

Comprehensive Solutions Strategies for Angolan, Liberian and Rwandan refugees affected by the cessation of refugee status



Donor Relations and Resource
Mobilization Service
July 2012



Cover photo: Young mother and child returning home to Angola to start a new life

UNHCR /G. Khamidov/2012

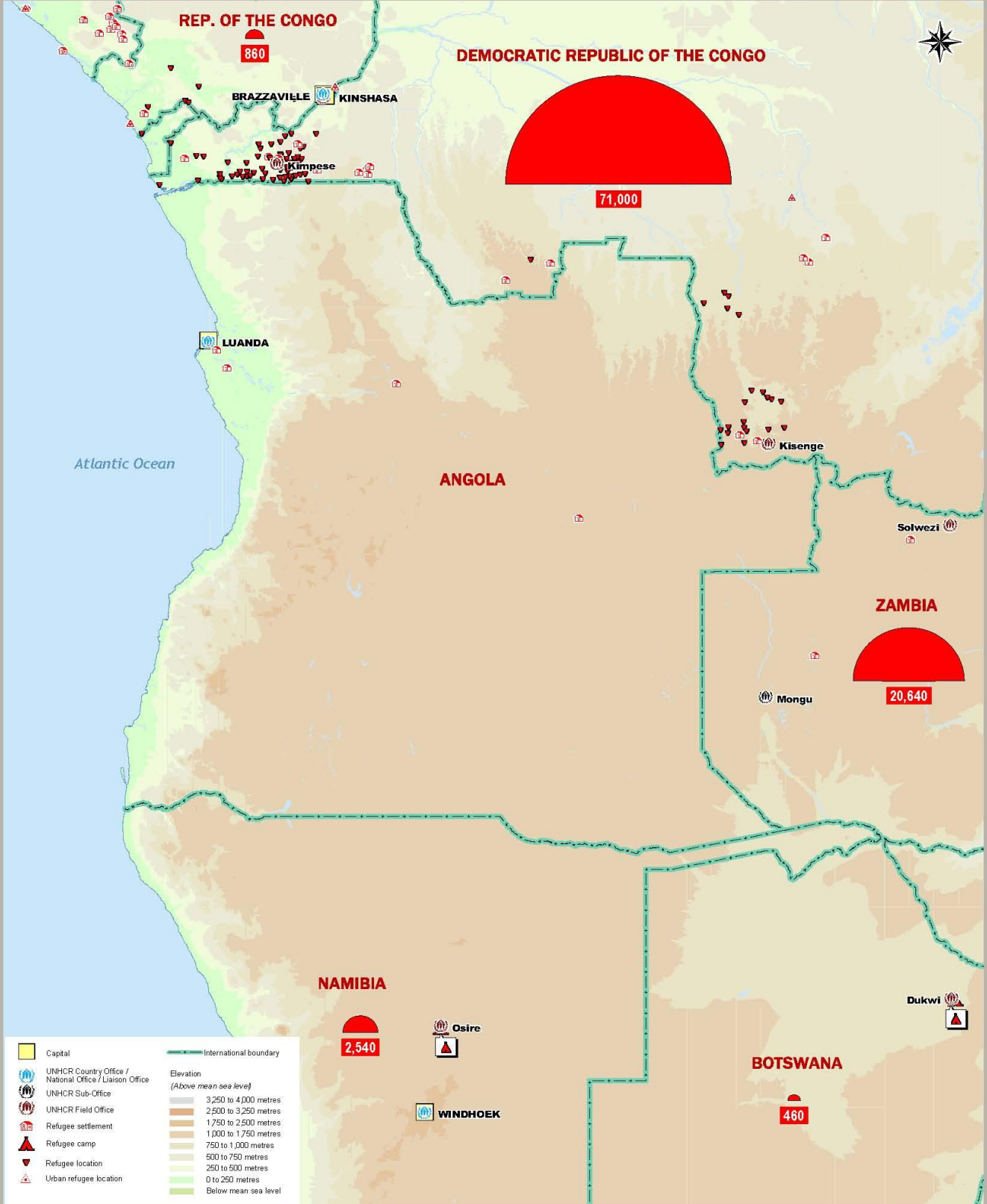
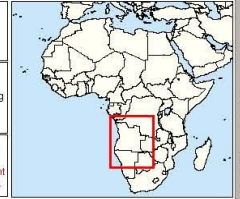
Angolan refugees in Central and Southern Africa

