

Zambia

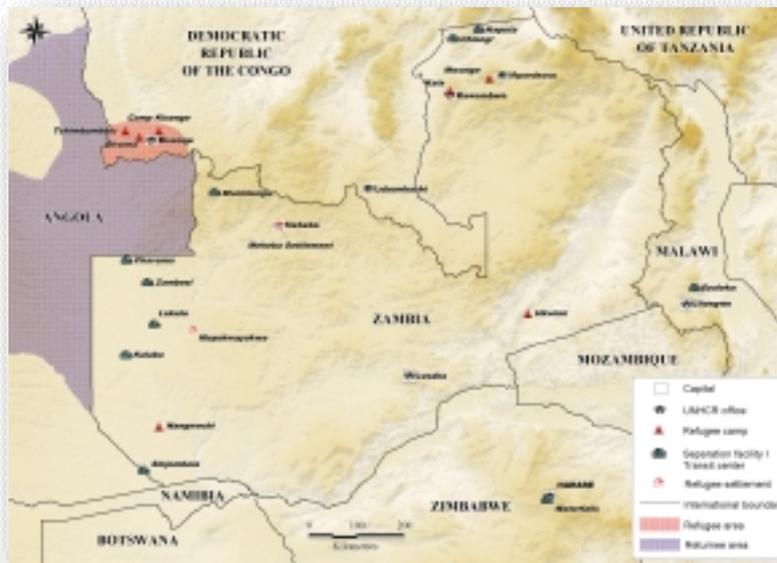
AT A GLANCE

Main Objectives and Activities

Protect and assist existing and new refugees through co-operation with the Government, NGOs and UN agencies, in particular WFP; maintain emergency preparedness and response mechanisms; pursue efforts to identify long-term solutions for rural and urban refugees through local integration (or resettlement for a limited number) and help them achieve greater economic independence with a view to reducing UNHCR's assistance; ensure effective co-ordination and partnerships among all relevant actors; encourage a positive climate for asylum and help create a legal environment conducive to the protection and integration of refugees; assist the Zambian Government to build capacity to handle refugee matters; promote public awareness of refugees through the media and educational institutions; and ensure that policy priorities relating to women, children and the environment are put into practice in all of UNHCR's activities.

Impact

- A total of 5,933 refugees repatriated voluntarily, while 280 refugees were resettled.
- Eligibility status determination procedures were greatly improved through extensive training and workshops and the revival of the weekly meetings of the National Eligibility Committee.
- UNHCR successfully assisted the Government to separate combatants from refugees at entry points.
- In all the refugee camps, the results of social surveys were used to set up programmes specifically designed to help unaccompanied minors and other vulnerable refugees. English classes and vocational training were provided.
- Loans were provided to enable refugees to start their own small businesses.
- Primary schools operated in all refugee camps, except in Kala; urban refugees also received educational assistance. Environmental activities were backed up with environmental education in schools.
- Some 3,800 households received vegetable seeds and tools. In two older settlements, refugees were able to feed themselves and enjoy a significant surplus.



Main Refugee Origin/Type of Population	Persons of Concern			
	Total in Country	Of whom UNHCR assisted	Per cent Female	Per cent under 18
Angola (Refugees)	198,200	73,100	47	59
Dem. Rep. of the Congo (Refugees)	45,100	36,900	50	60
Rwanda (Refugees)	4,800	4,700	-	-
Burundi (Refugees)	1,800	1,500	-	-
Somalia (Refugees)	700	160	-	-

Revised Budget	Income and Expenditure (USD)			
	Annual Programme Budget			
	Income from Contributions ¹	Other Funds Available ²	Total Funds Available	Total Expenditure
12,596,300	7,621,749	3,803,215	11,424,964	11,376,540

¹Includes income from contributions earmarked at the country level.

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

The above figures do not include costs at Headquarters.

WORKING ENVIRONMENT

The Context

The influx of refugees into Zambia continued throughout 2000 as a result of the continued conflicts in the Democratic Republic of the Congo (DRC) and Angola. The Government was at the centre of efforts to negotiate a settlement of the conflict in the DRC and spearheaded several attempts to revive the Lusaka Peace agreement. Unfortunately, any positive results were short-lived and hostilities continued, resulting in the arrival of more refugees. At the same time, more refugees continued to arrive from Angola, where fighting escalated. The situation along the border with Angola remained volatile throughout the year. The presence among the new arrivals of persons believed to be *União Nacional para Independência Total de Angola* (UNITA) combatants became a particularly sensitive issue and tended to sour bilateral relations between Zambia and Angola. The border areas with the DRC were no less fragile, particularly in the last quarter of 2000, when large numbers of military personnel arrived in Zambia along with the refugees. These developments raised concerns that the conflicts in neighbouring countries could spill over into Zambian territory.

