

# **COUNTRY OPERATIONS PLAN**

**Country: Mozambique**

**Planning Year: 2003**

**Prepared by: LO Mozambique**

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## **Part I: Executive Summary**

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

On the surface Mozambique is a stable country in Southern Africa. However, there have been strong indicators that this stability is fragile. The result of the national elections of December 1999, have led to instability in part of the countries. Beyond this, the floods of 2000 and 2001 have had a major impact on the development of the country.

All of the above has led to social unrest in the community and a growing trend of xenophobia is developing, under the assumption that all foreigners are illegal, criminal, and a burden to the country.

Mozambique is party to the 1951 (with reservations to Articles 13, 15, 17, 19, 22, 26 and 34) and 1969 Conventions, and therein, Mozambican Law 21/91 incorporates the essential provisions of these instruments. The Law also establishes the Consultative Commission for Refugees (the Eligibility Commission) which is the principal organ for refugee status determination. The Commission's recommendations are presented to the Minister of Interior for final decision. Rejected cases may lodge appeals with the Administrative Tribunal in Maputo.

The majority of the refugees and asylum seekers in Mozambique are from the Great Lakes Region, with 61% from DRC, 17% from Burundi and 13% from Rwanda. The remaining 9% is from Cuba, China, Angola (1%), Somalia (5%), and other African countries.

The total population of asylum seekers and refugees in Mozambique stood at 5,500 at the end of 2001. The camp population in April 2002 was estimated at some 2,800 persons, with 37% female and 41% children under 17 years. Another 2,500 asylum seekers and refugees are self-settled, mainly in the capital Maputo, and call on UNHCR from time to time for material or legal assistance. It is foreseen that in 2003, the camp population in Nampula will grow to 4,000 people, while some 3,000 will require protection related assistance in Maputo province.

The main objective of UNHCR's programme in Mozambique is to promote self-reliance pending durable solutions. Emphasis is placed on the mainstreaming in the existing project of all applicable programme standards and policies on gender, refugee women and children, and the environment in an effort to improve the delivery of protection and material assistance to refugees and asylum seekers.

In 2001, upon request by the Government of Mozambique, a new refugee camp in Nampula Province was opened for refugees and asylum seekers. The aim of this move is to concentrate one refugees 'assistance in one camp. It was agreed upon against the background of the assumption that the location of the present refugee camps (Bobole and Massaca, in close proximity to the capital Maputo) acted as a pull factor attracting asylum seekers to Mozambique, particularly those with the intention of subsequently moving onward as "irregular movers" to South Africa. It was felt that, in order to discourage these movements, all registration and assistance activities should be consolidated closer to the main points of entry into Mozambique, i.e. in the northern part of the country. A site, called "Marratane", close to the city of Nampula was chosen for the construction of a new refugee camp. Nampula is the largest city in the North, located at some 2,700 kms from Maputo.

Important additional arguments in favour of the Nampula plan are the expected increased opportunities for the achievement of self-reliance by the refugees in this area. This would allow the Government and UNHCR to develop an assistance strategy that is expected to link humanitarian

assistance more effectively with the attainment of self-reliance, thus providing the opportunity for a meaningful and sustainable exit strategy.

It is envisioned that at the end of 2002, once the Marratane camp is completed, all refugees in Bobole and Massaca will be given the opportunity of being transferred to the new camp where, henceforth, all assistance will be consolidated. Therefore, the majority of the activities in 2003 are planned for Marratane Camp in Nampula while the activities in Maputo are limited to protection related issues and phasing out of income generating activities for the refugees and asylum seekers who opted to remain in the capital.

UNHCR and the Government of Mozambique (the Government's Refugee Office, the Nucleo de Apoio aos Refugiados, NAR) agreed on these plans during a Strategic Planning Meeting in Pretoria in February 2001. However, the start of implementation was delayed by budgetary constraints and the deliberations around "Action 2". In July 2001, UNHCR was able to deploy a Physical Planner on mission to carry out an assessment of a site that the Government had proposed for the construction of the new refugee camp and to prepare a development plan, based on local, regional and international basic standards. By that time, the Marratane site had already started to receive refugees, who were accommodated in tents, provided by UNHCR. The construction of refugee shelter was, however, delayed due to the fact that the Government did not accept the basic shelter design proposed by the UNHCR Physical Planner, nor the implementation arrangements. Only an agreement could be reached on the rehabilitation of the road, water system development and latrine construction.

