

# Global Needs Assessment

PILOT REPORT, OCTOBER 2008



# Refugee Realities

*– meeting the needs of refugees  
and other people of concern globally*



**UNHCR**  
The UN Refugee Agency

A report on the pilot Global Needs Assessment – meeting the needs of refugees and others of concern to UNHCR globally

# Refugee Realities

**I**N 2009, UNHCR IS LAUNCHING AN annual Global Needs Assessment (GNA) in its operations worldwide aimed at comprehensively mapping the real state of the world's refugees and people of concern under its mandate. The GNA will clearly outline their total needs, the costs of meeting them and the consequences of any gaps. The GNA will be a blueprint for planning, decision-making and action with governments, partners, refugees and people of concern. It will also underpin UNHCR's advocacy and fund-raising efforts.

In early 2008, a pilot GNA using a rigorous methodology drawn from UNHCR's Strengthening Protection Capacity Project, was carried out in eight countries - Cameroon, Ecuador, Georgia, Rwanda, Thailand, the United Republic of Tanzania, Yemen and Zambia. It focused on the unmet needs of refugees, internally displaced people, returnees, asylum seekers and stateless people.

The results revealed a sobering reality of substantial and disturbing gaps in protection, including basic needs such as shelter, health, education, food security, sanitation and measures to prevent sexual

violence. It showed that a startling 30 percent of needs were unmet in the pilot countries -- a third of them in basic and essential services. UNHCR is already actively involved in these sectors, but not to the levels required.



Results showed a clear need to improve and ensure access to asylum systems with better reception facilities and procedures, registration, documentation and border monitoring. Training and technical support are also needed to increase the capacity of governments to adequately respond to people of concern. Women and children require better protection with improved prevention and response measures for sexual abuse and violence, as well as strengthened child protection programmes.

To address the needs gap in the eight pilot countries, UNHCR has included requirements totalling \$63.5 million in its 2009 budget.

In a parallel effort, all UNHCR field offices provided their rough estimates of the financial requirements to meet the total needs of each population of concern. The global total reached USD3.8 billion, highlighting the stark reality that UNHCR has only a portion of the funding required for its responsibil-

ities towards 31.7 million people of concern at the current annual funded budget of USD1.8 billion.

With a current operating budget that cannot support all needed interventions, UNHCR must make tough decisions on prioritizing, to the detriment of those it is mandated to protect.

### THE PILOT METHODOLOGY

SIX OF THE EIGHT PILOT COUNTRIES SELECTED FOR THE GNA survey between March and April 2008 had already been involved in UNHCR's Strengthening Protection Capacity Project, using its methodology of identifying and providing a detailed assessment of unmet needs and reaching a consensus with governments, partners and people of concern on how to remedy the gaps. Cameroon and Rwanda were included as they were prioritized by the Africa Bureau.

The needs are expressed in a new results-based format. For the worldwide roll-out for the 2010-2011 planning cycle, the GNA will be backed up by UNHCR's Focus results-based management tool and underpinned by a comprehensive and consultative methodology used in the eight pilot countries.

The GNA is harmonious with assessment approaches and tools used by humanitarian and development agencies of the United Nations system. The GNA benefits from and contributes to existing joint United Nations assessments and planning processes such as the CAP/CHAP and the related Needs Assessment Framework, CCA-UNDAF. ■

### Key findings of the GNA survey

- 30 percent of needs are not being met
- A third of unmet needs are for basic needs and essential services

### Measures are needed to improve

- Food security and nutrition
- Health
- Access to clean water - construction or rehabilitation of wells
- Sanitation - construction or rehabilitation of latrines
- Distribution of non-food items
- Access to education - subsidies to students, school supplies, extra schools or classrooms, more teachers

### Better protection requires

- Training and technical support for governments
- Improved and ensured access to asylum procedures
- Enhanced reception facilities and procedures
- Documentation
- Border monitoring
- Strengthened community security measures
- Support for justice mechanisms

### Prevention and response to sexual abuse and violence needs improving, including:

- Provision of firewood or fuel alternative
- Strengthening of child protection programmes
- Enhancement of reporting and follow-up
- Establishment of safe houses
- Expansion of opportunities for women's self-reliance

## Global Needs in GNA pilot countries

in USD

	ASSESSED TOTAL 2009 GLOBAL NEEDS	HOST COUNTRY GOVERNMENT, UN, NGO, BI-LATERAL CONTRIBUTIONS	2009 UNMET NEEDS	UNHCR PROPOSED AMOUNT TO COVER UNMET NEEDS	UNHCR 2009 PROPOSED EXCOM BUDGET INCLUDING GNA
CAMEROON	18'914'087	3'900'000	6'769'520	3'000'000	11'244'567
ECUADOR	13'554'325	2'998'677	3'722'184	3'722'184	10'555'648
GEORGIA	125'000'000	80'480'000	39'443'144	28'800'000	33'876'856
RWANDA	14'711'761	2'670'506	5'036'221	3'384'708	10'389'742
THAILAND	80'375'177	50'180'582	16'763'675	4'500'000	17'930'920
TANZANIA (UNITED REP. OF)	61'227'645	34'453'150	5'410'655	5'200'000	26'563'840
YEMEN	24'471'354	2'250'000	13'290'999	10'000'000	18'930'355
ZAMBIA	16'075'473	2'588'748	4'912'718	4'912'718	13'486'725
<b>TOTAL</b>	<b>354'329'822</b>	<b>179'521'663</b>	<b>95'349'116</b>	<b>63'519'610</b>	<b>142'978'653</b>

ExCom is UNHCR's governing Executive Committee which approves its budget.





# Cameroon

GNA funding needed to address gaps: USD 3.0 million

■ Refugees: 84,175 including 64,000 Central African Republic refugees, 14,600 urban refugees, mainly from Chad, Nigeria, Rwanda, the Democratic Republic of the Congo (DRC)

■ Asylum seekers: 3,500 – mainly from central African countries

## SITUATION

**C**ameroon hosts 84,000 refugees and 3,500 asylum seekers mainly from central African countries. The largest caseload is from neighbouring Central African Republic (CAR), which is beset by recurrent armed conflict and generalized insecurity. Since 2005, Cameroon has had a progressive influx of refugees from CAR into its East and Adamaoua provinces fleeing bandits and rebel groups who attacked Mbororo settlements, stole their cattle, and kidnapped women and children for ransom. Acute child malnutrition and child mortality rates are high. CAR refugees are scattered in more than 60 settlements over a 30,000 sq km area, posing challenges for the delivery of humanitarian assistance.

In February 2008, after an assault on the Chadian capital N'Djamena by rebel forces, thousands of Chadians fled over the Chari River into neighbouring Cameroon. Most returned after the rebel attack was repelled and security restored, but 5,000 have remained and are assisted by UNHCR in Langui camp.

### PROTECTION ENVIRONMENT

URBAN REFUGEES AND REFUGEES FROM CAR DO not live in camps. They face victimization and harassment during police controls because their UNHCR refugee certificates lack official government seals. Some asylum-seekers may be at risk of forcible return given the relative lack of awareness of refugee law amongst certain administrative authorities, especially in border zones. Targeted training and sensitization campaigns for these authorities are vital to improve this situation.



