

INTER-AGENCY STANDING COMMITTEE WORKING GROUP
9 SEPTEMBER 1992

"aidmoire"

UNHCR/PTSS/92/383

Draft

AIDE-MEMOIRE

JOINT UNHCR/UNDP/NRC IDENTIFICATION MISSION

Zambia, Zimbabwe, Malawi and Mozambique

24 February - 18 March 1992

Table of Contents

		I.	Introduction	
	2			
II.			Preliminary Conclusions	
		A.	Current Refugee Situation in asylum countries	
			Malawi	
	3-4			
			Zambia	
	4			
			Zimbabwe	
	5			
		B.	Ongoing reparation and reintegration programme in Mozambique	
	5-6			
				C.
				Potential areas of
				return in Mozambique
				6-7
III.			Preliminary Recommendations	
				A.
				Basic Guidelines Principles
	8-9			
		B.	Integrated approaches for repatriation of Mozambique refugee in their home countries	
			Phase I	
	9-10			
			Phase II	
	10-12			
		C.	Planning, implementing and Coordinating mechanisms	
	12-14			
				D.
				Fund raising strategy
	14			
				E.
				Issues
	14-15			
IV.			Annexes	

		Annex 1	Programme of Mission
	18		
		Annex 2	List of Mission Participants
	19		
Annex 3	Notes for the file		
Annex 4	Protocol No.3 signed by Government of		
			Mozambique and RENAMO
	23-27		
		Annex 5	Map
28			

I. INTRODUCTION

1. With peace in sight between the conflict parties and as a follow-up to the recent UN Inter-agency Missions to Mozambique, a reconnaissance mission visited Zambia, Zimbabwe, Malawi and Mozambique 1* from 3 to 18 March to assist the Governments concerned in identifying the main planning and operational parameters for an eventual large-scale repatriation of Mozambican refugees and their socio-economic reintegration, on a sustainable basis, in their home country.
2. The mission was supported by the Norwegian Government and consisted of UNHCR, UNDP, NRC, NORAD and Norwegian Foreign Ministry Representative. The programme and participants in the mission team are listed in the Annex.
3. In each country visited, discussions were held with UNHCR's Government counterparts, relevant UN agencies and non-Governmental organizations. Field visits were undertaken to the refugee hosting areas. The mission met with the provincial and district authorities, refugee leaders and voluntary agencies operating in the refugee camps.
4. This Aide-Mémoire presents the preliminary conclusions and recommendations of the mission for discussion during the workshop on voluntary repatriation and reintegration of Mozambican refugees to be held from 19 to 20 March 1992 in Maputo 2*. A consolidated mission report will be prepared at a later stage, taking into accounting outputs of the workshop.

- 1* Tanzania, Swaziland and Republic of South Africa would also host some 30,000 (including spontaneously settled refugees), 15,000 to 250,000 Mozambican refugees respectively. However, due to time constraints, these countries were not visited by the Mission.
- 2* The integrated approach proposed for the reintegration of Mozambican refugees has been fully endorsed by the Mozambique Government (see Notes for the files herewith attached).

5. The Mission would like to place on record its great appreciation for the cooperation and support received from Government officials (at the Central, Provincial and District levels) and from UN and Non-Governmental Organizations operating in the countries of asylum visited and in Mozambique.

II. PRELIMINARY CONCLUSIONS

A. Current refugee situation in asylum countries and repatriation prospects

6. Mozambique has a common border with each of the following countries: Tanzania, Malawi, Zambia, Zimbabwe, Swaziland and South Africa. Mozambicans have sought asylum in each of these countries. The information provided below is based on the mission's consultations with the relevant authorities and agencies in the countries visited.

