



# Southern Africa

## Major developments

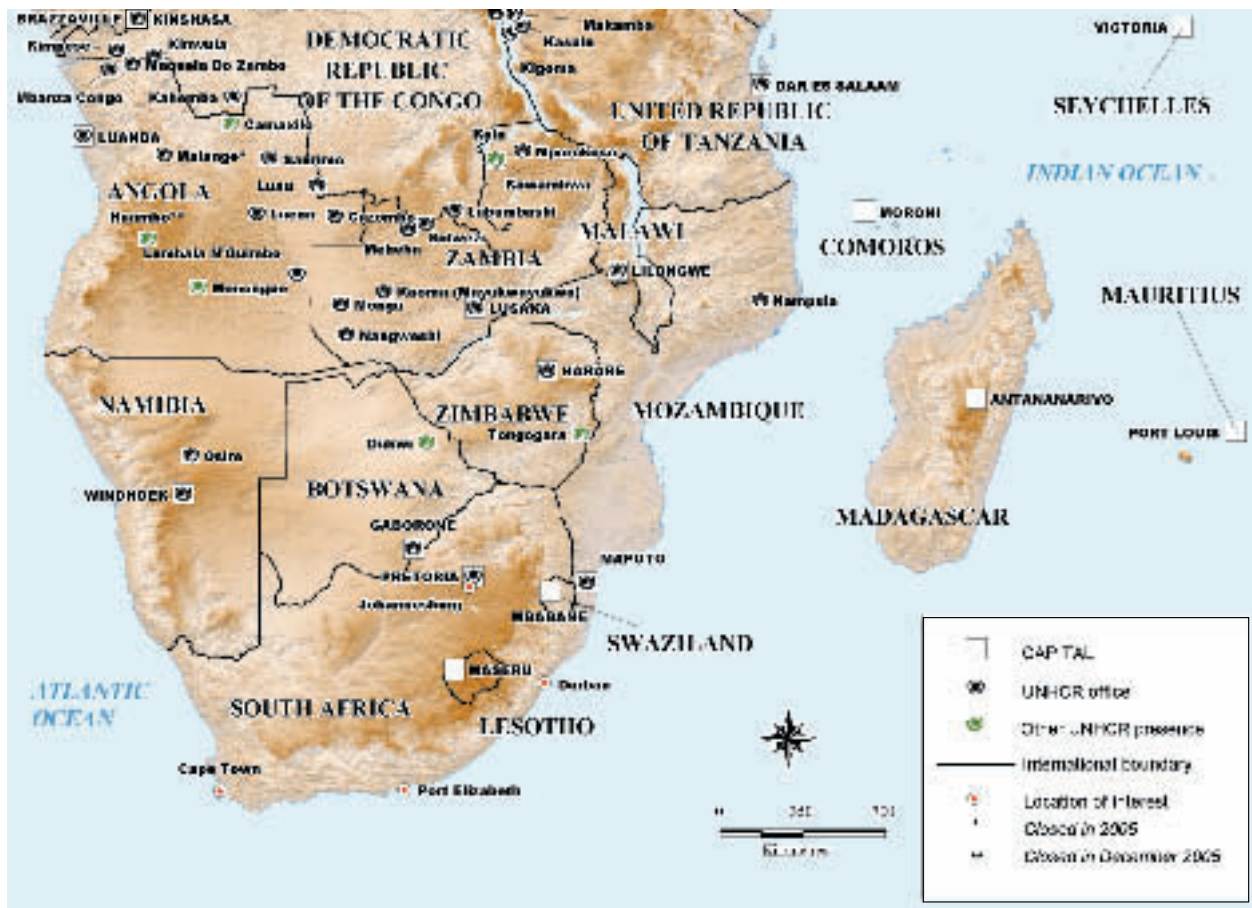
In 2005, a number of positive developments were welcomed in the Southern Africa region. Repatriation to Angola continued and UNHCR offices began preparations for bringing durable solutions to protracted refugee situations in the region. Over the course of the year, 52,000 Angolans repatriated from the Democratic Republic of the Congo (DRC), Namibia and Zambia (of these, some 28,000 returned with UNHCR assistance).

Signs of a return to peace in DRC raised hopes that large numbers of DRC Congolese refugees would repatriate in 2005. However, the fragile peace, insecurity, and sporadic fighting in Katanga prevented an organized large-scale repatriation of refugees from the DRC.