### VIOLENCE AND EXPLOITATION

CAMEROON HAS A HIGH UNEMPLOYMENT RATE, with few job opportunities for refugees and asylum seekers. Many depend on UNHCR for assistance. Those who find work often suffer

from unpaid salaries and few legal rights. Women and girls may be exposed to sexual exploitation and other abuses. The fragile economic situation of many refugee families increases domestic violence. A programme for the prevention and response to sexual and gender-based violence, started by UNHCR in 2007 with the support of a specialized NGO, needs expanding through the strengthening of response mechanisms, sensitization and information campaigns. Particular focus should be placed on strengthening child protection activities. Refugee children, particularly those who were victims of kidnapping, torture and brutality in CAR are traumatized and lack psychological support.

UNHCR



■ Camp: Langui – Chadian refugees

■ UNHCR offices: Branch office in Yaoundé, field offices Bertoua, Garoua

■ International legislation: Party to 1951 Convention relating to Status of Refugees and its 1967 protocol: Party to 1969 Organization of African Unity (OAU) Convention governing Specific Aspects of Refugee Problems in Africa

■ National legislation: July 2005, law adopted on protection of refugees, decree not yet signed

*"I was witness to a lot of barbarity in my country. My children were kidnapped twice, I was myself tortured. I cannot go home to this country. The only thing I know how to do is to be a cattle herder. Now I don't have anything, I cannot go back to this country."*

— CAR refugee in Gbiti, Cameroon.

### BASIC AND ESSENTIAL SERVICES

REFUGEES FROM CAR IN THE EAST OF CAMEROON are facing a steady deterioration of their living conditions. They are at risk of malnutrition with a 17.2 percent prevalence of acute malnutrition among refugee children and mortality rates are six to seven times higher than the emergency threshold in some areas. Additional interventions are essential to address nutritional problems especially amongst children, pregnant and lactating women. School enrolment rates

### Durable solutions

Security conditions in most of the countries of origin for refugees in Cameroon - particularly from CAR, and some parts of the eastern Democratic Republic of the Congo (DRC), make refugees reluctant to return home. Additional information, including "go- and- see" visits, and improved return arrangements could encourage more refugees to return where security prevails. Although economic conditions make local integration difficult, vocational training, literacy programmes and collaboration with other agencies to increase employment and self-reliance activities could improve prospects for many refugees to integrate in Cameroon.

**Nomadic Mbororo refugees from CAR have harrowing tales of suffering**, including kidnapping of their children by bandits for huge ransoms.

are low, with less than a third of girls enrolled. Programmes to construct additional school facilities, sensitize parents to the benefits of education and provide school supplies, could help bridge this gap. Additional gaps include lack of access to primary health care, lack of country-wide availability of anti-retroviral treatments for HIV/AIDS, inadequate supplies of sanitary materials and non-food items, and insufficient

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	170'612
Fair protection processes and documentation	77'000
Security from violence and exploitation	82'500
Basic needs and essential services	2'090'000
Community Participation and Self-Management	431'430
Durable Solutions	82'500
External Relations	11'000
Operational Support	54'958
<b>Grand Total</b>	<b>3'000'000</b>

quantities of drinking water. Living conditions for many urban refugees are deplorable and urgent attention to shelter is needed.

### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

UNHCR HAS SUPPORTED THE ESTABLISHMENT OF refugee representative committees but generally the effective participation of women is significantly lower than men. This is particularly true for CAR refugees settled in East and Adamaoua provinces, where the participation of women remains low. Additional community-based projects, training and sensitization campaigns are required to broaden the representation of women and minority groups in committees. Self-reliance activities using community initiatives are needed to improve the livelihoods of CAR refugees in the east, especially training for former cattle breeders who have lost their herds in basic agricultural techniques, and funding of micro-credit programmes. ■







# Ecuador

GNA funding needed to address gaps: USD 3.72 million

■ Refugees: 20,700 refugees

■ Persons in a refugee-like situation: Between 130,000 and 140,000 Colombians

## SITUATION

**E**cador has the largest refugee population in Latin America, mostly from Colombia. An estimated 130,000 – 140,000 Colombians are living in a refugee-like situation and need international protection. Around 20,000 have received refugee status. The rest are waiting for their asylum requests to be processed or, in most cases, have never been registered, making it very difficult to assist them.

In July 2008, UNHCR and the Ecuadorean foreign ministry held wide-ranging consultations with refugees and partners aimed at drawing up a comprehensive plan of action over the next two years for tens of thousands of refugees in Ecuador.

Lack of documentation was one of the challenges identified during the consultations. Ecuador plans later in 2008 to start a large-scale registration exercise and provide documentation for people in need of international protection who are living in isolated locations. This will help them access basic rights and services and allow UNHCR to better plan its assistance and integration programmes for refugees and host communities.

In Ecuador, refugees live side-by-side with Ecuadorean host communities. Half the refugees live in and around larger towns and cities while the other half live in rural areas – some in very remote and under-developed areas like Ecuador's Amazonian jungle.

## PROTECTION ENVIRONMENT

SINCE 2000, THERE HAS BEEN A SHARP INCREASE in the number of asylum seekers, mainly from Colombia, in the northern border regions, putting considerable pressure on Ecuador which has maintained a consistent open-border policy for refugees. It recently adopted a progressive "Policy on Asylum" to strengthen refugee protection. To get a full picture of the situation, in 2008, the government, supported by UNHCR, will carry out an exercise to register, determine refugee status and grant documentation to Colombians in need of protection. Local communities have shown support and solidarity towards refugees, especially in the regions along the border. In urban areas, however, refugees often face discrimination and marginalization as they are seen as placing a strain on already stretched state and humanitarian assistance.



UNHCR / X. CREACH / ECU

## PROTECTION PROCESSES AND DOCUMENTATION

DOCUMENTATION IS A KEY CONCERN. LACK OF documentation limits access to assistance or self-reliance opportunities. Many asylum seekers are not aware of their right to seek asylum, or they live in remote areas and/or are afraid to come forward. Indigenous and Afro-Colombian communities, as well as single women and girls, are among the most vulnerable, often prone to exploitation and abuse. Refugee documents are not always recognized by public authorities, with consequences in accessing basic rights and services. Despite favourable legislation, births and marriages are not registered systematically for refugees. The new Policy on Asylum aims at addressing these issues.

The national asylum system needs to be strengthened to effectively manage asylum requests. Training and capacity building of police and border authorities is needed to ensure persons in need of international protection, especially those without proper documentation, can enter the country and have access to asylum.

## VIOLENCE AND EXPLOITATION

SECURITY ALONG BORDER AREAS IS WEAK FOR A number of reasons, including insecurity in neighbouring Colombia; the prevalence of small arms and narcotics trafficking activities; and the limited capacity of Ecuadorean law enforcement agencies in those areas. Refugees

*"I am sick and unable to work for now. The refugee ID card has been a blessing for us; we can show it to the police and they see that we are legal in this country."*

— Colombian refugee, Ecuador

- Asylum seekers: 37,000
- Camps: None

■ UNHCR offices: Branch office in Quito; three field offices - Lago Agrio, Esmeraldas, Ibarra. UNHCR also present in Cuenca and Santo Domingo de los Tsáchilas

■ International legislation: Party to 1951 Convention relating to Status of Refugees and its 1967 protocol; Party to 1954 Convention on Stateless Persons; 1964 OAS Convention on Territorial Asylum



**A medical boat, supported by funding from UNHCR,** travels to isolated communities along the Putumayo river in Ecuador, bringing much needed health services to Colombian refugees and local people.

suffer from poor nutrition. Despite generous legislation on health care and education, certain refugees as well as nationals cannot access essential services due to cost, or the limited availability of these services in remote areas. Care for the elderly, people with disabilities and other groups with special needs remains inadequate.

lack confidence in both the police and judiciary system. Some refugees have complained of harassment, arbitrary detention and sexual and gender-based violence. Freedom of movement may also be problematic for those without documentation as ad hoc checks raise the risk of arrest and detention.

