



**Government of Mozambique (Instituto Nacional de Apoio aos Refugiados),  
United Nations High Commissioner for Refugees and World Food  
Programme**

***Joint Assessment Mission for the Food Assistance to the  
Marratane Refugee Camp***

**27 July -1 August 2008**

## **ACRONYNS**

<b>CHS</b>	Community and Household Surveillance
<b>EC</b>	Eligibility Committee
<b>GoM</b>	Government of Mozambique
<b>INEFP</b>	National Institute for Employment and Professional Training
<b>INAR</b>	National Institute for Refugee Affairs
<b>JAM</b>	Joint Assessment Mission
<b>MADER</b>	Ministry of Agriculture and Rural Development
<b>MEC</b>	Ministry of Education and Culture
<b>MZN</b>	Meticais (Mozambican currency)
<b>NGO</b>	Non-Governmental Organisation
<b>RSD</b>	Refugee Status Determination
<b>SGBV</b>	Sexual and Gender-Based Violence
<b>UNHCR</b>	United Nation High Commissioner for Refugees
<b>WFP</b>	World Food Programme
<b>WRI</b>	World Relief International
<b>WV</b>	World Vision

## **TABLE OF CONTENTS**

ACRONYMS

EXECUTIVE SUMMARY

I – OBJECTIVES AND METHODOLOGY

II – GENERAL CONTEXT

III – ANALYSIS/FINDINGS BY AREA

III.I - Analysis of food / market prices & production potential of refugees

III.II - Review of livelihood support/self reliance programmes

III.III - Micro Business initiatives and Micro Credit

III.IV – Vocational Training

III.V - Review of the Safety Nets/Government Assistance Programmes

III.VI – Health and nutrition situation; environmental conditions

III.VII - Analysis of the Education Sector

III.VIII - Water and sanitation

III.XIX – Specific Issues

V - IMPLEMENTATION OF PREVIOUS JAM RECOMMENDATIONS

VII – KEY RECOMMENDATIONS

VII.I - General recommendations

VII.II - Specific recommendations

VIII – REQUIRED ACTIONS

ANNEXES

## EXECUTIVE SUMMARY

A Joint Assessment Mission (JAM) to the Marratane Refugees Camp in Nampula, Northern Mozambique, was conducted by the Instituto Nacional de Refugiados (INAR), the United Nations High Commissioner for Refugees (UNHCR) and World Food Programme (WFP) from 28 July to 1 August 2007. The objective of the assessment was to confirm the existence of livelihood opportunities for the refugees living in Marretane camp, documenting the opportunities and obstacles to the elaboration and utilization of these livelihood opportunities for self reliance, confirming fair access of the refugee population to social, health, education and other services and to verify the feasibility/appropriateness of the food assistance phase-out strategy.

The mission discussed with the main Government institutions and NGOs involved in the assistance to the refugees and has visited markets not only in the camp but also in the main city and the communities surrounding the camp. Three teams were created to address the following topics:

1. Analysis of food market prices and production potential of refugees;
2. Review of livelihoods support/self reliance programmes;
3. Micro business initiatives and micro credit;
4. Vocational training;
5. Review the safety nets / government assistance programmes;
6. Health and nutrition situation and environmental conditions;
7. Analysis of the education sector;
8. Water and sanitation;

The Marratane Refugee camp in Nampula (Mozambique) is currently host to some 4,803 refugees. The majority of these refugees are Congolese, followed by Rwandese in close second, then come Burundians; with the remaining made of other nationalities. Since November 2006 WFP is providing food assistance to the refugees. The food basket includes cereals, pulses, oil and salt. The food assistance is an integrated part of the self reliance strategy, which aims to enable the refugees to phase out of assistance as a whole. The beneficiary number has decreased from the original 4,592 in October 2006 to 3,763 in June 2008.

The GoM's policy towards refugees prioritizes repatriation to home countries and relocation to third countries. Local integration as the last applicable solution. However, the GoM has created a whole range of facilities and as result more than 1000 refugees were integrated in the local schemes and are now capable of sustaining themselves and their families. This is the 'de facto local integration policy' pursued by the GoM.

The refugees have a a tendency to report that they are living in difficult conditions and that their situation should raise concern. Nevertheless the mission concluded that there is no government restriction for the refugees to engage in meaningful economic and productive activities to become self reliant and food secure which provides an opportunity for the refugees to move out of aid dependency. Therefore, the mission believes that refugees in Marratane camp should take advantage of the opportunities made available to them by the GoM and aid agencies in order to earn a living. The GoM and aid agencies should re-launch campaigns to prepare the refugees and to obtain their willingness to embrace self reliance schemes.

INAR, UNHCR, INEFP and other aid agencies initiated a number of joint livelihood and self reliance incentive schemes/programmes to guarantee the food security and self reliance of refugees. Many options for vocational and life-skills training programmes are offered to the refugees, though more needs to be done to increase coverage, diversity and duration of courses as well as increasing the turnover so that more refugees are brought into these programmes as soon as possible.

In line with the above the Mission concludes that the phasing out of food assistance towards the end of the year 2008 should be feasible. However, the mission recommends a gradual phase out of beneficiaries, starting by removing the refugees who are already self-reliant. At the same time the mission advocates for a gradual food ration reduction from September until December to allow refugees to adapt to the new situation.

## **I – OBJECTIVES AND METHODOLOGY**

In April, 2006, WFP and UNHCR conducted a Joint Assessment Mission (JAM) in the refugee camp Maratana in Nampula . The objectives of that JAM mission were: to review overall food security situation of refugees; assess their ability to meet own food needs; review existing assistance programmes, etc. The corporate Joint MoU between WFP and UNHCR (signed in 1997) stated that where refugee numbers are less than 5,000, UNHCR; rather than WFP will be responsible for the entire process of providing food assistance.