UNHCR and its government and NGO partners are providing multi-sectoral as well as legal and protection assistance to refugees and asylum seekers in the refugee camps. UNHCR will continue to provide support to the Government in terms of facilitating the work of the Eligibility Commission. The office also provides technical advice on the issue of refugee identity as well as travel documents. UNHCR intervenes in a number of individual cases who were detained by the authorities for lack of proper identification documents. Unfortunately, not one pending asylum application was decided upon by the Minister of Interior in 2001. It is foreseen, however, with the transfer of the Bobole caseload to Nampula in 2002, that the pending cases at the Ministers office (some 500 cases, equivalent to some 2,000 persons) will be processed.

For selected deserving cases, the office continues to pursue other appropriate durable solutions: voluntary repatriation is facilitated on individual basis and the pre-condition that a return home is possible in safety and dignity. Resettlement is also facilitated for selected individual cases with security problems and for women at risk.

UNHCR has two implementing partners in Mozambique: Nucleo de Apoio aos Refugiados (NAR), which is also the government counterpart, and the NGO World Relief International (WRI). NAR remains responsible for the provision of direct assistance in the camp and it discharges the function of Secretariat of the Eligibility Commission, which involves jointly interviewing asylum-seekers on their claims with UNHCR and Immigration officials, and preparing cases for submission to the EC. WRI is engaged in local integration activities in both Maputo and Nampula Province.

In providing assistance to refugees, NAR has a limited capacity which needs to be reinforced and current related initiatives from UNHCR have to be strengthened.

The implementation rate of activities remains low. The UNHCR, with only a small office in Maputo and an UNV in Nampula, does not have the capacity to follow up on and monitor all the activities on a daily basis. WRI has been able to implement a successful local integration programme despite several serious problems, like the delay in status determination.

The Government of Mozambique is very reluctant to include additional partners in the project. However, for successful implementation of activities and for UNHCR to be able to develop a

responsible exit strategy, the inclusion of professional, experienced, and committed partners is essential.

**(b) Selected Programme Goals and Objectives**

<b>Beneficiary Population # 1:</b> Refugees and Asylum Seekers in Maputo Province	
<b>Main Goal(s):</b> To promote self-reliance pending durable solutions	
<b>Principal Objectives</b>	<b>Related Outputs</b>
Legal protection to the refugee and asylum seekers population outside the Refugee Center.	<ul style="list-style-type: none"> <li>• Adherence to the agreed closure of registration of new arrivals in Maputo</li> <li>• Decisions on the refugee status application for the old caseload registered in Maputo Province</li> <li>• ID Cards for all refugees.</li> <li>• Updated data base for those refugees/asylum seekers outside the Refugee Center.</li> </ul>
Economic self-sufficiency for Refugees and Asylum Seekers outside the Refugee Center	<ul style="list-style-type: none"> <li>• Phasing out of the income generation activities, like micro credit, job searching and vocational training in Maputo Province by June 2003.</li> </ul>

**Beneficiary Population # 2:** Refugees and Asylum Seekers in Nampula Refugee Camp

**Main Goal(s):**

- To co-ordinate with the government and NGOs the overall management of Nampula Refugee Camp and necessary expansion for increased case load.
- To mainstream in existing LS project the programme standards and policies on gender, refugee women and children, and environment.
- To promote self-reliance pending durable solutions.

<b>Principal Objectives</b>	<b>Related Outputs</b>
Legal protection to the refugee and asylum seekers population in Nampula Refugee Center.	<ul style="list-style-type: none"> <li>• Administrative and technical support to Eligibility Commission.</li> <li>• Timely decisions on the refugee status application.</li> <li>• Relevant identity documents for refugees and asylum seekers</li> <li>• Accurate statistics on refugee population.</li> <li>• Establishment of refugee awareness in the society.</li> <li>• Resettlement and Volrep were applicable.</li> </ul>
Management of Marratane Refugee Camp in Nampula in accordance with UNHCR standards, including the mainstreaming of policy priorities	<ul style="list-style-type: none"> <li>• Co-ordinate activities with camp management and government</li> <li>• Capacity building activities for government officials</li> <li>• Development and Implementation of a social/community service programme, including assistance to vulnerable groups and counseling activities.</li> <li>• Provision of primary and secondary education in a constructive manner to</li> </ul>

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	<p>all eligible refugees</p> <ul style="list-style-type: none"><li>• Provision of basic assistance to the residence of the camp</li></ul>
Economic self-sufficiency for refugees and asylum seekers in Marratane Camp	<ul style="list-style-type: none"><li>• Income generation activities, like agriculture, animal husbandry, micro credit, job searching and vocational training</li></ul>
To accommodate 5,000 people in Nampula Refugee Camp	<ul style="list-style-type: none"><li>• Expansion of the camp to accommodate a case load of 5,000 persons</li></ul>