



# **COUNTRY OPERATIONS PLAN**

**Country: Zambia**

**Planning Year: 2004**

## 2004 COUNTRY OPERATIONS PLAN: Republic of Zambia

### Part I: EXECUTIVE COMMITTEE SUMMARY

#### *(a) Context and Beneficiary Populations*

The refugee operations in the Republic of Zambia consist of three main caseloads: Angolan, Congolese and the urban refugees. Other smaller groups of refugees, mainly from Rwanda and Burundi, also exist but are generally subsumed under these three.

##### Angola

The Angolan caseload in Zambia dates back to the war for the liberation in Angola since 1966, which created an outflow of refugees into Zambia. After the independence of Angola in 1974, the expected return of the refugees did not materialize due to the eruption of internal civil strife in 1976.

In 1994, renewed efforts led to the Lusaka peace agreement, which also failed to end the prolonged conflict in Angola. In the period 1993 to 1996, UNHCR had organized the repatriation of Angolan refugees from neighboring countries, including Zambia (between 1996 and 1998). The repatriation was suspended in June 1998 as the civil war intensified. Waves of refugees streamed into Zambia between 1998 and 2001.

Since the death of the UNITA leader, Jonas Savimbi in Angola on 22 February 2002, prospects for peace and thus voluntary repatriation of Angolan refugees in Zambia have become a reality. Following the cease-fire agreement between UNITA and the government in Angola in April 2002, preparations for the facilitation of repatriation have resulted in the signature of a Tripartite Agreement between Angola, Zambia and UNHCR for the voluntary repatriation of Angolan refugees in November 2002. The Agreement established a Tripartite Commission that has met twice since then. Since the official launching of the organized repatriation operation in July until the end of September 2003, close to 16,000 refugees returned to Angola mostly from the Meheba and a few hundred from Mayukwayukwa. On the other hand, there are also more than 30,000 refugees that have been in Meheba and Mayukwayukwa for longer than two generations, thus, it is unlikely that most of these refugees would be opting for repatriation. Given these realities, the repatriation plan elaborated in 2002 and has been updated since.

##### DR Congo

The 1994 genocide in Rwanda and the general insecurity in the Great Lakes Region resulted in the outflow of millions of refugees into neighboring countries. This political-military conflict in the Great Lakes Region of East and Central Africa has resulted in a huge wave of roaming refugees around Central and Southern Africa, including Zambia, which has received refugees from Burundi, Rwanda and the Democratic Republic of Congo (DRC). In addition, the military conflict that broke out in the DRC between the central government in Kinshasa and the rebels since 1996, and aggravated in 1998, continues to have far-reaching effects on the countries of the Great Lakes Region and Zambia. Not only have thousands of civilians been displaced by the war inside the DRC, but also there has been since 1997 a steady flow of refugees into Tanzania and Zambia.

In spite of the different peace initiatives and the recent withdrawal of foreign forces, peace has not returned and the de-facto partition of the country continues. Internal political and military factions, regular and irregular, continue to attempt to occupy the territory vacated by retreating foreign military forces, thus prolonging the conflict and the humanitarian disaster inside the DRC. Although recent developments may not inspire confidence in the improvement in the situation in the DRC, BO Luanda has elaborated a tentative plan for the return of some 7,000 Congolese refugees, should the political situation were to improve in the near future.

#### **The objectives of the 2004 refugee programme in Zambia will be:**

1. To provide protection and material assistance and continue the search for durable solutions for some 125,000 assisted refugees from Angola, the DRC, Burundi, Rwanda and small groups of other nationalities, assuming that 23,300 would have been repatriated or resettled, and another influx of 5,500 received during 2003. Relief assistance will be provided in a way that recreates coping

mechanisms and empowers refugees to attain self-sufficiency so as to gradually reduce and eventually phase out reliance on international assistance.

The figure above excludes approximately 100,000 Angolan, Congolese, Rwandan, Burundian and other refugees spontaneously settled along the border locations.