Malawi

7. The Malawi hosts approximately 980,000 refugees in 12 districts. Malawi's refugee situation is unique. The high rate of arrivals in a relative short period (3 years) has transformed this small country into major refugee hosting country in Africa.
8. The refugee population in Malawi is one-tenth of the national population. In some districts refugees are integrated within Malawian communities, whereas in other districts the refugees live in camps. In some districts such as Nsanje, refugees largely outnumber nationals. The unprecedented and high rate of refugee influx placed enormous pressure on the already meager resources of the country.
9. The large refugee concentration, especially in the southern districts, has led deforestation and general damage to the local environment. Although the

Government continues to provide a generous asylum policy in receiving new refugee influxes, the Government has now indicated its wish for peaceful conditions in Mozambique likely to allow the refugees return home. The Government encourages that attractive programmes of assistance to be promoted in Mozambique.

10. The prospects for repatriation, however, are affected by several factors such as peace; security/safety and the absence of basic socio-economic infrastructure in areas of origin. Refugees have indicated their wish to repatriate to their home areas, should the above conditions be met.
11. A major development likely to have an adverse impact on the refugee programme is the drought which has affected all of Southern Africa. Malawi has been severely affected and the Government has already appealed for food assistance (some 800,000 metric tons) to meet the needs of its nationals. At the same time, the available food for refugees is expected to be exhausted by July, 1992 whereas water problems in refugee hosting areas risk to become very acute in the near future, if appropriate measures are not taken immediately.
12. Whilst UNHCR and other Aid agencies have effectively met, on care and maintenance basis, the short-term needs of refugees, the longer-term impact on the Malawi economy and its related developmental and environmental requirements have not been addressed in a systematic way.
13. In addition to the pressure exercised by the refugee presence on the Malawian public expenditures, the deterioration of local resources, such as forestry, should not be overlooked. Refugee Aid and Development type projects jointly identified by UNHCR and UNDP during the last UNDP country programming exercise, should be given special attention by the donor community. The post-repatriation rehabilitation of the public resources in Malawi should continue to be of concern to the international community.

Zambia

14. There are approximately 23,000 Mozambican refugees in Zambia, mainly located in the Akiwumi agricultural activities and have attained a high level of self-sufficiency and local integration. If repatriation takes place, it is doubtful that the most successful and financially stable refugees will return immediately to Mozambique. The Government would encourage, if peace is reached, the refugees to return home. At this stage, without closing the door, the Government does not wish to open an alternative option to repatriation, for an eventual residual caseload.
15. A plan of operations has been drawn-up for the movement of the refugees from Akiwuni to the border. A survey of the existing facilities and the state of the road network on the Mozambique side would need to be carried out in order to

complete the operational plan. Refugees would return to Mozambique, if a peace agreement and a durable cease-fire are reached and an adequate assistance package is provided during the initial phase of their reintegration. The plan of operations needs to be consolidated.

Zimbabwe

16. The current refugee population in the five camps is approximately 100,000 persons. The camps are located along the border with Mozambique. In addition, there are approximately 100,000 spontaneously settled Mozambicans. Assistance is only provided to the refugees living in the camps.
17. The refugees are assisted under a care and maintenance programme. The drought in Zimbabwe, however, could have the most serious impact on the refugee feeding and water programmes. An acute competition for food and water between nationals and refugees is, indeed, to be foreseen: it has been reported that maize supplies will last until June 1992 only and that low water tables in refugee camps have already created shortages.
18. Local integration, as alternative to repatriation, could be considered for an eventual residual caseload but only as a last resort and on a case-by-case basis.

All countries of asylum

19. Except in Akwumi refugee settlement, in Zambia, where teaching language is English, educational curricula for refugees are conducted in Portuguese in all other countries of asylum visited.
20. Whatever actions may be taken now, the drought which severely affects the entire Southern Africa region, is likely to result, in the near future, in uncontrolled and erratic population movements - within and outside the affected countries - in search of water and food. The magnitude of additional drought-related refugee influxes to neighboring countries will be directly correlated to the response which will be given in Mozambique to the drought.

B. Ongoing repatriation and Reintegration Programme in Mozambique

21. The repatriation programme began in Mozambique in 1986 and mainly consisted of small numbers of refugee returning, on spontaneous basis, to the Province of Tete and to a certain extent, to Zambezia, Manica, Sofala and Gaza Provinces.
22. It is estimated that, since 1986, some 250,000 Mozambicans have returned from the neighboring asylum countries. In the last years, a marked slow-down in the rate of return (73,000 in 1989; 35,000 in 1990; 20,300 in 1991) is to be noted. At the same time, new refugee influxes to Malawi and other neighboring countries have been and continue to be recorded.

