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UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES  
BRANCH OFFICE FOR ZAMBIA, LUSAKA

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PROJECT SUBMISSION

PART I: GENERAL INFORMATION

1. Country: Zambia
2. Project location: Lusaka
3. Project title: Counselling services to refugees in Zambia
4. Project symbol: 86/AP/ZAM/CL/1
5. Starting date: January 1, 1986
6. Proposed termination date: December 31, 1986
7. Government department responsible for refugee matters: Ministry of Home Affairs
8. Implementing agency: Christian Council of Zambia
9. 1986 total project budget (all sources): ZK.178,144
10. 1986 proposed UNHCR contribution: ZK.124,400

PART II: BACKGROUND AND JUSTIFICATION

1. Situation of refugees

According to government sources, an estimated total of 103,551 refugees of various origins have been in Zambia as of January 1985. Over 96% of this population is represented by rurally settled refugees among whom the Angolans constitute the dominant group. The rest of the refugee population is made up of urban refugees from over nine countries among whom South Africans and Namibians in Liberation movements are the dominant groups. The urban refugee population tends to be concentrated in the city of Lusaka which is the principal locus of government departments, international organizations and diplomatic services.

Although the rural refugees appear to dominate the overall refugee population, only about 15% of them live in the two existing refugee settlements. The rest are predominantly spontaneously settled among the local populations in various sectors of the country.



In view of their scattered settlement pattern, the spontaneously settled refugees and their counterparts who have already defined durable solutions for themselves will not be covered by the objectives of the current project submission

Owing to prevailing adverse consequences of climatic variations in the country, especially the unreliability of seasonal rainfalls, nearly all rurally settled refugees in the country experience crop failures. In some regions of the country, the effects of the draught has become so severe that food reliefs are constantly distributed to the nationals and the refugees who settle amongst them. In the urban environments jobs have been virtually nonexistent and rentable houses are so few that refugees and nationals alike tend to be placed at the mercy of exploiting landlords. The urban unemployment problem is often aggravated by the systematic migration of the educated youths from the settlements to the urban centres in search of jobs which do not exist.

The government generally grants asylum status to qualified refugees. However, there has been such considerable delays over the granting of the refugee status that the Branch Office often becomes stock with a long list of pending cases. The rejection rate has been increasing for refugee status applicants. Those whose applications are rejected automatically become resettlement cases. Since resettlement opportunities are slim for most African refugees, a considerable number of those who apply for resettlement to third countries remain on the supplementary assistance roll for many months and in some cases several years.

In general, refugees who have been granted asylum status are permitted to accept employment if they have the requisite qualifications or skills. Under the existing regulations however, aliens, including refugees, are not expected to have



the jobs when there are qualified nationals for such jobs. The government has however often cooperated with the Branch Office by issuing permits to refugees who find jobs. Since jobs are extremely scarce, the Branch Office is forced by the prevailing conditions to encourage urban refugees to develop self-help projects. Such projects demand much capital investments which cannot be met from the existing conventional assistance projects at the Branch Office.

## 2. Need for assistance

In the absence of a relevant implementing partner, the Branch Office has for years directly implemented all the social services projects, using the services of three counsellors after previous arrangements with implementing partners had failed. These make concerted efforts in exploring durable solutions for some 600 urban refugees among whom nearly half are unemployed while the rest are partially self-supporting by engaging themselves in piecemeal, unstable jobs.

Although the number of the urban refugees is relatively small compared to the overall refugee population, the problems they present often overwhelm the capacity of the Branch Office staff. Efforts towards durable solutions for the urban refugees generally consume a lot of time but achievements have always remained minimal and unsatisfactory.

The urban refugee problem is often complicated by the younger generation of the settlements who, though integrated in their social structure, do aspire towards objectives outside their settlements. Major obstacles on their way are most often the lack of appropriate educational opportunities and guidance. The continued scarcity of solutions to the urban and rural refugee problem urges for a reassessment of previous efforts and a re-modelling of the social services activities towards more solution oriented procedures.



There is need for social service to maintain a regular presence in the settlements in order to direct the youth in such places towards more gainful aspirations. There need to disperse the urban refugee population in Lusaka to other urban centres where durable solutions could be pursued with less efforts. There is also the need to establish small scale income generating projects for refugees for whom jobs may not be easily found.

One way of providing faster and continuous services to the refugees is the transfer of social services to an implementing partner whose knowledge of local resources and wider contact links with community groups such as Lions Club, Rotary Club and Church elders in urban and rural centres throughout the country can be harnessed to the benefit of the refugees.