Care and maintenance assistance will be delivered taking into account the special needs of refugee women and children, the five commitments of the High Commissioner to refugee women and the issues of sexual and gender-based violence. These will be met through devolution to the community of responsibilities for the creation of mechanisms and structures for meeting their personal protection and social development needs. Emphasis will be paid to the need to promote among refugees life skills that will contribute to durable solutions. Education, community and social services, agriculture and income-generation activities will thus be geared towards this strategy.

Assistance to refugees will be provided in the context of protecting, promoting and sustaining their rights to international protection, the right to see their minimum needs covered, and the right to access to primary education and counseling. The right to see their potential as part of the human resources involuntarily displaced and outside their country, valued and utilized to solve their own problems.

UNHCR and its partners will promote and improve awareness on such issues as HIV/AIDS as well as SGBV. These will be carried out through an integrated approach through health and social services, peer education and community support for affected refugees. Public awareness and education activities will be aimed at affecting positively the behavioral patterns and the reproductive health of the youth.

- 2 To assist and ensure the voluntary repatriation in dignity and safety for Angolan refugees, responding to the evolving safety situation in Angola, and in particular, to the refugees' response to the situation in their country. To explore other durable solutions for refugee situations, including integration and naturalization of refugees and resettlement for deserving cases.
- 3 To encourage and strengthen environmental awareness, education and protection/rehabilitation in all camps and settlements.
- 4 To continue pursuing advocacy for, and promotion of, the involvement of other development agencies and donors in the improvement of socio-economic conditions of the refugee-hosting communities.

The desired impact is to sustain tolerance for refugee presence and minimizing xenophobia against asylum-seekers, as well as the inclusion of refugees in the development agenda of Zambia, under the strategies defined in the Poverty Reduction Strategy Paper (PRSP) and continued facilitation of the Zambia Initiative. This is organically linked to UNHCR's exit strategy and efforts made to bridge the gap between relief and development.

- 5 To continue to provide institutional support to the Government to ensure security in and around the refugee camps, including the separation of military elements from civilians, as necessary.

Institutional support is therefore perceived as part of UNHCR's core mandate in international protection. This support to the Zambian authorities stems from the experience of the flow into Zambia of mixed population groups, that included people involved in military activities in Angola and the DRC, which posed a challenge to the institution of asylum since the year 2000. Addressing this issue systematically and constantly will improve the security of the refugees, of the humanitarian actors and of the Zambian population in the refugee-hosting areas. UNHCR's interest in seeing the international community strengthen the Government in this endeavor is designed to ensure that the functioning of, and access to, the institution of asylum are free from negative perceptions and that refugees are not seen as a destabilizing factor for Zambia. A positive outcome will ensure the preservation of the institution of asylum in Zambia.

- 6 To enhance programme implementation, service delivery and monitoring through training in all sectors, with particular emphasis on operational security, administration and programme management/project control, as well as emergency preparedness and response.
- 7 To continue supporting the Office of the Commissioner for Refugees, as the UNHCR government counterpart on refugee matters.
- 8 To sustain the efforts of capacity building in order to:
  - increase the local capacity to participate in the refugee programme through the involvement of more local NGOs and government departments, and
  - Manage the regional warehouse so as to provide quicker response to humanitarian crises.

The following are the planning figures of the beneficiary refugee populations that will be expected to continue to benefit from international protection and assistance as of January 2004:

- a) 71,500 **Angolan refugees** in the Western, Northwestern and Eastern Provinces. It is estimated that out of the initial 128,000 non-assisted Angolan refugees spontaneously settled in the rural areas for some years now, some 30,000 have returned spontaneously to Angola, thus, the remaining 98,000 may still benefit from UNHCR's protection support, if required.
- b) 48,470 **Congolese refugees** in the Northern and Luapula Provinces, assuming a total of 3,000 new arrivals by the end of 2003.
- c) 4,523 **Urban Refugees of different nationalities** in Lusaka, the majority coming from the DRC (1,478) and Rwanda (1,037).
- d) The Angolan camps also host 773 **Burundian** and 3,465 **Rwandan** refugees.