Constraints

Refugees from Angola and the DRC arrived in relatively inaccessible locations, which made the transportation and delivery of assistance to refugees a major challenge throughout the year. Logistical problems were particularly acute during the rainy season. The influx of Congolese refugees into the Kaputa-Chiengi axis in December also posed logistical problems. This area is difficult to reach by road; the trucking fleet was small and the vehicles old. These problems precluded the establishment of an assistance programme along the border areas and, consequently, refugees had to be transferred to Kala camp, which grew from an estimated population of 5,000 refugees to nearly 12,000.

A serious challenge was the instability throughout 2000 of the supply of food for the refugee programme. The difficulties were compounded by the lack of a WFP warehouse in Zambia to stockpile food. Although food was ultimately always provided, often through borrowing from other national programmes, unpredictable supply lines often left refugees in a precarious situation.

The depreciation of the local currency affected fuel prices, which almost doubled, with serious consequences for operational budgets. Transport and other

logistical activities were particularly affected by the rise in fuel costs.

FUNDING

UNHCR's financial constraints world-wide made it difficult to generate enough momentum for the programme to run as planned. UNHCR and implementing partners were required to undertake repeated budgetary reviews and partners' funds were delayed (specific emergency requirements were eventually funded from allocations from the Operational Reserve). A freeze on new posts resulted in serious staff shortages during various emergencies. It was soon clear that targets could not be achieved, and a number of activities, such as the construction of two schools in Mwange and the repair of roads in Nangweshi, Mayukwayukwa, Kala and Meheba, were deferred or cancelled altogether.

ACHIEVEMENTS AND IMPACT

Protection and Solutions

UNHCR worked closely with the Government to ensure proper adherence to the principles of international protection in the treatment of refugees, and in particular, to reduce the arbitrary arrest and detention of urban refugees. The key here was to establish criteria according to which refugees would be allowed to reside in Lusaka. Subsequently, a sub-committee on residency was created (under the umbrella of the National Eligibility Committee) to decide on refugees seeking to reside in urban areas. UNHCR also supplied equipment and software for a registration project, which included the issuance of refugee identity cards, recognised across the country by the police and immigration authorities. UNHCR organised various seminars and workshops for government, police and immigration officials, NGOs and UN agencies involved in refugee matters, in order to raise awareness of the various challenges that have to be met in order to secure a safe and secure environment for refugees in Zambia.

A potentially serious situation resulted when military personnel and irregular combatants from the DRC and Angola mingled with refugees arriving in Zambia. This raised concerns about the spread into Zambian territory of conflicts in neighbouring countries. Working closely with UNHCR, the authorities were able to separate the military elements from the civilian asylum-seekers at entry points and to intern them in separate locations, thus helping to ensure that refugee programmes retained their neutral, humanitarian character.