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Such an arrangement will however necessitate the continued construction or development of a refugee counselling centre (office) in which the staff of the implementing partner shall receive and assist old and new arriving refugees as well as design realistic programmes to enhance the self-sufficiency of the dependent portion of the urban and rural refugee caseload. Although the decision to construct a counselling centre has been prompted by the absence of rentable office space when the implementing partner had none to offer, experience shows that the establishment of such an office generally improves the quality of the counselling service if all other related variables cooperate favourably.

This submission assumes that the refugee counselling centre which was supposed to be established during 1985, will continue to be in existence during 1986.



3. Previous projects

During 1985, the refugees were assisted from the following projects:

85/AP/ZAM/CL/1

85/AP/ZAM/MA/1

85/AP/ZAM/ED/1

85/EA/ZAM/ED/1

A majority of these projects were directly implemented by the Branch Office during 1985 while arrangements to locate an implementing partner were being made.

4. Implementing arrangements

As a result of extensive discussions, the Christian Council of Zambia has accepted to implement the counselling project and all other related social services projects which are currently being implemented by the Branch Office. These implementing arrangements are expected to be operational with effect from 1985.

The Christian Council of Zambia (CCZ) will receive new and existing refugees in the caseload, assess their needs, plan durable solutions for them and provide them with the required assistance. These activities will normally be carried out at the proposed refugee counselling centre. New arriving refugees will generally be referred by the Branch Office and in some cases by the Government to the counselling centre for assistance.

To avoid unnecessary flow of refugees between the Branch Office, counselling centre and the head office of the Christian Council, it is envisaged that refugees will normally not be seen at the Branch Office and at the head office of the Christian Council of Zambia except by appointment or in unavoidable circumstances. Refugees will



as far as possible be seen by the Protection and Social Services Officers at the counselling centre on appointed days and hours.

The Government will generally accord refugee status to new arriving refugees as usual, and as far as possible relate to the implementing partner through the Branch Office. Similarly, the implementing partner will as far as possible relate to the Government through the Branch Office.

The Christian Council of Zambia has been providing educational, financial and material assistance to urban refugees for over eight years as a Church related charity organization. The agency has its own refugee department with one counsellor, a secretary, an administrative assistant and a messenger. The refugee department is served by an advisory committee in which the Government, the Branch Office and all other refugee serving agencies are represented. During 1979-80, there was a joint counselling service between the UNHCR, IEUF and CCZ which was disintegrated as a result of alleged improper planning, poor administration and interagency conflict. The errors involved have been identified and this submission is expected to provide adequate remedies. The agency currently coordinates its assistance activities with those of the Branch Office to avoid the problem of duplication of assistance to individual refugees.

Although the refugee department of the Christian Council has been well set-up, operates its own account, and generally handles its administration efficiently, its resources are nevertheless too limited to be able to shoulder all the financial responsibilities which the current proposal entails. Consequently, the UNHCR will have to share the overhead costs of the counselling project



with the agency during 1986. Since the refugee department of the agency is almost entirely supported with funds from external sources, it has been agreed upon that the implementing partner will be able to contribute about 38% of the running costs of the counselling project each year starting from 1985.

In these circumstances an agreement will have to be entered into between the UNHCR, the agency and the government according to the specific roles of each of the organizations in the implementing arrangements.

### PART III: PROJECT DESCRIPTION

#### 1. Project objectives and means of verification

##### A. Project objectives

By the end of 1986, a refugee counselling centre where needy refugees will be counselled and assisted to become self-supporting will have been fully established in Lusaka. The counselling activities of the UNHCR Branch Office which included educational and guidance counselling, employment and income generating counselling will have been transferred to the Christian Council of Zambia, who will implement these services.

##### B. Means of verification

- 1) Number of active cases assisted.
- 2) Number of cases closed during the reporting period.
- 3) Number of placements secured for students.
- 4) Number of complaints from students.
- 5) Number of students who complete their education.
- 6) Number of refugees who find employment or become self-sufficient.

#### 2. Description of beneficiaries

According to government sources, a total number of 934 urban refugees resided in Lusaka as of January 1985. Of this



number, 29 refugees were assisted with income generating projects while 19 were assisted with education. From January - March 1985, 733 refugees including both urban and rural refugees were given various forms of assistance. Such assistance included resettlement, repatriation and supplementary assistance. Of the 733 assisted refugees, 140 Angolans and Zaireans were voluntary repatriated, while 9 cases were resettled in the USA, Canada and Australia and 11 settled locally. With regards to the rural refugee population, there are altogether 13,355 refugees in the Meheba and Mayukwayukwa Settlements.