The 2006 JAM mission recommended proper verification of refugees in the Marratane camp once the number reaches 5,000. It also recommended a detailed assessment of the food security situation as well as the improvement of warehouse conditions in the camp. In November 2006, UNHCR undertook verification exercise for all refugees and asylum seekers in Mozambique. Registered refugees received refugee and asylum seeker ID cards from the Government of Mozambique and UNHCR. UNHCR also undertook improvement works to Marratane camp warehouse when a second one was constructed to store only food items.

The 2006 JAM was designed a solid strategy for withdrawing food assistance while designing self reliance strategies to phase-in through support from INAR and other partners.

However, during the 2007/2008 programme implementation process the livelihood support and self reliance strategies did not take off as expected as. Different political dynamics as well as perceived threats (refugee paranoid) that such schemes will rob refugees of their status have adversely influenced the actual achievement of self reliance initiatives; this of-course was compounded by the resettlement aspirations of refugees in Marratane Camp.

In July/August 2008, UNHCR and WFP conducted a second JAM mission which commenced on July 28<sup>th</sup> 2008, and ended with a debriefing in Maputo on August, 1<sup>st</sup>. The mission was composed of representatives from INAR, UNHCR and WFP Kenya and WFP Mozambique and was co-led by WFP and UNHCR in line with corporate agreements and guidelines.

### **I.I - Objectives of the assessment**

The specific focus of the 2008 JAM exercise was to assess the feasibility of phasing out food assistance; and to ascertain the existence/effectiveness of the livelihood/self reliance activities; assess government capacity to assist the most vulnerable refugees, and to recommend action plans.

Below are the ToRs for the JAM Mission

- Confirm the existence of livelihood opportunities for refugees living in Marratane camp, offering the potential for self reliance, meeting their own food needs in a sustainable manner while also meeting their other essential needs without engaging in strategies that are illegal, or anti-social, and which may expose refugees to personal risks, or which may undermine their own long-term food security, or that of the local host population.
- Document opportunities and obstacles to the elaboration and utilization of the livelihood opportunities for self reliance;

- Identify demographic and/or socio-economic groups within the refugee population that have special needs, and/or special livelihoods and coping/survival strategies, estimate their numbers, and recommend whether, and how assistance should be designed and targeted separately to the different groups.
- Confirm the fair access of the refugee population to social, health, education and other services as may be required for their overall wellbeing and optimum utilization of self reliance opportunities;
- Verify the feasibility/appropriateness of the food assistance phase-out strategy, which is based on the existing livelihoods opportunities in the Marratane Camp, and in the surrounding communities, considering the following variables:
  - ***Self reliance:*** Analyze the viability of the self-reliance schemes implemented by various implementing partners considering the interests of the refugee population and their commitment to the success of such programmes;
  - ***Food assistance:*** Viability of different scale down strategies including the reduction of the beneficiary numbers while maintaining the size of the ration, reduction of the size of the rations while maintaining the number of beneficiaries (including exclusion of selected food items) e reduction of the size of the ration and the beneficiary numbers;
  - ***Safety nets & Government assistance:*** Consider the capacity of existing government safety nets to support a subsection of the refugee community which may remain dependent on external support, determine appropriate mechanisms to hand over the responsibility of food assistance to local authorities and Recommend appropriate measures to be taken and the training needs of the Government counterparts to ensure the hand over and follow up by the local authorities;

## **I.II - Methodology**

The methodology adopted for data collection and analysis was a combination of:

- Review and analysis of available reports on (i) the numbers and the situation of refugees, (ii) their backgrounds, skills and capacities, (iii) the food security situation and levels of self-reliance, (iv) local market prices of food and some other products produced and sold by refugees, (v) the potential for increased self-reliance, and (vi) assess the progress made, and the impact of agricultural, income-generation and other life-skills and vocational training projects on the life of refugees;
- Review UNHCR and WFP monitoring reports;
- Visits to the refugee camp to :
  - meet the site managers, personnel responsible for food and self-reliance activities; and community services, meet refugee leaders and representatives of livelihood, food committees and self-reliance programmes
  - Meet and hold focus group discussions with refugees (female and male youth groups) representing distinct socio-economic subgroups identified within the population
  - observe self-reliance activities and discussions with refugees engaged in self-reliance activities
  - observe local markets within the settlement, and discuss with traders and assess market prices of basic commodities

- Visits to the local and regional markets; and meetings with market traders and transporters.
- Meeting leaders and members of the local (host or neighbouring) communities, agricultural and other extension officers, and those responsible for the implementation of development programmes in the area.
- Meeting relevant national, regional and local authorities, NGOs and other organizations working with refugees in self-reliance and related programmes, and those responsible for development planning.
- A de-briefing with the local authority, local leaders, major NGOs and refugee leaders giving them updates on mission findings, and recommendations to improve livelihood and self reliance programmes being implemented by various actors.

## **II – GENERAL CONTEXT**

On 1st January 2003, the GoM designated Nampula province as the reception site for asylum seekers. Since April 2003, Marratane camp has thus been the only official settlement in Mozambique, where asylum seekers and refugees can be registered and assisted by INAR, UNHCR and partner agencies. After registration, asylum seekers and refugees are free to reside in the place of their choice, except for the capital, unless they are in need of humanitarian assistance, which is delivered exclusively in Marratane. Only those refugees who settled in the capital before 2003 are allowed to remain.

INAR is a GoM department within the Ministry of Foreign Affairs, and is the main Government body dealing with the registration, reception as well as protection and assistance for refugees and asylum seekers in Mozambique. INAR is divided into several departments including Protection and Social Services Component. The Director of INAR reports directly to the Minister of Foreign Affairs.

