

EAST AND HORN OF AFRICA

Regional Overview

Djibouti • Eritrea • Ethiopia • Kenya • Somalia • Sudan • Uganda



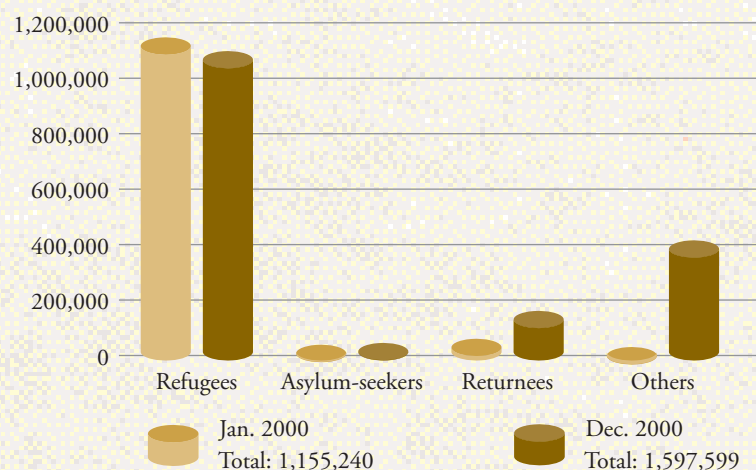
MAJOR DEVELOPMENTS

Political and humanitarian conditions in the region showed no signs of improvement, as most countries remained engulfed in conflicts and socio-economic crises, with often devastating effects on the respective populations. The resumption of war between Ethiopia and Eritrea in May 2000 resulted in the displacement of over one million people inside Eritrea and the flight to Sudan, Djibouti and Yemen of some 97,000 refugees. Negotiations between the parties, with the continued involvement of the Organisation of African Unity (OAU) and the Special Envoys of the UN Secretary General, led to the signing of a Cessation of Hostilities Agreement on 18 June 2000, which was further consolidated in a peace agreement signed on 12 December in Algiers. By the end of the year, the deployment of a peace-keeping mission to Ethiopia and Eritrea was well

under way. This helped pave the way for the return of internally displaced persons and refugees in 2001.

There were initial hopes that the Inter-governmental Authority on Development (IGAD) peace initiative for Sudan would have an effect on the protracted war between the Government of Sudan and the Sudan People's Liberation Army (SPLA) but the peace nego-

Persons of Concern to UNHCR



tiator's efforts proved fruitless. A concurrent initiative, sponsored by Egypt and Libya, failed in like manner. Talks stalled as the warring parties were unable to find any common ground. Similarly, no results were produced by an agreement signed between the Governments of Sudan and Uganda to strengthen diplomatic ties and check rebel forces operating in each other's territory. In Somalia, a Transitional National Government (TNG) was formed in August, representing the first attempt at a central government since the collapse of the Siad Barre regime in 1991. This was greeted with optimism, as was the Somali National Peace Conference, led by Djibouti under the auspices of IGAD. But the TNG has yet to assert its authority over the whole country. It faced opposition not only from Somaliland (in the north-west) and Puntland (in the north-east), which declared their independence in 1991 and 1998 respectively, but also from various faction leaders in central and southern Somalia and from some neighbouring countries. As more factions emerged, insecurity and political instability mounted.

Regional difficulties were further exacerbated by a severe drought affecting more than 16 million people. The resulting food shortages generated increased cross-border movements, but large-scale disaster was averted by the swift intervention of the international community, which delivered one million metric tons of food and other emergency assistance.

CHALLENGES AND CONCERNS

Instability and shifting political alliances jeopardised the security of staff and beneficiaries, and impaired the impact of UNHCR's work. Security problems in and around camps were a major concern, forcing refugees and humanitarian workers to be on constant alert. Some consequent security precautions inevitably reduced the mobility of service providers and therefore impeded the delivery of services to refugees. Nonetheless, UNHCR continued to fulfil its mandate.

The renewed outbreak of hostilities between Ethiopia and Eritrea compelled UNHCR to suspend the imminent repatriation of some 160,000 long-term Eritrean refugees from Sudan, and to cope with a massive new influx instead. Plans to repatriate pre-1991 Ethiopians from Sudan were also postponed because their areas of return in Ethiopia were located in the embattled zone. The repatriation from Djibouti of some 23,000 Somali refugees was blocked by the Somaliland authorities on account of objections to Djibouti's role

in the Conference for Peace in Somalia. Hence, it was once again demonstrated that the implementation of durable solutions hinges on conducive political conditions.