23. The statement in the peace talks, the security problems and the slow progress in the rehabilitation of returnee hosting areas are certainly contributing factors to this. It is also likely that a number of those returnees registered as such have crossed back into neighboring countries.
24. The return of refugees to Mozambique and their resettlement have taken place so far, mainly in the districts capitals and their immediate surroundings, due to security and accessibility constraints.
25. The initial settlement and reintegration of the spontaneously returned refugees are, wherever feasible, supported by UNHCR, which is present in Tete, Niassa and Zambezia Provinces, in collaboration with the Government counterparts (NARML, DPCCN and other line departments) and NGOs such as MSF (B) and LWF. A number of other Non-Governmental Organizations and bilateral Agencies, such as DANIDA, are also supporting returnees through their own programmes.
26. Although limited, such support is of vital importance to the repatriates and the local population and generally consists of the following components:
 - direct and immediate assistance, on individual basis, to beneficiaries, including food, domestic items and agricultural inputs.
 - assistance to hosting areas aimed at facilitating reintegration: education, training, health care, water and sanitation, community support and to a very limited extent, off-farm income-generating activities for the needy returnees who cannot engage in agricultural production.
27. Clearly, if peace agreement and cease fire are reached then a massive repatriation can be envisaged, a comprehensive and integrated programme of assistance with clear-cut implementing and coordinating mechanisms will be required in order to effectively respond to the needs of almost 1,5 million refugees, excluding the unknown number of the spontaneously settled refugees in the countries of asylum. Such a programme would have to be closely linked to plans for reintegration of the internally displaced population in Mozambique. In the meantime, the needs for rehabilitation in the accessible returnee areas such as the Angonia District are by far not fully met.

C. Potential areas of Return

28. The analysis of the base-line data made available to the mission reveals that:
 - (I) Most of the refugee population of the neighboring countries (excluding Tanzania, Swaziland, and the Republic of South Africa) originated mainly from the province of Tete (60 %), the rest originated from Zambezia,

Sofala, Niassa, Manica and Gaza Provinces. Some 20% of the refugees in Malawi originate from the district of Angonia.

- (ii) The same Provinces and Districts are also likely to receive, as areas of origin, a great proportion of internally displaced persons.
- (iii) More than 70% of the total refugee population is composed of women and children with women representing an important component of the “active” population in the refugee camp and settlements.

29. The mission visited the districts of Angonia and Tsangano in Tete Province. Meetings held with the provincial and districts authorities and NGOs locally represented focussed, inter alia, on:

- the current repatriation programme and its strengthening,
- the post-war planning,
- the land and demining issues,
- the opportunity and feasibility at local level of an integrated approach for reintegration of both returning refugees and internally displaced persons,
- the linkage between returnee aid and local development,
- the needs for external assistance,
- the implementing, coordinating and monitoring mechanisms.

30. It was clearly stated by the provincial authorities that the returnees would be preferably resettled in their home areas and in an organized manner. Alternative virgin resettlement areas could, however, be identified, should objective constraints such as land and demining issues hinder the first option. According to the local authorities, all the repatriates originating from the province of Tete can be accommodated without major problems in this province.

31. It is to be noted that the local authorities would welcome a more active and coordinated post-war involvement and partnership of the international community (UN, NGOs etc...).

32. In order to promote among refugees, a better understanding of the socio-economic conditions of the potential returnee settlement areas and to prepare them for repatriation basic data on, these areas should be collected 1* and an information system set up accordingly in the refugee camps.