As of June 3, 2008, official statistics from INAR indicated some 7,155 refugees and asylum seekers being hosted by Mozambique. The population is composed of 12 different nationalities, the majority from the Democratic Republic of the Congo – DRC (60%). Congolese refugees and asylum seekers are mostly ethnic Bembe from South and North Kivu. Of the 7,155 refugees and asylum seekers, 4,803 live in Marratane camp. More than 1,000 refugees and asylum seekers residing in Marratane camp are no longer food beneficiaries since they are employed, engaged in income generation activities, or have other sources of income. The second largest population of refugees and asylum seekers resides in Maputo city with 1,511 people as at June 30, 2008.

### ***Resettlement, repatriation, integration and new arrivals***

While repatriation is in principle the preferred option for a good majority of refugees, conditions for safe return to the country of origin should first exist for voluntary return to take effect. In 2007 and 2008, UNHCR Mozambique facilitated voluntary repatriation of refugees to Burundi and the DRC. Refugees and asylum seekers from Burundi and Rwanda were assisted with documentation, reintegration grants, and transportation on commercial flights, while Congolese refugees and asylum seekers were transported on chartered flights. In 2007-2008, UNHCR facilitated the voluntary repatriation of 460 individuals to DRC and 32 to



Burundi. Preparations for new charter flights to DRC on voluntary basis are at an advance stage as at July 2008.

Resettlement to third countries is a limited option available to a very small number of refugees who have special protection needs. In 2007-2008, only 17 refugees were resettled in third countries

Local integration of refugees is the third viable durable solution. This facility has already been made available to good number of refugees in Mozambique. Corresponding to this initiative is a clear commitment on the part of the Government of Mozambique (GoM) to increase self-reliance opportunities for refugees. There is currently an on-going number of self-reliance and livelihood support projects in Marratane camp which are aimed at sustaining refugees in the longer term. The deployment of district staff from relevant government departments/authorities to support refugees in their self reliance programmes, such as the district agricultural officer, staff of the Department of Social Action, Department of Health, National Institute for Vocational Training and Employment are testimony to the growing interest of the GoM to facilitating refugees bid for ensuring their own food security, and subsequently towards a de facto local integration..

Authorities have recorded an average of 74 new arrivals per month in 2007 and 2008. These new arrivals are mostly Congolese, with only few Somalis, Burundians and Rwandans.

### ***Government policy***

The official policy of the GoM allows local integration of refugees who are self reliant, provided that all required procedures are adequately observed. This means that the refugees who can sustain themselves are allowed to reside outside the camp if they wish to. The Government believes that when conditions in the countries of origin are such as to permit a safe return, refugees in Mozambique will be encouraged to repatriate..

### ***Refugee Population and Demography***

The Marratane Camp, with approximately 231,295 m<sup>2</sup>, holds 4,803 refugees and asylum seekers in Marratane camp. Of this total, 3,581 are Congolese (75%), 793 are Burundian (17%), 386 are Rwandan (8%). The camp hosts refugees and asylum seekers of 12 different nationalities. The majority of the refugee population have an agricultural rural background, with a few educated teachers, nurses and other professionals. Females constitute 43% of the camp population and 52% are minors. Children under 5 years represent 18% of the camp population; there are 22 registered elderly persons according to available records.

### ***Relations with host community***

Relations with the host community are generally positive and are mutually beneficial. UNHCR supported projects have benefited both the refugee and the host communities living around Marratane refugee camp. This programming initiative has helped to foster an atmosphere of mutual tolerance and acceptance. There has been a significant decline in reported cases of intolerance which have in the past led to disputes between refugees and the host community. Admittedly though, incidents/disputes, mostly about land tenure of arable land have been confirmed.

## ***Registration***

Registration has been a continuous activity in the camp by INAR which has adopted the standard UNHCR registration system “ProGres”, and has developed, in cooperation with UNHCR, standard operating procedures for this activity. A joint verification exercise was carried out in the Marratane refugee camp in late January 2008. The physical presence of all registered refugees in the camp, including dependent children, was a pre-requisite to help validate and issue new ration cards. Asylum seekers and refugees are documented by INAR and a photo ID in addition to the ration card is required during food distributions.

Out of the registered camp population of 4,803, over 1,000 have been removed from the food list because they are either gainfully employed, have failed to appear at three consecutive food distributions, or found to be self-reliant according to information available to UNHCR.

## **III – ANALYSIS/FINDINGS BY AREA**

### **III.I - Analysis of food / market prices & production potential of refugees**

#### ***Food Assistance Food Basket Composition***

The WFP general food distribution package consists of 400g cereals (maize/maize meal), 40g pulses (beans/peas), 20g oil and 5g salt per person/day. The 1.731 kcal (12.3% of protein and 19.7 % of the daily fat requirements) is smaller than the full food basket of 2100 kcal as refugees are expected to be capable to obtain additional resources. From November 2007 when WFP took over food distributions a total of 1,048.60MT of cereals, 82.10MT of pulses, 35.32MT of Veg. Oil and 7.92MT of Salt have been distributed.

Apart from the general rations provided by WFP, therapeutic/supplementary feeding is also made available to refugees by the Provincial Directorate of Health, through the Health Centre in Marratane camp. Though there are no clear guidelines on complementary food assistance, there is no established regularity of this assistance package. The complementary feeding programme by the provincial health directorate (through the health centre) provides maize meal, eggs, condensed milk, meat, butter, rice, oil, sugar and beans to deserving refugees, and the basket is available to both refugees and to Mozambican citizens alike.

In April-2008, records showed that 16 beneficiaries were provided supplementary feeding of 400kg maize meal, 144 eggs; 80 cans of condensed milk; 48kgs of meat, 32 cans of butter; 400kg of rice; 8 litres of oil; 80kg of sugar and 80kg of beans.