PROGRESS TOWARDS SOLUTIONS

Several regional meetings, organised by the Regional Directorate for the Horn and East Africa and the Great Lakes Region, formulated situational strategies pertaining to the Somali, Sudanese, Eritrean and pre-1991 Ethiopian refugee populations. A focus was placed on cross-cutting themes such as gender equality mainstreaming, education, children's rights, peace education, HIV/AIDS and environmental issues. Despite the obstacles posed by the political and security conditions in the region, UNHCR made significant progress in achieving durable solutions, as close to 100,000 refugees were assisted to return to their areas of origin, and an increased number of refugees (11,100) were successfully resettled in third countries.

In March, the Ceased Circumstances Cessation Clause for pre-1991 Ethiopian refugees, which had been invoked by UNHCR six months earlier, came into force. All Ethiopians who had fled before 1991, could draw on UNHCR to facilitate their voluntary return. As a result, 1,780 Ethiopian refugees were repatriated from Djibouti and 10,500 from Sudan. All pre-1991 Ethiopians opting for voluntary repatriation are expected to return from surrounding countries by March 2001, signifying the closure of another chapter.

In line with the Office's objectives, UNHCR commenced the review of existing mechanisms for the implementation of gender equality mainstreaming. A workshop to impart relevant skills and knowledge was conducted for UNHCR and implementing partner staff. Furthermore, inter-agency meetings involving NGOs, UN organisations and UNHCR staff were convened to address five priority themes for children (namely separated children), sexual exploitation, military recruitment, education and adolescents. These fora allowed for region-wide skills development, the exchange of experiences, as well as awareness-raising. In Ethiopia, Uganda and Kenya, agreement was reached on a registration form for unaccompanied children, and this form was used successfully. In Kenya, the Best Interest Determination tool was used to assess unaccompanied children for resettlement. In Ethiopia, children at risk of abuse or exploitation through child labour, especially girls, received special assistance.

UNHCR provided training in emergency preparedness and response strategies to a core of 35 UNHCR and implementing partner staff. As a result, offices in the region were able to meet their responsibilities in Sudan, Eritrea, Djibouti and the Republic of the Congo when conflicts erupted and forced populations to seek refuge either within or outside their national boundaries. UNHCR also undertook a number of initiatives in the region to actively promote new and old partnerships with governments, funding institutions and UN agencies, such as the World Bank, the EU, the Japan International Co-operation Agency, UNDP and IGAD. A special joint OAU/UNHCR meeting of governments and non-governmental technical experts was held in Conakry from 27 to 29 March 2000 to commemorate the 30th anniversary of the OAU Convention and to take stock of developments. The meeting produced a Comprehensive Implementation Plan (CIP), adopted by the OAU Council of Ministers in Lomé in July 2000, which establishes a framework for international protection in Africa.

A UNHCR/OAU task force was set up to support the implementation of the CIP, and in November eminent judges from throughout the region attended a round-table meeting and made recommendations on specific aspects of refugee protection.

OPERATIONS

UNHCR's operations in **Eritrea, Ethiopia, Kenya, Somalia, Sudan** and **Uganda** are described in separate country chapters.

In **Djibouti**, UNHCR was able, despite funding shortfalls, to meet most of the objectives set for 2000, such as the successful repatriation of the pre-1991 Ethiopian refugees, the implementation of the loans scheme for refugee women, and the general provision of protection and humanitarian assistance to refugees. Following the application of the Cessation Clause to all pre-1991 Ethiopian refugees, UNHCR repatriated 1,780 Ethiopians from Djibouti, thus effectively closing



this chapter. Similarly, 1,029 of the 1,100 Somali refugees who crossed from Harsile camp in Eritrea to Djibouti in May 2000 opted for repatriation and were assisted accordingly.

A special emphasis was placed on gender equality mainstreaming, to ensure that women and men enjoyed equal influence in the refugee community. To this effect, a women's committee was established to increase the involvement of women in food distribution, camp management and other relevant matters. Other activities aimed at improving the conditions of life for women refugees included the identification for resettlement of women at risk, the search for market outlets for refugee products and the promotion of access to reproductive health services. A micro-credit scheme created specifically for urban refugee women helped to meet basic needs and facilitated a limited degree of self-sufficiency.

Thanks to an increase in resettlement opportunities, 81 Somali, 43 Ethiopian and two Sudanese refugees from the camps were resettled, in addition to those in urban areas for whom voluntary repatriation was not a viable option. Another 119 cases were pre-screened for submission to major resettlement countries. The national Eligibility Committee went into session for the first time since 1986. Its aim, to repatriate Somali refugees, was unfortunately deflected by an impasse in relations between Djibouti and north-west Somalia. UNHCR will continue to promote discussions at the political level to break the deadlock.