#### BASIC AND ESSENTIAL SERVICES

REFUGEES ARE INCLUDED IN GOVERNMENT DEVELOPMENT programmes but living conditions are generally difficult for the population in border areas due to limited development and access to social services. Humanitarian assistance from the international community to people in need of international protection and host communities is inadequate in part due to the difficulties in accessing remote areas. Poor living conditions increase exposure to sexual exploitation and other forms of abuse. Existing shelter programmes can only meet the short-term needs of the most vulnerable and many refugees also

#### Durable solutions

High levels of violence and insecurity in many parts of Colombia mean most refugees will not return home soon. Local integration is the most realistic solution. National legislation helps recognized refugees gain access to permanent residence and citizenship. Refugees are also included in government development programmes aimed at improving livelihoods and community support. One concrete example of this is Plan Ecuador, a comprehensive national development plan for the northern border regions which includes refugees and humanitarian assistance among priority areas of intervention. Regional resettlement is also an important tool for protection and durable solutions for those with acute protection needs.

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	289'625
Fair protection processes and documentation	1'068'091
Security from violence and exploitation	295'000
Basic needs and essential services	451'000
Community Participation and Self-Management	800'000
Durable Solutions	392'724
External Relations	—
Operational Support	425'744
<b>Grand Total</b>	<b>3'722'184</b>

#### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

RECOGNIZED REFUGEES ARE PERMITTED TO WORK and are covered by laws on labour and social security. But there are limited opportunities, particularly in the border regions, and access to jobs can be hampered by discrimination. The government, with UNHCR support, is developing integration and self-reliance projects as part of their broader development programmes. Asylum seekers and unregistered refugees do not have access to formal employment and are compelled to work in the informal sector, where they are vulnerable to exploitation and abuse. ■



# Georgia

GNA funding needed to address gaps: USD 28.8 million

■ Refugees: 1,047 from the Chechen Republic, Russian Federation.

■ IDPs: 277,000 including 223,000 pre-August 2008 conflict (210,000 from Abkhazia and 13,000 from South Ossetia); 54,000 IDPs from August 2008 conflict unable to return home before winter



UNHCR / R. HUMMEL / GEO

**Displaced from South Ossetia in 1991**, this elderly woman, 87, found shelter in the Hotel Abkhazia collective centre in the Georgian capital Tbilisi. Seventeen years later she's still living there in very cramped and poor conditions.

## Internally displaced and returnee populations

### PROTECTION ENVIRONMENT

GEORGIA'S INTERNALLY DISPLACED PERSONS (IDP) Strategy and Action Plan will create a new platform for assistance to displaced people and programmes to help find durable solutions, including local integration. For effective implementation, relevant government departments, including the Ministry for Refugees and Accommodation (MRA), require strengthening. The highly centralized structure of MRA

currently obstructs a timely response to IDP issues. Domestic legislation on IDPs falls short, in some respects, of international human rights standards, including the UN Guiding Principles on Internal Displacement, particularly in the following areas: IDP status; social benefits; shelter; registration; and protection from eviction. IDPs also encounter discrimination in terms of unequal access to agricultural land.

*"The living conditions in the collective centre are very severe. The rooms are extremely crowded. I stay with my son, my daughter-in-law and grandchildren in this tiny space."*

— long-term displaced person in Georgia.



■ Asylum seekers: 21

■ Stateless: 1,340

■ UNHCR: In Georgia since 1993, 50 staff, six offices: Branch office Tbilisi; Tskhinvali in South Ossetia; Sukhumi; Gali; Zugdidi in western Georgia; Akhmeta – near the Pankisi Gorge

■ International legislation: Party to the 1951 Convention relating to the Status of Refugees and

its 1967 Protocol since August 1999, but has a reservation stating that “before the full restoration of the territorial integrity of Georgia, this Convention is applicable only to the territory where the jurisdiction of Georgia is exercised.”

## SITUATION

**T**he conflict between Georgia and the Russian Federation in early August 2008 forced some 127,000 people from their homes throughout Georgia. UNHCR estimates that 54,000 of these IDPs may remain displaced long-term, adding to a population of 223,000 displaced people uprooted from their homes by conflicts in South Ossetia and Abkhazia in the early 1990s.

The majority of people displaced in the 1990s from the breakaway region of Abkhazia live in bordering regions, while those

from South Ossetia live in the Georgian capital Tbilisi or in Gori. Many displaced people live in dire conditions, especially 100,000 IDPs who have been accommodated in collective centres for considerable lengths of time. The remaining IDPs live with host families, friends, in rental properties or have their own home. The new wave of displacement has added to an already difficult shelter situation.

A UNHCR donor mission in April 2008 said Georgia's displaced had “overwhelming needs.” UNHCR is working

with government authorities to pursue medium-term strategies to improve shelter in accordance with the IDP Guiding Principles and the domestic legal framework.

On 30 July 2008 - just days before the latest conflict broke out - Georgia adopted an Action Plan for Internally Displaced Persons, building on the State Strategy for Internally Displaced Persons adopted in February 2007. The adoption of the Action Plan is a sign of commitment by the government to take concrete measures to improve the living conditions of the displaced, in

particular in the areas of shelter, access to social services and education. The plan includes creating conditions for the dignified and safe return of IDPs as well as their integration, and for the improvement of their socio-economic conditions. The plan was the result of months-long intensive consultations among different stakeholders, and explicitly invites the international community to assist the government by providing technical support, expertise, humanitarian assistance and funding.

### PROTECTION PROCESSES AND DOCUMENTATION

DISPLACED PEOPLE GET ASSISTANCE BASED ON THEIR registration with the authorities. Unfortunately, they were not adequately informed of the government's 2007 re-registration exercise, which hampered assistance allocation. The slow registration process and delays has resulted in some IDPs receiving their monthly IDP allowance late, or not at all. Flaws in the process also mean the data collected may not be accurate. Displaced people can get individual documentation, but financial difficulties often mean that they are unable to do so in practice.

### VIOLENCE AND EXPLOITATION

THERE IS LITTLE INFORMATION ON THE PREVALENCE of sexual and gender-based violence within the IDP and returnee populations but anecdotal evidence indicates many incidents go unreported, with victims unaware of their rights and having little faith in law enforcement. Georgian legislation on domestic violence has yet to be implemented in practice. Attitudes towards sexual violence and the subordinate status of women and girls means there is considerable social pressure not to bring cases before the

### Durable solutions

Many years after the initial conflicts, IDPs are still living in limbo. In addition, it is expected that 54,000 of the newly-displaced may be at risk of longer-term displacement. Georgia's earlier focus on the return of IDPs constrained local integration efforts, negatively affecting the socio-economic situation of IDPs and contributing to their marginalization. The Action Plan provides a platform for addressing this problem, but capacity building is needed for effective implementation. Some IDPs who want to return home are prevented from doing so because their houses are occupied or destroyed.

courts. In many returnee areas, the rule of law is often lacking, giving rise to high crime rates. There have been reported cases of de facto law enforcement officers committing human rights abuses such as arbitrary arrest and detention, and mistreating detainees.