#### ***Refugee produced foods -kitchen / backyard gardens, or through farming with technical support from the District Agriculture Extension Services***

The refugee population in Marratane camp have been producing the following items as part of the livelihood support programmes launched by the District Agricultural Extension Services, in conjunction with UNHCR: tomato, cabbage, carrots, sweet potato, green beans, *Lengalenga* (*nyewe* – local greens), pepper, cassava, peanuts (in small quantities) and onions (being introduced) from small holdings.

Agricultural technical assistance is currently provided by the GoM Agriculture services unit since January 2008, following a takeover from World Relief (An International NGO) in line with the transition arrangements for handing over responsibilities to the Government. The assistance includes provision of agriculture inputs (tools, seeds, fertilizers, watering cans) on credit basis; it also provides assistance on market facilitation/linkages for refugee households.

The District Agricultural Department (District Agric extension Officer) reported that they will be launching a massive campaign to promote the production of maize, cassava, cowpeas, rice and peanuts starting October-2008 (2008/2009 production cycle)

### ***Number of persons (by gender and age) engaged in kitchen gardens or farming***

Currently, the Agriculture Extension Services is assisting 250 refugee families and 150 Mozambican families with tomato cultivation. These farmers are organized in three agricultural associations of refugees; and two of Mozambicans living around the camp. The land available for cultivation is about 3,000ha, and the average area available to each participating family is 1ha, though some families claimed access only to a 20mx40m piece of land.

### ***Household consumption / utilization of owned produce***

It is estimated that the majority of food produced by refugee families is sold to earn cash income. Approximately 10-20% is used for household consumption, though some (few) families have indicated that food produced by them is used to complement the rations they receive from WFP.

### ***Alternative food sources for refugees to supplement and/or complement WFP food ration***

In both the focus group discussions and individual household interviews/visits, the mission learned about other available sources of food to refugees such as local/own production, purchases with income derived from the sale of other non food products, or from other small scale businesses in and outside of the camp.

### ***Foods availability in the local markets***

In general, food is available in the regional and nearby town markets. The major limitation is access to food due to the high cost of these items, relative to low income of most refugee families. The local market in the camp is generally poorly stocked and sells only horticultural produce and some basic commodities. Due to the lack of electricity, there are hardly any fresh foods in the camp.

Market prices of major foods (price in Mt) – table still to be refined

<i>Product</i>	<i>Municipal Market</i>		<i>Faina Market</i>		<i>Marratane Market</i>	<i>Camp</i>
<i>White sugar</i>	22.5					
<i>Yellow sugar</i>	20				20	
<i>Beans</i>			27.5			
<i>Manteiga beans</i>	30		25			
<i>Pea nuts</i>	35		30	25		
<i>Rice from Malawi</i>			30			
<i>Rice from Paquistão</i>			27			
<i>Rice</i>	20				20/cup	
<i>White beans</i>	50					
<i>Oil</i>	60	65			48	
<i>Mueda maize meal</i>			17			
<i>Chiquira maize meal</i>			16	12	6/cup	

### **III.II - Review of livelihood support/self reliance programmes**

The JAM found evidences of the existence sustainable livelihood and self reliance schemes in the refugee camp, as well as in the host communities. However, the coverage remains low compared to the needs.

Participants indicated that there are difficulties in getting financing for farm inputs. The production cycle for most horticultural crops is not likely to provide quick relief to food security for refugees; and the repayment of credit and project design modalities all tend to limit the functionality of the self –reliance programmes.

During the discussions/meetings with partner agencies who are implementing these programmes on behalf of UNHCR, the assessment team learned that the overall self reliance activities are 60-70 % funded by UNHCR, while the Government of Mozambique, the main partner only provides technical expertise and personnel. The high dependency on natural agro-ecological conditions (with limited irrigation schemes) was indicated as the main limiting factor to the full realisation of these programmes. Unless this addressed, the full benefits of the various livelihood schemes will not be attained despite the best efforts of the Government of Mozambique and aid agencies.

#### ***Opportunities and Constraints to Agriculture***

Many opportunities have been provided to refugees in order to facilitate transition from aid dependency to self reliance, i.e. ranging from agriculture (farming, horticultural production and livestock/animal husbandry) to micro business enterprise schemes, micro finance projects, vocational and life-skills training, job placement/internship programmes; and market establishment/linkages which can all benefit refugees.

The sector currently provides assistance to 400 families, (250 refugees and 150 from the host community) against a target of 1,800. According to the district extension officer, the GoM Agricultural extension services is planning (Conditions permitting) to assist 1800 beneficiaries. 1.400 of these beneficiaries are refugees while 400 are from the local community. This

ambitious target is dependant on the willingness and readiness of refugee families to engage in agro-production activities.

However, the refugees have complained that the provision of seeds, fertiliser and tools on credit constitutes an important financial burden for families who should repay the loans. They also expressed concern about the 1.5 year rotation period before they can become self reliant, and this, they claimed is not even guaranteed. Other constraints include:

- Limited market outlets;
- Lack of a reliable means of transportation of their produce to markets
- Limited access to agricultural credit facilities and farm loans
- Small farm holdings of 20 x 20m ;
- Limited ability to repay seeds, fertiliser and other agricultural inputs given on credit;
- The refugees alleged poor soil conditions to support increased agricultural production.

### ***Animal Husbandry Sector***

The number of beneficiaries currently being assisted under the animal husbandry sector stands at 39 families in poultry production, 5 families in goat raising. There are 59 active micro-credit beneficiaries and 50 prospective youths who have shown interest in rabbit rearing. The rabbit raising project is in fact a food security related initiative according to the district extension officer.