As of June 2012

FIGSO
Field Information and
Coordination Support Section

Sources:
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Liberian refugees in West Africa

As of June 2012

FIGES
Field Information and
Coordination Support System

Sources:
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Elevation
(Above mean sea level)

- 3,250 to 4,000 metres
- 2,500 to 3,250 metres
- 1,750 to 2,500 metres
- 1,000 to 1,750 metres
- 750 to 1,000 metres
- 500 to 750 metres
- 250 to 500 metres
- 0 to 250 metres
- Below mean sea level

UNHCR Office

- UNHCR Regional Office
- UNHCR Country Office / Liaison Office
- UNHCR Sub-Office
- UNHCR Field Office
- UNHCR Field Unit
- UNHCR Planned Office

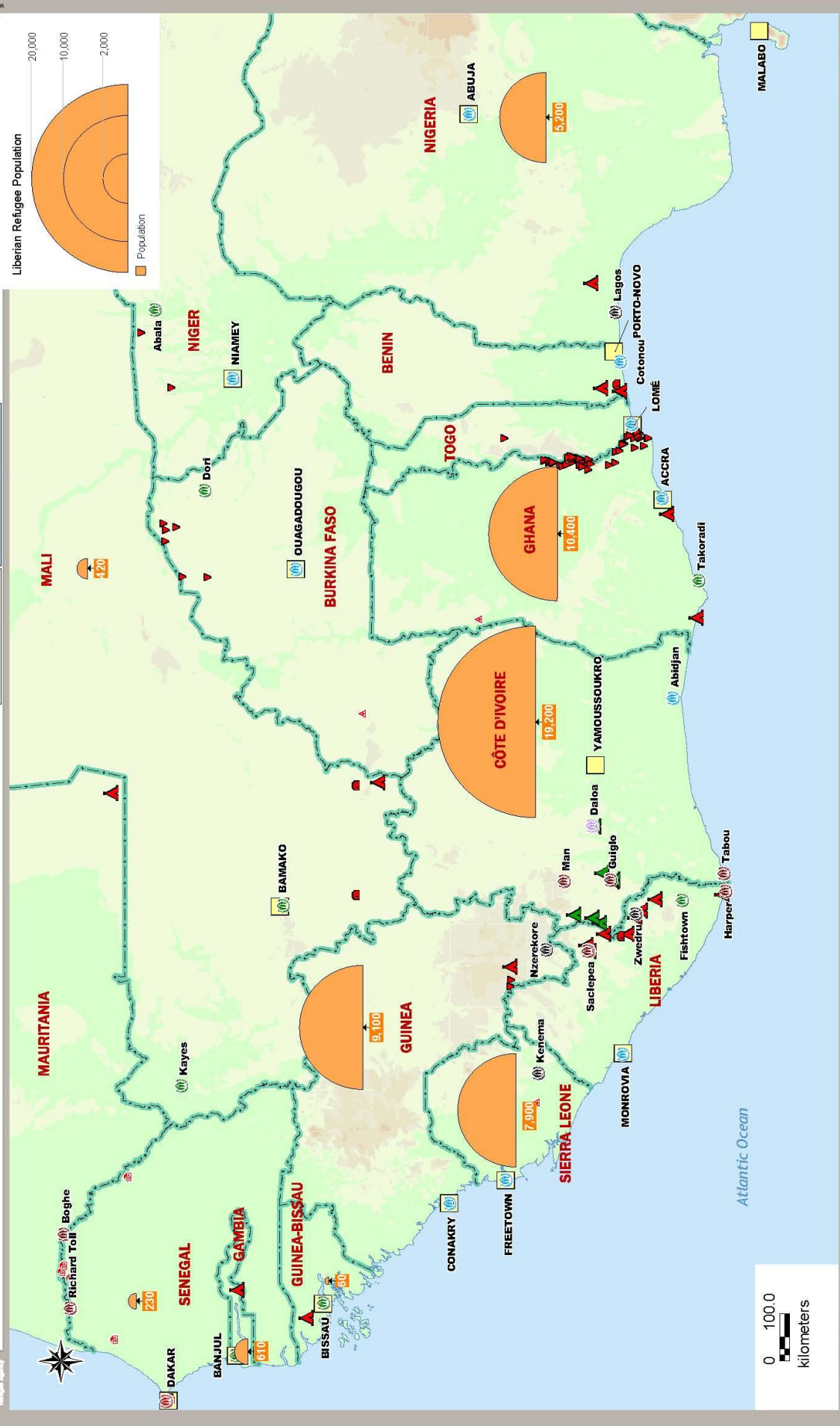
Refugee location

- Refugee settlement
- Refugee camp
- Refugee centre
- Refugee location
- IDP camp

Population

Liberian Refugee Population

20,000
10,000
2,000



0 100.0
kilometers

Introduction

When positive changes “of a fundamental and durable nature” have taken place in a refugee’s country of origin, and it is recognized that the causes of refugee flight no longer exist, both the 1951 United Nations Convention relating to the Status of Refugees and the 1969 Organization of African Unity (OAU) Refugee Convention provide for the formal cessation of refugee status.

On the basis of an in-depth analysis of developments in recent years in Angola, Liberia, and Rwanda, UNHCR has determined, in consultation with affected States, that conditions support the cessation of refugee status for refugees from these three countries. As a consequence, refugee status for Angolans who fled their country as a result of the war of independence and the civil war between 1961 and 2002, and for Liberians who fled their country as a result of the civil wars from 1989 to 2003, will formally cease on 30 June 2012. Refugee status for Rwandans who fled Rwanda before or during 1998 as a result of different episodes of inter-ethnic violence between 1959 and 1994, the genocide there in 1994, or the armed conflict in north-western Rwanda from 1997 to 1998, will formally cease a year later, on 30 June 2013.

The present appeal focuses on the needs of Liberians and Angolans for 2012. The needs of Rwandans will be budgeted for in 2013. For all three groups, the 2013 needs not already included in the biennial budget calculations under the Global Appeal 2012-2013 will be assessed as budgetary planning adjustments for 2013.