It is expected that repatriation to Angola will constitute a major operational element. As well, it is expected that given the continued volatile regional political and military situation in the region, refugees will continue to seek asylum in Zambia, although in very small numbers. In view of the evolution of the situation in the DRC, repatriation may turn out to be as an operational reality in 2004. As a result, the following demographic projections of assisted refugees are made for 2004:

Country of origin	Population January 2003	Expected influx	Expected repatriation or resettlement	Population Dec. 2003/January 2004	Expected influx	Expected Repatriation or resettlement	Population December 2004
Angola	90,548	1,000	20,000	71,548	0	40,000	31,548
DRC	45,170	3,600	300	48,470	3,600	7,000	45,070
Various <sup>1</sup>	7,273	900	3,000	5,173	900	2,000	4,073
Total	142,991	5,500	23,300	125,191	4,500	49,000	80,691

As stated above, the total excludes spontaneously settled refugees that do not benefit from assistance.

**(b) Main Programme Goals and Principal Objectives**

As stated above, recent developments in Angola opened the doors for repatriation. On the other hand, the conflict in the DRC still hinders voluntary repatriation in the immediate future. Consequently, UNHCR's protection and assistance activities in Zambia will continue during the year 2004 side by side with repatriation.

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<sup>1</sup> Urban refugees of various nationalities, including Rwandan and Burundian refugees

## Main Caseloads and Themes:

<b>Name of Beneficiary Population # 1: Angolan Refugees</b>	
<b>Main Goal(s):</b>	
<ol style="list-style-type: none"> <li>To protect refugees, ensure their wellbeing and promote their capacities, while seizing opportunities for durable solutions.</li> <li>To promote the repatriation of Angolan refugees.</li> </ol>	
<b>Principal Objectives</b>	<b>Related Outputs</b>
1. To ensure protection and security is accorded to refugees according to the international refugee protection principles.	<ul style="list-style-type: none"> <li>Refugees are admitted and properly screened, UNHCR protection and government field presence.</li> <li>Armed elements are separated from refugees.</li> <li>Physical protection and rights and integrity of women and children.</li> </ul>
2. To continue providing adequate care and maintenance assistance to refugees	<ul style="list-style-type: none"> <li>Provision and sustenance of essential basic services in the areas of food, health, education, water and sanitation, domestic needs</li> <li>Adherence and strengthening of minimum standards of services and promotion of refugee participation and self-reliance</li> </ul>
3. To promote local integration for old refugees	<ul style="list-style-type: none"> <li>Strengthening of Government participation in the delivery of services;</li> <li>Promotion of refugee self-sufficiency through education, income-generation and agriculture and simultaneous reduction or phase-out of international assistance</li> <li>Pursue on a case-by-case basis residence permits or naturalization</li> <li>Gradual involvement of other development actors in the refugee programme.</li> <li>Continue facilitation of the <u>Zambian initiative</u> by assistance to refugee host communities and integration of refugees.</li> </ul>
4. To promote the voluntary repatriation of refugees	<ul style="list-style-type: none"> <li>Ensuring that the legal framework provided the enabling environment for facilitation of repatriation</li> <li>To provide factual information of services and conditions in the country of origin, including mine awareness</li> <li>To provide departure facilities, including registration and transportation assistance to refugees willing to repatriate</li> </ul>