#### ***Major obstacles to the animal husbandry sector are:***

- Market saturation due to simultaneous production of birds;
- Delayed registration/issuance of business licenses to Refugees;
- Poor feed quality;
- Problems with having continuous availability of funds to procure additional birds for poultry farmers, and the lack thereof of sufficient level of technical services;
- Low repayment/recovery rate, currently standing at 75%;

### **III.III - Micro Business initiatives and Micro Credit**

In 2005, 100 camp residents, including women and youth groups benefited from Small Scale Business training provided in consultation with ILO. Female beneficiaries had shown the greatest interest in this activity. Reports gathered from interviews and focus group discussions showed that even after the women and youth groups had undertaken business training courses, many could not access the credit /loan facility due to the limited funding available from the credit institutions and to the difficulty in gathering the required requisites. Some of refugees interviewed during the mission cited the following impediments to the full realisation of their business potential:

#### ***Major constraints-Micro Credit***

- Bureaucratic arrangements within World Relief - citing that a list of widows for goat rearing was issued as well as one for children who wanted to undertake rabbit rearing; and both received no positive response from World Relief after their training;

- Benefits have not accrued to some 50 women who received training on micro enterprise initiative from ILO ( none received micro-credit despite applying for the facility);
- Poor loan administration by World Relief staff
- High interest cost (10% per month), doubling the rate whenever there is repayment default.
- Continuing indebtedness of women beneficiaries due to the high interest cost plus the burden of principal payment
- Women forced to repay the cost of birds which died of known natural causes.

#### **III.IV - Vocational training**

Vocational training has been provided by the National Institute for Employment and Professional Training (INEFP) since January,2008, having taken this over from World Relief Int. INEP adopted the exiting training curriculum and will in future add an agro-processing component to its package. The current package includes carpentry, tailoring, electrical, IT, welding and civil engineering & construction. Computing is generally the preferred course among refugees with girls opting for both computing and tailoring courses. Ongoing courses are delivered by four refugee trainers and two Mozambicans. Apart from providing skills training, INEFP also provides employment placement services to many of the refugees and Mozambican nationals

#### ***Major constrains - Vocational training:***

- Refugees tend to be either undecided, or reluctant to take advantage of training opportunities, citing loss of refugee status when they would become self reliant (Perceived);
- Some refuse to take up available job opportunities citing long distance from the Marratane camp as reason;
- Short training period (3 months) which makes them less competitive especially in the IT job market, thus meaning less overall job opportunities for refugees
- Problems finding a Mozambican equivalent for refugees' educational qualification/diplomas/certificates
- Difficulty in getting appropriate equipment etc (computers, internet gadgets, licensing/registration, printers and/or the ease of access to finance to procure these items

#### **III.V - Review of the Safety Nets/Government Assistance Programmes**

The Social Action Department of the GoM in Nampula is currently assisting 267 identified vulnerable refugees. This is in addition to the 20,910 Mozambicans already covered in the first quarter of 2008 against a target of 25,000. The services provided to the vulnerable groups in Marratane refugee settlement are in accordance with the UNHCR community services standards and consist of counselling services, supplementary feeding, health cases referrals and the provision of mobility aid instruments, where applicable.

Including the current vulnerable refugee caseload in the government run National Safety Net services will depend on the involvement of all the stakeholders, including strong advocacy and negotiations with the GoM. This should be preceded by a comprehensive evaluation of the adequacy of services being provided; and possibilities for expanding the programme.

At the provincial level, the Provincial Directorate of the Women Social Action (DPMAS) provides assistance to disabled, chronically ill and elderly persons with 175, MZM (Mozambique currency) per person per month.

According to the Social Action department, limited staffing is the key obstacle to the achievement of its programme plans and objectives.

### **III.VI – Health and nutrition situation; environmental conditions**

#### ***Health***

Health care in the camp is provided by the Provincial Department of Health with some direct support of medicines and outreach activities from UNHCR Nampula. The Health centre is classified as Level II and delivers basic health package of primary health care service and ambulance services. Depending on the nature of the case attended to, the health centre makes referrals to Anchillo District Hospital and Nampula Provincial Hospital.

In coordination with the Provincial Department of Health Services, UNHCR had helped to steer the transition of the health services from a curative approach to a preventative one, with particular emphasis on HIV/AIDS prevention, community health education, and other components of health care service delivery.

The Marratane Health Centre attends to an average of 1,750 individuals per month which is well above the standard of 1,000 patients/month consultations for a Level II Health Centre. The facility has a staffing strength of 3 nurses (consultations for adults and children) and three more for the maternity and reproductive health units, plus one infant maternity health supervisor. Plans are at an advance stage to deploy a doctor from the Anchillo District Hospital who will be serving at Marratane camp health centre every fortnight starting in August.

A nutritional survey conducted in April 2007 sampled 668 children, of whom 340 were boys (50.8%) and 328 (49.2%) girls. Data from a similar survey was further analysed into refugee and Mozambican children, 471 refugees 240 (50.9%) boys and 231 (49.1%) girls. 198 Mozambican children were also covered in the survey ,i.e. 100 boys (50.5%) and 98 (49.5%) girls.

The table below shows the results of this survey in comparison to the WHO classification / standards:

Severity of malnutrition	Global acute malnutrition (Weight/height %) (-2 z-score)			Chronic malnutrition (Height / age %) (-2 z score)			Underweight (Weight / age %) (-2 z score)		
	WHO standard	Survey results		WHO standard	Survey results		WHO standard	Survey results	
		Ref	Moz		Ref	Moz		Ref	Moz
Acceptable	<5%	4.2%		<20%			<10%		
Poor	5 – 9%		5.2%	20-29%			10-19%	14.4%	
Serious	10 – 14%			30-39%	32.7%		20-29%		
Critical	>=15%			>=40%		51.0%	>=30%		31.5

Note: Ref = Refugees; Moz = Mozambicans

The nutritional status of children under five years of age is not monitored on a regular basis. There have been regular targeted distributions of mosquito nets for children under 5 years of

age, pregnant and lactating women. Groups from the refugee and host communities serve as motivators in carrying out malaria and HIV/AIDS sensitization campaigns. The same groups are also in charge of condom distribution. The sensitization campaigns are carried out 3 days per week in the camp and in nearby villages. Follow up monitoring is carried out by personnel from the Health Centre for chronically ill persons, and persons living with AIDS.