At the end of 2011, there were almost 130,000 Angolan refugees, 66,700 Liberian refugees and 107,000 Rwandan refugees who remained in exile. In order to achieve solutions for as many Liberian, Angolan, and Rwandan refugees as possible, UNHCR has engaged with relevant stakeholders (including authorities in countries of asylum and countries of origin, and affected refugees themselves) in

developing comprehensive solutions strategies to achieve closure for all three refugee situations. This is a unique, historic opportunity to find durable solutions for hundreds of thousands of refugees.

The comprehensive solutions strategies for each situation include four important objectives: (i) to help promote and support voluntary repatriation and reintegration of refugees in their countries of origin; (ii) to pursue opportunities for local integration or alternative legal status in countries of asylum; (iii) to continue to meet the needs of those individuals who are unable to return to their country of origin for protection-related reasons; and (iv) to elaborate a timetable for implementing the respective solutions around the date of formal cessation of refugee status.

Specific activities required to support these components are detailed in the sections below. Broadly, they involve assisting refugees who wish to return home to travel and reintegrate successfully; supporting refugees who will remain in countries of asylum to achieve durable local integration; and ensuring the continuation of refugee status for those who continue to have a well-founded fear of persecution, or who have a compelling reason arising out of previous persecution for refusing to avail themselves of the protection of their country of origin.

These three cessations are an important part of UNHCR’s efforts to prioritize solutions in a strategic way, building on advances made in respect of the transition from relief to

development, including through strengthened partnerships with development actors. They also build upon the solutions achieved to date by UNHCR and others for these three refugee populations, most notably with respect to voluntary repatriation.

