

Republic of Zambia: 2003 COP

Part I: Executive Committee Summary

(a) Context and Beneficiary Populations

The refugee operations in the Republic of Zambia concern mainly Angolan and Congolese refugees, with smaller groups of refugees from other nationalities, mainly from Rwanda and Burundi also being attended.

Angola

The Angolan refugees are the oldest caseload in Zambia. The war for the liberation in Angola since 1966 has created an inflow of Angola refugees into Zambia. After the independence of Angola in 1974, the expected return of the refugees did not materialise due to the outbreak of the internal civil strife in 1976. Since that date, the war has prevented the return of most Angolan refugees that had been in Zambia during the period of struggle for independence. The conflict soon became not only of an ethnic and political nature, but also one for the control of the immense natural resources of the country between the central government and UNITA.

Due to other external factors and developments in Southern Africa, particularly the fall of apartheid in South Africa and the collapse of the bipolar International order in the early 1990s, the pursuit of a negotiated settlement became possible in Angola. A peace accord was thus signed in Bicesse (Portugal) in 1991. This also collapsed after UNITA lost the 1992 general elections. In November 1994, renewed efforts led to the Lusaka peace agreement, which also failed to end the prolonged conflict in Angola, while both sides pursued more vigorously a military approach to the conflict. In the period 1993 to 1996, and in the spirit of the different peace initiatives under way, UNHCR had organised the repatriation of Angolan refugees from neighbouring countries, including Zambia (between 1996 and 1998). The repatriation from Zambia was suspended in June 1998 as the civil war intensified and the parties attempted to gain military superiority on the ground, resulting in fresh waves of refugees into Zambia between 1998 and the present.

The death of long time UNITA leader Jonas Savimbi and the recent cease-fire agreement (April 2002) between the Government and UNITA has paved the way for peace and possibly repatriation if conducive conditions are subsequently created for return. On the other hand, the well known fractional set up of UNITA begs the question if all parties will follow suite with the signed peace agreement provisions.

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 neighbouring countries. Their continued presence along the borders with Rwanda created for the new regime a situation of political and military instability. This resulted, particularly since 1996, in pockets of dispersed refugees that roamed in the DRC and were used by different political interests to further their strategic objectives.

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 also received refugees from the DRC, Burundi and Rwanda. The majority has been accommodated in settlements.

Also, the military conflict that broke out in the DRC since 1996, and aggravated in 1998 between the central government in Kinshasa and the rebels continues to have far-reaching effects on the countries of the Great Lakes Region and Zambia. This situation is particularly intricate and intractable because Rwanda, Uganda and Burundi support the rebels. 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.

The different peace initiatives since then culminated in the signing of the Lusaka Peace Accord in July 1999, which, unfortunately has so far failed to provide an effective platform for resolving the conflict decisively. Meanwhile, there is a de-facto partition of the country into four areas: one controlled by the Government and its allies and another three areas controlled by different rebel factions, based one each in Kisangani, Gbadolite and Goma, supported as stated above by some countries in the Great Lakes Region.

The objectives of the 2003 refugee programme in Zambia will be:

To provide continued protection and material assistance and to continue the search for durable solutions for some 148,000 assisted refugees from Angola, the DRC, Burundi, Rwanda and small groups of other nationalities. For these beneficiaries, activities in the areas of protection, assistance and durable solutions are to continue in 2003. Relief assistance will be provided in a way that recreates coping mechanisms and empowers refugees to attain self-sufficiency and reduce reliance on international assistance.

The figure above excludes approximately 121,500 Angolan refugees the Government estimates as having spontaneously settled along the border locations.

Care and maintenance assistance will be delivered taking into account the special needs of refugee women and children. Emphasis will be paid to health, education, community and social services, agriculture and income-generation activities. 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 education and counselling.

UNHCR and its partners will promote and improve awareness on such issues as STD/HIV/AIDS. Such activities will be carried out through an integrated approach in the health and social services sector, through peer education and community support for affected refugees. This will be designed in a manner that public awareness and education shall affect positively the behavioural patterns that affect the reproductive health of the youth and will also aim at meeting the social needs of adult refugees.

To ensure adequate stand-by emergency response capacity. The conflicts in Angola and the DRC and their effect on the flow of refugees and asylum-seekers into the Republic of Zambia require that UNHCR ensure adequate in-country preparedness.