### **III.VII - Analysis of the Education Sector**

Refugee children attend the regular government schools in the camp. The Mozambican curriculum is followed; and camp schools are partly funded by UNHCR through the District Department of Education. Funding extends to the payment of teachers' salary, school materials and the maintenance of school infrastructure.

954 refugee children out of 1,927 are enrolled in primary schools. Girls represent 44% of refugee school going children and 48% of the host population attending school. School enrolment rates are high among refugees (close 99%). School records have shown a total of 78 drop-outs registered so far in 2008 due to various reasons, including voluntary repatriation and child labour (for local children). School materials are provided by the Government, but supplemented with UNHCR funding.

The Marratane Primary school employs 37 teachers, of which 7 are accredited refugee teachers. The teacher / student ration is around 52 (for both refugee and host community schools).

There are currently 159 refugee children attending secondary school in Nampula city, 15 of them are in boarding school. Some 30 percent of the most needy secondary school students receive a UNHCR travel subsidy. The camp is equipped with a public library which offers educational material for children and adolescent boys/girls; the books were donated by the French Cultural Centre in Mozambique.

#### ***Major Challenges in Education***

- Delayed payment of salaries for UNHCR funded staff.
- Accessibility to school materials by some of the most vulnerable students.

### **III.VIII - Water and sanitation**

There is regular supply of water in the camp. Both refugees and people from the host community are currently able to access clean water from 16 water taps and 10 house pumps. Interviews with beneficiaries revealed that they do have access to the minimum Sphere standard of 20 litres of water per person per day though there is need to improve the water testing process, and to regularise refugees' access to water-points.

With only 326 family latrines and no communal latrines, the sanitation situation in the camp falls short of meeting the minimal Sphere standards. Without communal latrines (except in the hospital and the school), we are looking at only 19 percent of the camp population having access to latrines. The mission was informed that the building of new family latrines was part of UNHCR's planned activities for 2008.



### **III.XIX – Specific Issues**

#### ***Protection***

In coordination with INAR, and its implementing partners UNHCR provides legal protection to refugee to ensure that the principle of non-refoulement, a corner stone of the refugee international protection framework is respected.

A referral and response mechanism for survivors of SGBV incidents has been established; and is being implemented at the Marratane refugee camp. Currently, INAR, Police and the Department for Social Actions are implementing various support and prevention activities in this area.

#### ***Security***

The GoM provides adequate physical protection for refugees in the camp. There are 14 police officers and 14 refugee police assistants “sungu sungus”, who police the camp with equal gender representation. A peace education programme has been implemented in the camp which contributed to significant improvement in camp security.

#### ***Implementation structure***

INAR relies on a number of operational and implementing partners who work in the Marratane refugee camp, namely the Provincial Department of Health, the District Department of Social Action, the District Department of Education, the District Department of Agriculture, World Relief International and the National Institute for Vocational Training and Employment.

#### ***INAR Roles***

- Coordinates refugee affairs within Mozambique;
- Conducts/updates registration of asylum seekers and people of concern in liaison with UNHCR;
- Documents refugees and asylum seekers;
- Ensures reception of new asylum seekers;
- Conducts interviews regarding Refugee Status Determination (RSD), and recommends RSD decisions to the Eligibility Committee (CCR);
- Ensures the security and protection of refugees in the camp, including the protection of survivors of SGBV;
- Assists UNHCR with lobbying and advocacy campaign;
- Ensures adequate water and sanitation services in the camp;
- Administers Marratane refugee camp; and coordinates activities of partners at camp level.

#### ***The Provincial Department of Health:***

- Runs Marratane Health Centre;
- Administers medically referred refugee cases to larger hospitals.
- The Department is also responsible for the procurement of drugs and medical supplies (equipment) partly with UNHCR funds.

***The District Department of Social Action:***

- Identifies individuals with special needs within the refugee community;
- Assists refugees with special needs, i.e. walking aids, special assistance packages and psycho-social counselling;
- Implements SGBV (prevention) and raises awareness amongst refugees and host communities.

***The District Department of Education:***

- Implements and monitors the implementation of the Mozambican school curriculum for refugees;
- Ensures supply of school materials and teaching aids to Marratane camp schools.

***The District Department of Agriculture:***

- Implements agricultural and fisheries support activities.
- Provide agricultural inputs (on credit) to refugee and Mozambican farmers
- Coordinates the search for, and linkages with marketing outlets
- Organise farmers' associations within the refugee community and coordinates the livelihood sector with other stake-holders

***The National Institute for Vocational Training and Employment***

- Implements vocational training programmes
- Coordinates and supports job placement efforts.
- Develops curricula in consultation with other stakeholders

***World Relief International:***

- Administers income-generating activities (animal husbandry);
- Implements a micro credit scheme in the camp;
- Implements forestry and environmental activities.

## **V - IMPLEMENTATION OF PREVIOUS JAM RECOMMENDATIONS**

### ***Strengthen RSD and registration systems to ensure accurate population data***

In Mozambique, refugee status determination is handled by the Government. UNHCR does not carry out mandated status determination, but rather, supports the national structures to undertake RSD. From the last semester of 2006, UNHCR had funded a special project to support RSD and registration activities in Mozambique. As a result, the backlog of some 1,736 cases (approximately 5,000 persons) was processed by INAR for RSD interview.