The majority of the Angolan refugee population (which was initially over 600,000 people), for example, voluntarily repatriated following the end of the civil war there in 2002. Likewise, a majority of the original Liberian refugees repatriated following the end of the conflict in their country in 2003, due in part to UNHCR's active promotion of voluntary repatriation. And most notably of all, from August 1994 to October 2002, some 3.1 million Rwandan refugees returned to Rwanda, followed by another 150,000 between October 2002 and the end of 2011.

These earlier results have allowed UNHCR and its partners to focus on solutions for the relatively small numbers of remaining refugees. While UNHCR has already allocated substantial resources for all three situations, additional means are needed to ensure that all of the activities outlined below can be implemented. As many of those voluntarily repatriating will be returning to unfamiliar situations after decades in exile - without the usual family links and support networks that characterize many repatriation situations – support will be provided to help ensure a meaningful new beginning. Returnees will need to be proactive and resilient to find jobs or set up business ventures, and this appeal aims to give them a reasonable chance of doing so by investing in their potential to rebuild their lives and livelihoods.

For those who will be integrated locally, assistance will be provided to secure new legal status and to support self-reliance.

The activities outlined in this appeal under the comprehensive strategies are not only an investment in preserving the human dignity of the individuals concerned; they also represent a critical contribution to the stability and well-being of the affected areas, which in turn contribute to local and national stability in more than a dozen African countries.



Time to move - Liberian children await the chance to discover their family's homeland/ UNHCR / A. Kirchof/2003

Angolan refugees

Overview

Forty years of armed conflict in Angola, including its war of independence from Portugal and the civil war that followed, came to an end in 2002. While the majority of Angolan refugees have since returned to their country of origin, at the end of 2011, some 130,000 refugees remained in exile, mainly in the neighbouring countries of the Democratic Republic of the Congo (DRC) and Zambia, as well as in Botswana, Namibia, the Republic of the Congo (the Congo) and South Africa (not included in this appeal).

After reviewing country conditions in Angola, including the first post-war legislative elections in 2008, the adoption in 2010 of a new Constitution enshrining principles related to respect for the rule of law and fundamental human rights, as well as steady progress in the

restoration of social and economic infrastructure in the country, UNHCR concluded that the refugee status of those who fled the country's armed conflicts between 1961 and 2002 should come to an end and that the "ceased circumstances" cessation clauses of the 1951 Convention and the 1969 OAU Convention should be invoked. Efforts have since been undertaken to bring proper closure to the Angolan refugee chapter and to find durable solutions for those affected, in cooperation with concerned Governments, partner agencies and the refugees themselves.

With cessation of refugee status taking effect for Angolan refugees on 30 June 2012, it is imperative that solutions be found as soon as possible.

Populations of concern and planning figures within the subregion

Country	Population (as at June 2012)	Projected returns	Population seeking local integration	Application for exemption from cessation*
Botswana	460	50	410	30
DRC	71,000	22,170	48,830	4,000
Namibia	2,540	2,110	430	50
Congo	860	120	740	200
Zambia	20,640	1,190	19,450	1,530
Total	95,500	25,640	69,860	5,810

* The 5,810 applicants for exemption from cessation is an estimate based on the remaining populations in countries of asylum after 30 June 2012.

Strategy and activities

Voluntary repatriation and local integration remain the core solutions for Angolan refugees who are outside their country of origin. UNHCR has placed particular importance on ensuring the successful repatriation of those Angolans who have indicated their wish to return home, but who have been unable to do so to date. Local integration will remain critical for those refugees who have established particularly close ties to their countries of asylum.

Voluntary repatriation

Voluntary repatriation has featured strongly in the comprehensive solutions strategy for Angolan refugees. Since organized returns to Angola resumed in 2011, near 50,000 Angolans have expressed an interest in returning home. The Office has assisted close to 22,500 individuals to repatriate so far, leaving approximately 26,000 still waiting for this solution to materialize. In order to facilitate the repatriation of these 26,000 refugees, UNHCR needs increased financial support. Total requirements for voluntary repatriation amount to USD 19 million in 2012, yet only USD 9.8 million have been made available to date for these activities.

