, institutional counterparts and their capacity;
- iv. project components, activities and expected outcomes;
- v. institutional mechanisms capable of fostering co-ordination among all actors, where appropriate;
- vi. concrete strategies for resource mobilisation;
- vii. operational instruments for implementing, monitoring and evaluating projects.

Output

A Mission Report will be issued by the mission reflecting the activities carried out, the agreements reached, possible commitments and the necessary next steps.

A portfolio of proposed projects - to be implemented by the Government of Zambia and/or by NGOs (international or local) and/or by other implementers - will then be submitted by GRZ for bilateral funding or included in bilateral long-term development planning.

Institutions to be Visited

In order to ensure broad ownership of prospective projects meetings will be held with a range of humanitarian, development and civil society actors in Zambia, including the following (meetings could be organised in groups or with individual agency as the mission may desire):

- i) Government of Republic of Zambia
 - Meetings with line Ministries at Ministerial levels and at the working level with Secretaries of State and Department Heads including Ministry of Communication and Transport/National Roads Board, Ministry of Works and Supply, Ministry of Finance and Economic Development, Ministry of Home Affairs, Ministry of Agriculture;
 - Meetings with provincial refugee focal points;
 - Group feedback and general discussions with representatives of all relevant Ministries;
- ii) United Nations Agencies
 - Meetings with UNDP, UNHCR, UNICEF, FAO, WFP, ECA and others;
 - Group feedback and discussion with UN Country Team (UNCT);
- iii) Donors and Diplomats
 - Meetings with select aid agencies, donors and Ambassadors;
 - Financial Institutions;
 - Meetings with the World Bank (WB), African Development Bank (AfDB);
 - NGOs and Private Sector Organisations;
 - Meetings with NGOs (national and international) engaged in development [CARE, AFRICARE, CORD, LWF, etc.];
 - Privat sector organisations;
- iv) Local Communities
 - if possible, "village meetings" with selected sample communes, including prefectural authorities, commune leaders, sector chiefs and committees (women, youth, social services, etc);
 - meetings with refugees.

III. Mission organisation

Discussions would be held with donors' representatives in seeking support prior to this joint mission. A Review meeting of mission is also planned (details to be worked out as soon as participation is confirmed) to be held prior to fielding of mission to finalise Terms of Reference.

In order to provide necessary support, UNHCR-engaged UNOPS consultants will join the mission. The consultants will provide technical support to the mission, project formulation, report write-ups and compilation of documents. The consultants will be with the expertise in development and/or regional planning and civil engineering.

IV. Proposed Timetable

10 days including field missions; meetings; final debriefings; and Mission Report.

V. Essential Reading

- (Draft) National Poverty Reduction Action Plan (NPRAP)
- Poverty Reduction Strategy Paper – PRSP
- (Draft) United Nations Development Assistance Framework- UNDAF
- Road Sector Investment Programme (ROADSIP)
- Interim Poverty Reduction Strategy Paper (July 2000), esp. pp 26-7
- Preliminary Report 2000 Census of Population and Housing.
- Living Conditions in Zambia-1998.
- Lessons learned and possible scenarios for future support- Feeder Roads Project, ILO-UNDP-UNCDF.
- Senanga District Strategic Plan, 2002-2006.
- Opportunities for Western Province- An Economic Reconnaissance Study, 1995.
- Farming Systems Research Team, Western Province- Annual report, 1993-94 – Amsterdam, Sept 94.
- Farming Systems Research Team, western province- Vulnerability Assessment- Amsterdam, May 1995.