<b>Name of Beneficiary Population # 2: Congolese Refugees</b>	
<b>Main Goal(s)</b>	
<ol style="list-style-type: none"> <li>To provide protection and assistance to Congolese refugees, ensuring their wellbeing</li> <li>To facilitate the repatriation of refugees once conducive conditions in the country of origin materialize</li> </ol>	
<b>Principal Objective(s)</b>	<b>Related Outputs</b>
1. To ensure protection and security is accorded to refugees according to the international refugee protection principles.	<ul style="list-style-type: none"> <li>Ensuring admission and proper screening, UNHCR protection and government field presence.</li> <li>Ensure Separation of armed elements.</li> <li>Ensuring physical protection, rights and integrity of women and children.</li> </ul>
2. To provide adequate care and maintenance assistance to refugees	<ul style="list-style-type: none"> <li>Provision and sustenance of essential basic services in the areas of food, health, education, water and sanitation, etc</li> <li>Adherence to minimum standards of services and promotion of refugee participation and self-reliance</li> </ul>
3. Where feasible, to assist or promote voluntary repatriation	<ul style="list-style-type: none"> <li>As conditions in country of origin improve, prepare and agree with Government and UNHCR in the country of origin on a repatriation plan, through joint planning and tripartite agreements</li> </ul>
4. To identify process and submit eligible candidates for resettlement to a third Country.	<ul style="list-style-type: none"> <li>Special emphasis on victims of sexual and gender-based violence, women at risk and unaccompanied minors.</li> </ul>

<b>Name of Theme # 1: Urban and other Refugees</b>	
<b>Main Goal(s):</b>	
1. To protect refugees and promote durable solutions through local integration;	
2. To promote other durable solutions for groups or individuals, such as repatriation or resettlement.	
<b>Principal Objectives</b>	<b>Related Outputs</b>
1. To enhance the legal guarantees to genuine urban refugees	<ul style="list-style-type: none"> <li>• Issuance of ID cards and other relevant documents will allow refugees to be able to work and earn a living</li> </ul>
2. To provide time-limited assistance to genuine vulnerable urban refugees	<ul style="list-style-type: none"> <li>• Needy refugees provided with assistance in the areas of health, shelter, basic education and protection</li> </ul>
3. To promote refugee self-sustenance and social insertion of urban refugees	<ul style="list-style-type: none"> <li>• Provision of vocational training and functional education for (self) employment</li> </ul>
4. To explore other durable solutions that may be available for individuals and families	<ul style="list-style-type: none"> <li>• Promotion and support to resettlement or individual repatriation where feasible.</li> </ul>

<b>Name of Theme # 2: Institutional Support, Capacity Building and the Zambia Initiative</b>	
<b>Main Goal(s)</b>	
1. To sustain the positive asylum climate in Zambia through support to the government in the coordination of refugee affairs	
2. To ensure stand-by material emergency response capacity by managing efficiently the Regional stockpile	
3. To support projects which benefit both local and refugee populations so as to foster the integration of refugee programmes into the national development agenda	
<b>Principal Objectives</b>	<b>Related Outputs</b>
1. To ensure that the camps retain an exclusively civilian and humanitarian character	<ul style="list-style-type: none"> <li>• Sustained government capacity to screen and provide security in the refugee camps and to separate armed elements upon entering Zambia</li> </ul>
2. To sustain the Government's capacity to coordinate refugee affairs and uphold its international asylum obligations	<ul style="list-style-type: none"> <li>• Improved capacity of the Office of the Commissioner for Refugees to coordinate and advocate for refugee protection and assistance with other branches of the Government.</li> </ul>
3. To create an environment that enhances and sustains the institution of asylum	<ul style="list-style-type: none"> <li>• Linking relief and development in areas affected by the presence of refugees, through participation of the government in running selected public services and/or infrastructure (the Zambia Initiative)</li> </ul>
4. To ensure adequate basic and initial regional emergency response capacity	<ul style="list-style-type: none"> <li>• Adequate management of the regional stockpile</li> </ul>
5. To encourage and support the government of Zambia to purposefully include refugees in its municipal development agenda and to review the restrictive Refugee Act	<ul style="list-style-type: none"> <li>• Protection advocacy through sensitization, targeting legislators, continued support to the effective implementation of the Zambia Initiative</li> </ul>