Government and rebel offensives in Angola throughout the year 2000 and 2001 have resulted in continuous influxes of refugees all along the Zambian borders. The situation of no war and no peace that prevailed in the DRC throughout 2001 does not augur well for stability in that country. This situation may again result in the flow of refugees into Zambia. Thus, contingency planning and emergency preparedness will continue to be part of the strategies of UNHCR and its partner agencies, in the following areas:

- Protection, reception and registration of refugees, aimed at ensuring that asylum seekers benefit from International Protection and emergency assistance.
- Logistics capacity that will allow the country operation to maintain adequate transport capacity and reliable communications with entry points, reducing the stay of refugees along the borders.
- Shelter, security and physical welfare of refugees shall be ensured through immediate transfer of new arrivals to the camps, minimising delays at transit sites.
- Water, health, nutrition and sanitation services will be geared towards early detection and prevention of communicable diseases and of debilitating malnutrition, especially among children, as well as provision of life-saving emergency services.
- Social integration so that in all activities, due consideration is given to family unity and the protection of the most vulnerable, especially children, through devolution of responsibility to the community.
- Sound operations management, particularly improved overall UNHCR co-ordination, which will ensure clarity of objectives and division of responsibilities, technical soundness, and adequate and timely mobilisation of required resources.
- Given the recent dramatic events in Angola, contingency planning will also include preparedness to assist and/or facilitate the voluntary return of Angolan refugees to their country of origin. However, the return can be envisaged as soon as conditions limiting the return are gradually removed, such as the restoration of public services, the removal of the threat of landmines, the repair of access and main roads.
- Durable solutions for refugee situations will be continuously sought, including integration and naturalisation of refugees in close collaboration with the host government, repatriation whenever feasible and resettlement for deserving cases.
- Environmental awareness, education and protection/rehabilitation in all camps and settlements will be encouraged and strengthened.
- 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 UNHCR will continue to be pursued. The desired impact is to create tolerance for refugee presence, minimising xenophobia against asylum-seekers, as well as inclusion of refugees in the development agenda of Zambia, under the strategies defined in the Poverty Reduction Strategy Paper and the Zambia Initiative.

UNHCR will continue to provide institutional support to the Government to ensure security in and around the refugee camps. It will also continue to play a part in ensuring that the Government's need for support to continue to separate military elements from civilians is given due attention by the international community. Institutional support is therefore perceived as part of UNHCR's core mandate in international protection. This support to the Zambian authorities stems from the flow into Zambia of mixed population groups, that include people involved in military activities in Angola and the DRC, which has continued to pose 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. Some of these military personnel

have declared their intention to avail themselves of protection and asylum, while others remain in the borderline. The Government has been quite effective in separating the military and armed elements from the civilian asylum-seekers, but may lack the resources to sustain this separation. UNHCR's interest in seeing the international community strengthen the Government is designed to ensure that the conflicts in neighbouring countries do not extend to the Zambian territory as a result of its open door policy and that refugees do not constitute a destabilising factor for Zambia. This positive outcome will continue to ensure that the institution of asylum in Zambia is preserved.

The following are the planning figures of the **beneficiary refugee populations** that will be expected to continue to benefit from international protection and assistance between 2002 and 2003. These figures are based on assumptions on the likely direction of the evolution of the politico-military situation in the countries of origin, as described above. These are likely to change as developments in the major countries of origin unfold. This may be particularly relevant in Angola, with the new situation created by the dramatic demise of the UNITA leader.

In addition to the 80,035 Angolan refugees, another 1,642 Burundian and 4,099 Rwandan refugees are settled in the refugee camps in the Western, Northwestern and Eastern Provinces. The Government estimates that there are also some 121,500 non-assisted Angolan refugees spontaneously settled in the rural areas for some years now. There are 81,027 Congolese refugees settled in the Northern and Luapula Provinces. Finally, some 5,000 urban refugees of different nationalities, mostly coming from the DRC (1,745) and Rwanda (1,138), are being assisted in Lusaka.

It is expected that given the continued volatile regional political and military situation and the absence of a significant revival of the peace processes in the DRC, refugees will continue to seek asylum in Zambia. As a result, the following demographic projections of assisted refugees are made for 2003:

Country of origin	Population beginning 2002	Expected influx	Expected repatriation or resettlement	Population January 2003	Expected influx	Expected Repatriation or resettlement	Population end 2003
Angola	91,035	15,000	1,000	105,035	5,000	¹ 30,000	80,035
DRC	51,027	15,000	500	65,527	15,000	1,000	81,027
Various ²	6,289	900	900	6,289	900	900	6,289
Total	148,351	30,900	2,400	191,851	20,900	31,400	167,351

Recent events in Angola (cease-fire agreement) and the DRC (revival of the inter-Congolese dialogue) will have an impact on refugee movements that may substantially modify these projections on influxes and repatriation.