Southern Africa faced mixed population flows, and a clear distinction could not always be made between refugees with genuine protection needs and non-refugee migrants. The situation represented a major challenge for UNHCR and host governments, and some governments imposed new border restrictions. Countries in the region continued to host refugees and granted admission to new asylum-seekers. Despite restrictive refugee legislation, some host governments applied laws flexibly to allow refugees to engage in some economic activities. However, in 2005 UNHCR did not succeed in its attempts to persuade host governments to enact new, less restrictive, refugee legislation to pave the way for sustainable local integration. UNHCR continued to collaborate with governments to safeguard the rights of refugees and asylum-seekers within the wider migratory flows.

Progress was made in safeguarding gender equality and ensuring respect for the rights of refugee women and children. The High Commissioner's Five Commitments to Women were systematically integrated in UNHCR's

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

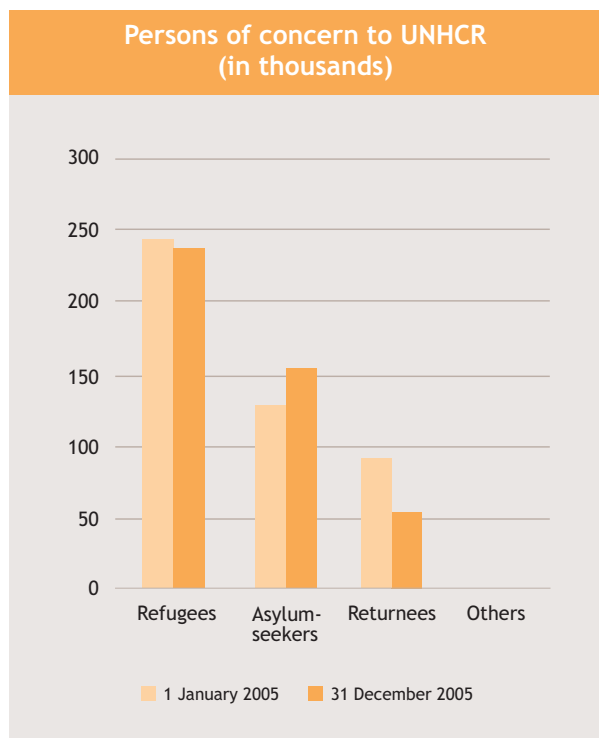


programmes. Age, gender and diversity mainstreaming was consolidated in Zambia and initiated in Botswana, Malawi and Zimbabwe. Reporting on sexual and gender-based violence (SGBV) increased markedly in Namibia and Zimbabwe. Female police officers were deployed to a refugee camp in Zambia.

The use of the new registration system was extended to Botswana, Mozambique and Namibia. A reliable database of refugees and asylum-seekers was set up to

improve the delivery of assistance and protection, implement durable solutions and underpin planning of a phase-out strategy.

The HIV/AIDS pandemic unfortunately showed no signs of abating in the region. UNHCR focused on protection, rights-based advocacy, prevention, care and treatment, training and capacity building to address the impact of the pandemic on refugees and host communities. Although advocacy with national and provincial authorities helped reduce stigma and discrimination against refugees, continued capacity building and targeted programmes will be needed to promote community acceptance of and support for refugees affected by HIV/AIDS.



## Challenges and concerns

Mixed flows threatened the institution of asylum in Southern Africa, prompting some governments to tighten borders and impose restrictions on asylum-seekers. UNHCR remained concerned that mixed flows could compromise the welfare of genuine refugees.

Active promotion of repatriation to Rwanda, including “go and see” visits undertaken by Rwandan refugees living in asylum countries, did not prompt the return of refugees in significant numbers. Of an estimated 10,000 Rwandan refugees, only 48 repatriated. UNHCR will continue to promote the repatriation of Rwandan refugees, while simultaneously exploring alternative ways to break the impasse.

Prospects for sustainable local integration of refugees in some countries remained limited, as host governments were reluctant to enact legislation permitting permanent residence or naturalization for those who did not want to return.

## Progress towards solutions

UNHCR shifted its focus from repatriation to sustainable reintegration of returnees in Angola and concluded the organized repatriation of Angolan refugees from neighbouring countries by the end of the year. The Angolan Government, with the support of UNHCR, launched the Sustainable Reintegration Initiative (SRI) to reinforce the repatriation operation.

Preparations were undertaken to launch a large-scale repatriation of refugees from the DRC, mainly in Zambia, as well as other countries in the region. Unfortunately the volatile situation in Katanga and South Kivu did not allow this repatriation to take place, thus prolonging the reliance of refugees on the assistance of the international community. UNHCR started a dialogue with host governments to seek alternative solutions such as local integration for the remaining Rwandan refugees who did not want to return.