III. PRELIMINARY RECOMMENDATIONS

A. Basic Guiding Principles

33. The repatriation should be conceived and planned within the framework of the following basic principles:

- Repatriation must take place on voluntary basis, in safety and dignity and under UNHCR-monitored conditions.
- Whilst the overall responsibilities for repatriation and reintegration primarily lies with the Governments concerned, UNHCR will, in accordance with its mandate to promote durable solutions for refugees, assist these Governments in the elaboration of plans, mobilization of resources and implementation of assistance programmes.
- Returnees will benefit from assurances regarding their rights as citizens.
- UNHCR and implementing partners should be given assurances for free and safe access to settlement areas in order to implement and monitor the reintegration programmes.

1* A format has already been developed by the mission.

- The process of voluntary repatriation/reintegration is a “continuum” and should be conducted in a phased, coordinated and integrated approach and in an orderly fashion on the basis of a plan of action agreed upon by all parties concerned.

34. Support should be directed towards

- the preparatory activities in the countries of asylum and in Mozambique,
- the physical transfer of returnees from refugee camps/settlements to areas of return,
- the provision of basic assistance until a certain level of social and economic self-sufficiency has been achieved taking into account the profiles and needs of the target groups. A special attention should be given to the socioeconomic reinsertion of the vulnerable groups and women and children,
- the rehabilitation/creation of the basic physical and social infrastructure in the areas of return such as access roads, schools dispensaries and water supply and education,
- the re-establishment of basic economic activities,
- the further consolidated of the economic base in the returnee areas.

35. Key cross programme strategies such as community participation, women-in-development; environment and employment should be integrated throughout the assistance programme components.

36. Returnees should be fully informed of the repatriation/reintegration programme and activity involved in the preparation of plans for repatriation, rehabilitation/reintegration and development as well as in their implementation.
- B. Integrated approach for repatriation and reintegration of Mozambican refugees in their home country.

Two phases are to be considered:

PHASE I: PRE-"CREASE FIRE AND PEACE AGREEMENT" PHASE

37. Pending the CREASE FIRE and full recovery of safety in the potential returnee areas, return of refugees is likely to continue in small numbers, on a spontaneous basis and mainly to the provincial/district capitals and their immediate surroundings. The strategy would therefore, to the extent feasible, consist of:

- I) pursuing and strengthening the present programme of assistance aimed at:
- supporting spontaneously returned refugees with food and agricultural inputs, until they have reestablished themselves;
 - and rehabilitation the basic social services (water, health care, education) in the returnee areas.
- ii) strengthening the local implementing and coordinating capacity at provincial/district levels with a view to preparing these areas to absorb eventual massive spontaneous pre and post-war returns.
- iii) carry-out wherever feasible, in the potential areas of return, the necessary preparatory activities for the planning of the post-war repatriation/reintegration of refugee and internally displaced persons.

38. Preparatory activities would have also to be carried-out as a matter of priority in Mozambique and in the countries of asylum and would include overall preparation/planning aspects of the operation.

39. Preparatory activities in Mozambique

Collection of base-line data on the returnee areas; land use surveys and planning (e.g. FAO ...); pre-determination of the needs for rehabilitation; strengthening of UNHCR presence in Maputo and target Provinces; establishment/strengthening of other UN and NGOs coordinated presence in the provinces concerned; identification/establishment of clear-out implementing and coordinating mechanisms (at national, provincial and district levels) among the parties involved (UNHCR, NGOs, Government); identification/preparation of rapid impact rehabilitation/reintegration projects including environment protection 1*;

pre-positioning of strategic commodities; strengthening of the local NGOs; provision of training programmes geared to strengthen the capacity of districts in the design, management and implementation of resettlement programmes for returnees; identification of possible constraints (access to suitable land, land mines...); set up of a contingency plan of operations in each province concerned, training workshops on repatriation/reintegration plans; etc...

40. Preparatory activities in countries of asylum

Status of Mozambicans in the Republic of South Africa to be clarified; strengthening/establishment of UNHCR presence; repatriation-oriented surveys (including demographic, socioeconomic and skills profiles, areas of origin and destination (village level), identification of vulnerable groups and their needs, etc...); reorientation of assistance programmes towards repatriation (education, training, apprenticeship-based income-generating activities, community development etc...); preparation/consolidation of the repatriation plans; contingency plans for eventual new refugee influxes, including those likely to be generated by the drought; preparation for hand-over of settlement camp facilities for post-repatriation; promotion of refugee aid and development programmes; training workshops on repatriation/reintegration plans; etc...