The voluntary return programme is now in a state of transition. To date, UNHCR, the Government of Angola and countries of asylum have promoted and facilitated voluntary, organized returns to Angola through the

issuance of voluntary repatriation forms, with identity confirmed through the Angolan consulates; organized transportation; and assistance at Returnee Transit Centres upon arrival in Angola.

Once cessation takes effect, the Angolan Government's organized return programme will come to a close. UNHCR will continue to provide assistance to refugees to return, through the provision of cash grants (in lieu of organized transportation) and financial and technical assistance to obtain one-way travel documents through Angolan consulates. The cash grants will also serve to help meet initial basic needs upon return.

UNHCR will continue to run outreach campaigns to inform refugees of the options available to them so that they can make informed decisions about their future.

Local integration

UNHCR is appealing to countries hosting Angolan refugees to give favourable consideration to requests for local integration for refugees who have strong family, social and economic ties to their country of asylum. Zambia has pledged to provide opportunities to locally integrate for up to 10,000 Angolan

refugees, provided international support is made available. The Governments of the DRC and the Congo are proposing to issue temporary residence permits to former refugees, with the possibility of longer-term or permanent residence permits following thereafter. These permits carry with them

administrative fees, the costs of which are now under discussion. Other countries of asylum have indicated that discussions on local integration options may be envisaged after the conclusion of the voluntary repatriation process and/or cessation of refugee status comes into effect.

UNHCR will work closely with all concerned countries to confirm possible arrangements for those refugees who seek to remain in their asylum countries, and to support local integration efforts through a variety of activities, including: registration and profiling of the population, to better understand its composition and local integration needs; the provision of

income-generating activities; community-based socio-economic projects for communities hosting former refugees; continued individual assistance for particularly vulnerable persons (for a transitional period), and the payment of fees related to the acquisition of residence permits.

The Government of Angola has also indicated that it will provide national passports, consular cards and/or other relevant documentation to Angolan refugees in countries of asylum, in order to facilitate the issuance of residence and work permits by those countries in a timely manner.

Cessation of refugee status

UNHCR is continuing to work closely with countries of asylum to try to ensure that cessation of refugee status does not leave Angolans with an undefined legal status in their countries of asylum. The Office is also providing technical guidance to host States on developing and implementing exemption procedures, whereby those refugees with

continuing international protection needs would be identified and allowed to maintain their refugee status. While it is expected that few Angolan refugees will require an exemption from cessation, the adjudication of any applications that are lodged will require additional resources.

Coordination and partnership

The main ministry in Angola responsible for the return and reintegration of former refugees in Angola is the Ministry for Social Welfare and Reintegration (MINARS). UNHCR, IOM, and other partners, in coordination with the UN Country Team, will continue to provide support

to MINARS, the Government of Angola in general and authorities in the main countries of asylum – Botswana, the Congo, DRC, Namibia and Zambia – to find solutions for the remaining Angolan refugees in the subregion and to bring this refugee chapter to a close.

Liberian refugees

Overview

The two civil wars that took place in Liberia, from 1989 to 1996 and from 1999 to 2003 respectively, forced hundreds of thousands of Liberians to flee their homes. The signing of the Comprehensive Peace Agreement in 2003 put an end to 14 years of violence and set the conditions for a sustainable peace in the country, with the organization of free and fair elections, the restructuring of the army and the establishment of several national commissions related to justice, reconciliation and land rights.

With their country at peace again, many refugees decided to go back home. Between 2004 and 2011, some 169,300 Liberian refugees returned. The vast majority of those refugees still in exile live in West Africa. Out of the 66,700 Liberian refugees, some 59,700 were still in the subregion at the end of 2011, as well as 1,200 asylum-seekers, mostly in Côte d'Ivoire, the Gambia, Ghana, Guinea, Nigeria, Senegal and Sierra Leone.