During 1984, 960 Angolans and Zaireans were voluntarily repatriated. Some 104 who did not opt for repatriation were settled in Meheba.

A similar caseload is envisaged for 1986, of whom the majority will be Namibians, Zaireans and Angolans. These constitute the bulk of the urban refugee caseload. The rest will be composed of South Africans, Mozambicans, Ugandans, Zimbabweans and Rwandese.

### 3. Description of assistance

A. The salaries of the counselling staff will be borne by both UNHCR and CCZ, with UNHCR contributing towards the salaries of the Project Co-ordinator, three (3) Counsellors and one (1) Book-keeper. CCZ will provide the salary of the fourth Counsellor. Their job descriptions are given below.

#### 1. Refugee Project Co-ordinator

He will be under the supervision of the General Secretary of the Christian Council of Zambia or any other officer designated by him.

The Refugee Project Co-ordinator will administer, coordinate and supervise all supplementary aid and financial assistance to needy refugees in the Refugee Counselling Centre<sup>Amankwani</sup> of which he will be the Head.



As the Head of the Refugee Counselling Centre, <sup>SM</sup> ~~he~~ will be expected to supervise all the staff of the centre; keep appropriate records; compile and submit required project reports; arrange for the security and maintenance of the Centre and property therein; attend to project finances; <sup>under the supervision of the CCZ Finance Dept.</sup> complaints from refugees; and generally be responsible for the successful operation of the <sup>two</sup> Centres and all projects related to it.

2. Book-keeper <sup>Account / Project Control Officer</sup>

The Book-keeper will be directly supervised by the Project Coordinator at the Refugee Counselling Centre.

<sup>SM</sup> He will be expected to prepare payment vouchers, disburse funds to refugees; keep financial records of all receipts and expenditures of the projects of the Counselling Centre; maintain a clear system of accounting including bank transactions and generally keep his books up-to-date for periodic auditing; prepare beneficiary and other project cards and submit the required project reports.

3. Administrative Assistant <sup>Book-keeper</sup>

In all cases, the Administrative Assistant will generally assist the book-keeper in his day-to-day work. <sup>SM</sup> He will prepare vouchers, disburse funds to refugees, keep financial records of all receipts and expenditures of the Counselling Centre and assist in the preparation of financial reports as shall be directed by the book-keeper, the project coordinator or other senior staff member. He will generally assume the responsibilities of the book-keeper in his absence.

4. The Education Counsellor

The Education Counsellor will be directly responsible to the project coordinator at the Counselling Centre. She will attend to correspondence from individual refugees concerning school placements and scholarships. She will



prepare a locally adaptable application form and despatch same to all refugee applicants for educational assistance.

SM

She should insure that the award of educational assistance is based on careful selection according to the qualification of the applicant and information contained in his application form.

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She shall keep an application file for lower secondary and post secondary scholarship applicants and select and grant scholarships ~~with the participation or approval~~ <sup>in close cooperation</sup> of the relevant staff of the UNHCR Branch Office.

Upon the granting of education scholarships all such successful applicants are to be notified in writing as provided in the existing Branch Office sponsorship agreement which must be signed by all sponsored students.

The Education Counsellor is expected to make at least two counselling visits each year to each school attended by UNHCR sponsored students and shall submit a written <sup>mission</sup> report in respect of such visits to the Branch Office <sup>through</sup> and the Christian Council of Zambia (CCZ).

SM

She shall maintain separate school performance report files for all lower secondary and post secondary students; shall scrutinize such reports and advise the Branch Office and CCZ on the need to withdraw sponsorship from failing students.

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She will attend to the behavioral problems of the sponsored students with a view to adjusting them to their schools and shall recommend further actions to the Branch Office and CCZ in respect of students who do not benefit from counselling efforts.



The Education Counsellor will generally be responsible for the successful implementation of all scholarship projects of the UNHCR and that of the CCZ which pertains to refugees. ~~She~~ shall therefore follow the separate project implementation procedures of both agencies.

5. Local Settlement Counsellors (2) (1)

In view of the observed low integration of refugees and their difficulties in finding jobs, two counsellors will be involved in the local settlement and integration of refugees in Zambia.

Such counsellors will be expected to acquire community resources such as clothes, farming implements, tools, shops, etc. to facilitate the local settlement and integration of refugees.