PHASE II: POST- "CREASE-FIRE AND PEACE-AGREEMENT" PHASE

41. It is only when a peace agreement is reached and an effective cease-fire takes place that organized large scale repatriation/reintegration can be envisaged.

42. Given its magnitude and its local and national impact, such a massive return should not take place on an emergency basis, although some uncontrolled spontaneous returns may be unavoidable in such situations.

43. As a durable solution, the repatriation/reintegration process must be properly prepared, planned and closely coordinated, within a common integrated strategy, with the national plans for reintegrating the internally displaced persons.

44. Properly conceived, the process of return can be transformed from a burden to an "asset" and a "driving power" for local and regional development efforts, while putting the returnees in the agenda of bilateral and multilateral development agencies.

1. Target areas and groups

45. The priority areas would be the areas of destination of the returnees. The beneficiaries would cover the returning refugees (including spontaneously returned groups), the internally displaced persons, the demobilized soldiers and the local population in the affected areas.

2. Approach and scope for assistance

46. Within the above stated basic principles and the broader framework of the rehabilitation and reconstruction of the country, a sustained reintegration could best be achieved through an integrated strategy that targets both the needs of the people themselves and the areas. Such an approach, which has to adjust to the local context and take into account the expectations of returnees, should go beyond the traditional development approach and yield an immediate and visible impact on the target areas and populations. Two intr-related and complementary phases are, therefore, envisaged in this strategy.

Transition phase (Short-term assistance)

47. The transitory phase is the most crucial step in the reintegration process and the emphasis of such a “transition” should be on full community participation throughout.
48. In this phase, “rapid - impact” projects are foreseen to respond to the immediate needs of returnees and to ensure the social and economic viability of their settlement
49. It is recognized that such projects may best be implemented at district and village levels, by the community structures, the local strengthened line departments and NGOs with technical assistance, if necessary, from the relevant international/bilateral agencies.
50. These projects, which should be launched immediately after returnees reach their areas of destination, will focus inter alia on agricultural production, water supply, health care, education, road rehabilitation, social and community services, credit schemes and other off-farm income generating activities as necessary.

Consolidation phase (consolidation and development of returnee areas)

51. Reintegration of returnees in war-torn areas is a long process and can be viable, only if the transition phase is successfully executed and rapidly consolidate through the strengthening of the absorption capacity and economy of these areas to the benefit of both returning and receiving communities.

Border areas (Mozambique/neighboring countries) should be given special attention.

52. The objective, in this phase, is therefore, to consolidate and diversity the socioeconomic base of the areas of return and to promote longer-term development projects aimed at sustaining the reintegration and improving the overall situation in the returnee areas.

53. Medium-term integrated area development projects will launch from the beginning to bridge the transitional reintegration phase with longer term and wider regional development programmes.
54. It is suggested that such projects be implemented by Government line departments (at province and district levels), UN agencies and NGOs as appropriate and focus, interalia, on rural development, including agriculture, infrastructure rehabilitation, education/training, health care, water and other income/employment generating opportunities.

C. Planning, implementing and coordinating mechanisms

Planning

55. Immediately after the cease-fire and the subject to safe access to potential areas of return, all preparatory activities in Mozambique and countries of asylum should be updated and a joint inter-disciplinary assessment/planning mission (coordinated by the Government and composed of UNDP, UNHCR, UNICEF, WFP and other multilateral/bilateral agencies if necessary) will be fielded to all countries concerned to draw up, on the basis of the draft country plans of operations, a comprehensive plan of action, including a consolidated programme of assistance, a realistic time-frame, estimated budgetary requirements and clear-cut implementing/coordinating mechanisms at all levels.

Such a mission will closely consult with appropriate government authorities and NGOs in each country.