Approximately, 1,138 applicants of the above responded, were interviewed and had their claims assessed by INAR Nampula. The Eligibility committee reviewed these assessments and recommended 318 cases for recognition, 771 cases for rejection. 50 cases were returned for additional information to the INAR RSD unit. However, there has been a delay in obtaining the decision of the Minister of Interior. Consequently most of the asylum seekers are still waiting to receive the verdict on their refugee claim. Once their application is rejected, asylum seekers have a right of appeal to the Administrative Tribunal in Maputo for hearing, before the decisions becomes final.

### ***Verification exercise by UNHCR:***

In October 2007, INAR undertook a country-wide verification exercise in order to address issues in the registration systems which were identified by the UNHCR regional data administrator. This exercise finally resolved the data migration problems, and the databank was fully updated. UNHCR undertook a verification exercise simultaneously with the food distribution process and included the replacement of refugee ration cards. As part of the process, UNHCR required the presence of all refugee family members who had to be verified against information retained in the database (including individual photographs). Refugees and asylum seekers who did not appear during the verification exercise were discontinued from food assistance.

***Acceleration of Refugee status determination:*** (Please refer to a above)

### ***Maintaining two separate lists, i.e. for Protection and Food assistance***

Two separate lists have been maintained throughout 2007, with the food lists containing a significantly lower number of individuals than the general register for the camp (in July 2008 the difference was 1000 individuals or 21%). UNHCR deleted names of all refugees and asylum seeker from the food list who:

- Did not appear for 3 consecutive food distributions;
- Did not appear during the verification exercises; or
- Are known to be gainfully employed, or self-reliant.

### ***Phase out decisions/Strategies/enhancing self-reliance activities***

For livelihood, please see the relevant section above.

Regarding the phasing out of food assistance, UNHCR agreed during their annual planning retreat this year to support a strategy of gradual ration cuts as of June 2008 for the entire beneficiary caseload, with the exception of individuals with special protection needs; and new arrivals for a limited period of 6 months. This strategy was discussed with WFP, after which WFP proposed to undertake a livelihood study and a Joint Assessment Mission. The Livelihood study proposed a gradual decrease in food rations and a cut off of food assistance in March 2009, thus aligning ration cuts with the harvest season.

### ***Review of refugee caseload and population trends (new arrivals / departures / voluntary repatriation***

A total of 888 new arrivals were registered in 2007, of which 435 are Congolese, 322 Burundians, 107 Rwandans and the rest from other nationalities. On the repatriation front, 2007 saw the voluntary repatriation of some 311 refugees to the DRC. 11 other refugees were resettled in Canada and the USA respectively.

A total of 443 new arrivals were registered in 2008, of which 270 are Congolese and 154 Burundians. Up until June 2008, 149 refugees were repatriated to the DRC (Congo) and 32 to Burundi. An additional 7 refugees departed on resettlement to Canada.

### ***Reconciliation of food lists and distribution lists (WFP)***

Following the 2006 JAM recommendation to prepare two separate lists (Protection and food lists), WFP ensured that food from the warehouse was released based on a certified list of eligible food beneficiaries from UNHCR. The actual quantity of food distributed is then reconciled against the distribution list and any balance is returned to the warehouse. ,

### ***Review of the ration provided***

Based on the 2006 JAM nutritional considerations, and following discussions and agreement on the proposed ration with UNHCR, INAR and Refugee representatives including WFP introduced a food basket which is consistent with other food assistance programmes targeting groups considered extremely vulnerable due to their socio-economic and food security situation. This food basket differs somewhat from the UNHCR ration both in composition and size. This takes consideration of the fact that majority of refugees are able to complement their food needs from alternative sources, and/or from other income sources. The ration is nutritionally adequate, but basic enough not to attract food sales or barter.

Due to the unavailability of CSB, and the import permit limitation for the commodity, WFP had to replace the CSB allocation with the same quantity of maize meal/grain which is readily available.

### ***Adequate monitoring system to be established to assess efficiency, effectiveness and timeliness of the distribution, measure impact on food security and nutritional status***

Food distribution monitoring is intrinsic to assessing not only the adequacy of our food intervention, but also the timeliness, and efficiency of the distribution process; and the contribution of the food basket toward food security and nutritional status of beneficiaries. The mission could not find evidence of any joint WFP/UNHCR monitoring of programmes, and/or of a post distribution monitoring (PDM) which is meant to inform management about food aid and other significant developments by capturing valuable data on coping mechanisms, market prices and food availability; the sale of food aid and reasons thereof as well as alternative food and income sources, the type and number of assets refugees possess (Livestock, poultry, equipment etc).

### ***Document the planned vs. actual food distribution and planned vs. actual beneficiaries***

In general, both planned and actual distributions as well as planned versus actual beneficiaries were found to be consistent with forecast trends for a gradual reduction in food quantity and beneficiary numbers. The new distribution arrangement which was put in place advocated for a gradual withdrawal of assistance for those beneficiaries who have become self-sufficient, and/or have gotten themselves into gainful self employment. The beneficiary planning figure at the time WFP took over the feeding programme was 4.800. This was gradually brought down to 4.500 in 2007, and by the last July food distribution, the figure went further down to 3.804 beneficiaries.

## **VII – KEY RECOMMENDATIONS**

Addressing the obstacles that have been identified by stakeholders as impeding the full realisation of the livelihood and self reliance schemes would require joint concerted effort by all players. To this end, the JAM mission, in consultation with operational partners (government departments, WFP), implementing partners and refugees, have jointly identified the following set of practical solutions/recommendations including necessary action plans by all stakeholders to ensure the success and sustainability of these programmes.