They will solicit for jobs on behalf of refugees by contacting potential employers in Lusaka and other urban centres and will obtain work permits for successful placements. They will maintain a job placement file.

They will review applications for self-help projects, recommend funding to both Christian Council and the UNHCR Branch Office and eventually establish and monitor such projects towards success.

They will constantly review the urban refugee caseload and involve each refugee who has been granted asylum status in a programme of action leading to his self-reliance. In this connection, they will participate with other experts in developing and monitoring small income generating projects for groups of refugees including the self-help group projects in Makeni Resource Centre.



They will formulate strategies for dispersing unemployed refugees in Lusaka to other urban centres for rehabilitation by involving community groups such as Lions Club, Church leaders, Rotary Club, etc. and thus facilitate community awareness of the refugee problem.

They will visit the rural settlements and take any necessary action which will promote the self-reliance of dependent rurally settled refugees to prevent their migration to Lusaka for subsistence.

The local settlement counsellors will draw up a programme of self-reliance for each supplementary assistance recipient who has asylum status.

They will meet regularly with the Supplementary Assistance Counsellor to discuss the need to continue or phase out assistance for individuals in the urban refugee caseload.

They will collect quarterly data and prepare reports on the skills, employment, and self-sufficiency of refugees in the caseload.

6. The Supplementary Assistance Counsellor

The Supplementary Assistance Counsellor will receive all refugees who approach the Counselling Centre for assistance. He will conduct in-take interviews, assess the needs of all applicants, and provide the required assistance based on needs and eligibility.

He will handle all placements in the Makeni Resource Centre and will ensure that refugees so accommodated do not abuse such privilege.



He will arrange for the medical treatment of all eligible in the caseload.

He will liaise with the Protection Officers in order to extend assistance to resettlement cases, prison cases and those who apply for voluntary repatriation.

He will generally be responsible for the distribution of all material assistance (clothes, milk, etc.) to needy refugees.

He will maintain a monthly list of supplementary assistance recipients and provide required reports on the caseload.

He will meet regularly with other counsellors to review and determine the continuation of assistance to individuals in the caseload.

B. The project co-ordinator and counsellors will travel to the settlements at Meheba and Mayukwayukwa ~~every two~~ <sup>every two</sup> months for a period of 8 days on each trip. They will each receive a per diem at the rate of K100 a day.

C. The recurring costs of the centre will include the running of the vehicles and their maintenance at approximately K28,000.00

4. Implementation procedures

(a) A tripartite agreement will be signed by HCR, the Government and the Christian Council of Zambia. Such an agreement will enable the staff of the implementing partner to have free access to the settlements and government controlled schools as well as permit the transfer of refugees to other towns where local settlement opportunities will be available.



- (b) The implementing partner will generally be required to assist only the refugees of concern to HCR as shall be provided in each project agreement.
- (c) The refugee committee of the Christian Council will provide the necessary advisory services to the counselling centre.
- (d) The counselling centre will maintain a separate account and will disburse funds to assist needy refugees as provided in each project agreement. Cheques drawn on the refugee account shall be signed by the coordinator of the counselling centre and shall be authorized and counter-signed by the General Secretary or other authorized high official of the Christian Council.
- (e) Detailed operational guidelines for the successful implementation of the counselling centre/project are shown in the appendix attached hereto.

5. Related projects

During 1985, the beneficiaries will be assisted from the underlisted projects according to their needs.

86/AP/ZAM/ED/1 - educational assistance to refugees at the lower secondary school level

86/AP/ZAM/MA/1

85/EA/ZAM/ED/1

6. Project monitoring, reporting and evaluation

(a) By the implementing partner

The Christian Council of Zambia will be required to submit a monthly report to the Branch Office on the status of the caseload and prospects for durable solutions on each case. Special reporting forms will be developed jointly by the Branch Office and the Christian Council of Zambia.



Funds will be transferred to the Christian Council of Zambia on a quarterly basis as shall be stipulated by each project agreement.

Financial and self-evaluation reports on the counselling and other related projects will be submitted by the Christian Council of Zambia to the Branch Office in accordance with the HCR project implementation rules.

- (b) The professional staff of the Branch Office will make regular visits to the counselling centre to provide professional guidance to the staff of the implementing partner. The Branch Office will submit periodic project monitoring reports to the UNHCR Headquarters. The annual self-evaluation report for the project will also be submitted by the Branch Office as required by UNHCR project implementation rules.