The numbers of persons of concern to UNHCR in Southern Africa have decreased significantly in the last two years, prompting UNHCR to undertake an internal review of its presence in the region. A Refugee Status Determination (RSD) Unit in Malawi was established to bolster the Government's asylum systems and protection mechanisms.

## Operations

UNHCR operations in **Angola, the Republic of South Africa** and **Zambia** are described in separate chapters.

In **Botswana**, all refugees and asylum-seekers were registered and received identity cards. UNHCR assisted 3,000 refugees in 2005, including some 2,300 in Dukwi camp in north-eastern Botswana. Given the isolated nature of the camp, local integration remained extremely limited, although the Government did show increased flexibility in permitting refugees to live outside Dukwi. Nearly 500 Angolan refugees – a third of the total Angolan population in Dukwi – were assisted by the Government and UNHCR to return home during 2005. A renewed campaign for the return of approximately 1,200 Namibians from the Caprivi region, however, was less successful, with only 34 refugees repatriating. The Government also agreed to review the cases of some 400 rejected asylum-seekers in Dukwi camp. The Government's handling of RSD greatly improved, with speedy processing of claims clearing a backlog of nearly 1,000 pending asylum claims and a marked improvement in the quality of decisions.

In **Malawi**, the refugee population remained stable despite the continued arrival of new asylum-seekers who transited through Malawi. In 2005, UNHCR provided minimum assistance and ensured safe and dignified asylum conditions while making concerted efforts to lift the reservations in the Malawi Refugee Act, which limit the prospects of local integration of refugees. Training workshops were organized to raise awareness among police and immigration officers, the judiciary and government authorities dealing with refugees. The number of cases submitted and accepted for resettlement increased: 228 refugees were resettled, mostly in Norway. An accurate database was maintained, making it possible to target

### Budget and expenditure (USD)

Country	Final budget			Expenditure		
	Annual programme budget	Supplementary programme budget <sup>1</sup>	Total	Annual programme budget	Supplementary programme budget <sup>1</sup>	Total
Angola	21,572,377	130,000	21,702,377	21,000,206	3,682	21,003,888
Botswana	2,225,369	0	2,225,369	2,004,587	0	2,004,587
Malawi	2,761,956	0	2,761,956	2,457,805	0	2,457,805
Mozambique	2,412,076	0	2,412,076	2,411,187	0	2,411,187
Namibia	3,188,716	0	3,188,716	3,056,095	0	3,056,095
South Africa	3,278,523	0	3,278,523	3,055,409	0	3,055,409
Zambia	13,640,384	0	13,640,384	13,183,890	0	13,183,890
Zimbabwe	2,224,159	0	2,224,159	1,799,021	0	1,799,021
Regional projects <sup>2</sup>	2,903,220	0	2,903,220	2,855,582	0	2,855,582
<b>Total</b>	<b>54,206,780</b>	<b>130,000</b>	<b>54,336,780</b>	<b>51,823,782</b>	<b>3,682</b>	<b>51,827,464</b>

<sup>1</sup> The supplementary programme figures apply to the Supplementary Programme for the Repatriation and Reintegration of Congolese (DRC) Refugees.

<sup>2</sup> Includes local integration, resettlement, care and maintenance, scholarships for refugee students, external relations activities and emergency response capacity in the region.

Note: The supplementary programme budget does not include a 7 per cent support cost that is recovered from contributions to meet indirect costs for UNHCR.

assistance to refugees and plan for durable solutions. The new RSD Unit dedicated to the adjudication of asylum claims was established with training and funding support from UNHCR in September 2005, and became operational in January 2006. In October 2005, in an attempt to persuade Rwandan refugees to repatriate voluntarily, UNHCR organized a Tripartite Commission meeting between the Governments of Malawi and Rwanda, organized “go and see” visits for refugees and disseminated information on conditions in Rwanda. However, despite all these efforts, very few Rwandans repatriated.

UNHCR, in collaboration with WFP, the Government and implementing partners, provided assistance to 4,200 refugees and asylum-seekers living in Dzaleka and Luwani camps. An estimated 5,300 refugees living outside the two camps were self-sufficient and depended on UNHCR primarily for protection.