### **VII.I - General recommendations**

- Since the GoM continues to open up necessary avenues for refugees to pursue self help programmes, there is no reason they cannot move toward viable and sustainable livelihoods programmes;
- Food assistance phase out should be gradual both in terms of beneficiary number and in terms of food ration. The refugees who are already self reliant or who are better exposed to the existing opportunities should be the first to be removed and the most vulnerable the last;
- The Government Institutions and the agencies involved in the self reliance activities may need to continue their efforts to improve conditions for accessing/engaging in the activities;
- INAR and UNHCR will need to update the data bank of the different assistance packages including and the performance of the beneficiaries and the reasons for failure or success

### **VII.II - Specific recommendations**

Specifically the mission recommends the following:

#### ***Food /Market Prices and Refugees' own Production Potential***

- INAR and UNHCR should work with the Provincial Department of Agriculture and World Relief to seek alternatives for the expansion the current market linkage arrangements by diversifying both products (horticultural products, cereals, etc) and new market outlets (Nampula town markets and others i.e. Nacala, Pemba and Quelimane);
- UNHCR will provide a truck and a tractor to ensure timely delivery of refugees' produce to markets outside of the camp, i.e. Nampula and other market outlets;
- The Provincial Department of Agriculture should continue the promotion of the establishment of production associations;

#### ***Livelihood support/ Agricultural Sector***

- The Provincial Department of Agriculture will work towards the diversification of crop production into livestock/animal husbandry and poultry farming;
- If possible, the GoM, through its agricultural department, should regularly gather with refugee camp, and make market information available so as to plan production time and the type of crops in demand by the markets;
- The Provincial Department of Agriculture could further support introduction of agro-processing facilities in order to reduce post-harvest losses;

- All the agencies with livelihood activities in the camp should seek further expansion of both the level of assistance and coverage in order to reach as many beneficiaries

#### ***Animal Husbandry/Livestock Sector (Poultry)***

- The Provincial Direction of Agriculture and World Relief should vary the timing for the delivery of (birds) assistance to producers;
- They have also to improve the feed quality, or facilitate the set up of a local feed production facility;
- The Provincial Direction of Agriculture and World Relief should look at the possibility of improving the project design and ensure timely availability of funds to procure additional birds for early delivery to producers.

#### ***Micro Business initiatives and Micro Credit:***

- The GoM should facilitate the issuance of business licenses and trade permits under the same conditions as that of the local population;
- The micro business need to readjust the loan repayment schedules and agreed on new loan terms in order to make them affordable and accessible;
- The micro business/credit projects should be designed in a way to generate a revolving fund so that they can become self financing from members' contributions.

#### ***Vocational training:***

- INEFP, in coordination with other stakeholders should increase joint sensitization efforts to encourage beneficiaries participation;
- INEFP should provide start-up kits to groups instead of individuals to increase community responsibility and minimize losses;
- INEFP should expand and/or promote job placement and internship programmes with the government and the private sector and should introduce agro-processing and small business management training;
- INEFP needs to make the beneficiaries benefit more from the training by acquiring more training materials and machinery.

#### ***Safety Nets/Government Assistance***

- The mission estimates that around 300 refugees are vulnerable and will require assistance after the phase out;
- UNHCR to follow up the possibility of including a cross section of the most vulnerable refugees into the social assistance scheme with Central MMAS;
- WFP should look into the possibility of including the vulnerable community into its Social Protection and School Feeding program in support to the GoM.

#### ***Education Sector***

- Unaccompanied and fostered children should receive special assistance to alleviate their vulnerable situation;
- The agencies should organize awareness campaigns to sensitize parents about the importance of education and to monitor the education of their children;

- The Provincial Direction of Education should improve the timeliness of the teacher's payment release.

## **VIII – REQUIRED ACTIONS**

In line with the recommendations above the mission developed an action plan for the remaining months until the complete phase out in December 2008.

### ***Instituto Nacional de Apoio aos Refugiados***

- INAR and UNHCR will hold consultations with home governments of refugees so as to resolve the educational equivalent issue;
- INAR and UNHCR will ensure a regular review/assessment of the repatriation and integration plan as well as the opportunities available to refugees with a view to identifying the threats, strengths, weaknesses and opportunities, thus engaging and encouraging refugees to take full advantage of the opportunities made available by the GoM and aid agencies;
- The GoM, UNHCR, donors and the private sector, to mobilise the necessary resources to increase, and expand the uptake in livelihood and self reliance schemes including job placement/internships as well as programme type and beneficiary numbers) over and above current levels (approximately 700) in order to ensure success of these programme initiatives;
- In consultation with relevant line ministries/departments and beneficiaries, the various sectors should meet to further review major limiting factors to the successful implementation of their livelihood/self reliance projects and devise measures to address the gap.

### ***World Food Programme***

WFP will continue providing food assistance to a maximum of 4,000 beneficiaries per month. However the food rations will be gradually reduced on the following schedule:

<b>Month</b>	<b>%</b>	<b>Cereals</b>	<b>%</b>	<b>Pulses</b>	<b>Veg Oil</b>	<b>Total</b>
September	75%	300.00	100%	40.00	20.00	360.00
October	50%	200.00	150%	60.00	20.00	280.00
November	25%	100.00	150%	60.00	20.00	180.00
December	25%	100.00	150%	60.00	20.00	180.00

- ;WFP will provide any capacity building training in an agreed modality as required to INAR on food aid management.

### ***United Nations High Commissioner for Refugees***

- UNHCR and INAR, having ascertained the exact number of the most vulnerable, should agree a modality to provide food and humanitarian assistance through the existing government safety net programme, and/or a UNHCR funded initiative (to include all new arrivals for six months).
- UNHCR will begin further consultations with INAR to allay fears of any loss of protection, and/or refugee status only because they have become self reliant;

- In consultation with the GoM, UNHCR and INAR will establish an automatic enrolment process for all new arrivals into existing livelihood/self-reliance schemes, review progress and recommend further measures to address emerging problems;
- Having already sensitised refugees regarding the planned withdrawal of food assistance, UNHCR, WFP and GoM is advised to re-launch the sensitisation and awareness campaigns which began a year ago to ensure a smooth transition.