Populations of concern and planning figures

Country	Refugee population with registered intentions June 2012	Projected returns	Population seeking local Integration	Application for exemption from cessation
Côte d'Ivoire	14,560	11,120	1,580	1,860
Ghana	5,640	980	3,610	1,040
Guinea	7,450	3,870	2,330	1,260
RO Senegal*	5,870	710	4,840	320
Total**	33,520	16,680	12,360	4,480

* Includes the following countries of asylum: Gambia, Guinea Bissau, Mali, Nigeria, Senegal and Sierra Leone

** In addition to the Liberians who have been verified and who have expressed their intention to return or to locally integrate, there are some **17,700** Liberians in the West Africa subregion who have either not opted for any of the solutions offered, or were "no shows" during verification exercises.

Strategy and activities

In 2012, UNHCR's main activities for implementing a comprehensive solutions strategy for the Liberian refugee situation relate to its three main components: voluntary repatriation for a total of 25,200 Liberian refugees; local integration for some 12,400 refugees; and management of cessation for all Liberian refugees, notably for those refugees who may have continuing international protection needs or compelling reasons to maintain their refugee status on account of past persecution.

Voluntary Repatriation

Voluntary repatriation remains the preferred durable solution for many Liberian refugees. With a total planning figure of 25,200 returnees, the Office has already assisted more than 8,500 Liberians to return home from Côte d'Ivoire, the Gambia, Ghana, Guinea, Guinea Bissau, Mali, Nigeria, Senegal and Sierra Leone since the beginning of the year. In order to facilitate the repatriation of a further 16,700 refugees, UNHCR needs increased financial support to meet the total requirements for voluntary repatriation of USD 17.6 million. At the moment, the Office has been able to allocate only USD 4.8 million to these activities, thanks to broadly earmarked contributions, leaving a critical shortfall of USD 12.8 million.

Voluntary repatriation is often a challenging exercise, in particular where there are considerable logistical constraints, as in West Africa. To date, UNHCR has been organizing Liberian returns largely by road, with the exception of Ghana. However travel routes are frequently impassable during the rainy season, which is starting. This means having to plan for alternative means of transport, such as by air. In order to guarantee their return in safety and dignity, UNHCR transports the candidates for repatriation to transit centres in their country of asylum, where they are medically screened and receive repatriation documents (Voluntary Repatriation Forms). Upon arrival in Liberia, UNHCR provides returnees with assistance (cash grants) to facilitate their reintegration in their home country. After years in exile, it is

often difficult for refugees to reintegrate, retrieve their land or even find a job to guarantee their self-sufficiency. This reintegration assistance will help ensure the sustainability of their return.

In view of the current 2012 income projections, UNHCR will not be able to repatriate the 16,700 remaining Liberian refugees willing to return before the end of the year. In Côte d'Ivoire, where the majority of Liberian refugees live, 15,600 have expressed their wish to return. While the Office has been able to facilitate the return of some 4,500 Liberians since the beginning of the year, limited resources will only allow for the safe and dignified repatriation of an additional 1,500 refugees, leaving 9,600 stranded in Côte d'Ivoire.

In Ghana, UNHCR has already facilitated the repatriation of more than 2,900 Liberian refugees, out of a planning figure of 3,900; and in Guinea, some 880 refugees have been assisted to return, out of a planning figure of 4,700. UNHCR will not be able to repatriate all of the 4,800 Liberian refugees willing to return from these two countries unless additional resources are made available to improve road conditions and increase the logistical capacity to transport refugees in convoys or, alternatively, to repatriate them by air. To ensure a safe and dignified return, repatriation is organized by air from Ghana, as well as for urban refugees living in Conakry and possibly Nzerekore (Guinea).

Local integration

For refugees who do not wish to return to Liberia, in particular those with close ties in their country of asylum, UNHCR is exploring local integration opportunities in close collaboration with host governments. In this respect, the high degree of cooperation among members of the Economic Community of West African States (ECOWAS) has offered meaningful and concrete possibilities for Liberian refugees in the subregion.

UNHCR's activities related to local integration are targeting some 12,400 Liberian refugees in West Africa who have expressed interest in remaining in their country of asylum, including: 1,600 in Côte d'Ivoire; 3,600 in Ghana; and 3,500 in Sierra Leone.

Under the ECOWAS Protocol on Freedom of Movement, all ECOWAS citizens, including former Liberian refugees, have the right to reside and establish themselves, as well as to work, in any ECOWAS country.