FUNDING

Funding shortfalls meant that only 80 per cent of approved activities could be implemented. This impacted negatively on UNHCR's ability to effectively prevent *refoulement*, ensure international protection and perform its monitoring and co-ordination role. As the focus shifted towards purely life-sustaining activities, implementation of policy priorities (gender mainstreaming, women, children, adolescents and the environment) were often severely curtailed or even cancelled. As a result, UNHCR's credibility and reliability were frequently questioned by implementing partners.

The 2000 Global Appeal included two boxes describing the situation of Sudanese and Somali refugees, which indicated total financial requirements for the year amounting to USD 29,966,896 and USD 34,208,018 respectively. The boxes were intended to summarise UNHCR's strategy, to highlight the complexity and regional nature of these refugee situations and to facilitate the transition from the former Special Programmes to the unified budget structure, which was launched on 1 January 2000. Earmarked contributions received for these refugee situations are reflected in the table at the end of this Regional Overview. Total expenditure for the two situations in 2000 amounted to USD 24,760,179 and USD 29,527,895 respectively. A description of the corresponding activities may be found in the Operations section of this Overview and in the relevant country chapters following it.

| Voluntary Contributions - Restricted (USD) | | | | | | |
|--|-------------------------|-------------------------|--------------|--------------------------------|--------------|--|
| Donor | Earmarking ¹ | Annual Programme Budget | | Supplementary Programme Budget | | |
| | | Income | Contribution | Income | Contribution | |
| Belgium | Eritrea | 0 | 0 | 363,543 | 363,543 | |
| Canada | East and Horn of Africa | 0 | 0 | 337,838 | 337,838 | |
| | Sudan | 1,362,069 | 1,362,069 | 0 | 0 | |
| Denmark | East and Horn of Africa | 3,592,840 | 3,592,840 | 0 | 0 | |
| France | East and Horn of Africa | 435,154 | 435,154 | 0 | 0 | |
| Germany | Eritrea | 0 | 0 | 127,650 | 127,650 | |
| | Ethiopia | 236,054 | 236,054 | 0 | 0 | |
| | Kenya | 643,876 | 643,876 | 0 | 0 | |
| | Sudan | 0 | 0 | 194,592 | 194,592 | |
| | Uganda | 76,168 | 76,168 | 0 | 0 | |
| Italy | Eritrea | 592,377 | 592,377 | 0 | 0 | |
| | Ethiopia | 193,429 | 193,429 | 0 | 0 | |
| | Kenya | 193,429 | 193,429 | 0 | 0 | |
| | Sudan | 205,519 | 205,519 | 921,421 | 921,421 | |
| Japan | Djibouti | 510,000 | 510,000 | 0 | 0 | |
| | Eritrea | 500,000 | 500,000 | 0 | 0 | |
| | Ethiopia | 4,100,000 | 4,100,000 | 0 | 0 | |
| | East and Horn of Africa | 0 | 0 | 1,401,521 | 1,360,000 | |
| | Kenya | 3,270,000 | 3,270,000 | 0 | 0 | |
| | Somalia | 1,500,000 | 1,500,000 | 0 | 0 | |
| | Sudan | 2,040,000 | 2,040,000 | 0 | 0 | |
| | Uganda | 2,800,000 | 2,800,000 | 0 | 0 | |