The High Commissioner’s Five Commitments to Refugee Women were integrated in all aspects of UNHCR’s assistance in Dzaleka and Luwani camps. Women were provided with seed capital for small businesses. Joint workshops were held to combat and raise awareness on SGBV among the refugee community and aid providers, and SGBV incidents were dealt with proactively through law enforcement agencies; this served as a deterrent against future incidents. To remedy the manifest shortcomings and poor quality of education, more teachers were recruited, reducing the teacher-to-student ratio from 1:50 to 1:41 in Dzaleka. In Luwani camp, a 60 per cent increase in enrolment and lack of adequate classrooms led to a teacher-to-student ratio of 1:70. Voluntary counselling and testing centres in both camps allowed the diagnosis of 77 HIV-positive refugees, giving them access to antiretroviral treatment, with supplementary feeding for the chronically ill. Awareness campaigns, targeting sexually active age groups, were promoted in all camps.

The Government of **Mozambique** hosted approximately 6,000 refugees and asylum-seekers from DRC in 2005. A total of 4,000 refugees were assisted in Marratane settlement in northern Mozambique, and the remainder in various locations, in line with the Mozambican Government’s policy of permitting self-sufficient refugees and asylum-seekers to live outside the settlement. The issuance of identity cards by the Government to all refugees and asylum-seekers in the country was a significant step forward in the protection of persons of



Mozambique: Refugees in Marratane Camp, show their produce during the celebrations of World Refugee Day. UNHCR/ A. Palao

concern. However, while efforts were made by the Government to increase the pace of RSD, more than 4,000 asylum cases remained pending.

There was an increased focus on self-sufficiency in Marratane settlement to create prospects for local integration, as well as the development of useful skills for future repatriation. Over 680 refugees and asylum-seekers were supported to initiate or continue farming activities in 2005. Of these, 23 used the proceeds to establish small businesses in the Marratane settlement and Nampula town; vocational training was provided in carpentry, sewing, construction, welding and information technology; and the microcredit programme was redesigned and improved, with positive results both in small business start-ups and the loan repayment rate. Parents renovated 15 classrooms in the main school in the settlement.

In Marratane, several projects targeted minimum standards in the water sector. Seven new water pumps were installed; management committees were established; 140 people, including 97 women, were trained in public health, sanitation and water management; and a further 94 people, including 32 women, received training in maintenance of the water system.

In **Namibia**, an estimated 14,300 refugees and asylum-seekers were settled in camps and urban areas. UNHCR assisted 6,200 refugees, mainly from Angola, and a small number from Burundi, DRC, Rwanda and Somalia in Osire camp. The basic assistance needs of refugees and asylum-seekers were met, with marked improvements in health, nutrition, water, sanitation, education and community services. The Namibian Government maintained an open-door policy and admitted small numbers of asylum-seekers. Intensive efforts to clear

pending asylum applications led to accelerated RSD and a sharp reduction in the backlog.

In November 2005, a new registration system was introduced to establish an updated database which will help to protect refugees and map out assistance and durable solutions. The High Commissioner's Five Commitments to Refugee Women were integrated in UNHCR's programme. Women were given unhindered access to material and legal assistance; they represented 45 per cent of the refugee leadership, and were entrusted with distribution of food and non-food items. Refugee children were given access to education and special attention was devoted to unaccompanied minors.

UNHCR strove to promote durable solutions, especially repatriation. The Office organized the repatriation of almost 700 Angolans and an estimated 1,800 returned spontaneously. In 2005, 33 Namibian refugees repatriated from Botswana. Repatriation of Rwandan refugees was a challenge, as no refugees expressed the will to return, despite their knowledge of the current situation in Rwanda. Uncertainties in DRC and Burundi stalled repatriation to these countries, with only 16 repatriating to DRC and another six to Burundi. Attempts to promote local integration and self-reliance made no progress in the face of rising unemployment in the host countries and government restrictions on freedom of movement and gainful employment. UNHCR resettled 68 refugees in Canada and Sweden and identified 93 others who were eligible for resettlement.

UNHCR engaged in a dialogue with the Government to plan a handover of protection and assistance responsibilities, should the number of refugees decrease significantly. In this regard, capacity-building of local and national authorities were planned to be implemented in 2006.

In Zimbabwe, the economic crisis and accompanying challenges, coupled with policies adopted by the Government to address domestic issues, had spill-over effects on refugee assistance operations. Increasing numbers of self-reliant, long-established refugees were obliged to relocate to Tongogara refugee camp, overstressing available services and causing overcrowding.