### BASIC AND ESSENTIAL SERVICES

INTERNALLY DISPLACED PEOPLE LIVE IN VERY DIFFICULT conditions both in collective centres and private accommodation, with inadequate essential services. Most IDPs receive a monthly allowance, but it is insufficient to cover their basic needs. After more than 15 years of displacement, just under half are still living in overcrowded collective centres where squalid conditions do not meet minimum shelter standards. They lack adequate access to water, proper insulation and functioning sewage systems. Tensions in the overcrowded conditions complicate family life, making it difficult for children to study. Many do not even attend school. To make matters worse, hundreds of IDPs from the earlier conflicts have been evicted from collective centres and many were not provided with alternative housing or adequate compensation. Some IDPs living in ►

# Georgia

Internally displaced and returnee populations

- ▶ private accommodation face equally difficult conditions. Returnees in Abkhazia have limited living space, poor public infrastructure and express security concerns.

Health services for IDPs and returnees are limited, difficult to access with medicines expensive to buy. Limited access to safe drinking water, aggravated by a lack of awareness on public health, causes the spread of infectious diseases. Returnees to Abkhazia have access to a limited number of social services which are of poor quality, leading them to commute back to areas under the government of Georgia's control where social services are better, or to secondary displacement in South Ossetia.

Education gaps are a serious problem with long term consequences for IDP and returnee children, many of whom do not attend school, and pre-school education is virtually non-existent. Teachers need additional training and there is a pressing need for rehabilitation of school infrastructure.

## COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

THE LEVEL OF EDUCATION OF IDPs IS MUCH LOWER than the local population and those who are highly qualified are often unemployed or under-employed. There are insufficient opportunities for income generation and, with limited assets, IDPs find getting credit to start their own businesses difficult. These problems are aggravated by a lack of information among IDPs on opportunities that do exist. Dependency on external assistance amongst IDPs from the previous conflicts has increased along with passivity. This is affecting the self-esteem of IDP men in particular, who tend to have more difficulties finding employment compared to IDP women. Financial worries and an uncertain future place an enormous psychological strain on adult IDPs and returnees, with negative consequences for their children. Efforts to engage IDPs have generally been ad hoc. Without input from a wider range of IDPs, including women and children, there is a risk that interventions may not effectively target the most pressing needs. ■

## SITUATION

**T**he majority of refugees in Georgia are Chechens who fled from the Chechen Republic in the Russian Federation in 1999 during the second Chechen war. About 90 percent live in the Pankisi Gorge, with 20 percent living in collective centres while others live with host families, friends and relatives. About 100 live in the Georgian capital Tbilisi.

## Refugees in Georgia

### PROTECTION PROCESSES AND DOCUMENTATION FOR REFUGEES

THE SITUATION FOR REFUGEES IN THE PANKISI Gorge is difficult. Lack of a reception facility for recently arrived asylum seekers leaves those seeking protection to fend for themselves on a minimal UNHCR living allowance. It also hampers the speedy and efficient processing of asylum claims and prompts many to leave Georgia at considerable risk to seek protection elsewhere. Refugee status determination procedures do not have sufficient safeguards and the criteria used to determine claims generally fail to meet international standards. Decision-makers do not receive systematic training, negatively affecting the standard of decision-making. Lack of formal documentation creates problems for asylum seekers,

including accessing basic rights. Recognized refugees do not have access to Convention Travel Documents, and have difficulties travelling outside Georgia to visit family and to study and can face arrest and difficulties on return. Problems in registering marriages in the refugee community can lead to problems with divorce, custody of children, and property.

### VIOLENCE AND EXPLOITATION

MOST REFUGEES LIVE IN THE PANKISI Gorge AND while improved law enforcement has enhanced security, feuds between families remain a security issue for refugees and locals alike. Non-governmental organizations (NGOs) working with refugees believe sexual and gender-based violence is widespread and under-reported, but there is no precise data, restricting ef-



forts to introduce comprehensive prevention and response programmes. Implementation of national legislation on domestic violence has been slow. As yet the government has not funded the establishment of a safe house for victims and survivors of violence in refugee or host communities.

### BASIC AND ESSENTIAL SERVICES

REFUGEES SUFFER FROM FOOD INSECURITY, DEPLORABLE living conditions, lack of access to social services and low school attendance rates for children. Food security is a recognized problem but there are no clear figures on malnutrition rates. UNHCR's modest cash assistance scheme can not fully address this problem which is exacerbated by the refugees limited means of self-reliance. Conditions in collective centres in the Pankisi Gorge are often deplorable, lacking electricity, water, appropriate roofing, windows and doors. In Tbilisi, refugees rent or live in unfinished buildings which do not meet minimum acceptable living standards. Excluded from national health care insurance or free health care, refugees are dependent on NGOs for health assistance, but this is insufficient to meet their needs. School attendance rates among refugee children are low for a number of reasons, including costs associated with education, remoteness of some households, and traditional perceptions of the value of education for girls. Certificates issued by schools attended by refugees are often not recognized by state institutions, limiting opportunities for higher education and employment.

### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

REFUGEES IN THE PANKISI GORGE ARE IN a psychologically debilitating situation, particularly those who have lived in collective centres for many years. They have no effective access to vocational programmes, limited opportunities to improve their skills and few job opportunities, even though they are allowed to work. There are only a few micro-credit and income-generating programmes to foster self-reliance. These constraints combine to limit the ability of refugees to improve their living conditions and move towards meaningful local integration. ■

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	1'470'000
Fair protection processes and documentation	312'736
Security from violence and exploitation	143'830
Basic needs and essential services	2'228'347
Community Participation and Self-Management	5'863'514
Durable Solutions	14'082'412
External Relations	627'603
Operational Support	4'071'558
<b>Grand Total</b>	<b>28'800'000</b>



\* The Former Autonomous Oblast of South Ossetia

### Durable solutions

Local integration is the most feasible durable solution for refugees as there is little prospect of repatriation or resettlement. But this requires a collaborative effort to address outstanding challenges, including expanding access to national health, education and social protection programmes; enhancing

livelihood opportunities for refugee and host communities; and improving awareness among refugees of civil obligations and rights, and procedures to pursue naturalization.



# Rwanda

GNA funding needed to address gaps: USD 3.38 million

■ Refugees: 58,410; DRC (55,620), Burundi (2,770)

■ Asylum seekers: 630, mainly from DRC

■ Urban refugees: 2,547

## SITUATION

**T**he majority of refugees and asylum seekers in Rwanda have fled from the various wars and conflicts that have gripped the Great Lakes Region over the last three decades. Most live in camps and are totally dependent on international assistance. Some living in crowded transfer centres are being transferred to camps with better conditions. In December 2006, renewed fighting in the eastern Democratic Republic of the Congo (DRC) provinces of North and South Kivu triggered a fresh wave of refugees fleeing into Rwanda for safety. Most Burundian refugees however, could return home safely. UNHCR has been promoting return to Burundi since July 2006. The repatriation of Rwandan refugees - the overwhelming majority from DRC - has slowed recently. Most are returning to their areas of origin.