Implementation, Coordination and Monitoring

56. Although the authorities of the countries involved are primarily responsible for the whole repatriation and reintegration process, its planning and implementation will require external assistance and close cooperation and coordination between the Governments concerned, UNHCR, other UN bilateral development agencies, NGOs and the returnee themselves in order to optimize the allocation and the use of (human and financial) resources.
57. In view of the magnitude and complexity of the operation and the prevailing local constraints, it is suggested that responsibilities among the UN agencies for planning and implementation of the programmes be delineated and coordinated, along the following lines:
 - UNHCR would be the lead agency for repatriation of the Mozambican refugees to areas of their settlement in the country of origin. This includes preparatory and promotional activities, actual repatriation, initial basic assistance to returning refugees and monitoring of the returnees and their reintegration within its mandate. UNHCR may enter into relevant sub-

agreements with NGOs and agencies such as WFP, ICRC or IOM for collaboration in the implementation.

- UNDP would be the overall UN coordinating and lead agency, inside Mozambique, for rehabilitation and for longer-term reintegration during the post-war period. This would include the “transition” and “consolidated” phases. UNICEF, WFP, WHO, FAO,... will have of course, to play an important role in each of these phases and in their respective fields.

58. Focussing as a start-up phase, on the areas likely to receive the bulk of returnees, the reintegration needs to be addressed are, inter alia:

- Identification/Implementation of “quick-impact projects” and “integrated area development programmes”,
- Provision of basic assistance (food, agricultural, inputs ...) to the internally displaced persons, the demobilized soldiers returning to civilian life and local communities,
- Set-up, as earlier as possible, of support mechanisms at provincial and district levels (as appropriate) through, for example, the reorientation and consolidation of the existing emergency structures.

59. On the basis of the above, it is recommended that the present UNSCERO project be reoriented, restructured and transformed into an action-oriented Inter-Agency Support Unit (IASU) to be geared towards rehabilitation and reintegration activities. This unit would be the UN counterpart for the Government and will consist of UNDP, UNHCR, UNICEF, WFP, other relevant UN and bilateral agencies contributing to returnee programmes and representatives of the NGO community operating in the country. Local NGOs should be duly represented.

60. The Inter Agency Support Unit (IASU) would be the management, coordinating and monitoring mechanism of the UN system for the overall reintegration programme and should be decentralized to the target provinces and districts as appropriate.

61. As a first step, a Provincial Inter-Agency Support Unit (PIASU) would have to be further worked out, once the approval of all the parties concerned has been obtained and the tasks and responsibilities of each agency clearly determined.

62. Concrete modalities for the set-up and functioning of such units would have to be further worked out, once the approval of all the parties concerned has been obtained and the tasks and responsibilities of each agencies clearly determined.

D. FUND RAISING STRATEGY

63. It is proposed that a consolidated Programme and budget for repatriation/reintegration be drawn up base on the joint assessment and programming activities, including the “transition” and “consolidation” phases, and funded through a joint consolidated appeal to be issued by the UN Secretary-General.
64. In addition, UNDP Indicative Planning Figures and contributions from country programmes of the other UN and bilateral agencies might also be solicited. However, the funding of a decentralized Inter Agency Support Unit in Tete Province should be sought as a matter of urgency from the donor community.

E. ISSUES

65. Assuming that a peace agreement and a cease-fire have been reached, the following issues will have to be addressed prior to embarking on actual repatriation/reintegration programmes:
- Safe and free access to returnee areas,
 - Assessment of landmine issue and implementation of demining operations,
 - Assessment of land constraints,
 - Clarification of the roles of the UN agencies and NGOs (in Mozambique as well as in countries of asylum) in respect of returnee programmes,
 - Establishment of appropriate institutional arrangements between the Government of Mozambique and the UN system,
 - Establishment of coordinating mechanisms between the Government of Mozambique, the UN, local donors/representatives and NGOs operating in the country,
 - Establishment of a representative coordinating body of the NGOs in Mozambique
 - Custom procedures
67. Impact of the drought on the refugee/returnees programmes.
68. Impact of the refugees/returnees on the environment in the countries of asylum and Mozambique respectively.

Maputo
18 March 1992