To do so, however, they must have national passports, residency permits and, in some instances, work permits, thus making the documentation aspect of local integration efforts critical. UNHCR is now working closely with the Government of Liberia, including through missions of Liberian officials to countries of asylum to ensure that all Liberian refugees receive their national passports, which will allow them to obtain legal residence permits in the countries of asylum.

For refugees seeking naturalization in their host country, the Office will provide guidance and support during the processing of their application.

In addition to activities related to the securing of an alternative legal status, UNHCR is also conducting self-reliance and livelihood programmes, including income-generating activities, as well as vocational training. Subject to available resources, business start-up kits will be distributed and UNHCR will work with local partners to ensure access to microcredit. The Office has successfully advocated for the granting of access to agricultural land for former Liberian refugees, and will provide them with seeds and tools. These activities will be carried out in close coordination with the authorities and host communities.

Finally, for a limited period of time, UNHCR will continue to meet the basic needs of the most vulnerable refugees as they make the transition from refugee status to local resident in their countries of asylum. Wherever possible, Liberians will also be guided to enroll in available government services, such as national medical schemes.

Local integration programmes for Liberian refugees in their countries of asylum require an estimated USD 1.2 million. However, the current level of funding will not permit UNHCR to complete these projects, thereby jeopardizing the successful local integration of these refugees into their host communities.

Cessation of refugee status

With refugee status for Liberian refugees formally ceasing on 30 June 2012, UNHCR is working closely with host governments and other partners to ensure that any refugees who continue to have international protection needs in Liberia are identified. Mass information campaigns on cessation have been carried out to inform refugees on the implications of the cessation clause and to explain the options

available to them. UNHCR is now supporting host governments to establish the necessary procedures to properly receive and adjudicate applications for an exemption from cessation that are lodged. This includes training sessions for government bodies in charge of refugee affairs and the adjudication of these applications.

Coordination and partnership

In addition to its direct involvement in the implementation of the above-mentioned activities in Gambia, Guinea-Bissau, Mali and Senegal for a total of 5,900 persons, UNHCR Regional Office in Senegal also plays an important role in coordinating the implementation of the Comprehensive Strategy in the subregion. The Office is responsible for ensuring a coherent and efficient implementation of the related activities, providing direction and support to country operations when required.

UNHCR is coordinating closely with its government partners to ensure the sustainable return of Liberian refugees; consolidate local integration opportunities in countries of asylum; and build capacity for the adjudication of exemption cases. In addition, cooperation with IOM will remain important for managing the repatriation operation.

Financial information

The requirements presented in this appeal total USD 73.3 million, comprising USD 43.7 million in requirements for Angolan refugees and USD 29.6 million for Liberian refugees.

The budget tables below show the requirements for the activities related to cessation for Angolan and Liberian refugees for 2012, and which are included in the total country operations budgets presented in UNHCR's Global Appeal for the 2012-2013 biennium.

Anticipated requirements to cover activities related to the cessation in 2013 amount to over USD 5.5 million for the Liberians and USD 18 million for the Angolans.