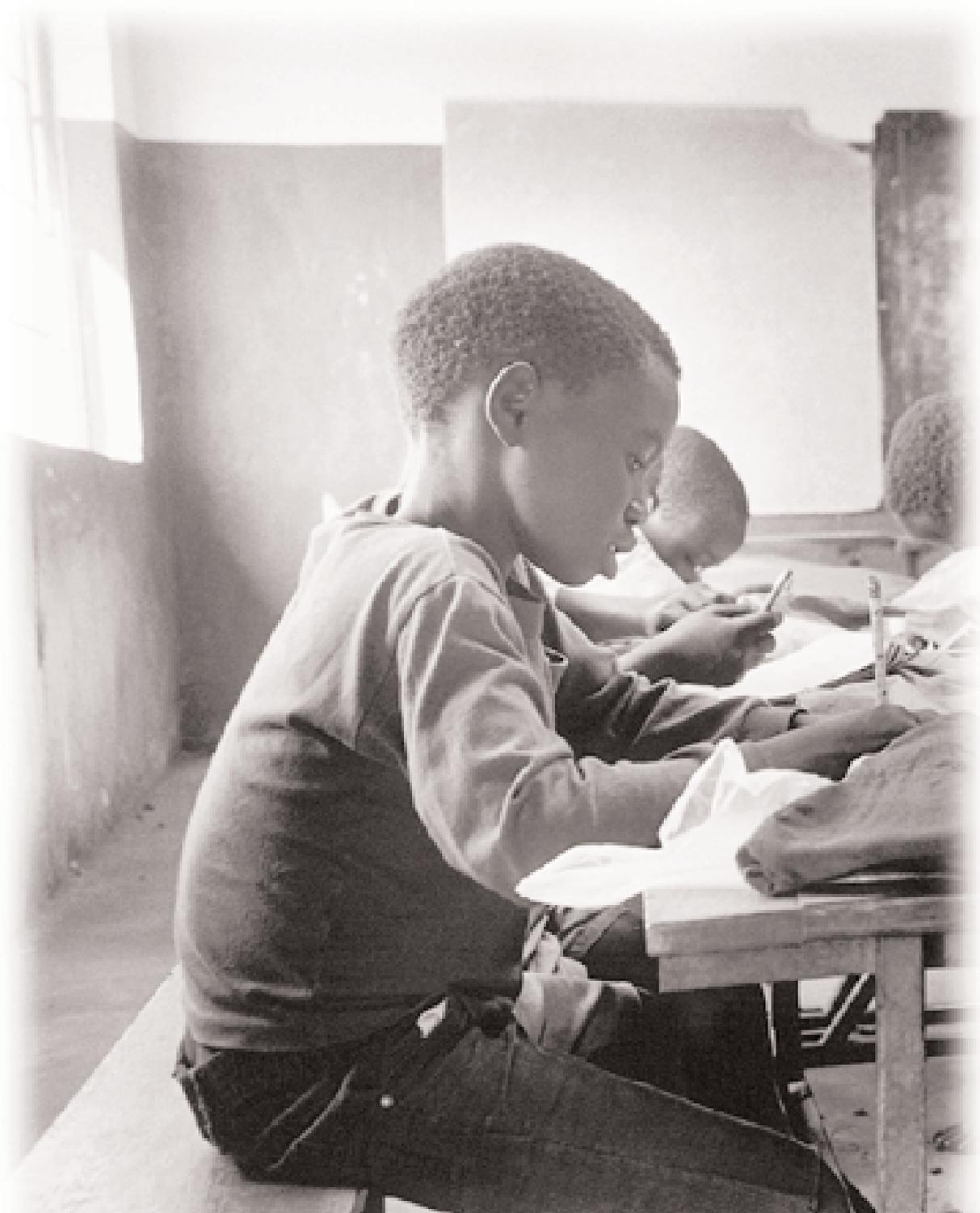
The overall coherence and effectiveness of eligibility status determination procedures was improved through extensive training and workshops and the revival of the weekly meetings of the National Eligibility Committee. This resulted in the clearance of a considerable backlog. Out of a total of 651 applicants for refugee status, 340 were recognised as refugees.

UNHCR continued to advocate the necessity and importance of revising the country's refugee legislation so as to facilitate the naturalisation and local integration of refugees. So far, legal snags have rendered naturalisation impossible in Zambia, even on a case-by-case basis. A total of 5,933 refugees repatriated voluntarily, 5,768 to the DRC, 98 to Angola and 67 to other countries. At the

same time, 280 refugees were resettled (148 Rwandans, 60 Burundians, 56 Congolese, nine Somalis and seven Angolans).