UNHCR, in partnership with the Government, UN agencies, NGOs and implementing partners, assisted an estimated 13,000 refugees and asylum-seekers, the majority originating from Burundi, DRC, and Rwanda, with smaller groups from Ethiopia, Eritrea, Liberia and Somalia. Some 2,000 refugees in Tongogara camp relied on the international community for survival while most other refugees lived in towns and cities and depended on UNHCR for legal protection. A planned registration exercise in May-June 2005 had to be

postponed as it coincided with the *murambatsvina*, a government operation launched to clear the town of "people working and living illegally".

By and large, asylum-seekers were granted admission into Zimbabwe. However, a majority of asylum-seekers left Zimbabwe before the RSD process was completed, a manifestation of the complexity of mixed flows in Southern Africa.

The legal and physical protection of refugees, particularly women and children, remained a priority for UNHCR. The networks set up to prevent sexual and gender-based violence proved effective. Refugee women received sanitary materials, and 41 per cent of women were involved in food distribution committees, in the allocation of accommodation and the refugee community leadership in general. Single female refugees above 18 years of age appeared individually for refugee status determination as opposed to past practice, where adolescent female members of refugee households were represented by the family. Training on age, gender, and diversity mainstreaming was provided and participatory assessments carried out. Refugee children had access to primary education; separated and unaccompanied minors were assisted and documented as appropriate. The camp population increased by 30 per cent after the *murambatsvina*, causing increased pressure on available food supplies.

The fluctuating local currency affected assistance operations as basic commodities were scarce, accessible only at high prices, or had to be imported. The intake of students to tertiary education fell by more than a half as tuition fees rose by 2,000 per cent. The rising costs of medicines affected the health sector; the HIV/AIDS programme in the camp made little progress due to limited funds.

Partnerships with UN agencies, NGOs and international organizations helped UNHCR bridge gaps in assistance delivered to refugees. UNICEF donated 500 treated mosquito nets for vulnerable people and water-testing services for the entire camp. WFP donated 142 metric tons of food items to respond to the increased needs of refugees moving from urban areas to the camp. NGOs contributed pharmaceutical and medical supplies and clothing, as well as 25 scholarships for vocational training of refugee students.

Despite the active and consistent promotion of repatriation among Rwandan refugees, only two returned in 2005. The socio-economic conditions in Zimbabwe limited prospects for local integration, despite the existence of a law that allows naturalization of refugees. UNHCR facilitated the resettlement of 246 refugees to Canada, Australia, and the United Kingdom and another 38

cases were identified and documented in readiness for resettlement.

## Funding

While donors provided generous funding for UNHCR's operations in Southern Africa, the needs of refugees and others of concern far exceeded available resources. In some countries currency fluctuations contributed to exchange rate losses which exacerbated funding

shortages. Limited funds forced UNHCR to postpone key infrastructure development activities; to reduce the procurement of vital assets and non-food items; to reduce mobile court sessions and security services in camps; and to adopt severe austerity measures to control administrative expenditures. The impact of this on the refugees' welfare was minimized through a combination of rigorous rationalization of resource use, and by constant reprioritization and synergies gained from strengthening partnerships with stakeholders, especially NGOs, UN agencies and donor representatives in the sub-region.

Restricted voluntary contributions (USD)		
Earmarking <sup>1</sup>	Donor	Annual programme budget
<b>Southern Africa</b>		
	Canada	826,446
	Denmark	4,052,271
	Finland	1,036,585
	Japan	2,500,000
	South Africa	168,462
	Sweden	4,538,578
<b>Sub-total</b>		<b>13,122,342</b>
<b>Angola</b>		
	<i>Deutsche Stiftung für UNO-Flüchtlingshilfe</i>	125,565
	Germany	1,293,661
	Italy	194,049
	Miscellaneous donors / Private donors in Italy	404
	Norway	520,356
	Spain	974,340
	Statoil, Norway	378,969
	Switzerland	416,667
	United States	3,200,000
	USA for UNHCR	70,000
<b>Sub-total</b>		<b>7,174,011</b>
<b>Botswana</b>		
	United States	20,000
<b>Sub-total</b>		<b>20,000</b>
<b>Malawi</b>		
	Australia	134,911
	Japan Association for UNHCR	6,317
<b>Sub-total</b>		<b>141,228</b>
<b>Zambia</b>		
	Australia	230,348
	Germany	1,209,190
	Italy	388,098
	Japan	1,300,000
	Norway	520,356
	UN Trust Fund for Human Security	338,930
	United States	2,000,000
<b>Sub-total</b>		<b>5,986,922</b>
<b>Total</b>		<b>26,444,503</b>

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