### PROTECTION ENVIRONMENT

RWANDA'S ENTRY INTO THE EAST AFRICAN Community, EAC, is a promising development. The EAC draft protocol on the Free Movement of Persons, if adopted and implemented, may provide durable solutions for refugees from one EAC country residing in another. Careful attention must be paid to ensure increased migration opportunities do not undermine the institution of asylum.

A legal and administrative framework for refugee issues exists, but there are gaps in the implementation of administrative procedures which are not in line with international standards, affecting the delivery of protection services. The framework is also not fully equipped to manage increased mixed migration flows from East Africa and the Horn of Africa.

More investment in refugee-hosting areas is necessary to improve relations between local populations and refugees, and to minimize security risks caused by conflict over scarce resources. There is also a need to reinforce the capacity to monitor the well-being of Rwandan returnees, mainly from DRC, and establish a reintegration programme which is sufficiently attractive to ensure a sustainable return.

### PROTECTION PROCESSES AND DOCUMENTATION

THE REGISTRATION OF REFUGEES AND ASYLUM seekers requires updating. Refugee status determination procedures need improvement to enhance efficiency and the delivery of good quality decisions. Increased advocacy efforts, as well as agreement on appropriate documentation to be given to refugees and asylum seekers are also necessary. A lack of documentation hinders free movement and protection of refugees.

### VIOLENCE AND EXPLOITATION

COMPETITION BETWEEN REFUGEES AND THE LOCAL population for scarce resources, particularly over the illegal felling of trees and lack of firewood, fuels tension and provokes security-related incidents. Refugee women, who usually fetch firewood, run the risk of physical and sexual abuse in the forests.



Child protection activities in Rwanda need boosting, particularly for children with specific needs.

UNHCR / T. MAURER / 17438 / RWA

Law enforcement and access to justice in the camps are limited by resources notably the lack of sufficient personnel - particularly female police officers - training and equipment. As a consequence refugees rely on their traditional community-based systems for security, which at times fall short of international standards. Sexual and gender-based violence (SGBV) continues to be prevalent in the camps including rape, sexual harassment, forced marriage ▶



■ Camps: 4 plus two transit centres

■ UNHCR offices: Branch office in Kigali; 1 field office in Kibuye; UNHCR presence in Gisenyi and Cyangugu

■ International legislation: Party to 1951 Convention relating to Status of Refugees and its 1967 protocol; Party to 1969 Organization of African Unity (OAU) Convention governing Specific Aspects of Refugee Problems in Africa; signatory and ratified 1954 and 1961 Statelessness Conventions in 2006. Legal and

administrative framework not yet adapted to prevent and reduce statelessness

■ National legislation: 2001 National Refugee Law



*"Negative consequences of unmet needs include security concerns, especially when refugees leave the camp to seek firewood or other resources, which may get them into trouble with the local population."*

— UNHCR representative, Rwanda

# Rwanda



► and domestic violence. Refugees with disabilities, separated and unaccompanied children as well as the elderly are particularly vulnerable. Despite the fact that more SGBV cases are being reported, police response and access to justice are very limited. To address these issues it is necessary to increase the capacity of the police and provide for legal assistance so refugees can have access and representation in the courts.

Child protection activities need boosting, especially for the identification of children with specific needs, including unaccompanied minors, their documentation, registration, foster-care arrangements, tracing of family members and family reunification. The needs of children

must be more resolutely addressed to lessen the risk of exploitation.

## BASIC NEEDS AND ESSENTIAL SERVICES

FOOD SECURITY IS A MAJOR CONCERN, WITH WORLD Food Programme rations often the only source of nutrition for refugees. Rations are frequently traded on the local market for other goods, which can lead to malnutrition. Camp water supplies are inadequate and should be brought in line with UNHCR standards. There are large gaps in medical resources, including specialized examinations and laboratory tests. The needs of refugees who suffer from chronic illnesses are often inadequately addressed. Almost all camps have dire sanitation conditions, which are due in part to the rocky terrain, lack of available land and poor toilet facilities, creating health problems amongst the camp population.

## COMMUNITY PARTICIPATION AND MANAGEMENT

REFUGEES SUFFER FROM A MAJOR DEPENDENCY SYNDROME because of their unstable environment and uncertain future. Sensitization exercises are needed to encourage all segments of the refugee population to participate in community-related affairs. Income-generating opportunities should be offered to refugees, enabling them to become self-reliant as they wait for a long-term solution. To help this process along, data on different refugee capacities needs to be compiled. ■

## Durable solutions

As local integration remains impractical because of a shortage of land, repatriation and resettlement options are pursued. Most Burundians can potentially return safely, except for a few cases. Repatriation for refugees from the DRC depends on the security situation and political developments, but for the most part, the situation in North Kivu remains volatile and is not currently conducive to safe return. Resettlement will be explored for relevant cases. A comprehensive mapping of DRC refugees would allow the identification of categories of refugees whose protection and solution needs cannot be met in their country of origin or in Rwanda, and who would require resettlement. Lack of capacity to do this, however, is a constraint.

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	578'000
Fair protection processes and documentation	258'000
Security from violence and exploitation	593'760
Basic needs and essential services	1'216'460
Community Participation and Self-Management	—
Durable Solutions	112'000
External Relations	—
Operational Support	626'488
<b>Grand Total</b>	<b>3'384'708</b>





# Thailand

GNA funding needed to address gaps: USD 4.5 million

## SITUATION

**T**he situation of the refugees from Myanmar in Thailand is one of the most protracted in the world. Most of the refugees - mainly ethnic Karen and Karenni - fled Myanmar between 1984-1999 and have been living in nine closed government-run camps along the border for more than two decades. Thailand is the focus of one of the largest refugee resettlement programmes in the world, with more than 30,000 refugees resettled to third countries - mainly Australia, Canada and the United States - since January 2005.

### PROTECTION ENVIRONMENT

REFUGEES ARE CONSIDERED ILLEGAL IMMIGRANTS and are only permitted to remain in the country under administrative regulations and executive discretion. Some 123,500 Myanmar refugees and asylum seekers live in nine closed camps along the Thai-Myanmar border. Non-Myanmar urban refugees who find their own accommodation around the capital, Bangkok, are particularly susceptible to arrest and detention.

There is a relatively significant number of un-registered new arrivals from Myanmar in the camps, estimated at some 25,000, awaiting government screening. There is no government screening or registration for asylum seekers and refugees from elsewhere. Under an amended Civil Registration Act, which took effect on 23 August 2008, refugee and asylum-seeking children born in Thailand have the possibility of their birth being officially registered. However, this requires a delivery certificate and there is a substantial backlog of delivery certificates issued for camp-born refugee children.

### VIOLENCE AND EXPLOITATION

CAMP-BASED REFUGEES ARE NOT permitted to leave the camps. Protracted confinement in these isolated camps generates frustration and creates an environment prone to violence and various abuses. Rape, high levels of domestic violence and substance abuse are among the chronic problems. Vulnerable refugees - women at risk, the disabled, unaccompanied and separated children - are particularly prone to violence and abuse. Projects to prevent and respond to sexual and gender-based violence (SGBV) need to be sustained over time. Traditional and/or camp-based

justice mechanisms do not adequately protect survivors of SGBV or victims of criminal acts. The above elements, coupled with limited opportunities for the fulfilment of their needs and aspirations, prompt refugees to venture outside camps. This is a high-risk activity, exposing refugees to a range of threats to their security, including arrest, detention, possible re-outrightment in some cases, various forms of exploitation, sexual abuse and possible trafficking.