Activities and Assistance

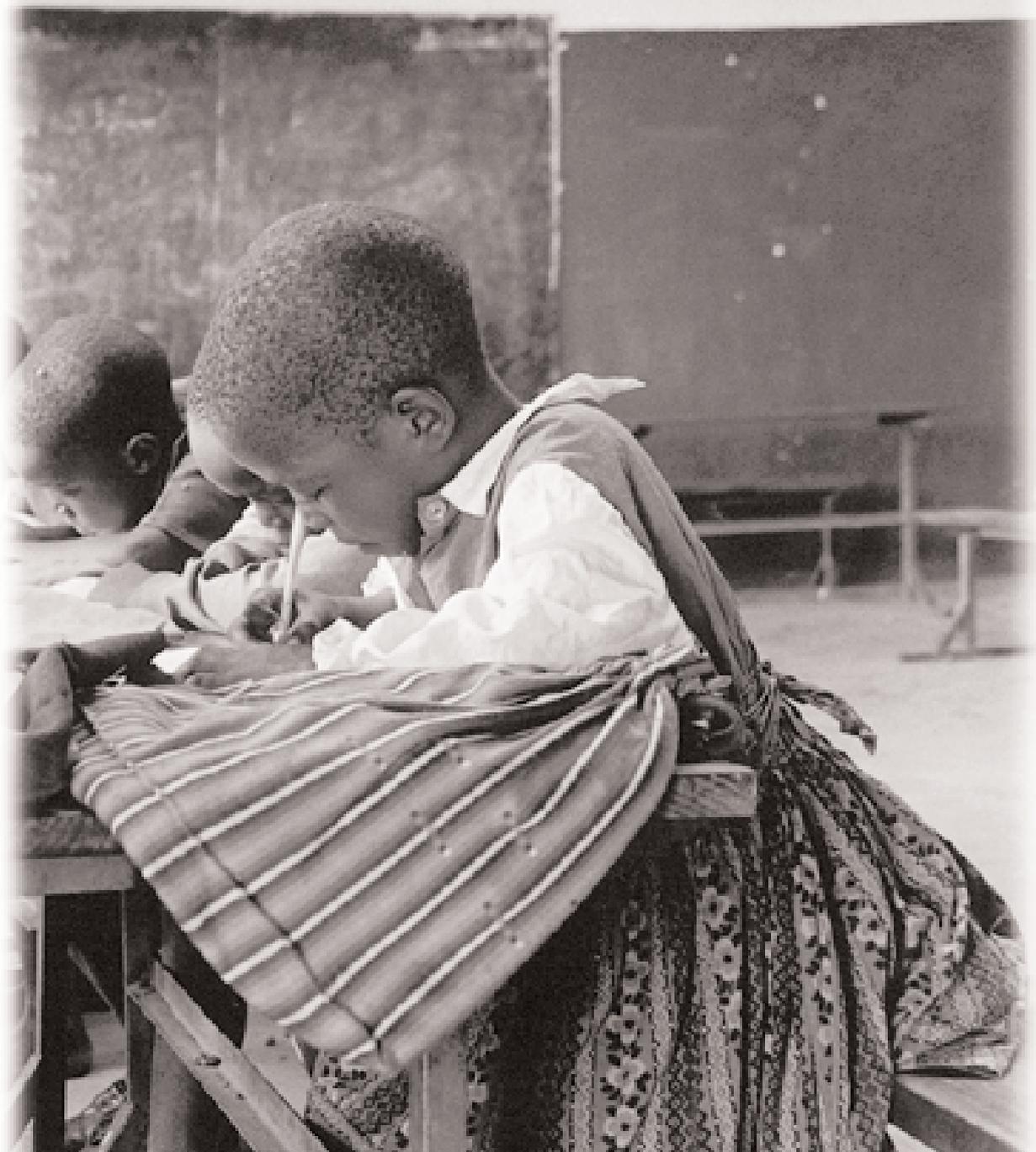
Community Services: In all the refugee camps, social surveys were conducted to help identify and establish programmes in favour of vulnerable groups. The approach underlying these programmes was to insist that the community take responsibility for integrating vulnerable individuals through community help with domestic chores, the provision of material support (clothes, shelter construction) and the fostering of unaccompanied minors. Relatives of unaccompanied minors



were traced whenever possible. Community self-help orthopaedic centres were set up for amputees: prostheses and other aids were manufactured and repaired and basic physiotherapy was offered. Various interest groups were encouraged, such as peer support groups, which could provide counselling on, for example, issues of domestic violence. Community schools and youth centres were established, largely to engage vulnerable members of the community in cultural and sports activities. In urban areas, UNHCR's implementing partners visited the homes of 156 urban refugees and identified 70 extremely vulnerable cases, including 22 unaccompanied minors and orphans. A total of 104 refugees received English language and vocational training, con-

ducive to self-reliance. Roughly half of the beneficiaries were women. A total of 80 refugees graduated from various vocational courses by the end of 2000. A few loans were also provided to help refugees launch small businesses. As a result of these efforts, the number of refugees seeking financial assistance fell from roughly 300 per month in 1999, to 30 in 2000.