¹ The repatriation figure is a projection of possible return including those not in the camps

² Urban refugees of various nationalities

(b) Main Programme Goals and Principal Objectives

Recent developments in Angola and the DRC have created a window of opportunity for the potential return of significant numbers of refugees to both countries. Until the refugees exercise such an option, UNHCR's protection and assistance activities in Zambia will continue throughout the year 2003. Protection will include registering refugees and providing them with identity cards as a measure of protection, and assisting Government authorities to ensure they gradually generate the capacity to take charge of this function fully by themselves.

For all caseloads and themes, the following objectives and activities shall be pursued:

Protection and Security

GOAL: To ensure the integrity of the institution of asylum in Zambia, the right of refugees to access through the following supporting objectives:

- Encouraging and supporting the government to continue to adhere to applicable protection standards; monitoring and ensuring that refugees are not arrested, detained or deported.
- Safeguarding the civilian, humanitarian and human rights-based character of asylum. In the relevant situations, encourage the government to continue separation of armed elements from civilian refugees and continued support to the implementation of Refugee status determination procedures.
- Undertaking basic refugee law promotion and training and advocating for a more positive protection regime through review of current restrictive legislation.
- Improving operational security for refugees and humanitarian staff through participation of refugee leaders in the camps and providing adequate logistical support to the police.
- Improving the protection of women, in line with the commitments made by the High Commissioner, through equal access to leadership and protection against gender violence and exploitation.
- Consolidating the registration and statistical database on refugees.

Ensure that asylum-seekers continue to be granted admission;

- Improving legal rights of refugees and asylum seekers by introducing an independent appeal procedure in existing RSD procedures;
- Introducing a course in refugee law for undergraduate students at the Lusaka Faculty of Law

Operations

Goal: To provide adequate emergency assistance as the basis for protecting the dignity and meeting the needs of refugees by:

- Maintaining and enhancing the readiness of UNHCR, government, NGOs and other operators to anticipate, plan for and respond to continuing refugees influxes, with special attention to protection aspects and meeting the emergency needs of refugees and progressively restoring their dignity and the ability to cope and attain self-sufficiency;
- Exploring all prospects for, and encouraging the participation of other agencies, especially as refugees move from depending on relief assistance to being more and more self-reliant.

- Purposefully seeking to link refugee programmes to those of the Government and UN sister agencies to foster social and economic progress and link relief and development in the context of rural poverty alleviation; in particular through the facilitation of the Zambia Initiative.
- Seizing opportunities to promote the attainment of durable solutions;
- Promoting the effective empowerment of refugee women, through equal access to services, ensuring their meaningful involvement in leadership, access to health and education activities, training and social integration and community mobilisation projects;
- Engaging adolescents in community-based programmes and activities that will improve their social insertion, reduce idleness and promote awareness on issues such as HIV/AIDS.

Durable Solutions

Goal: To reduce the number of persons in refugee situations in Zambia by:

- Exploring and seizing every opportunity to facilitate and, where opportune, promote voluntary repatriation in safety and dignity, through a repatriation plan;
- Ensuring resettlement for deserving cases, in close consultation with prospective receiving countries;
- Persisting in advocating for a more positive environment of social insertion and integration of refugees, pending the availability of other durable solutions.

Management

Goal: To manage efficiently the refugee programme and the resources put at the disposal of the High Commissioner by:

- Ensuring adequate international and staffing requirements and protection presence in the key operational locations while simultaneously utilising available resources in the most optimal manner;
- Managing resources and operations efficiently, applying and fully institutionalising the operational management systems, and the principles and practices of decentralisation and delegation;
- Ensuring the integration of audit recommendations and those of the mission of the Inspector General in all aspects of management, programme, protection and administration;
- Ensuring that the cross cutting policy priorities relating to women and gender equity, the needs of children, adolescents, HIV/AIDS and the environmental awareness permeate delivery of assistance;
- Promoting, sustaining and encouraging the participation of all stakeholders (the Zambian Government, NGOs, refugees and donors) in the planning process and evaluation of the country refugee programme;
- Ensuring staff welfare and security;
- Ensuring that all interested parties, donors, UN Agencies and the public are adequately informed of the refugee programme in Zambia and draw moral, material, financial and diplomatic support and understanding of the plight of refugees.