### BASIC NEEDS AND ESSENTIAL SERVICES

CONFINED TO CAMPS WITH NO LEGAL EMPLOYMENT opportunities, refugees are dependent on humanitarian assistance. Continuing price





# Thailand

■ Refugees: 113,760 including 1,800 urban refugees, mainly from Myanmar

■ Asylum seekers: 9,600

GNA funding needed to address gaps: USD 4.5 million



The quality of education for refugee children in camps in Thailand is slipping as trained teachers depart for resettlement.

*"If possible, we would like very much to have beds for our hospital. Right now we don't have any beds and the patients have to lie on mats on the floor and they even have to bring their own mats, blankets and mosquito nets."*

— Myanmar refugee and chief medic in camp hospital, Thailand



■ Camps: 9 run by the government

■ International legislation: Not a Party to 1951 Convention relating to Status of Refugees or its 1967 protocol; Not a party to Statelessness Conventions

■ UNHCR: 166 staff; present since 1975; Regional office in Bangkok; 3 field offices; presence in Mae Sariang.



UNHCR / R. ARNOLD / 19574 / THA

increases of basic commodities and the global food crisis are exacerbating existing gaps in the provision of basic material support and services, with harmful consequences for refugees. These gaps could force refugees to seek work outside the camps, running a risk to their security.

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	230'000
Fair protection processes and documentation	393'686
Security from violence and exploitation	841'850
Basic needs and essential services	500'000
Community Participation and Self-Management	122'000
Durable Solutions	2'002'989
External Relations	92'656
Operational Support	316'819
<b>Grand Total</b>	<b>4'500'000</b>

Resettlement is resulting in the departure and shortage of trained and qualified refugee health care providers and teachers. The loss and high turnover of teachers, combined with school structures in need of repair and a shortage of school supplies, is causing the quality of education to decline. Health services are similarly affected and are unable to meet the needs of refugees with psychological problems. Overall levels of frustration among refugees are expected to rise, leading to more tension and increased protection incidents in camps. Gaps in the provision of support services to persons with specific risks will exacerbate their vulnerability.

#### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

CAMP COMMITTEES AND CAMP-BASED ORGANIZATIONS do not have the required skills, training and resources to be able to meet the responsibilities placed on them in all aspects of camp management. Women, youth and minority groups are under-represented on camp committees. Without meaningful participation, their particular concerns and specific needs could be overlooked. Resettlement has impacted on camp committees and community-based organizations with a loss of institutional memory and expertise. Small-scale income generation projects are being implemented, but the absence of the necessary preconditions for sustainable livelihoods within the confines of a camp is an impediment to launching activities in a camp setting. ■

#### Durable solutions

For the vast majority of refugees in Thailand, returning to Myanmar is unlikely in the foreseeable future. Local integration is not permitted, although the government has expressed a willingness to allow expanded vocational training and the possibility of self-reliance activities for camp-based refugees - but not outside the camps. Currently, resettlement is the only available durable solution. Large numbers of refugees are being resettled - more than 30,000 since January 2005 - and the trend is increasing, with 30,000 projected UNHCR submissions and 18,000 departures per year.





# Tanzania

[ UNITED REPUBLIC OF ]

GNA funding needed to address gaps: USD 5.2 million

■ Refugees: 294,100, mainly from Burundi (228,000), DRC (65,000), Somalia (1,000)

■ Asylum seekers: 120

■ Camps and settlements: 4 camps in north-western Tanzania; three 'old settlements' housing

## SITUATION

**T**he United Republic of Tanzania has one of the most protracted refugee situations in Africa hosting refugees fleeing from violent conflict in the Great Lakes region for some 50 years. At the peak of the latest crisis, which started in the early 1990s, nearly half a million Burundians sought refuge in neighbouring Tanzania.

Recently, with a new impetus in repatriation to DRC and Burundi, and to a lesser extent in resettlement, the camp-based refugee population is continuing to decrease and camps are being closed and consolidated. UNHCR's repatriation operation for Burundian refugees in Tanzania, which began in 2002, reached the 300,000 mark in March 2008 – a significant milestone in efforts to find a lasting solution. Since late 2005, when the organized repatriation to DRC started, over 50,000 Congolese have returned home.

UNHCR and Tanzania are also pursuing other comprehensive solutions for many of the 218,000 Burundians refugees who fled their country in 1972 and live in three self-sufficient settlements, and for some 1,000 Somali Bantus living in another settlement.

Eighty percent of the 1972 Burundians have indicated they want to stay and apply for Tanzanian citizenship, with the other 20 percent opting for repatriation to Burundi.



**Lack of adequate clothing and school uniforms for children** in refugee camps in Tanzania has a negative impact on school attendance rates.

## PROTECTION ENVIRONMENT

THE 1998 TANZANIAN REFUGEE ACT AND THE Tanzanian Refugee Policy mainly conform to principles of international refugee law, except for some provisions, particularly the requirement that refugees and asylum seekers stay within designated areas, and the limitation on their right to work which is restricted to small income-generating activities within refugee camps. These restrictions leave refugees entirely dependent on humanitarian assistance. In addition, the legal and administrative framework is not fully equipped to manage the increase in mixed migration flows into Tanzania. As a result, refugees may be treated no differently from illegal immigrants and could be denied access to asylum procedures, detained or deported for illegal entry. In border areas, some officials lack an understanding of refugee protection principles and there is insufficient emergency preparedness capacity to respond to a sudden influx of asylum seekers.

## PROTECTION PROCESSES AND DOCUMENTATION

THERE HAVE BEEN IMPROVEMENTS IN THE ASYLUM process but gaps need to be addressed to ensure that decisions are rendered efficiently and in accordance with international standards. The knowledge of international refugee law among members of the National Eligibility Committee, which determines asylum applications, needs further enhancement to ensure the quality of decisions.

## VIOLENCE AND EXPLOITATION

THE SECURITY SITUATION IN AND AROUND THE camps is generally calm and stable but refugee-hosting areas continue to experience some security problems. Maintaining refugee camp security is compromised, partly because immigration and law enforcement authorities have restricted mobility as they lack enough vehicles. Sexual and gender-based violence is prevalent, including rape, attempted rape, sexual harassment, forced marriage and domestic

Burundian refugees who fled in 1972; one settlement housing Somalis.

■ UNHCR: 243 staff; Branch office in Dar Es Salaam; 1 sub-office; 6 field offices; 2 field units

■ International legislation: Party to 1951 Convention relating to Status of Refugees and its 1967 protocol; Party to 1969 Organization of African Unity (OAU) Convention governing Specific Aspects of Refugee Problems in Africa

■ National legislation: 1998 Tanzania Refugee Act



### Durable solutions

Significant repatriation levels are expected in 2009 with an estimated 25,000 Burundian and 40,000 Congolese refugees wishing to return home from the camps. Additional vehicles, more fuel and road repairs are needed to facilitate these movements. However, returning home is not a safe or sustainable solution for some 41,600 refugees. Identifying their specific protection needs and the most appropriate durable solution requires a rapid, high impact, comprehensive mapping exercise, but staff are lacking. In addition, the present salary scale for implementing partners' staff is below acceptable standards, potentially compromising their continued presence and the quality of their interventions on behalf of refugees.

minors and separated children suffering abuse from their caregivers, including sexual exploitation and forced labour. Disabled refugees are discriminated against and isolated from the community.