Crop Production: Although poor terrain and limited space precluded agriculture on any significant scale in the camps, backyard gardening was supported with 3,800 households (90 per cent of the population) receiving vegetable seeds and tools. In the old settlements of Mayukwayukwa and Meheba, where land was



made available to refugee households, refugees were able to produce enough to feed themselves and enjoy a significant surplus. A crucial problem remained access to markets outside the settlements; nonetheless, it was clear that the potential existed for an even greater degree of self-reliance. In Meheba alone, income generated by the sale of refugees' agricultural produce amounted to USD 65,000. Environmental education materials were distributed in schools and environmental training activities were carried out in all camps on natural resource awareness and preservation.

Domestic Needs/Household Support: The objective of the programme was to provide domestic items to all newly arrived refugees. All new refugees were provided with one blanket per person and one kitchen set, two water containers and one plastic sheet per family (plus 250 grammes of soap per person per month). A total of 46,561 blankets, 26,033 kitchen sets, 18,487 plastic sheets, 31,766 jerry cans and 105,300 kilogrammes of soap were distributed. This was complemented by other vital relief items distributed by NGOs, such as clothing.

Education: A total of 13,186 refugee children were enrolled at primary school (6,954 boys and 6,232 girls) and 1,315 at secondary school (863 boys and 452 girls). There were primary schools in all camps, except Kala (which did not have any formal educational activity in 2000), but they were too few, and had too few classrooms, with the result that class sizes of 80 children were not uncommon. For Angolan and urban refugees, the Zambian curriculum was taught, with a view to facilitating local integration, while for the Congolese refugees, the DRC curriculum was taught for eventual repatriation. The strong demand for secondary (and tertiary) education, particularly among Congolese refugees, could not be fully met. Assistance was provided to urban refugees to enable 300 children to go to primary school, and 103 to go to secondary school. In addition, 30 refugees were enabled to take vocational training courses; 147 to receive teaching, nursing and paramedical training; and ten to take English courses. All 124 refugees in the final year of professional courses were able to secure employment. Twenty-five refugees received DAFI scholarships to study medicine and clinical sciences, engineering, educational sciences and agriculture at the University of Zambia.

Food: Despite the large increase in the refugee population in the last quarter of 2000, refugees received a full food ration (marred by periodic shortages of certain commodities, such as cooking oil and salt). In some of the camps (Meheba in particular), there were considerable delays in the distribution of food, on account of

the relative inaccessibility of the zones where the new arrivals were settled. The milling of cereals was also a problem in some camps. This was resolved by UNHCR with the purchase of additional mills: four hammer mills were purchased for Nangweshi and one for Mwange. The purchase of additional mills for Mayukwayukwa and Meheba could not go ahead because the requisite funds were not available in time. In many of the camps, the refugees themselves participated actively in the distribution and management of food.

Forestry: Five tree nurseries were established. Tree planting was encouraged in Mwange, Mayukwayukwa and Meheba refugee camps. Education on fuel-efficient domestic practices, the prevention of illegal or random cutting of trees, as well as on ensuring observance of demarcated harvesting areas (in which refugees were allowed to collect wood for domestic consumption and construction) was provided.

Health/Nutrition: During the refugee influx, medical screening was carried out in transit centres. Recently arrived children between the ages of six months and 15 years were vaccinated against measles. In the camps, upwards of 90 per cent of children under five were immunised. Community health workers, home visitors and traditional birth attendants were actively involved in a number of preventive activities and were instrumental in health education, reproductive health, growth monitoring and peer education, especially on HIV/AIDS and other sexually transmitted diseases. Traditional birth attendants, who assisted in antenatal activities and home deliveries, received training and medical kits. There were in- and out-patient clinics in all the camps, except for Nangweshi, where the district hospital was able to accommodate refugee patients requiring admission. Services provided in the camps included general consultations, the provision of drugs and medical supplies, ambulances (for referrals), systems support and morbidity and mortality surveillance. Basic laboratories and pharmacies were also set up in the camps, thereby reducing the need to refer patients to hospital. Towards the middle of the year, there was an outbreak of tuberculosis, which was treated and monitored with the assistance of community health workers. Malnutrition rates tended to be high in periods of influx; most camps established special feeding programmes on the basis of data collected through nutrition surveys.