| Voluntary Contributions - Restricted (USD) | | | | | |
|--|-------------------------|-------------------------|-------------------|--------------------------------|-------------------|
| Donor | Earmarking ¹ | Annual Programme Budget | | Supplementary Programme Budget | |
| | | Income | Contribution | Income | Contribution |
| Netherlands | Somalia | 281,458 | 281,458 | 0 | 0 |
| Norway | East and Horn of Africa | 0 | 0 | 781,918 | 781,918 |
| | Sudan | 429,185 | 429,185 | 0 | 0 |
| Sweden | East and Horn of Africa | 4,842,343 | 4,842,343 | 1,404,530 | 1,404,530 |
| United Kingdom | Kenya | 785,714 | 785,714 | 0 | 0 |
| | Uganda | 4,629,195 | 4,629,195 | 0 | 0 |
| United States of America | Djibouti | 355,000 | 355,000 | 0 | 0 |
| | Eritrea | 550,000 | 550,000 | 1,000,000 | 1,000,000 |
| | Ethiopia | 3,655,000 | 3,655,000 | 0 | 0 |
| | East and Horn of Africa | 0 | 0 | 6,750,000 | 6,750,000 |
| | Kenya | 3,960,000 | 3,960,000 | 0 | 0 |
| | Somalia | 850,000 | 850,000 | 0 | 0 |
| | Sudan | 1,500,000 | 1,500,000 | 0 | 0 |
| | Uganda | 4,638,000 | 4,638,000 | 0 | 0 |
| European Commission | Eritrea | 0 | 0 | 1,413,805 | 1,417,345 |
| United Nations Development Programme | Ethiopia | 9,956 | 9,956 | 0 | 0 |
| International Olympic Committee (SWI) | Sudan | 10,000 | 10,000 | 0 | 0 |
| | Uganda | 10,000 | 10,000 | 0 | 0 |
| <i>Action Réfugiés (FRA)</i> | Ethiopia | 12 | 12 | 0 | 0 |
| <i>Deutsche Stiftung (GFR)</i> | Ethiopia | 48,648 | 48,648 | 0 | 0 |
| | East and Horn of Africa | 0 | 0 | 58,378 | 58,378 |
| <i>España con ACNUR (SPA)</i> | Eritrea | 0 | 0 | 51,484 | 92,637 |
| | Uganda | 90,360 | 180,722 | 0 | 0 |
| <i>Stichting Vluchteling (NET)</i> | Sudan | 0 | 0 | 30,000 | 30,000 |
| | Uganda | 104,898 | 104,898 | 0 | 0 |
| UK for UNHCR (GBR) | Ethiopia | 28,931 | 28,931 | 0 | 0 |
| USA for UNHCR (USA) | Sudan | 15,000 | 15,000 | 0 | 0 |
| | Eritrea | 0 | 0 | 2,073 | 2,073 |
| Tree for Life (JPN) | Sudan | 42,327 | 42,327 | 0 | 0 |
| McHenry Tichenor (USA) | Kenya | 25,000 | 25,000 | 0 | 0 |
| Private Donors Ethiopia | Ethiopia | 162 | 162 | 0 | 0 |
| Private Donors Greece | East and Horn of Africa | 0 | 0 | 687 | 687 |
| Private Donors Italy | East and Horn of Africa | 85,072 | 85,072 | 0 | 0 |
| Private Donors Japan | East and Horn of Africa | 196 | 196 | 0 | 0 |
| Private Donors Sudan | Ethiopia | 300 | 300 | 0 | 0 |
| Private Donors United Arab Emirates | Ethiopia | 36,455 | 36,455 | 0 | 0 |
| Total² | | 49,234,127 | 49,324,489 | 14,839,440 | 14,842,612 |

¹For more information on the various earmarkings, please refer to the Donor Profiles. ²Total funds available for obligation in the region also included unearmarked voluntary contributions, broadly earmarked contributions, opening balances and adjustments.

| Budget and Expenditure (USD) | | | | | | |
|---|---|--------------------------------|--------------------|---|--------------------------------|-------------------|
| Country | Revised Budget | | | Expenditure | | |
| | Annual Programme Budget and Trust Funds | Supplementary Programme Budget | Total | Annual Programme Budget and Trust Funds | Supplementary Programme Budget | Total |
| Djibouti | 3,243,807 | 426,448 | 3,670,255 | 2,958,953 | 398,516 | 3,357,469 |
| Eritrea | 4,744,550 | 10,895,837 | 15,640,387 | 3,982,566 | 7,400,439 | 11,383,005 |
| Ethiopia | 22,026,151 | 0 | 22,026,151 | 20,015,133 | 0 | 20,015,133 |
| Kenya | 24,838,244 | 0 | 24,838,244 | 22,407,669 | 0 | 22,407,669 |
| Somalia | 10,125,487 | 0 | 10,125,487 | 8,001,748 | 0 | 8,001,748 |
| Sudan | 12,842,814 | 6,429,859 | 19,272,673 | 10,731,372 | 3,150,202 | 13,881,574 |
| Uganda | 17,963,590 | 0 | 17,963,590 | 15,070,578 | 0 | 15,070,578 |
| Regional Director's Office (Ethiopia) | 1,513,255 | 0 | 1,513,255 | 1,478,384 | 0 | 1,478,384 |
| Liaison Unit at Headquarters ¹ | 764,457 | 300,000 | 1,064,457 | 761,242 | 9,685 | 770,927 |
| Total | 98,062,355 | 18,052,144 | 116,114,499 | 85,407,645 | 10,958,842 | 96,366,487 |

¹Includes commitment incurred at Headquarters amounting to USD 490.