### BASIC AND ESSENTIAL SERVICES

THE ENCAMPMENT POLICY AND WORK RESTRICTIONS make refugees totally dependent on assistance provided by UNHCR and its partners. This contributes to the incidence of SGBV, including survival sex, in the camps. Refugees are also exposed to a high risk of rape and assault

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	2'534'162
Fair protection processes and documentation	—
Security from violence and exploitation	476'043
Basic needs and essential services	163'505
Community Participation and Self-Management	—
Durable Solutions	2'026'290
External Relations	—
Operational Support	—
<b>Grand Total</b>	<b>5'200'000</b>



violence. The disabled, separated children and unaccompanied minors are particularly vulnerable. Participatory assessments reveal serious protection concerns with some unaccompanied

when, driven by the need for fuel and income, they leave the camps. Some families resort to selling their food rations to buy firewood or charcoal, negatively affecting their food security and nutrition. Lack of clothing and school uniforms negatively impacts on school attendance rates and increases the vulnerability of girls to sexual exploitation or having to resort to survival sex to pay for clothes/uniforms. Poor living conditions contribute to a relatively high incidence of pneumonia, a major cause of child death.

### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

WOMEN CONTINUE TO PLAY A LIMITED ROLE in community decisions despite ongoing sensitization to women's empowerment processes. This compromises the possibility of assuring their needs are addressed and their capacities fully realized. Self-reliance opportunities are limited due to the encampment policy. ■





# Yemen

GNA funding needed to address gaps: USD 10 million

## SITUATION

**Y**emen has a generous, open-door policy for refugees but the GNA survey showed substantial gaps in basic needs and essential services for refugees and asylum seekers. A strong upward trend in the numbers of people arriving across the Gulf of Aden on smugglers' boats in a mixed migratory flow - mainly from Somalia and Ethiopia - shows no sign of abating, placing pressure on the very limited resources of Yemen. According to conservative estimates, there may be up to 150,000 Somalis in Yemen, although not all are necessarily refugees.

Most of the refugees live in urban areas around the capital Sana'a and in the suburbs of Basateen in the port city of Aden. A minority live in the isolated Kharaz camp, 165 kms south-west of Aden.

Conditions for urban refugees and asylum seekers in Yemen are tough, work opportunities rare and work conditions very poor. To survive, a few refugee women in urban areas are forced to resort to survival sex and some children beg in the streets. New arrivals, particularly Ethiopians, are sometimes detained for illegal entry and/or deported without proper assessment of their protection needs. Public attitudes towards refugees are hardening, with refugees portrayed as criminals and carriers of disease.



### PROTECTION ENVIRONMENT, PROTECTION PROCESSES AND DOCUMENTATION

THERE IS NO SINGLE ADMINISTRATIVE BODY which deals with refugee and asylum affairs in Yemen. UNHCR refugee certificates for non-Somali refugees are not systematically recognized by the various government departments, which places refugees at risk of arrest, detention or refoulement. Refugees are also not provided with Convention Travel Documents. Those

*"I am dead either way; maybe if I survive the boat trip then I will have a one percent chance to live."*

— Refugees crossing the dangerous Gulf of Aden tell a UNHCR protection officer in Aden, Yemen why they take the risk.

wanting to leave the country are provided with a one-way laissez-passer which does not allow them to re-enter the country.

### VIOLENCE AND EXPLOITATION

REFUGEES IN KHARAZ CAMP AND IN URBAN AREAS face many security and social problems including sexual and gender-based violence, crime and drug abuse. These problems are compounded by the lack of adequate training for police officers and sufficient programmes, particularly for addressing



■ Refugees: 86,020 ,vast majority Somali (82,720), others from Iraq, Ethiopia, Eritrea and Palestinians

■ Asylum seekers: 3,500

■ Camps: Kharaz (10,400 refugees)

■ IDPs: 77,000 - about 20 percent in Sa'ada city.

■ International legislation: Party to 1951 Convention relating to the Status of Refugees

■ National legislation: No single piece of legislation



UNHCR / J. BJÖRGVINSOON / 16942 / YEM

**After surviving a dangerous crossing across the Gulf of Aden,** Somali and Ethiopian refugees have to cope with tough conditions in the isolated Kharaz camp and urban areas.

sex abuse and violence. In urban areas, unaccompanied children who lack adequate attention are at serious risk of violence and abuse.

### BASIC AND ESSENTIAL SERVICES

REFUGEES HAVE VERY LIMITED OPPORTUNITIES TO improve their livelihoods and become self-reliant. Women find employment mainly as domestic staff under very poor working conditions, where they face the risk of sexual abuse and violence. Refugees in the isolated Kharaz camp rely on food rations which are insufficient to meet their basic needs and they have limited access to local markets. While primary healthcare services are provided by UNHCR and its partners, most refugees have very limited access to hospitals and specialized treatment. Funding for refugees with special needs, particularly those with disabilities, is inadequate, leaving them with little access to education, health and social services.



### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

REFUGEES ARE HEAVILY DEPENDENT on international assistance for basic services. Efforts to promote refugee

self-management are insufficient and often fail, due to a state of long-term dependency and a lack of knowledge and training in community-based approaches. While refugee committees have been established in the camp, as well as in urban areas, they have limited capacity and are unable to participate actively in managing their communities' affairs. Ethiopian Oromos in Kharaz camp feel isolated and are not well represented on the committees, resulting in tension between Somali and Ethiopian communities. Refugee youth in both urban and camp settings lack adequate activities which address their specific needs or seek their active participation, contributing to the prevalence of anti-social behaviour and crime. ■

### Durable solutions

The precarious security situation in Somalia and the continued outflow of refugees mean it is unlikely Somali refugees will return home anytime soon. Under Yemeni law, local integration of refugees is not recognized, but improved self-reliance and livelihood prospects for refugees could help them become socially and economically integrated.

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	1'373'940
Fair protection processes and documentation	738'573
Security from violence and exploitation	728'499
Basic needs and essential services	5'309'289
Community Participation and Self-Management	1'355'412
Durable Solutions	118'627
External Relations	71'176
Operational Support	304'483
<b>Grand Total</b>	<b>10'000'000</b>



# Zambia

GNA funding needed to address gaps: USD 4.91 million

■ Refugees: 77,840 – mainly from DRC (38,180), Angola (23,060), also from Rwanda, Burundi, Somalia and other nationalities.

## PROTECTION ENVIRONMENT

MANY PROVISIONS IN THE IMMIGRATION AND Deportation Act overlap with the Refugee Control Act. Refugees and asylum seekers may be dealt with under the former act in ways that are not consistent with international protection principles. Government recognition of the need to replace the 1970 Refugee Control Act with comprehensive legislation in line with international protection principles, and to harmonize all Zambian legislation relating to refugees, is encouraging. Ongoing advocacy efforts, technical advice and assistance are imperative to achieve the required results.