Income Generation: In all the refugee camps, groups pursued income-generating activities as diverse as carpentry, tailoring, poultry raising, brick-making, fish farming, restaurants, shops and milling. NGOs helped to set up

revolving loans and provided assistance with management and accounting, as well as tools, equipment and other organisational assistance. Special efforts were made to benefit women; their participation varied between 25 and 55 percent, depending on the type of activity. In Mayukwayukwa, for example, a women's co-operative was set up to manage three hammer mills, which generated an estimated income of USD 8,600, while another mill run by a group of men generated some USD 4,300. In Mwanze, Mayukwayukwa and Meheba there were 153 fish farms providing employment for 523 people. In Mwanze, there was a co-operative of 14 carpenters; three marketing groups for tailors with a total membership of 130; thirty bee-keepers and 18 women running restaurants. In the urban areas, refugees were helped to obtain work permits and permits for self-employment. In addition, 14 unemployed professional refugees and 12 refugee students were placed with commercial companies.

Legal Assistance: Apart from assisting the Government in dealing with the problem of the presence of combatants among the refugees, a major exercise was launched during 2000 to register refugees in the urban centres, particularly Lusaka, and issue identity cards (1,900 by year's end). In the camps, a systematic and uniform process of registration had yet to be achieved.

Livestock: Through its implementing partners, UNHCR encouraged and supported activities such as poultry, bee-keeping and fish farming in Mwanze, Mayukwayukwa and Meheba refugee camps. An implementing partner provided small loans for urban refugees to buy livestock in order to start small businesses.

Operational Support (to Agencies): Regular co-ordination meetings were held with implementing partners and the Government. The role of UNHCR was seriously affected by the financial difficulties in the last half of the year, making dialogue a real challenge. Nonetheless, all implementing partners received adequate financial and material support to be able to deliver assistance to the refugees. The constant expansion of the programme, in particular the refugee influxes in the last quarter of the year, resulted in additional needs in the areas of communications and transportation.

Sanitation: Most refugee families in the camps (73 per cent in Mwanze and 100 per cent in Mayukwayukwa and Nangweshi) had their own latrines. UNHCR and its partners encouraged and helped refugees to build the latrines themselves, but vulnerable refugees had latrines built for them. Communal sanitary facilities and rubbish pits were built and maintained in transit and reception centres, markets, offices, distribution centres,

schools and clinics. To complement these activities, education on hygiene was provided by sanitation information teams.

Shelter/Other Infrastructure: UNHCR sought to provide refugee families with adequate living space, community facilities and access to services, and to maintain a clean living environment. All camps were physically organised into blocks and zones with clusters of villages, adequate space for schools, distribution centres and health facilities. Some communal facilities were still temporary or semi-permanent structures, especially in the camps that received recent influxes (Mayukwayukwa, Meheba, Nangweshi and Kala). In general, access roads remained in poor condition in all camps except Mwanze. Some construction activities had to be cancelled or postponed due to lack of funding. In addition, the unexpected increase in new arrivals transiting through Lusaka put an additional burden on temporary shelter.

Transport/Logistics: UNHCR and its implementing partners transported some 32,000 new arrivals from the transit centres to the refugee camps. Logistical problems were particularly acute during the rainy season from January to March when the Zambezi flood plains constitute a natural barrier running along the entire western border with Angola, making access to the Angolan refugees in this part of the country extremely difficult. With the assistance of WFP, an airlift was mounted to stock 300 metric tons of food in Kalabo and to transfer more than 2,000 refugees from Kalabo to Mongu, from where they were moved further inland by road to Nangweshi camp.

Water: In Kala camp, the emergency situation and sudden population increase necessitated an overhaul of the pumping and chlorination mechanisms and the pipe network, as well as new reservoirs. In Mwanze, the pumping system was complemented with boreholes fitted with handpumps (generator-operated systems being costlier and more difficult to keep in good working order). The maximum distance to the nearest water point was reduced to about 350 metres. In Nangweshi, water was trucked to the camp before a reinforced pumping and reservoir system was installed. Water supply problems persisted in Meheba and Mayukwayukwa, particularly when the major influxes of refugees coincided with heavy rain in November and December, so boreholes could not be dug. Over the year, a total of 13 boreholes and 11 wells were dug in Mayukwayukwa to cater for earlier arrivals. These facilities were insufficient, however, and refugees still had to walk more than a kilometre to collect water.

ORGANISATION AND IMPLEMENTATION

Management

The Office in Lusaka continued to be responsible for overall management and co-ordination of UNHCR's activities in Zambia, as well as in Malawi and Zimbabwe. In Zambia, apart from Lusaka, UNHCR had offices in Mongu, Kawambwa, Meheba and Mporokoso. The Regional Directorate for Southern Africa based in Pretoria continued to provide co-ordination and support in the areas of protection, programme planning, security, administration and contingency planning. UNHCR's programme in Zambia had a total of 55 staff (eight international and 43 national staff, as well as one JPO and three UNVs).