**UNHCR requirements for cessation-related activities
for Angolan refugees in 2012 (USD)**

ANGOLAN REFUGEES UNHCR CESSATION ACTIVITIES 2012	BOTSWANA	DR Congo	NAMIBIA	CONGO	ZAMBIA	Total requirements
DURABLE SOLUTIONS						
Voluntary return	83,965	13,462,442	2,386,500	103,700	2,979,147	19,015,754
Local integration		10,527,209	270,900		7,379,682	18,177,791
Resettlement					34,949	34,949
FAIR PROTECTION PROCESSES & DOCUMENTATION						
Refugee status determination		64,575			22,516	87,090
Civil registration and civil status documentation		61,767		5,497	1,312	68,577
Registration and profiling		154,418		2,999	19,682	177,098
Individual documentation			141,900	39,981		181,881
FAVOURABLE PROTECTION ENVIRONMENT						
Access to legal assistance		129,150			23,618	152,767
National and administrative framework		77,209				77,209
International and regional instruments					3,876	3,876
Law and policy					24,930	24,930
Public attitude towards people of concern improved		239,348				239,348
SECURITY FROM VIOLENCE AND EXPLOITATION						
Protection of children					89,223	89,223
Protection of and response to SGBV	9,751				413,952	423,703
BASIC NEEDS AND ESSENTIAL SERVICES						
Food security	47,580				630,989	678,569
Health					433,518	433,518
Nutrition					19,682	19,682
Education	31,042				516,967	548,009
Reproductive health and HIV services	72,669				330,649	403,319
Basic domestic and hygiene items					11,022	11,022
Sanitation and hygiene					164,275	164,275
Services for people with specific needs strengthened					491,469	491,469
Shelter and infrastructure	37,021					37,021
Water					126,093	126,093
COMMUNITY EMPOWERMENT						
Community mobilization	2,163				77,088	79,251
Self-reliance and livelihoods	26,716				374,447	401,163
Natural resources and shared environment					43,299	43,299
LEADERSHIP COORDINATION AND PARTNERSHIPS						
Donor relations				42,480		42,480
Camp management and coordination					30,388	30,388
LOGISTICS AND OPERATIONS SUPPORT						
Logistics and supply		691,652			284,726	976,378
Operations management, coordination and support		238,781			261,814	500,595
Total	310,908	25,646,550	2,799,300	194,657	14,789,312	43,740,726

UNHCR requirements for cessation-related activities for Liberian refugees in 2012 (USD)

LIBERIAN REFUGEES UNHCR CESSATION ACTIVITIES 2012	CÔTE D'IVOIRE	GHANA	GUINEA	LIBERIA	REGIONAL OFFICE SENEGAL*	Total requirements
DURABLE SOLUTIONS						
Voluntary return	3,288,482	391,747	1,513,749	11,482,753	959,565	17,636,296
Local integration	222,865	373,615	33,947		606,679	1,237,106
Resettlement		14,974	13,856		5,597	34,428
Comprehensive solutions strategy	665,831	16,729	3,464		227,577	913,601
FAIR PROTECTION PROCESSES & DOCUMENTATION						
Refugee status determination	37,660	7,708	167,136		63,971	276,475
Civil registration and civil status documentation	151,207	5,396	3,464	980,146	55,799	1,196,011
Registration and profiling			6,928		57,574	64,502
Individual documentation	138,143	8,367	3,464		183,117	333,091
FAVOURABLE PROTECTION ENVIRONMENT						
Law and policy	22,596	14,928	11,258		58,533	107,315
SECURITY FROM VIOLENCE AND EXPLOITATION						
Protection of children			2,598			2,598
Protection of and response to SGBV			3,464		24,309	27,773
BASIC NEEDS						
Water					18,392	18,392
Education	16,513	143,570	12,124		402,218	574,425
Health	326,846	25,745	230,161		55,975	638,726
Sanitation and hygiene		85,644	25,980		188,714	300,338
Basic domestic and hygiene items	1,520,775				69,568	1,590,343
Reproductive health and HIV services	2,603				4,798	7,401
Services for people with specific needs	137,074					137,074
Shelter and infrastructure		718,948	209,552		311,859	1,240,359
COMMUNITY EMPOWERMENT						
Community mobilization	15,064	1,713	18,761		23,989	59,527
Self-reliance and livelihoods	350,191	79,843	375,697		1,079,511	1,885,242
Co-existence with local communities	124,015		3,291		35,184	162,490
Natural resources and shared environment			20,406			20,406
LEADERSHIP COORDINATION AND PARTNERSHIPS						
Coordination and partnerships	253,528	36,463	98,723		118,826	507,540
LOGISTICS AND OPERATIONS SUPPORT						
Logistics and supply			142,166		296,985	439,151
Operations management, coordination and support			61,494		151,931	213,425
Total	7,273,393	1,925,390	2,961,681	12,462,899	5,000,671	29,624,034

* Includes the following countries of asylum: Gambia, Guinea Bissau, Mali, Nigeria, Senegal and Sierra Leone.