*"My family lives entirely on UNHCR assistance. It has been difficult for my parents to sustain the lives of eight children in the camp."*

— 15 year-old refugee from the Democratic Republic of the Congo

## PROTECTION PROCESSES AND DOCUMENTATION

ZAMBIA REGISTERS REFUGEES AND ASYLUM seekers, with UNHCR playing an advisory role providing technical assistance, formulating standard operating procedures and supervising the registration process. With assistance from UNHCR, the government is working to improve the system, including providing identification documents for all registered adult refugees; standard quality of registration data collected in camps; clearer criteria for identifying those with specific needs; and comprehensive registration data on self-settled refugees. The issuance of birth and death certificates also needs improvement.

The number of Congolese refugees — camp-based and self-settled — is not yet accurately known, which has implications for work and resource planning and the design of durable solutions. Unregistered refugees risk being detained or arrested, and refugee children born in Zambia are at risk of becoming “stateless”. These protection gaps are progressively being addressed with a verification exercise for Congolese refugees planned in the coming months. Further support to the government is needed to establish systems for ensuring the continuous effective registration and profiling of refugees.

## VIOLENCE AND EXPLOITATION

LAW ENFORCEMENT IN THE SETTLEMENTS IS LIMITED due to inadequate resources. Police posts are dilapidated. They have no communications equipment and very limited transport, so are unable to respond to calls for assistance or conduct regular security patrols. They are unable to deal effectively with serious cases of violence and exploitation, particularly sexual abuse and violence against children. As a result, refugees rely on their traditional systems which fall short of international standards.

Access to the judicial system is limited due to lack of access to courts and independent legal advice. The capacity of the police needs to be increased by providing resources and training;

## SITUATION

**Z**ambia began hosting refugees fleeing wars in nearby countries just two years after becoming independent in 1964. UNHCR's operations have continued ever since, expanding and contracting as the situation has demanded. At its peak in 2001, Zambia hosted over 280,000 refugees – mainly from the Democratic Republic of the Congo (DRC), and Angola.

With improved political stability and security in many of the countries generating refugees,

UNHCR's voluntary repatriation operation in recent years has helped tens of thousands return home to Rwanda, Burundi, Uganda and especially to Angola and DRC. As of August 2008, the number of refugees in Zambia had been significantly reduced to around 88,000.

Under government policy, most refugees are hosted in camps and settlements: Congolese are hosted in Kala and Mwanze camps in the north, while mainly Angolan refugees live at Mayukwayukwa (95 percent) and Meheba (57 percent) refugee settlements in Western and

North-Western Provinces. There are also urban refugees in towns and cities, especially the capital Lusaka.

UNHCR's Angolan repatriation programme from 2003 to 2007 saw 74,000 refugees return home with assistance from UNHCR and the government. Currently, the focus is on the voluntary repatriation of Congolese refugees and, since May 2007, almost 13,000 have returned to DRC.

For the relatively few refugees without prospects of voluntary repatriation or local integration, and who have special protection

needs, resettlement may offer a solution. In 2007, 446 refugees - mainly from DRC - were resettled, and some 1,200 refugees are estimated to be in need of resettlement in 2008. In addition, it is hoped that in 2008 the Zambian government will grant residence permits to certain categories of refugees, creating an environment to mobilize further donor support for refugee integration.

In early 2008 however, the Global Needs Assessment (GNA) identified a number of gaps in the existing operation and it is hoped that funding under the GNA will

- Camps and settlements: 4
- Urban refugees: 4,565

■ International legislation: Party to 1951 Convention relating to Status of Refugees and its 1967 protocol but reservations over right to employment, education, free movement and travel documents; party to 1969 Organization of African Unity (OAU)

Convention governing Specific Aspects of Refugee Problems in Africa

■ National legislation: 1970 Refugees Control Act, reflects reservations made to the 1951 Convention.

victims of sexual abuse, gender-based violence and other forms of abuse and exploitation need better services; access to justice needs to be ensured through free legal advice and facilitation of mobile court sessions.

### BASIC AND ESSENTIAL SERVICES

PROTECTION GAPS HAVE BEEN HIGHLIGHTED IN THE provision of all basic and essential services for various refugee populations. A large percentage of refugees depend on food rations. The phasing out of World Food Programme support over the next two years will leave a serious gap in food supplies. There are some 3,000 vulnerable refugees who are unable to generate enough income to meet their food requirements. Newly arrived refugees in the settlements also need support during the first two harvests. Health care is limited because of lack of medical staff, limited facilities and an inadequate supply of drugs and equipment. Malaria prevention, HIV/AIDS prevention and care, safe motherhood, and the provision of general health and nutrition information were identified as gaps.

Education for refugees is marked by a high turnover of teachers in the camps and settlements, high dropout rates, a lack of adequate school facilities and educational materials. Financial constraints limit access to education. Significant gaps exist in early childhood

help to meet these unmet needs and protection shortfalls.

In the health sector the priorities are nutrition, malaria, safe motherhood, HIV/AIDS, and closing gaps in primary health care such as insufficient medical staff and transport. In education, gaps exist in materials and access to early childhood, tertiary and non-formal education.

Changes needed in infrastructure include camp consolidation as the refugee population shrinks; improved roads and water supplies; and the environmental clean-up of Mwange camp after it is merged into Kala camp.



UNHCR / J. REDDEN / 10053 / ZMB

### Durable solutions

All durable solution options for refugees - repatriation, local integration and resettlement - are pursued. Some refugees are reluctant to return home because of the inaccessibility of areas of origin, language barriers, inadequate assistance packages, and lack of information about their home country. Many of the remaining Angolan refugees have been in Zambia for years and are relatively integrated into local communities with some born in the country. Zambia may provide permanent residence to some remaining Angolan refugees who have close ethnic ties with the host communities, especially through inter-marriage. This could be a stepping stone towards local integration and, with adequate international support, this process could be reinforced. Some 7,000 Angolan refugees have indicated their wish to return home. Negotiations between the Angolan and Zambian governments to agree on the framework for the repatriation of these refugees are ongoing. Resettlement is a solution only for a limited number of refugees.

care, non-formal education, and meeting the requirements of children with special needs. Infrastructure in the camps and settlements needs updating and, where feasible, camps/settlements should be consolidated.

### COMMUNITY PARTICIPATION AND SELF-MANAGEMENT

REFUGEE PARTICIPATION IS ENCOURAGED IN REFUGEE camps through general committees and task forces on issues such as sex and gender-based violence and HIV/AIDS. Refugees work in the camp health and education services. Minority ethnic groups feel the majority group dominates camp affairs and in-camp employment. Women's participation and youth representation are also lacking. Measures are needed to eliminate the risk of marginalization on the basis of ethnic differences, gender or age.

Although self-reliance is promoted, refugees face a number of constraints including lack of freedom of movement, restrictions on where they are able to work, the prohibitive cost of work permits and limited opportunities. Refugees have inadequate resources and/or the skills to initiate income-generating activities, as well as limited access to markets. These issues can be addressed at relatively low cost, bringing huge benefits. Training programmes are needed to develop vocational, business and marketing skills. Assistance can be provided to those trained to establish small businesses in fields such as agriculture and animal husbandry. Self-reliance helps with local integration and in equipping refugees with skills they need when they return home. ■

GNA IN NEW RBM BUDGET STRUCTURE	USD
Favourable protection environment	3'000
Fair protection processes and documentation	266'300
Security from violence and exploitation	945'000
Basic needs and essential services	2'118'418
Community Participation and Self-Management	510'000
Durable Solutions	70'000
External Relations	—
Operational Support	1'000'000
<b>Grand Total</b>	<b>4'912'718</b>





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