Working with Others

During the year, UNHCR worked with six NGOs. UNHCR's principal government interlocutor was the Zambian Commissioner for Refugees, whose office was represented in all refugee camps. On specific issues relevant to UNHCR's programme in Zambia, other contacts were maintained with the relevant Government ministers and departments. Other partners included UN agencies such as UNDP, WFP, UNFPA, and other international organisations. The support received from IOM was greatly valued, particularly during the large refugee influxes.

OVERALL ASSESSMENT

Although several crucial challenges were faced in 2000, the delivery of the programme was generally in keeping with internationally mandated principles and standards of protection. The effectiveness of UNHCR's response hinged on the preparation by all key actors of a contingency plan and the conclusion of a Memorandum of Understanding with specific partners. UNHCR contributed to maintaining the international community's interest in developments in Zambia by providing regular briefings to donors, issuing press releases and organising visits to the camps for donor representatives, other diplomats and journalists.

UNHCR's overriding objectives were to integrate new arrivals into the settlements and camps and maintain adequate assistance activities, but events hindered the achievement of planned targets. Plans were based on an estimate of 10,000 new arrivals over the course of the year 2000. By year's end, a total of 78,000 had been received. As more and more resources went into dealing

with the new arrivals, fewer remained for the promotion of self-sufficiency and local integration for existing refugees. Furthermore, operations were constrained by delays in the procurement and delivery of essential relief items, staff shortages and some limitations of implementing partners.

On the positive side, the overall response to the emergencies in 2000 was effective. Complex protection problems were addressed appropriately and efficiently, aided by the positive attitude of the Zambian Government to stand by its international obligations. UNHCR's NGO partners also made a vital contribution, particularly during emergency periods, when they averted, or at least attenuated, several crises.

Offices

Lusaka
Kawambwa
Meheba
Mongu
Mporokoso

Partners

Government Agencies

Department of Social Welfare - Ministry of Labour, Manpower Planning and Social Welfare
Ministry of Home Affairs - Office of the Commissioner for Refugees

NGOs

Care International
International Catholic Migration Commission
Jesuit Refugee Services
African Humanitarian Action
The Lutheran World Federation
Young Men's Christian Association

Other

United Nations Volunteers

Financial Report (USD)				
Expenditure Breakdown	Current Year's Projects		Prior Years' Projects	
		notes		notes
Protection, Monitoring and Co-ordination	2,175,340		18,562	
Community Services	218,384		73,505	
Crop Production	37,491		149,389	
Domestic Needs / Household Support	373,152		185,637	
Education	226,966		46,584	
Food	160,440		8,955	
Forestry	7,560		0	
Health / Nutrition	515,465		139,092	
Income Generation	27,511		14,839	
Legal Assistance	318,757		77,376	
Livestock	1,318		0	
Operational Support (to Agencies)	750,087		502,345	
Sanitation	40,206		2,750	
Shelter / Other Infrastructure	381,006		156,132	
Transport / Logistics	2,093,505		384,566	
Water	144,800		28,265	
Instalments with Implementing Partners	1,435,909		(1,425,412)	
Sub-total Operational	8,907,897		362,585	
Programme Support	1,391,590		117,687	
Sub-total Disbursements / Deliveries	10,299,487	(3)	480,272	(6)
Unliquidated Obligations	1,077,053	(3)	0	
Total	11,376,540	(1) (3)	480,272	

Instalments with Implementing Partners

Payments Made	4,425,279		126,174	
Reporting Received	2,989,370		1,551,586	
Balance	1,435,909		(1,425,412)	
Outstanding 1 January	0		1,799,208	
Refunded to UNHCR	0		42,371	
Currency Adjustment	0		(12,348)	
Outstanding 31 December	1,435,909		319,077	

Unliquidated Obligations

Outstanding 1 January	0		669,589	(6)
New Obligations	11,376,540	(1)	0	
Disbursements	10,299,487	(3)	480,272	(6)
Cancellations	0		189,317	(6)
Outstanding 31 December	1,077,053	(3)	0	(6)

Figures which cross reference to Accounts:

(1) Annex to Statement 1

(3) Schedule 3

(6) Schedule 6