Main Caseloads and Themes:

Name of Beneficiary Population # 1: Angolan Refugees	
Main Goal(s): To protect refugees, ensure their wellbeing and promote their capacities, while exploring opportunities for durable solutions.	
Principal Objectives	Related Outputs
To ensure protection and security is accorded to refugees according to the international refugee protection principles.	Ensuring admission and proper screening, UNHCR protection and government field presence. Ensure Separation of armed elements. Ensuring physical protection and rights and integrity of women and children.
To provide adequate emergency assistance to refugees	Provision and sustenance of essential basic services in the areas of food, health, education, water and sanitation, domestic needs Strengthened minimum standards of services and promotion of refugee participation and self-reliance
To promote local integration for old refugees	Strengthening of Government participation in the delivery of services; Promotion of refugee self-sufficiency through education, income-generation and agriculture and simultaneous reduction or phase-out of international assistance Pursue on a case-by-case basis residence permits or naturalisation Gradual involvement of other development actors in the refugee programme. Continue facilitation of the Zambian initiative by assistance to refugee host communities and integration of refugees.
To explore every opportunity for voluntary repatriation	Monitoring of the situation in Angola in co-ordination with UNHCR office in that country; Prepare repatriation plans, as relevant.
To identify process and submit eligible candidates for resettlement to a third Country	Special emphasis on victims of sexual and gender-based violence, women at risk and unaccompanied minors.

Name of Beneficiary Population # 2: Congolese Refugees	
Main Goal(s) To protect refugees and ensure their wellbeing	
Principal Objective(s)	Related Outputs
To ensure protection and security is accorded to refugees according to the international refugee protection principles.	Ensuring admission and proper screening, UNHCR protection and government field presence. Ensure Separation of armed elements. Ensuring physical protection and rights and integrity of women and children.
To provide adequate emergency assistance to refugees	Provision and sustenance of essential basic services in the areas of food, health, education, water and sanitation, domestic needs Strengthened minimum standards of services and promotion of refugee participation and self-reliance
Where feasible, to assist or promote voluntary repatriation	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
To identify process and submit eligible candidates for resettlement to a third Country.	Special emphasis on victims of sexual and gender-based violence, women at risk and unaccompanied minors.

Name of Theme # 1: Urban Refugees	
Main Goal(s): To protect refugees and promote durable solutions through local integration or repatriation/resettlement.	
Principal Objectives	Related Outputs
To enhance the legal guarantees to genuine urban refugees	Issuance of ID cards and other relevant documents will allow refugees to be able to work and earn a living
To provide time-limited assistance to genuine vulnerable urban refugees	Needy refugees provided with assistance in the areas of health, shelter and protection
To promote refugee self-sustenance and social insertion of urban refugees	Provision of vocational training and functional education for (self) employment
To explore other durable solutions that may be available for individuals and families	Promotion and support to resettlement or individual repatriation where feasible.

Name of Theme # 2: Contingency Planning/Emergency Preparedness	
Main Goal(s): To Maintain in-country basic capacity to respond to emergency refugee influxes	
Principal Objective(s)	Related Outputs
To ensure adequate emergency response	Contingency Plan updates, building of in-country capacity, review of capacity of sites or need for more, stocks of essential items
To improve overall management and coordination	Involvement of all interested parties, ensuring adequate communication and joint planning and monitoring of refugee movements.

Name of Theme # 3: Institutional Support and Local Capacity Building	
Main Goal(s) To sustain the positive asylum climate in Zambia through support to the government in the co-ordination of refugee affairs	
Principal Objectives	Related Outputs
To ensure that the camps retain an exclusively civilian and humanitarian character	Sustained government capacity to screen and provide security in the refugee camps and to separate armed elements upon entering Zambia
To sustain the Government's capacity to co-ordinate refugee affairs and uphold its international asylum obligations	Improved capacity of the Office of the Commissioner for Refugees to co-ordinate and advocate for refugee protection and assistance with other branches of the Government.
To create an environment that enhances and sustains the institution of asylum	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

Name of Theme # 4: Durable Solutions	
Main Goal(s): To explore available opportunities for durable solutions for groups of refugees	
Principal Objectives	Related Outputs
To promote the local integration and naturalisation of old refugees	To continue negotiations with the Government to consider review of legislation or introduction of administrative measures for possible naturalisation/integration of old caseload on selective or pilot basis
To assist voluntary repatriation of refugees	Prepare repatriation plan for 2003. As conditions permit, promote case-by-case repatriation of Angolan refugees, and, should conditions improve, promote larger-scale Voluntary Repatriation.
To improve Resettlement options for refugees in Zambia	Targeting 500 refugees for resettlement in 2003